



LANCASTER
CITY COUNCIL

Promoting City, Coast & Countryside

COUNCIL MEETING

Wednesday, 19 July 2023 - 6.00

p.m.

Morecambe Town Hall

Lancaster City Council welcomes members of the public to attend meetings. However, space in the public gallery is limited to 30 seats due to Fire Regulations. If you would like to watch the meeting and have access to Microsoft Teams, please click the link [HERE](#) to watch the live stream from 6pm on the date of the meeting.

Mark Davies,
Chief Executive,
Town Hall,
Dalton Square,
LANCASTER,
LA1 1PJ



LANCASTER CITY COUNCIL

Promoting City, Coast & Countryside

Sir/Madam,

You are hereby summoned to attend a meeting of the Lancaster City Council to be held in the Town Hall, Morecambe on Wednesday, 19 July 2023 commencing at 6.00 p.m. for the following purposes:

1. **APOLOGIES FOR ABSENCE**

2. **MINUTES**

To receive as a correct record the Minutes of the Meeting of the City Council held on 21 June 2023 (previously circulated).

3. **DECLARATIONS OF INTEREST**

To receive declarations by Councillors of interests in respect of items on this Agenda.

Councillors are reminded that, in accordance with the Localism Act 2011, they are required to declare any disclosable pecuniary interests which have not already been declared in the Council's Register of Interests. (It is a criminal offence not to declare a disclosable pecuniary interest either in the Register or at the meeting).

Whilst not a legal requirement, in accordance with Council Procedure Rule 9 and in the interests of clarity and transparency, Councillors should declare any disclosable pecuniary interests which they have already declared in the Register, at this point in the meeting.

In accordance with Part B Section 2 of the Code Of Conduct, Councillors are required to declare the existence and nature of any other interests as defined in paragraphs 8(1) or 9(2) of the Code of Conduct.

4. **ITEMS OF URGENT BUSINESS**

5. **ANNOUNCEMENTS**

To receive any announcements which may be submitted by the Mayor or Chief Executive.

6. **QUESTIONS FROM THE PUBLIC UNDER COUNCIL PROCEDURE RULE 11**

To receive questions in accordance with the provisions of Council Procedure Rules 11.1 and 11.3 which require members of the public to give at least 3 days' notice in writing of questions to a Member of Cabinet or Committee Chair.

7. **PETITIONS AND ADDRESSES**

To receive any petitions and/or addresses from members of the public which have been notified to the Chief Executive in accordance with the Council's Constitution.

8. **LEADER'S REPORT** (Pages 5 - 7)

To receive the Cabinet Leader's report on proceedings since the last meeting of Council.

REPORTS REFERRED FROM CABINET, COMMITTEES OR OVERVIEW AND SCRUTINY

9. **LANCASTER CANAL QUARTER MASTERPLAN** (Pages 8 - 155)

Report of Cabinet.

Report published 12 July 2023.

MOTIONS ON NOTICE

10. **MOTION ON DIVERSITY** (Pages 156 - 157)

To consider a motion on notice submitted by Councillors Jean Parr and Joanne Ainscough.

OTHER BUSINESS

11. **CATON-WITH-LITTLEDALE NEIGHBOURHOOD DEVELOPMENT PLAN - ADOPTION (MAKING) OF THE NEIGHBOURHOOD PLAN** (Pages 158 - 298)

Report of Chief Officer – Planning and Climate Change

12. **APPOINTMENTS TO OUTSIDE BODIES - RURAL SERVICES NETWORK** (Pages 299 - 300)

Report of the Senior Manager, Democratic Support and Elections.

13. **APPOINTMENTS AND CHANGES TO COMMITTEE MEMBERSHIP**

Group Administrators to report any changes to Committee Membership.

14. **QUESTIONS UNDER COUNCIL PROCEDURE RULE 12**

To receive questions in accordance with the provisions of Council Procedure Rules 12.2 and 12.4 which require a Member to give at least 3 working days' notice, in writing, of the question to the Chief Executive.



.....
Chief Executive

Town Hall,
Dalton Square,
LANCASTER,
LA1 1PJ

Published on, 11 July 2023.



Leader's Report

19 July 2023

Report of the Leader of the Council

PURPOSE OF REPORT

To present the Leader's report to Council.

This report is public.

RECOMMENDATIONS

To receive the report of the Leader of Council.

REPORT

1.0 Cabinet

- 1.1 The minutes from the Cabinet meeting held on 6 June will be tabled at September's Council Meeting

2.0 Decisions required to be taken urgently

- 2.1 No urgent Cabinet decisions had been taken in this period.

3.0 Leader's Comments

- 3.1 **Town Hall Water:** A burst water pipe at Lancaster Town Hall meant that staff were asked to work from home for several days. For matters which required on-site attendance space was used in the City-Lab building in Dalton Square. Works have been completed and the Town Hall is open again as usual.
- 3.2 **Artwork at Frontierland:** A story circulated on social media that the artworks affixed to the hoardings at the Frontierland site were being removed and disposed of. The artworks will be removed temporarily whilst repairs/replacement hoardings are erected. This work is essential due to weather damage at the site. However, the artwork will be safely stored and rehung thereafter. Longer term our

intention is to ensure that this artwork is preserved and incorporated into the Frontierland site as it is developed as part of the town's cultural heritage.

- 3.3 **Eden:** Cabinet have met with the senior team from Eden to discuss progress since the Leveling-Up fund announcement 6 months ago, and next steps for the project. Eden continues its work of community engagement and a program of activities to support biodiversity and education within our district. Work is beginning on developing the scheme of governance with Eden and other key stakeholders, and fundraising from private-sector investments and philanthropic donations is set to deliver the matched funding required.
- 3.4 **PRIDE:** Lancaster PRIDE took place on 25th June and was (I believe) the largest and best attended PRIDE event in the city so far. The Council provided funds from the UKSPF and there is also money set aside for next years event. Morecambe's PRIDE will be taking place on 29th July and I encourage members to attend.
- 3.5 **Shared Revenue & Benefits Service Joint Committee:** Myself and Cllr Hamilton-Cox attended a meeting of the 'Revs & Ben's committee in Preston City Hall on 6th July. This arrangement continues to deliver cost savings and efficiencies for both Councils. The minutes of this meeting are available at: <https://preston.moderngov.co.uk/ieListDocuments.aspx?MIId=6518&x=1>
- 3.6 **OBR:** The OBR Strategy and Coordination group met for the first time under this administration on 3rd July. This meeting heard progress of implementing the budgetary decisions made by the previous council in this financial year and began the work of looking ahead to the further savings and efficiencies that will be required in preparation for next year's budget.
- 3.7 **Parliamentarians:** Direct lines of dialogue have been offered to keep both MP's covering our district up to date on City Council affairs and key local issues. The CEO has had discussions with David Morris on a number of issues, and Cat Smith attended a briefing on 23rd June.

4.0 Decisions

The following decisions were scheduled to be considered by Cabinet on 11 July 2023:

Lancaster Canal Quarter Masterplan
Appointments to Outside Bodies
Cabinet Advisory Groups
Canal Quarter Lancaster – Heron Works (Exempt)
Lancaster Canal Quarter Early Phase Housing Regeneration Proposal (Exempt)

There have been no Officer Delegated Key Decisions taken since the last Leaders report.

The following Individual Cabinet Member Decision has been taken since the last Leader's report.

ICMD 1	RIBA Stage 4 Decarbonisations Designs	Published on: 20/06/23 Taken by Cllr Dowding Call-in Waived.
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Background Papers

Cabinet agenda of the meetings held on 11 July 2023.

COUNCIL

**Lancaster Canal Quarter Masterplan
19 July 2023
Report of Chief Officer Sustainable Growth**

PURPOSE OF REPORT

Following Cabinet resolution, the Lancaster Canal Quarter Masterplan is referred to Council for consideration, approval, and adoption into the council's Policy Framework. The final Masterplan version has been compiled in consideration of the wide stakeholder input and public views received on the consultation Masterplan draft issued last year. The report also summarises next steps in progressing the development phases and proposals, including delivery of the early phase housing proposals.

This report is Public

RECOMMENDATIONS

- (1) The Canal Quarter Masterplan is approved and adopted into the council's Corporate Policy Framework.**

1.0 Introduction

- 1.1 Regeneration of the Canal Quarter area is key element in enhancing Lancaster's role in the local economy and boosting its housing, commercial, cultural and leisure offer. Over the next 10 years it is envisaged that key under-utilised sites and dereliction across 6 acres will be addressed, and development progressed for a mix of uses that will complement the existing town centre and provide for balanced place-making.
- 1.2 A strong foundation and certainty around development and planning matters is needed to make the case for and justify further public and private investment in delivering productive new uses. With the approval of the Canal Quarter Strategic Regeneration Framework (CQSRF), adopted as the Canal Quarter Supplementary Planning Document (SPD) in November 2021, the city council took a major step forward.
- 1.3 Entering the post-CQSRF stage, work moved to develop a more detailed masterplan and to define a phased project investment case and strategy. The plan would integrate the two major private land/development interests in the area into a coherent area-wide scheme capable of clear, phased and/or concurrent delivery, through a mix of major private/public investment and grant aid. It was intended that the masterplan provide a definitive statement on the council's aspirations for its own land assets.
- 1.4 Urban design specialists PRP Architects were commissioned in 2022 to produce the masterplan, responding to the demands and opportunities set out in the CQSRF.

- 1.5 Following consideration by Cabinet is referred to Council for consideration, approval, and adoption into the council's Corporate Policy Framework (refer to **Legal Implications**).

2.0 Proposal Details

- 2.1 The final version of the Lancaster Canal Quarter Masterplan is attached in **Appendix 1** alongside technical supporting material. Development of the masterplan focussed on:
- Meeting the challenges of the CQSRF and setting a preferred development and land use solution.
 - Integration with the Lancaster City Centre Movement and Public Realm Strategy proposals
 - Working to join up major third-party landowner/developer aspirations and ideas to form a coherent development platform.
 - Reviewing preferred land uses with respect to viability, market demand, and deliverability.
 - Assessment of priorities and approach to retention and refurbishment of historic buildings.
 - Defining the route to progression of key infrastructure, such as the proposed area heating network.
- 2.2 Early phases have been identified which have the potential to deliver new housing and commercial activity, but challenges remain in securing viable development propositions. Construction costs are high and rising, and local asset values across the majority of appropriate housing and commercial uses are relatively low in comparison to national and regional norms. Combined with difficult site conditions and heritage interest, this means significant public intervention at various scales and degrees will be required to achieve the Masterplan ambitions.
- 2.3 However, the council has had some early successes in securing grant aid and the area has clear potential to deliver: a range of housing types; commercial activity; create a sustainable community; breathe new life into the city centre; and help meet the council and its partners' ambitions for local culture.
- 2.4 The strategic approach to issues raised through the process of developing the earlier CQSRF have been settled in the Masterplan through:
- Direction from Members in workshop/policy discussion settings,
 - Wide public and stakeholder consultation
 - Reference to settled strategic policy and study recommendations,
 - Officer and consultant Interpretation of the "direction of travel" of emerging and future public policy directions, both internal and external to the city council.
- 2.5 The Masterplan promotes certainty in land use for the city council's own assets with a more flexible market responsive strategies for private assets within a coherent area wide massing, conservation, and public realm strategy. Key matters for Members to appreciate and consider before adoption of the Masterplan as council policy are as follows:
- *Sustainability*: Aspirations to achieve net zero carbon is to be tackled through the reduction in built environment impacts via a fabric first approach. Operational energy is to be tackled through integration of sites

into the council's emerging area heat network plans. It is intended that early phase developments on council owned sites act as initial exemplar developments, generating the initial demand and capacity for the heat network energy centre and infrastructure.

- *Traffic Management, Car Parking, and Modal Shift:* Traffic modelling by county council on vehicle through movement options in the Canal Quarter has temporarily been suspended due to the recent strategic decisions taken on the South Lancaster/Bailrigg Garden Village programme and the return of Housing Infrastructure Fund (HIF) grant to Government. Members will be aware that significant HIF monies were due to be allocated to Lancaster city transport and movement improvements as well as for the strategic transport improvements. Officers' emerging view is that there would be negative impacts on neighbouring residential areas if through traffic movement was ended along the Alfred Street/Seymour Street/Edward Street axis. The preferred solution is still to be agreed and will be defined through future transport studies and assessments as detailed proposals and planning applications are submitted. However, it is proposed that through traffic in the Canal Quarter area will be calmed significantly, and private vehicle movements sub-ordinated to public transport, sustainable travel modes, and pedestrian movement. A reduction in public car parking spaces (a key generator/attractor of car movements) is proposed in line with wider strategic transport policy over the medium to long-term (3 to 10 years). The masterplan approach is therefore aligned to a future where the council's remaining car parks in the city centre are improved and better utilised/promoted, new and improved Park & Ride facilities are introduced, and modal shift is encouraged. Private parking, particularly for new proposed housing, is included - although the masterplan leans towards relatively low provision in this context.
- *Housing:* The area provides an opportunity to contribute to the council's housing targets and objectives, and the proposed housing numbers are considered an achievable and desirable target. A range of typologies are proposed, with emphasis on higher density and apartment living. Where appropriate the city council will promote its land assets to meet its own housing objectives, with a desire to promote affordable and social tenures subject to the practical concerns of delivery capacity, viability, and council's budget position. Proposals for early phase housing delivery were approved by the council earlier in the year and are moving forward as described later in this report.
- *Commercial:* Opportunities are focussed on third-party private land holdings and will be promoted flexibly within the context of the wider massing and public realm strategy. Viable solutions for commercial and leisure uses are difficult and public intervention to assist in enabling strategic and site-specific infrastructure (particularly to overcome the "heritage deficit" and other abnormal costs of resolving site issues), will be needed. The public and private sectors will work together to enable the delivery of exciting, high quality, and appropriate mixed use solutions for third party land assets.
- *Cultural:* The masterplan adopts and promotes the strategies for building and business improvements proposed by the key cultural organisations

resident in the area - specifically the Dukes Theatre, Grand Theatre, and Lancaster Music Co-op. But it is recognised that the approaches proposed by the organisations will only be achieved with significant external grant aided investment and other allied public intervention and support. Proposals are either concerned with council property – reasonably characterised as current liabilities – or have significant synergy with council property interests. Beyond the cultural and economic value these organisations bring to the area, it is in the interests of the council to enable and support investment in order to reduce its future contingent property risk.

- *Historic buildings:* A pragmatic approach to retaining or removing buildings with heritage interest has been adopted that ensures the Canal Quarter reflects the wider character of the city centre. The massing strategy ensures the maintenance of historic views, and the strategy has been agreed in consultation with the council’s heritage officers.

3.0 Details of Consultation

3.1 The Canal Quarter Strategic Regeneration Framework, and emerging masterplan proposals, have been the subject of extensive stakeholder and community consultation. The consultation undertaken for the development of the Masterplan is described in the document in **Appendix 1**. The Masterplan has been considered by Cabinet and is referred to Council for consideration approval, and adoption into the council’s Corporate Policy Framework

4.0 Options and Options Analysis (including risk assessment)

4.1 A summary of the options and analysis is presented below:

	Option 1: The final version of the Canal Quarter Masterplan is adopted into the council’s Policy Framework.	Option 2: The final version of the Canal Quarter Masterplan is not adopted into the council’s Policy Framework.
Advantages	Enables the council to progress regeneration proposals to an agreed masterplan and delivery strategy.	No advantages identified unless Members require substantive amendments to the document or seek further consultation on the final document.
Disadvantages	A delay in the adoption of the Masterplan as corporate policy will impact on negotiations with key funding partners and potential investors and deliver further uncertainty around the council’s intentions for the area.	While having some flexibility the masterplan clearly defines the council’s overarching spatial approach and delivery strategy for the future development of the area, particularly in regard to its own land and property assets.

		Ongoing discussions with funders and third parties takes place outside of an agreed masterplan and delivery strategy.
Risks/ Mitigation	<p>Risks are mainly around reputational risk to the council of approving an approach which does not meet the objectives and/or does not find favour with the wider community. However, the document is based upon and meets the requirements of the Canal Quarter SPD (itself the subject of extensive public and stakeholder participation).</p> <p>It is considered that the masterplan reflects the broad balance of stakeholder and community aspirations (as expressed through consultation) and the council's overarching and current corporate policy position as expressed by the newly elected council administration.</p>	Delivery and negotiations with funders proceeds outside of an agreed spatial planning and development framework.

5.0 Officer Preferred Option (and comments)

The preferred option is **Option 1**.

6.0 Development Phasing and Next Steps

- 6.1 Securing delivery will be an ongoing and iterative process which is dependent on the current centralised funding landscape and mainly driven by the opportunities arising under central government mandates – particularly around the “Levelling Up” agenda. However, in adopting a defined masterplan, the council is in a better position to engage with major funding partners and progress sites as funding opportunities present themselves.
- 6.2 The Canal Quarter can be broken down into 5 main phases/areas. A summary of the ongoing work, practical progress, and issues, against each phase is provided below, with further detail in **Appendix 2**

7.0 Conclusion

- 7.1 The Canal Quarter Masterplan presents a coherent and clear statement on the council's overarching development and delivery strategy for the future development of the area and promotes certainty around the preferred use of its own land and property assets. This will guide future officer resource, activity, and priorities and there can be confidence that the document reflects a balanced and considered view of the council's aspirations as informed by extensive stakeholder / community consultation, and current corporate policy.
- 7.2 It is rarely the case a viable commercial investment case can be made without substantial grant aid, and this is a familiar experience for any public or private entity dealing with complex phased regeneration strategies. However, the approval of a masterplan is a significant step in realising future capital funding opportunities and will be an important pillar in negotiating with central government, other public bodies, commercial interests, and private investors.

**CONCLUSION OF IMPACT ASSESSMENT
(including Health & Safety, Equality & Diversity, Human Rights, Community Safety, HR, Sustainability and Rural Proofing)**

There are no Health & Safety, Equality and Diversity, Human Rights, Community Safety, HR implications arising from the adoption of this document as corporate policy. In terms of the impact on potential future development proposals and outcomes officers are confident that issues have been intensively explored and tested during the preparation of the document itself, adhering to the principles of the council's Corporate Policy Framework.

LEGAL IMPLICATIONS

The masterplan is not part of the statutory Local Plan framework and therefore, its adoption sits outside of the Town and Country Planning (Local Planning) (England) Regulations 2012.

However, the council's Constitution provides as follows:

2.2 By law, the Council must have a Policy Framework. This is a list of plans and strategies which are relevant to the Council's functions and are required by law to be decided by the Full Council, usually on the recommendation of the Cabinet, supplemented by other plans and strategies that the Council wishes to add.

The decision on the Masterplan's adoption/approval should therefore be taken by Full Council rather than the Cabinet.

There are no further legal implications in adopting the document as corporate policy.

FINANCIAL IMPLICATIONS

The Canal Quarter masterplan is intended to provide policy guidance and a foundation on which the council can make internal and external cases for resources to deliver proposals which meet its corporate objectives. Depending on propositions, phases, and opportunities the council will act in various ways. It may act as a direct delivery body where appropriate, or as an enabling partner.

There are no additional financial implications arising from approving the Canal Quarter Masterplan to forward to Full Council for adoption into the council's Policy Framework.

OTHER RESOURCE IMPLICATIONS

Human Resources: The main staffing resource on the council side to support progression of the Canal Quarter masterplan will be officers from the Sustainable Growth service.

Information Services: No direct Information Service implications based on the council approving corporate policy.

Property: No implications based on the council approving corporate policy,

Open Spaces: No Open Space implications based on the council approving corporate policy.

SECTION 151 OFFICER'S COMMENTS

Adoption of the Canal Quarter masterplan represents a significant step forward for this long awaited development and provides the foundation for significant investment in the area.

However, as noted above additional council resources may be required in the future. Should additional resources be required application will need to in accordance with the council's Budget and Policy Framework and be balanced against other council priorities and investment outcomes.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has nothing to add to the legal comments above. Once adopted this Masterplan will form part of the Policy Framework of the Council.

BACKGROUND PAPERS

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Ref:

LANCASTER

Canal QUARTER

Masterplan & Design Strategies
May 2023

PRP

Masterplan and Project Development Services



BA9567 Lancaster Canal Quarter

First issue: Dec 2022
Revision: May 2023 (Rev D)
Project Lead: Carolina Ipes
Author: Nadine Landes

P:\BA9567 Lancaster Canal Quarter\PRP Live Data\Presentation\
Indesign\20220121 Masterplan Doc



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1. Introduction

1.1 The design team

The preparation of this masterplan has been supported by the Client (Lancaster City Council) and a team of experienced design and technical consultants comprising:



Client
Lancaster City Council



Project Manager
Inner Circle



Masterplanning, Architecture, Landscape and
Development Consultancy
PRP



Planning
NJL Consulting



Transport
Eddisons



Civils and Structure
Curtins



Mechanical and Electrical
ESD



Biodiversity, Ecology, Drainage, Flooding and
Arboriculture
Delta Simons



Heritage
Stephen Levrant Heritage Architecture Ltd



Meanwhile Uses
Hemingway Design

1.2 Background and purpose of the document

Purpose of the document

Lancaster's Canal Quarter covers approximately 6.5 hectares of land, immediately to the east of the City Centre. Since the area was cleared some decades ago, Lancaster City Council (LCiC, "the council") has been working on a Vision and regeneration strategy to bring back into use many of its important buildings and derelict sites to create a vibrant, sustainable and active place which is integrated both with the City Centre and the Lancaster Canal.

These Vision and development principles were captured in the Lancaster Canal Quarter Supplementary Planning Document (LCQSPD) which was adopted by Lancaster City Council in November 2021 following extensive consultation with major landowners, stakeholders and the local community.

In December 2021, Lancaster City Council appointed PRP to develop a masterplan for the Canal Quarter that responds to the Vision, aspirations and development principles of the LCQSPD.

This document has been prepared by PRP to support the Vision for the redevelopment of the Lancaster Canal Quarter. This document presents the masterplan, the design strategies and the engagement process that informed and influenced the design proposals.

Lancaster Canal Quarter Supplementary Planning Document (LCQSPD)

The Vision for the Canal Quarter seeks to enhance the site's inherent qualities, retaining and accentuating its unique characteristics. Creating a sustainable mix of uses will be key to generating a vibrant district which is welcoming and inclusive to a broad spectrum of people and users, at all times of the day, week and year. An emphasis is placed on the creation of high quality architecture, new build, retained and refurbished, complemented by dynamic streets and spaces which extend life and activity into the public realm. It is the intention that this SPD will become an adopted Supplementary Planning Document that will form part of the Development Plan for the district. Once that happens, it will become a material consideration when determining future planning applications. In the last 12 months the council has taken, and will continue to take, a clear leadership role in the regeneration of the site. But it cannot achieve the Vision for the Canal Quarter alone.

It will require continued energy and realism from landowners, developers, businesses and local residents to create a genuinely desirable and attractive place to live, work and play.

The masterplan presented in this document complies with the Vision and objectives set up in the LCQSPD, a summary of the key objectives is described below:



Embracing Heritage

Respecting the rich built heritage of the Canal Quarter, which reflects its historical evolution and contribute so heavily to its positive identity and appeal.



Connectivity and Movement

Improving integrated movement and connectivity to and within the Canal Quarter (including green and grey infrastructure), retaining what is distinctive about the existing street pattern, enabling legibility, and influencing strategic connectivity and movement across the city.



Land Use

Accommodation of a sustainable and viable mix of uses at all scales (site to neighbourhood). Delivery of a vibrant and active neighbourhood.



Approach to Public Open Space

Delivery of an area-wide active, safe and legible public realm and open space hierarchy and network enhancing and maximising the relationship between the City Centre and the Canal, incorporating blue and green infrastructure and responding to the existing characteristics of the area.



Sustainability

Contributing to wider social and corporate agendas around the Climate Emergency declared by Lancaster City Council in January 2019, and identifying opportunities to use new sustainable infrastructure to create an identity for the area.

1.3 Executive summary

This document summarises the masterplan proposals for the Lancaster Canal Quarter. It describes the process to develop the design proposals including engagement with third parties landowners, the local authority, key stakeholders and the public, covering all the work that have been undertaken since the Design Team was appointed in December 2022.

This document has been prepared by PRP with inputs from different technical consultant from the multidisciplinary Design Team to support the Vision for the redevelopment of the Lancaster Canal Quarter as stated in the LCQSPD.

This document presents the evidence than has informed the masterplan, the design strategies and the engagement process that influenced the design proposals at different stages. The design approach for the masterplan proposes a response that is rooted in careful analysis and considerations of site opportunities and constraints, identifying site-specific responses to promote sustainable placemaking, and thereby contributing to creating new neighbourhoods that are resilient and that will last for future generations.

The masterplan core priorities

The proposed masterplan for the LCQ responds to the Local Planning Authority's (LPA) specific vision and ambition for the regional centre of Lancaster "to enhance prosperous and growing historic city with a thriving knowledge economy, driven by successful Universities that attract the most capable students to a welcoming environment featuring a good retailing, leisure and cultural offer and an historic environment that is managed with a rigour appropriate to its regional significance".

The masterplan also responds to the Vision, objectives and strategies set up within the LCQSPD ensuring that all the core principles are achieved. The masterplan core priorities that have informed and guided the design process are presented in this section.

Respond to Council's aspirations and planning policy

- A masterplan that is build up on the Vision and objectives of the LCQSPD and the Lancaster' Local Plan overriding objectives.
- A masterplan that is compliant with local, regional and national policy.
- Design proposals that are in line with Council's aspirations and local and national policy.
- High-quality design that respond to best practice principles and design national guidance.

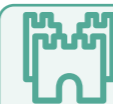


Vibrant neighbourhoods that will foster local economy

In line with **objective SO1** of the Local plan "**Delivery of a thriving local economy that foster investment and growth and support the opportunities to deliver the economic potential of the district**"; and, aligned with Council's priorities to create an Inclusive and Prosperous Local Economy supporting development of new skills and access to employment to reduce inequality within a more environmentally sustainable local economy, increasing more sustainable supply chains and using our land property finance and procurement to benefit local communities.

- Flexible non-residential uses that are resilient and could adjust to future demand. Non-residential uses that will contribute to the creation of jobs opportunities that will complement and not compete with the existing offer in the City Centre.
- Promote the cultural and leisure offer within the site through new permeable routes and new spaces to gather and enjoy.
- Ensuring the new uses will thrive in the short and long term.
- Provide a mix of uses (including residential) that will be active and vibrant all year around and day and dusk.

Please refer to Land Uses Strategy for further information on how this is considered within the masterplan proposals.



Celebrate & enhance heritage

In line with **objective SO3** of the Local Plan "**Protect and enhance the natural, historic and built environment of the district**"; and aligned with Council's priorities to create Happy and Healthy Communities improving access to cultural and leisure activities as well as access to good quality neighbourhoods, parks, beaches and open space.

- Retain heritage and structures of heritage value and bring them back for the enjoyment of the community.
- Enhance views to key heritage assets around the site.
- Incorporate heritage and assets to the design of the open spaces, public realm and buildings.
- Respond positively to the Lancaster City Centre character and medieval and Georgian settings.

Please refer to Heritage Strategy for further information on how this is considered within the masterplan proposals.



A sustainable neighbourhood that promotes healthy lifestyles

In line with **objective SO4** of the Local Plan "**Provision of necessary infrastructure required to support both new and existing development and the creation of sustainable communities**"; and, aligned with Council's priorities to create a Sustainable District achieving net zero carbon by 2030 by implementing a series of measures which include waste management, increasing sustainable energy and decreasing energy consumption, working collaboratively towards an accessible and inclusive low transport system, supporting communities to be resilient to flooding and the wider effects of climate change and increasing biodiversity.

- Provide pedestrian and cycle friendly routes whilst minimising the use of car.
- High quality public realm and open spaces 5 minutes distance of all new homes.
- Comprehensive renewable energy and building strategy.

Please refer to Sustainability Strategy for further information on how this is considered within the masterplan proposals.



Safe open spaces and public realm that promote a sense of community

In line with **objective SO4** of the Local Plan "**Provision of necessary infrastructure required to support both new and existing development and the creation of sustainable communities**"; and aligned with Council's priorities to create Happy and Healthy Communities improving mental well-being and loneliness, and promoting access to parks, beaches and open space.

- Create a network of open spaces and public realm that will provide spaces to enjoy, play and relax for different ages group.
- Provide public open spaces in strategic locations within the site well-surrounded by residential and non-residential uses that will contribute to create a sense of community.
- Open spaces and public realm that provides spaces for play and socialise.
- Ensure spaces are flexible, resilient and can provide opportunities to host a range of event and activities all year around.

Please refer to the Open Space and Public Realm Strategy for further information on how this is considered within the masterplan proposals.



Well-connected sustainable neighbourhoods

In line with **objective SO5** of the Local Plan "**Delivery of a safe and sustainable transport network that improves both connection within and out of the district, reducing the need to travel and encouraging more sustainable forms of transport**"; and aligned with Council's priorities to create Sustainable District achieving net zero carbon by 2030 by working collaboratively towards an accessible and inclusive low transport system.

- Minimise the use of car and promote walking and cycling by providing safe and well-overlooked streets and a mixed of uses and homes to create a walkable neighbourhood.
- Improve permeability and access to the City Centre and surrounding key destinations.
- Provide more access points to Lancaster Canal to ensure everyone can enjoy of this natural asset.

To see the design strategy to achieve this please refer to the Connectivity Strategy.



An inclusive neighbourhood and an inter-generational community

In line with **objective SO2** of the Local Plan "**Provision of a sufficient supply, quality and mix of housing to meet the changing needs of the population and support growth and investment**"; and aligned with the Council's priorities to create Happy and Healthy Communities addressing health and income inequalities, improving mental well-being and loneliness, seeking early intervention approaches.

- A range of homes types to respond to the local demand and that will cater for different needs and lifestyles. Homes typologies that cater for different ages to promote an inclusive inter-generational neighbourhood.
- Provide homes that are flexible, resilient and can adapt with changing lifestyles.
- Open spaces and public realm that are invited, safe, well-overlooked and that will have a range of activities and uses to cater for different ages.
- Uses and open spaces that can be used all year around, day and dusk.
- Ensure all homes, uses and public realm are fully accessible for all.

To see the design strategy to achieve this please refer to the Residential and Land Uses Strategy.

1.4 Executive summary

The masterplan for Lancaster Canal Quarter will encourage a sustainable approach to development and will set out guidelines (design strategies included in this document) for which future planning applications should adhere in order for the overall impact to be coherent and mutually reinforcing.

The regeneration of Lancaster's Canal Quarter will promote the utilisation of brownfield land in a highly sustainable location, it will incorporate standards and requirements relating to building regulation and performance, including the use of sensitive retrofitting and the re-use of historic buildings, and it has the opportunity to re-focus the street hierarchy and reduce the reliance on the private car. The proposed masterplan will set out the key criteria and aims of the Council and will guide future developments which will be assessed against the appropriate policy framework and other material considerations at the time of submission.

The starting point of the Design Team to develop the masterplan was to review the LCQSPD including all the engagement carried out with stakeholders, the community and current and relevant studies and policy.

A comprehensive urban design analysis that led to the development of opportunities and constraints were developed to inform the design proposals and that are part of this document (please refer to the Technical Annex section). The complete analysis has been based on the most updated information to date, specially information obtained from the topographical survey, arboricultural survey and specific technical advice from the transport, planners, landscape, sustainability and heritage consultants.

The development of the masterplan comprised of an interactive process in which the Design Team have engaged at different stages with relevant stakeholders and in consequence altered the design of the proposals to achieve the final masterplan presented in this document. A section of this report describes each of the alterations to the masterplan to respond to key feedback received.

One important step on developing the masterplan was to carry out a feasibility study to test the massing, scale and quantum of the proposals whilst ensuring the retention of the strategic views and of the most relevant heritage assets as agreed with the LPA. This has resulted in the proposed masterplan that is described in this document.

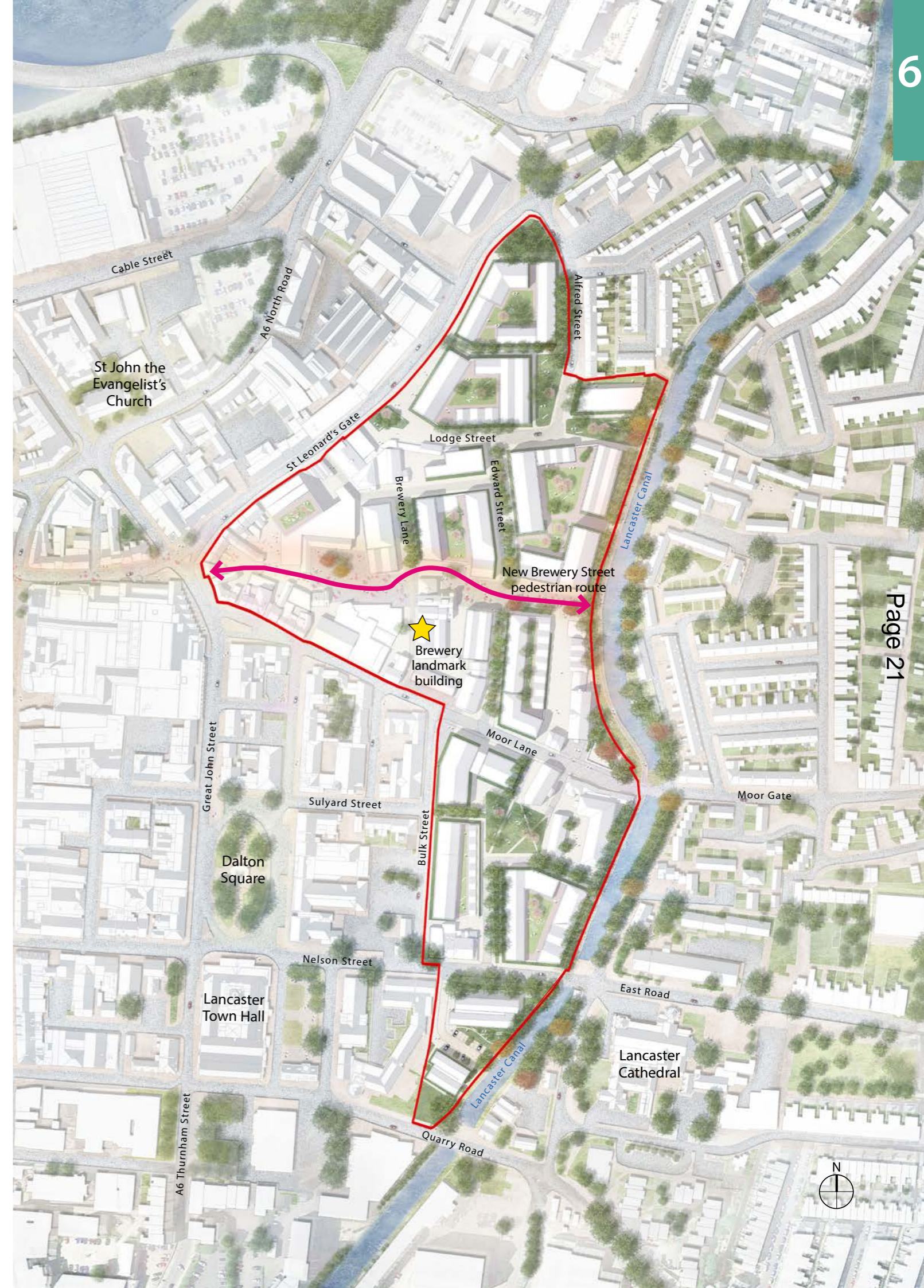
Key considerations to developed the feasibility study that informed the design proposals:

- To comply with the LCQSPD Vision, objectives and strategies.
- To respond to planning policy and requirements.
- To provide the minimum quantum of 550 homes as stated within the LCQSPD.
- To provide a range of homes that will cater for different needs and lifestyles to create a vibrant community. The testing considered a mix of homes that range from 1 bedroom to 4 bedrooms homes that are also compliant with the Technical housing standards - nationally described space standards.
- The provision of private and semi-private amenities for all new homes.
- Allowance for the provision of cycle and bin storage. Where appropriate, the quantum has also taken into consideration the location of podium parking and communal courtyards.
- The height, scale and proposed massing of the buildings have considered: minimum required distances between the proposed buildings; minimum distances between the proposed buildings and the retained heritage assets and initial considerations to provide adequate levels of daylight and sunlight to the public realm and amenity spaces.
- Flexible areas for the provision of non-residential uses has also been included within the feasibility study.

The proposed masterplan presented in this document proposes up to approximately 580 homes and has been tested across all these key considerations. This results in a robust masterplan that is deliverable, that complies with the Local Plan, the LCQSPD and that have been updated to reflect the feedback from key stakeholders, the LPA and the public.

Considering the long term development of the Lancaster Canal Quarter masterplan and in order to ensure its successful delivery, the proposals allow for a certain grade of flexibility whilst ensuring the vision and the key core design principles of each of the design principles are achieved.

The design strategies detail the core principles that should be achieved in terms of sustainability, heritage, land uses, connectivity and open spaces and public realm, with associated precedents and reference on how each of the proposed design strategies responds to Lancaster Local Plan and the LCQSPD.



1.4 Description of the site

Local context

The Lancaster Canal Quarter is located to the east of Lancaster City Centre and Lancaster train station. The site is located in an area which is bounded on the East by Lancaster Canal, on the North-West by St. Leonard's Gate and on the South by Quarry Road. The Lancaster Canal (the Canal) runs along the immediate eastern boundary of the site and the River Lune runs north-west of the site.

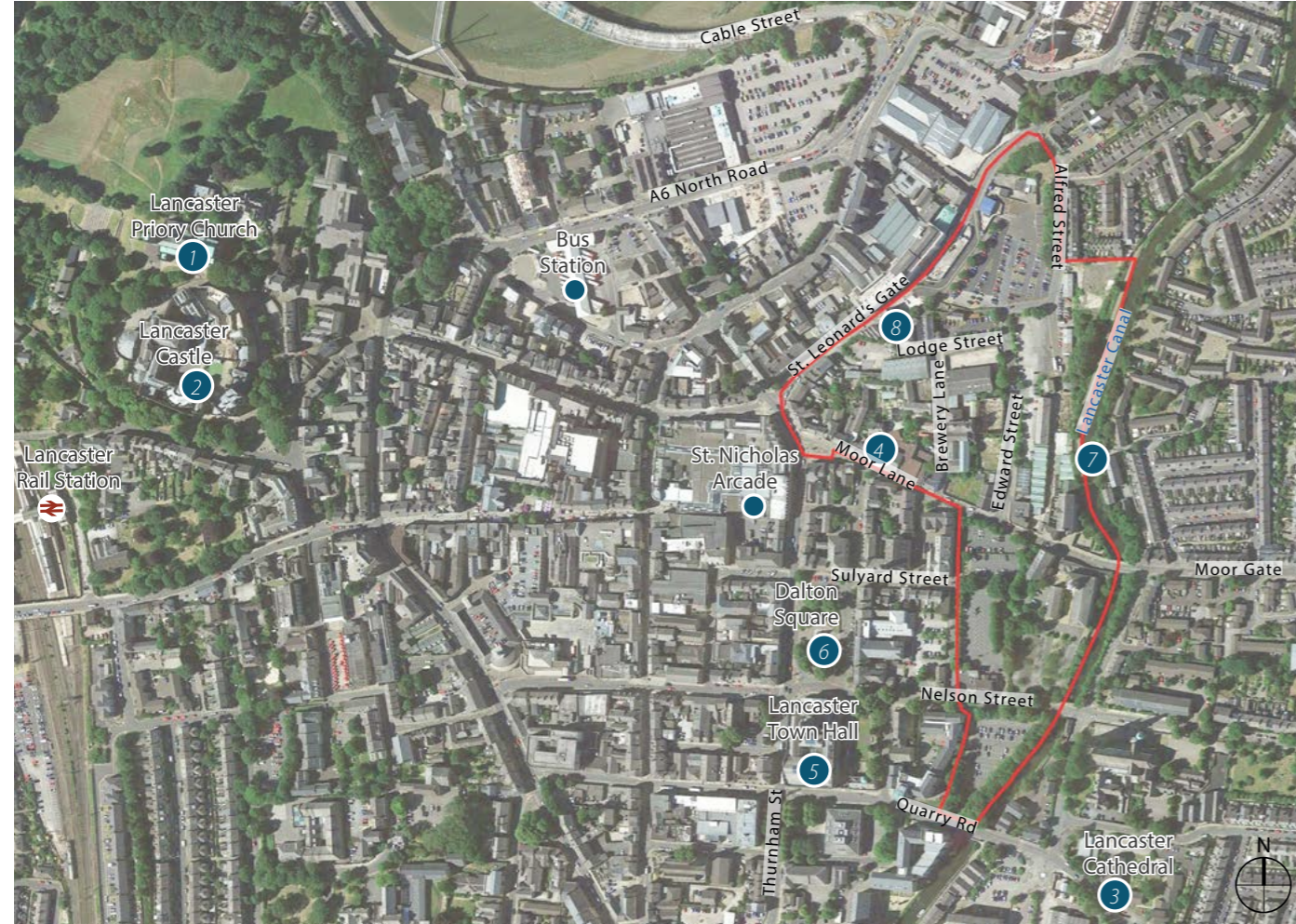
There are several landmarks in proximity to the site including Lancaster Castle, Lancaster Cathedral, Lancaster Town Hall and Lancaster Priory Church. Within the site, the key heritage and cultural assets include the Grand Theatre and Duke's Theatre.

There is currently a mix of uses and derelict buildings and structures on the site including:

- Seven separate car parks (Lower St. Leonard's Gate, Upper St. Leonard's Gate, Lodge Street, Edward Street Parking, Moor Mills 1, Moor Mills 2, Nelson Street);
- Entertainment and live music venues such as the Dukes

Theatre, Lancaster Grand Theatre and Kanteena;

- Lancaster and District Homeless Action Service;
- Shops and restaurants along the Stonewell Nose (the Nose is the "...collection of two and three storey historic buildings hugging the corner of the site at Stonewell crossing. The buildings form a continuous frontage from the Pitt Street intersection with St Leonard's Gate all the way around to the Friar intersection with Moor Lane. This continuous frontage defines the view on approach, announcing arrival to the area, and is broken only by glimpsed views through narrow ginnels or covered passages." (LCQSPD);
- Moor Lane Mills - currently used by the NHS;
- The Brewery and Heron Works buildings are currently vacant and suffering from significant dereliction.



Aerial photograph of Lancaster Canal Quarter and its surroundings



Lancaster Priory Church.



Lancaster Castle.



Lancaster Cathedral.



The Duke's Theatre.



Lancaster Town Hall.



Dalton Square.



Lancaster Canal Walk.



Lancaster Grand Theatre.

2. Constraints & Opportunities

2.1 Summary of key constraints

Further information on constraints organised by themes and the associated urban design analysis can be found within the Technical Annex.

Key constraints:

- 1 The most noticeable constraint is the large car parks which encroach much of the site and the lack of connection to the Canal. There are also many low quality trees scattered around the site, with a high concentration to the south.
- 2 There are several heritage buildings and structures within the site that should be retained and should contribute to whole placemaking strategy. New built form should respond positively to the existing assets within the site.
- 3 There are existing strategic views to surrounding heritage assets that should be retained and enhanced.
- 4 The existing vehicular route encourages the build up of traffic around the site, making the site an unpleasant area for pedestrians.
- 5 Level changes across the site add complexity to any proposals as the site must be accessible to all.
- 6 Active modes of travel including pedestrians and cyclists must be prioritised within the proposals, therefore the constrained pedestrian crossing around the Stonewell Nose should be carefully considered.
- 7 There are number of ginnels around the Nose and the pedestrian strategy should consider a clear hierarchy of pedestrian access to aid way-finding and contribute to legibility.
- 8 There are not clear pedestrian routes between the City Centre and the Canal.
- 9 There is no provision of open spaces within the site.
- 10 There are not enough opportunities for pedestrians to access to the Canal. The existing stonewalls along the Canal and the difference of level across the site results in a barrier to access to the Lancaster Canal. There is approximately 350m between the existing Canal access to Moor Lane and the access to the end of Shaw Street. There is also more than 500m distance between this level access and the other level access to the north of the site from Nelson Street.
- 11 Proposals should have a responsive approach to the existing terraces along Alfred Street.
- 12 Consideration should be given for any residential uses to be located along St Leonard's Gate or Moor Lane due to potential acoustic or air quality issues.

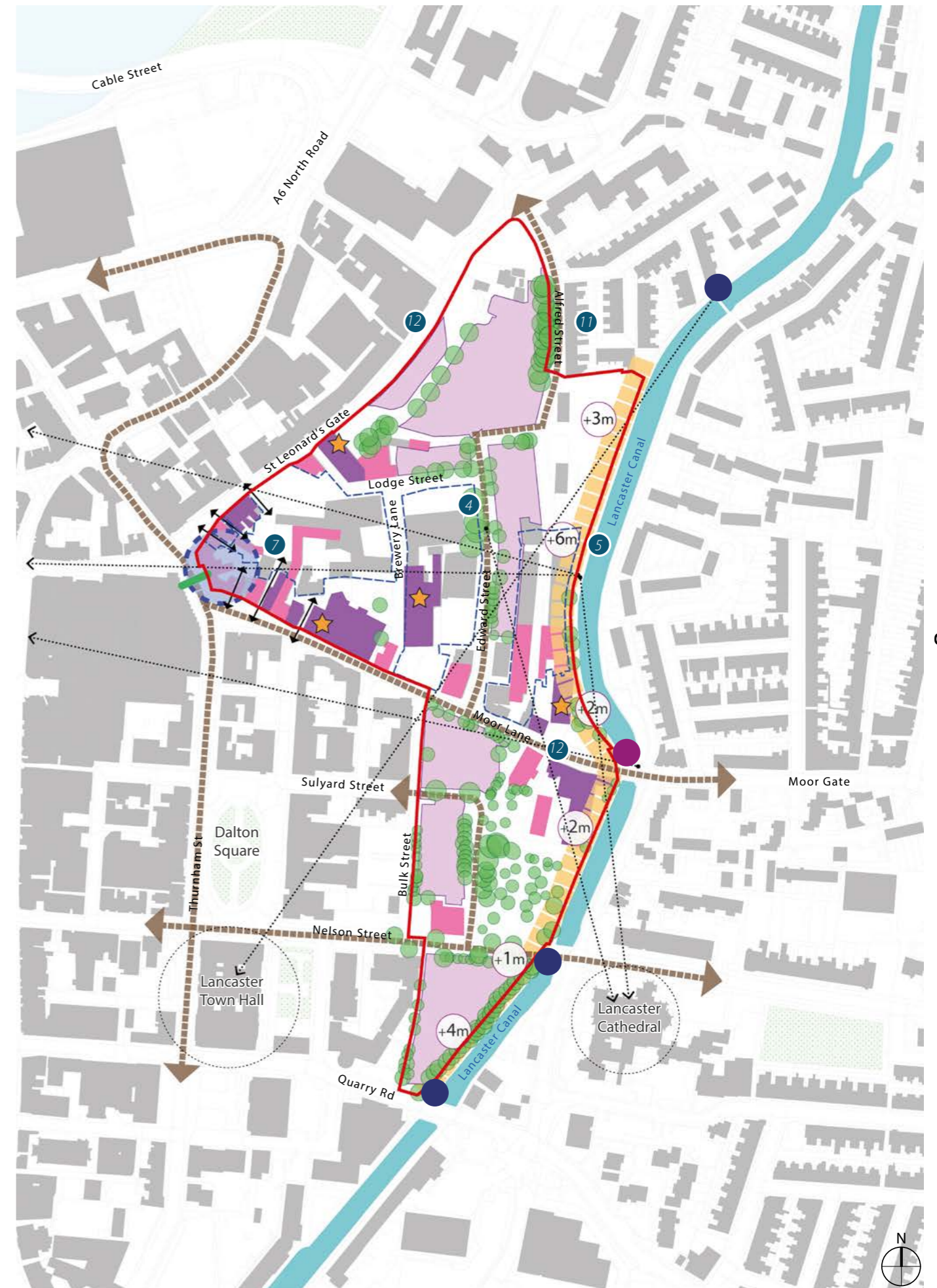


Existing car park on Moor Lane.



Existing stepped access to the Canal from Moor Lane.

- Key**
- LCQ boundary
 - Existing trees within the site
 - ⊗ Existing level differences to access to Lancaster Canal from the site
 - Primary vehicular movement
 - ⋯ Strategic key views to key historic assets to be retained and enhanced
 - Key buildings for visibility
 - ★ Key landmark buildings
 - ↔ Existing multiple ginnels to The Nose: no defined entrance to the site
 - ⊗ Constraint pedestrian crossing and public realm around the Stonewell Nose
 - Large areas of existing surface car parks No access to the Canal
 - Existing Canal access with steps
 - Existing step free access to the Canal
 - Grade II Listed Building
 - Positive heritage building
 - Limited access to the Canal
 - ⌈ ⌋ 3rd party land ownership to consider for a holistic approach to massing and scale
 - Crossings with traffic lights



2.2 Summary of key opportunities

This section consolidates the key opportunities. Further information on opportunities organised by themes and the associated urban design analysis can be found within the Technical Annex section.

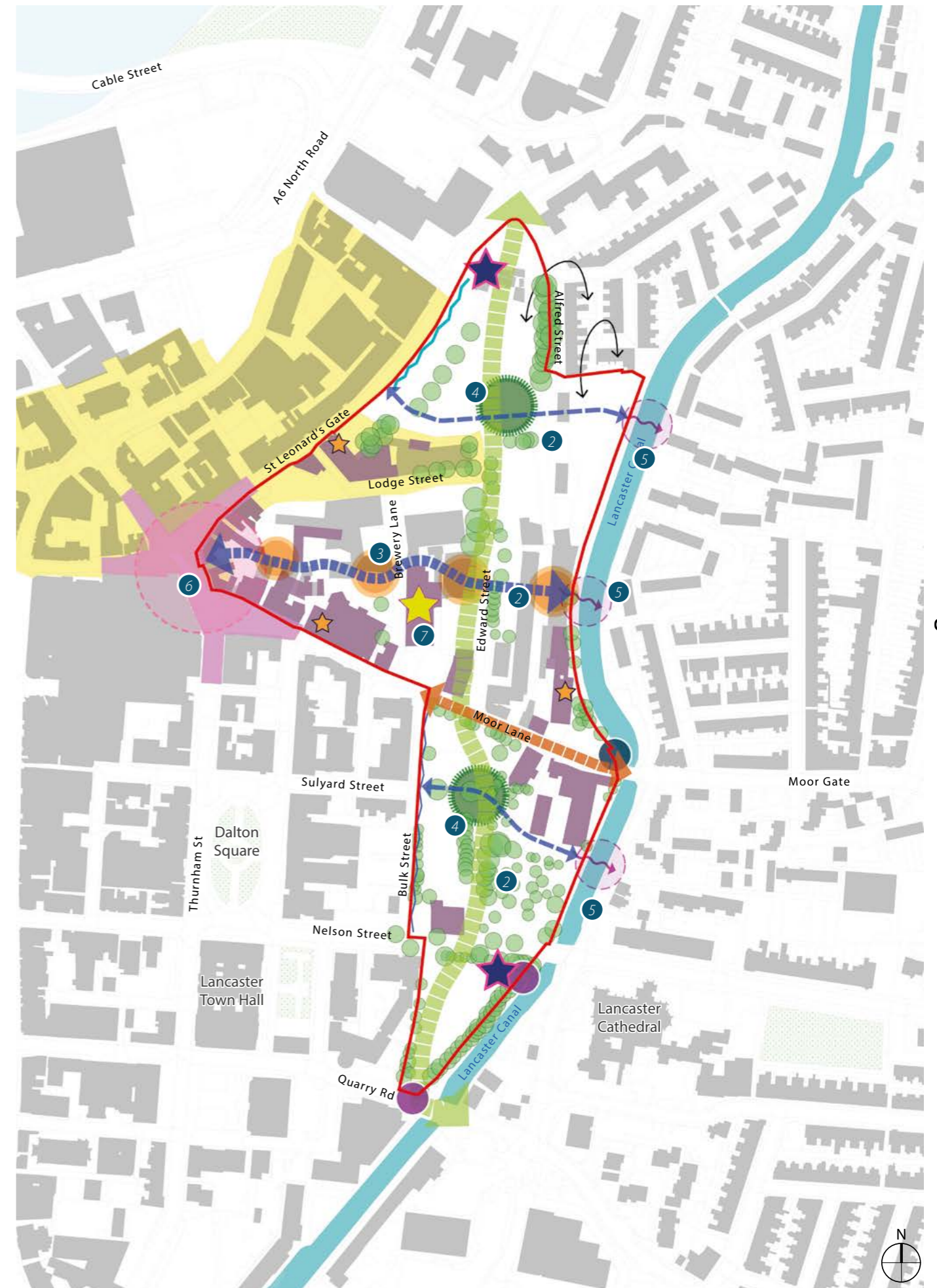
Key opportunities:

- 1 The existing heritage within the site offers an opportunity to bring back into use many of Lancaster important buildings and derelict sites to create a vibrant, sustainable and active place which is integrated both with the city centre and the Lancaster Canal.
- 2 There are opportunities to create new pedestrian routes across the site increasing permeability east-west between the City Centre and the Canal and offering more opportunities for everyone to enjoy of the Lancaster Canal promoting a walkable neighbourhood.
- 3 There is an opportunity to create new square and public realm that draw from Lancaster medieval character and create an interesting journey of discovery through the site. The new squares could offer opportunities for the concentration of non-residential uses and vibrant spill out areas of the different uses.
- 4 There are opportunities to create new green open spaces for new and existing communities to enjoy and relax. There is also a potential to create a new green corridor running north-south linking to the new green open spaces and the surrounding green network.
- 5 There are opportunities to create new access to the Canal connected to key pedestrian routes and open spaces increasing permeability to the Lancaster Canal so everyone can enjoy of this great natural asset.
- 6 There is an opportunity to improve the access through the Nose as part of the placemaking and pedestrian strategy to aid legibility and wayfinding.
- 7 The characteristics of the Brewery buildings and its strategic location within the site offer opportunities for the Brewery to become the new landmark building within the site.
- 8 The key strategic views are an opportunity to celebrate heritage and make it accessible to all.



Opportunity to improve pedestrian environment around the Nose.
Source: Lancaster City Centre Movement and Public Realm Strategy.

- Key**
- LCQ boundary
 - Positive heritage buildings to be retained in future proposals
 - Lancaster High Street Heritage Action Zone
 - Opportunity to create new access to the Canal
 - ➔ Opportunity for a new east-west pedestrian only route between the city centre and the Canal
 - ➔ Opportunity to improve east-west pedestrian connections
 - Opportunity to create new green open spaces along a green route
 - Opportunity to create public squares/plaza along the main pedestrian route
 - ➔ Potential for public realm improvement along Moor Lane
 - Opportunity to improve the pedestrian environment around the Stonewell Nose
 - ➔ Potential for a green route/street (with landscape and/or tree planting) running north to south
 - ★ Opportunity to transform the Brewery building into a landmark building for Lancaster
 - ★ Key landmark buildings
 - ~ Opportunity to create positive frontages to respond to existing context
 - ↻ New buildings to consider existing residential around the site
 - ★ Opportunity to create gateways/ arrivals to the Lancaster Canal Quarter
 - Existing Canal access with steps
 - Existing step free access to the Canal



3. Third party proposals

3.1 Third party interests and proposals

This section summarises the proposals on the Canal Quarter site that have been put forward by third party interests.

1. Maple Grove Developments “Heron Works”

The proposals consider a vibrant mixed-use development that retains much of its historic character and industrial heritage. It identifies opportunities for a mix of uses including hotel, office, residential, commercial and leisure and includes the opening up of the canal. The link to the canal will benefit the whole of Lancaster and help to promote the use of the canal for leisure activities for local residents and visitors. Maple Grove Developments and LCiC are working under the terms of a joint Memorandum of Understanding to bring forward a site development proposal.

2. Riverstone Developments “Stonewell courtyards and Brewery site”

Proposals for this site include new residential uses along with opportunities for community, commercial and culture uses, a hotel and office space.

3. Grand Theatre

The proposed extension will provide a new reception, foyer and rehearsal space and associated alterations for the Lancaster Grand. The existing entrance was reoriented to the north-east elevation to create a strong reception space off a new public square. The new building is designed as an independent structure, with glass being used to create a visual distinction between the new and existing elements.

The introduction of a new rehearsal space will provide provisions to the surrounding communities including Lancaster University who have approached the theatre regarding studio space to host workshops, classes and exhibitions.

4. Dukes Theatre

The proposals will provide a newly orientated entrance to the rear of the theatre, with a foyer space, bar and new prop shop. Public realm will be used as an extension of the theatre space. New studio spaces will be provided for local artists, students and performers. Improve the circulation within the building by way of a centrally located entrance to both the Auditorium and Rehearsal space and level access. The design will aim to improve accessibility for disabled staff and visitors. The design relocates and increases the size of the dock to mitigate traffic flow to the new public square and allows a pedestrianised entrance.

5. Lancaster City Centre Movement and Public Realm Strategy (September 2020)

The Strategy has been prepared by Lancashire County Council with the support of Lancaster City Council. It identifies eight key opportunity sites to improve sustainable travel in the City Centre, one of which is the “Lancaster Canal Gateway” at the Stonewell area. The Strategy identifies the opportunity to redesign the space to prioritise pedestrian movement and facilitate connectivity between the City Centre and the Canal Quarter. There is also an opportunity to enhance the public realm at Moor Lane, creating an attractive arrival space at the Stonewell Nose.

As part of a wider transport strategy, the strategy also looked at eight options for the existing gyratory system that will change the way traffic, pedestrians and cyclists move through the City Centre. The existing system creates a significant barrier between residential areas and the City Centre which makes those who are mobility or visually impaired unable to easily access either areas. The current crossings of the gyratory also do not reflect desire lines, and therefore, a Lancaster City Centre Movement and Public Realm Strategy has been proposed to enhance public transport and improve the journeys of pedestrians and cyclists through the city. A reconfigured Junction 33 of the M6, potentially including a new Park and Ride, supported by a sustainable travel corridor along the A6 through a cycle superhighway and BRT, offers an opportunity to reduce traffic in the City Centre. From the eight options, three have been selected as the short-listed options:

- **Route 4a:** Sustainable Travel Corridor East: Splits the gyratory in two; two way traffic for all vehicular traffic would be allowed on the western arm of the gyratory, with the eastern arm prioritised for sustainable travel, service vehicles and limited local access.
- **Route 8a:** City Centre Clean Air Zone: the city centre would become a Clean Air Zone (CAZ). All vehicular traffic travelling through the city centre would be subject to a charge except for exemptions. Under this route option the western arm of the gyratory would be used for vehicular traffic utilising the clean air zone with the eastern arm used as a sustainable travel corridor.
- **Route 6a:** No through City Centre Traffic: This option would limit through traffic using the city centre. The eastern arm of the gyratory would be prioritised for sustainable travel with the western arm allowing two way traffic for access with a section at China Street fully pedestrianised.

All three routes propose a sustainable travel corridor on the eastern arm of the gyratory, indicating a preference in terms the geographical scope of future interventions.

6. Lancaster Music Co-op

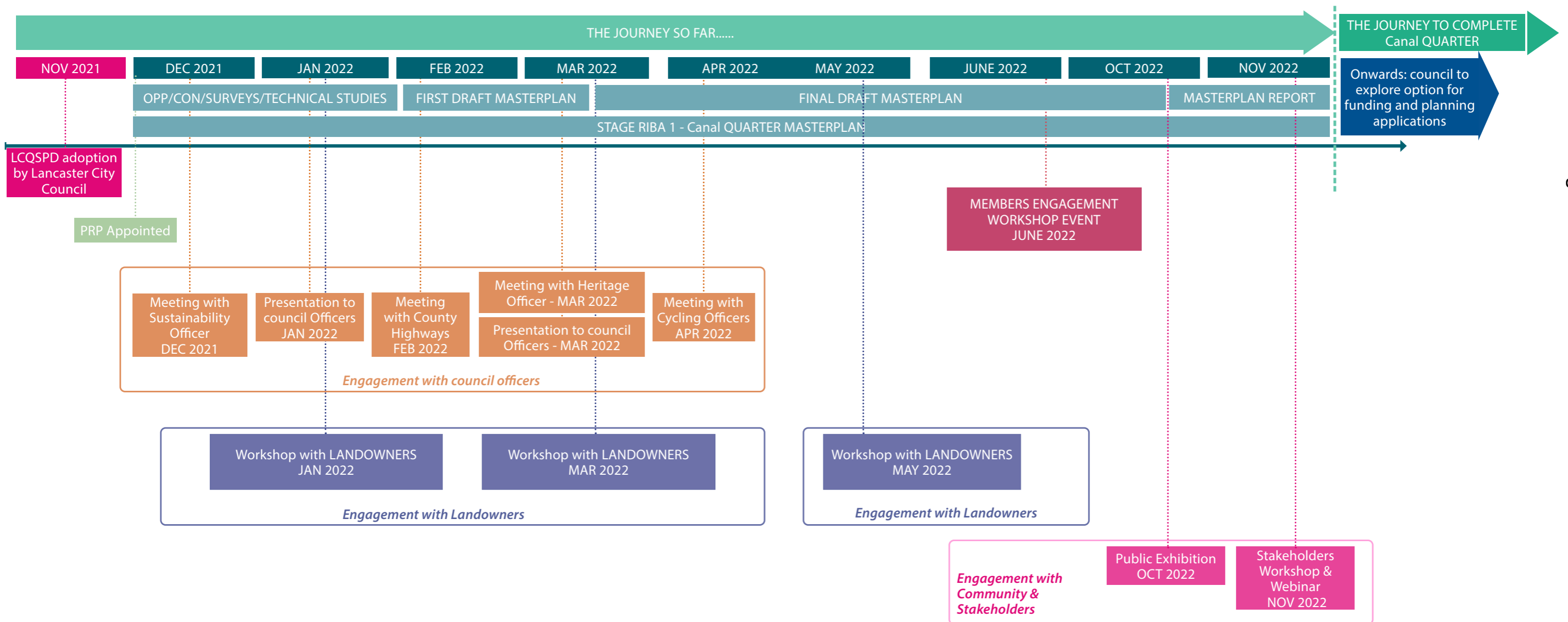
Lancaster Music Co-op have proposals to deliver a non-profit rehearsal facility, recording studio and music space in the currently derelict, council owned building at 1 Lodge Street. Established in 1985, the Co-op occupied the building and provided for the music community in Lancaster and the surrounding area until structural issues with the building forced activity within it to cease. The co-op is currently working on a plan (with support and financial backing from Lancaster City Council and the Community Ownership Fund) to renovate the building and return it to productive use.



4. Engagement Strategy

4.1 Engagement timeline

This timeline summarises the different engagement carried out during the development of the masterplan for the Canal Quarter with key stakeholders and the community. This section presents a summary of the engagement and feedback, for further information on the feedback received and how this feedback has informed the design proposals please refer to the Engagement Feedback Report.



4.2 Community engagement

A feedback report has been prepared describing the community and stakeholder engagement carried out as part of the process to develop the masterplan for the Canal Quarter. This section presents a summary of the engagement process and the key feedback that informed the design proposals.

How were the events advertised?

- **Public exhibition 01:** The event was advertised on a number of different platforms including:
 - » Physical posters;
 - » Lancaster City Council website;
 - » Social media.

A poster was produced and 250 copies were printed which were then distributed to businesses and venues across the City Centre to advertise the event to the public on 27th September 2022. The consultation display boards were published on the Canal Quarter website, in addition to a survey for the public to complete. This information was available until 28th October 2022. The event was advertised on both the Kanteena (public exhibition venue) and Lancaster City Council Facebook pages.

- **Public exhibition 02:** The event was advertised on the Canal Quarter consultation website and the consultation platform. The event was also advertised on the Lancaster City Council Facebook page.

When and Where?

- **Public Exhibition 01:** Sunday 9th October 2022
Kanteena, Brewery Lane
- **Public Exhibition 02:** Saturday 22nd October 2022
St Nicolas Arcades
- **Online Consultation:** 10th October - 28th October 2022

What was the event?

The display material presented at both events can be seen at the end of this document in the Technical Annexe. The masterplan was also on display at Lancaster Town Hall until 28th October 2022, 9am-1pm during weekdays.

- **Public Exhibition 01:** This event was a combined public exhibition and block party for locals and visitors to learn about the Canal Quarter proposals. Staff from Lancaster City Council and PRP were available to speak through the proposals and answer any questions that the public had.

- **Public Exhibition 02:** This event was a public exhibition for locals and visitors to learn about the Canal Quarter proposals. Staff from Lancaster City Council were available to speak through the proposals and answer any questions that the public had.
- **Online Consultation:** Display material was published online for the public to view and complete surveys.

How many people attended?

- **Public Exhibition 01:** Approximately 100 people attended.
- **Public Exhibition 02:** Approximately 148 people attended.
- **Online Consultation:** 1,600 people visited the website.

Topics discussed during the event:

- The proposed masterplan in line with the LCQSPD;
- The proposed sustainability strategy;
- The proposed connectivity & street;
- The proposed public realm and new open spaces;
- The proposed range of uses for the Canal Quarter;
- The proposed approach to heritage buildings and assets.

How was feedback collected?

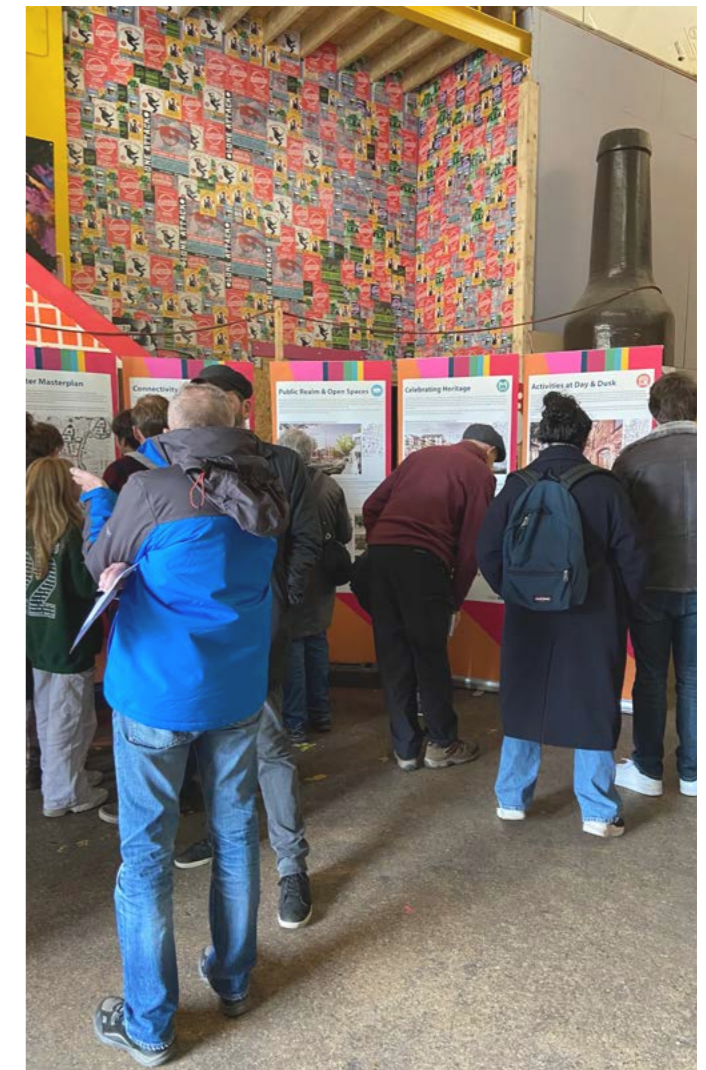
- Sticky notes on exhibition boards;
- Questionnaires;
- Feedback cards;
- Online surveys.

How has the feedback been analysed?

The feedback has been categorised into 3 key themes:

- Connectivity and parking;
- Land uses and activities;
- Public realm and open spaces.

The feedback has then been scanned for common key points and suggestions which have been presented in a table for each key theme.



Images of the Public Exhibition 01 and block party.

4.3 Stakeholders engagement

How were the events advertised?

A message was sent out to Stakeholders on 13th October 2022 via email, asking if they would like to attend either an in-person or online consultation session. The sessions were described as below:

1. Physical workshop:

Venue: Kanteena

Date: Tuesday 1st November, either an AM or PM slot. Please ensure your availability for both AM and PM, as you will be automatically designated a slot according to availability

Format: There will be a presentation from the Design Team of approx. 30mins, followed by 2.5 hours of discussion

2. Zoom webinar:

Date: Thursday 3rd November, either an AM or PM slot. Please ensure your availability for both AM and PM, as you will be automatically designated a slot according to availability

Format: Approx. 30-minute presentation. During the presentation, attendees will be able to raise their questions through a Q&A chat. These questions will be then collated and written responses will be issued/published online

Requirements: Online connection and a device
Based on the preferences we received, invites were sent out on 20th October 2022 with all the details of the events.

About the event

- **In-person:** There was a presentation from the Design Team of approximately 30 minutes followed by 2.5 hours of discussion. Physical material such as the display boards from the public exhibition and large aerial photographs were supplied to aid discussions.
- **Online:** Approx. 30-minute presentation. During the presentation, attendees were able to raise their questions through a Q&A chat. Answers to the questions were then published online along with a recording of the session.

How many people attended?




- **In-person:** 17
- **Online:** 17 in total (11 attended the AM session and 6 attended the PM session)

How was feedback collected?

- **In-person:** Sticky notes with feedback were posted on a large communal A1 feedback board.
- **Online:** Questions were posted in the Q&A panel of the webinar.

How was the feedback analysed?

The feedback has been categorised into 3 key themes:

-  Connectivity and parking;
-  Land uses and activities;
-  Public realm and open spaces.

The feedback has then been scanned for common positive points, concerns/needs and suggestions which have been presented in a table for each key theme.

List of invited Stakeholders:

- Lancaster Civic Vision;
- LUDUS Dance;
- Lancaster & District Chamber of Commerce;
- Lancaster Arts Partnership;
- Lancaster & District Homeless Action Service (LDHAS);
- The Gregson Centre;
- E2M (Escape to Make);
- Lancaster Canal Trust;
- Lancashire County Council Highways & School Planning;
- Grand Theatre;
- Arts Council;
- Lancaster City Centre Residents Association (LCCRA);
- Creative Lancashire;
- Lancaster Job Centre;
- Lancaster Canal Trust;
- Marketing Lancashire;
- Duchy of Lancaster;
- Lancaster Musicians Co-Operative;
- NHS;
- Historic England;
- LESS (Lancaster District) CIC/Food Futures;
- Homes England;
- Ethical Small Traders Association;
- Business support organisation;
- Lancaster Business Improvement District.

4.4 Members engagement

About the site visit

The first engagement with the Members of Lancaster City Council took place the 7th and 8th of June 2022.

During the 7th of June the Project Team invited the members on a site visit. The route of the tour was planned to highlight the key issues and design intents. The walking tour offered an opportunity to see on site the key positive transformations that the proposed masterplan is aiming to deliver, such as a pedestrian friendly environment and key strategic views to the heritage assets through the site.

The site visit route: The purpose of the site visit was to offer Members a tour around the Canal Quarter, highlighting the current state of the area and discussing at different 'stops' the key issues and proposals being taken forward to support the development of the site.

The stops were as follows:

1. St Anne's Place
2. No.2 Stonewell
3. Swan Court
4. The Brewery
5. Edwards Street / Heron Works
6. Upper St Leonard's Gate Car Park
7. Northern access to the Canal
8. Lancaster Canal / Heron Works
9. Nelson Street
10. End of the site visit: Sulyard Street

About the workshop

The Masterplan Design Workshop was structured as follows:

Draft Masterplan Presentation: A 30min presentation from the Project Team covering the Urban Design Analysis, Constraints and Opportunities, Concept Design, Proposed Masterplan and Design Strategies. The presentation also covered a summary of previous meetings held with different stakeholders during the process of developing the masterplan and a summary of the project progress.

Masterplan Design Workshop: A two hours round of discussions of the proposed masterplan organised in two separate tables. Printed version of the existing site and the proposed masterplan were provided in each table along with material to draw and make comments. In order to cover all the key themes during the workshop, the discussions were organised in four areas presented below. Each table was also provided with a board organised by themes/areas where the key comments were recorded.

The four themes covered:

-  Connectivity & Parking
-  Land Uses & Housing
-  Open Space & Public Realm
-  Sustainability

Round-up

Following the Masterplan Design Workshop the Project Team summarised the key comments discussed and explained next steps to the Members. This was also the opportunity for Members to ask final question on the draft Masterplan and the project progress.

4.5 Engagement with council officers

Introduction

As part of the stakeholder engagement, there have been a series of meetings with council officers, the most relevant are listed below:

- Meeting with Sustainability Officer (December 2021);
- Presentation to council officers on Opportunities & Constraints (January 2022);
- Meetings with County Highways (several during 2022);
- Meetings with Heritage Officer (several during 2022);
- Presentation to council officers on the proposed Masterplan and design strategies (March 2022);
- Meeting with Cycling Officers (April 2022).

Meeting with Sustainability Officers

The purpose of this meeting was to have a clear understanding of the latest policy considerations in relation to sustainability, energy and low carbon that needed to be considered to inform the masterplan strategies. It was also discuss the different heat energy options being considered as part of the document being carried out by Lancaster Council.

Presentation to council Officers

This meeting took place on 13th January 2022. The material presented included introductions of the project team, understanding of the site and its context, strategic constraints & opportunities, site constraints & opportunities.

This was the first meeting with the council Officers, therefore it was imperative to first introduce the project team and present the baseline urban analysis of the site and its surroundings and receive feedback to inform the design proposals.

Meeting with County Highways

The transport consultant and some of the design team members have engaged in different opportunities with County Highways. Key issues discussed included the LCQ masterplan movement and connectivity strategy and how these proposals will link to current options being considered for the gyratory route. To achieve the objectives of the LCQSPD the masterplan should considered pedestrian-friendly environments and therefore these approach needed to be considered for future assessments of the gyratory options as Edward Street was considered within the masterplan as a restricted vehicular access.

The design meeting also provided contextual update on the progression of the masterplan and associated proposals.

Meetings with Heritage Officer

Considering the number of heritage assets within and surrounding the site, the design team engaged with the heritage officer from early stages of the project. This included meetings and site visits. The key issues discussed were:

- Design principles;
- Buildings to be retained;
- Key strategic views;
- Proposed masterplan;
- Heritage strategy.

During this engagement, the design team agreed with the Heritage Officer the heritage strategy, the buildings and structures to be retained and the key strategic views to be provided. It is noted that the massing of the masterplan has been updated to allow for a wider view of the Lancaster Castle, the Priory and the Brewery following feedback from the heritage officer.

Meeting with council Officers

This meeting took place on 10th March 2022 and they key objective was to discuss with the council Officers the first draft masterplan framework for the Lancaster Canal. The topics presented are outlined below:

- Summary of previous meeting and project progress;
- Lancaster Canal Quarter - Vision;
- Masterplanning design considerations;
- Design principles;
- Draft proposed masterplan;
- Design strategies;
- Next steps.

At this meeting, the masterplan design considerations were illustrated, in line with the design principles. The proposed masterplan was again presented, with its accompanying design strategies.

Meeting with Cycling Officer

It was discussed and agreed during this meeting the design strategy for cycle movement and the cycle routes within the site. It was agreed that the masterplan will not promote additional cycle movement along the Canal due to the towpath's narrow width.

4.6 Engagement with landowners

Introduction

There have been a total of 3 landowners engagement sessions including:

- Workshop with landowners (January 2022);
- Workshop with landowners (March 2022);
- Workshop with landowners (May 2022).

Landowners workshop - January 2022

This meeting took place on 13th January 2022 and the main objective was to agree on the key opportunities and constraints and agree the design principles considering different proposals being considered for the different land ownerships.

Landowners workshop - March 2022

The meeting took place on 9th March 2022. The purpose of this meeting was to discuss with the landowners the draft proposed masterplan and the initial design strategies. Two different options for the masterplan were discussed, with and without the location of a hotel within the site. The agenda is outlined below:

- Introductions
- Masterplan update
- Feedback and discussion
- Next steps
- AOB

The attendees included the project team from PRP and representatives from Inner Circle, Eric Wright/Maple Grove, Chapman Taylor, Riverstone and Axiom Architects.

The key outcomes of this meeting informed updates to the masterplan in order to ensure some grade of flexibility for future design stages.

Landowners workshop - May 2022

Following the previous meeting held in March 2022, the design team developed further the masterplan and design strategies and circulated a pack of information to the landowners for comments.

The purpose of the meeting was to discuss any concerns in relation to the pack of information circulated. Although there was a general consensus in relation to the masterplan proposals, there were some concerns in relation to the massing and uses proposed for certain areas. It was mentioned that some updates to the masterplan were required to ensure the proposals offer some grade of flexibility for future design stages, specially in relation to the mix of uses and the massing proposed for some of the blocks.

4.7 Masterplan design evolution

A series of meetings have been held with the council, key stakeholders, Members and community to discuss and explore the various aspects of the masterplan and its evolution. Discussions based upon open and transparent communication have aided the progression of the masterplan, most of these suggestions have been explored and integrated in the proposals. The key aspects that have been incorporated into the different alterations of the proposed masterplan are presented below.

February 2022 - First draft

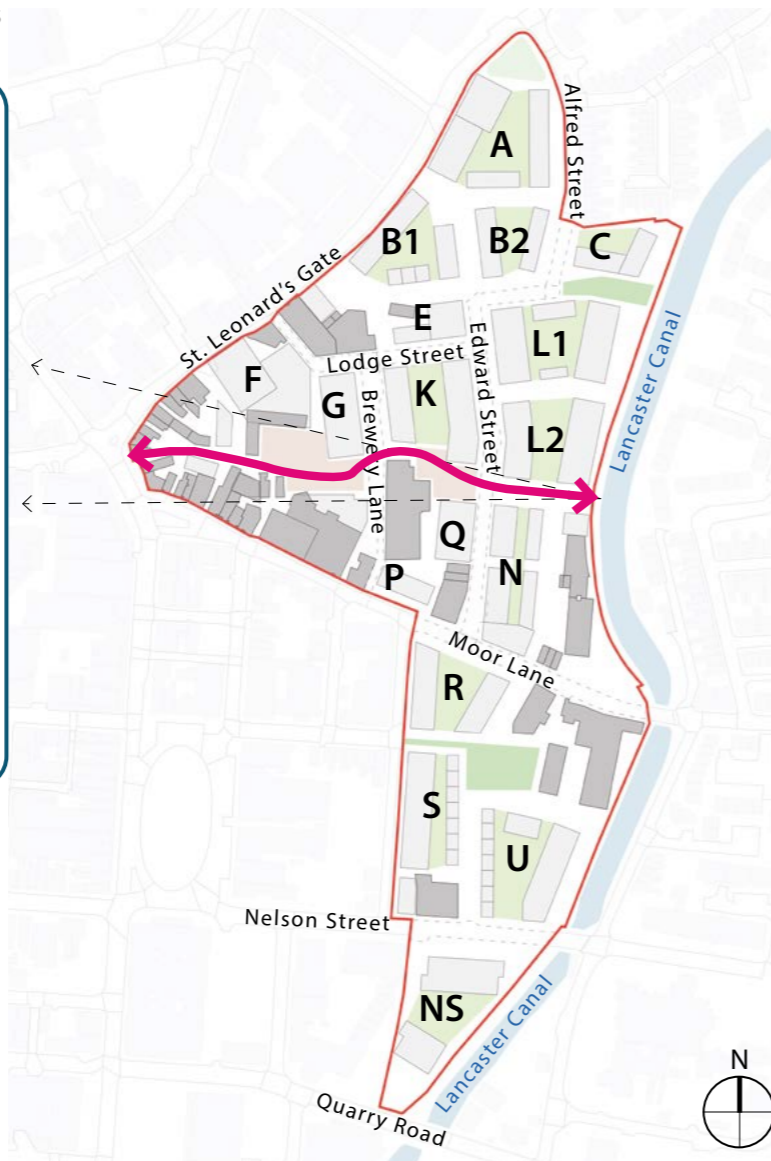
In the pre-application meeting held in January 2022 the design team presented to the council officers the urban design analysis and the key opportunities and constraints. Meaningful feedback received was considered to develop the first draft masterplan. A further meeting with the Heritage Officer on site provided also additional feedback that was considered to develop the first masterplan alteration.

Key feedback received on opportunities & constraints :

- Consider the retention of the Swan Court and a holistic approach to heritage.
- Review current policy on net-zero and sustainability. Consider work undertaken by the council in terms of district heating in future proposals.
- Concerns about including student accommodation within the site.
- The City Centre has been identified as a key area for providing homes and affordable housing. There are not expectations in terms of the mix of housing to be provided.
- Take into consideration the three gyratory options being proposed by County Highways.
- Consider the flood risk assessment that the council has carried out by the area and consider the impacts the site may have on this.

The first draft masterplan developed by the design team, includes:

- Consideration for the retention of the relevant heritage assets and the provision of the strategic view from the Lancaster Canal to the Lancaster Castle and The Priory.
- The provision of a key pedestrian route running east-west between the Stonewell Nose and the Lancaster Canal considering the gyratory options.



March 2022 - First alteration

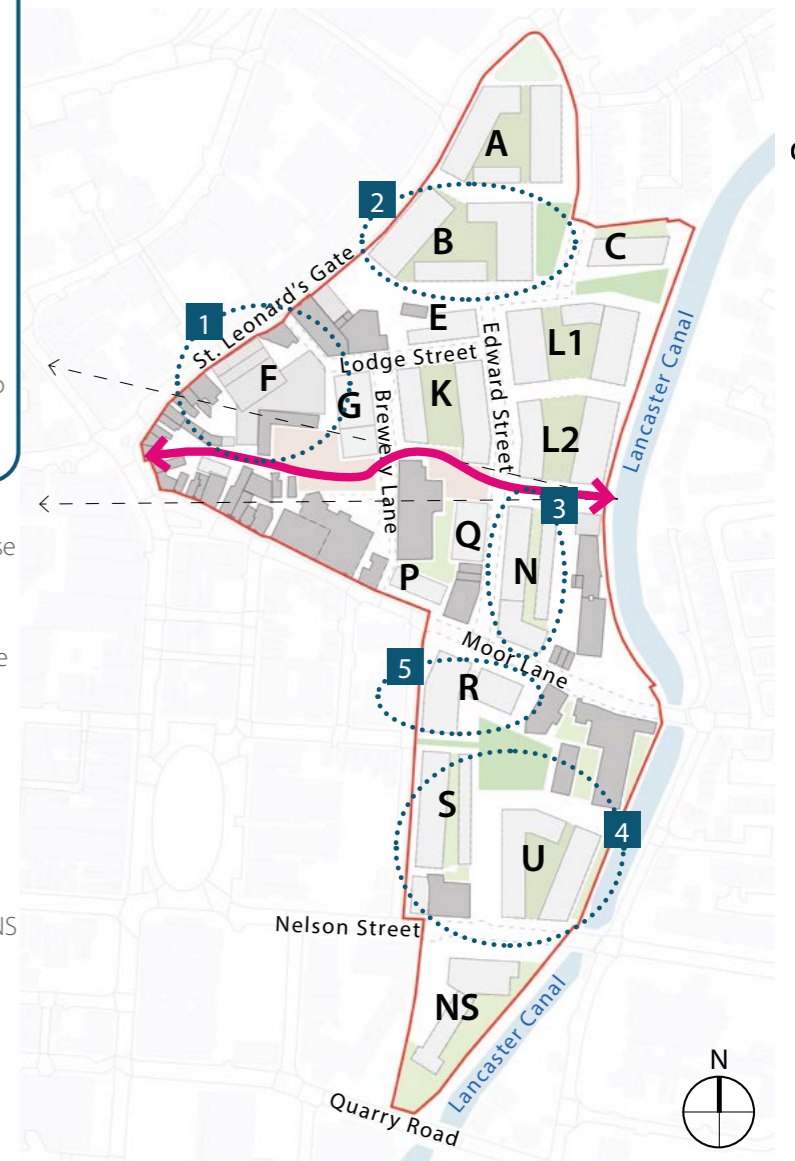
The draft proposed masterplan presented to council officers and key stakeholders in March 2022 already incorporated changes to respond to feedback from different disciplines forming part of the design team, council officers and key stakeholders.

Key feedback received on draft masterplan presented on February 2022:

- Numerous ginnels entrances leading to the main east-pedestrian route may be detrimental for placemaking and wayfinding.
- Rationalise some of the pedestrian routes, for example the proposed the pedestrian route across Block N. It could also be detrimental to an efficient built form to maximise the block potential.
- Ensure the position, scale and massing of Plot R allows for strategic views from Moor Lane to Lancaster Castle.
- Block B1 and B2 do not provide an efficient built form and provide extensive permeability through the site that could be detrimental to create a clear hierarchy of routes.
- Consider the position and scale of Blocks S and U to allow for north-south green route with landscape and tree planting.

Key updates incorporated to the masterplan were:

- 1 Block F to wrap around the Timber Yard and rationalise ginnels to aid way-finding into the Nose.
- 2 Blocks B1 and B2 to be merged to allow for the provision of a new open space to the north of the site and provide a more efficient use of the urban form.
- 3 Removal of a pedestrian link to Block N to rationalise the urban form and avoid multiple pedestrian routes.
- 4 Changes to the urban form of Blocks S and U to incorporate houses typologies.
- 5 Reconfiguration of Plot R to allow for views to the Priory from Moor Lane and reconfiguration of Block NS to respond to the feasibility study carried out by the design team.



4.7 Masterplan design evolution

June 2022 - Second alteration

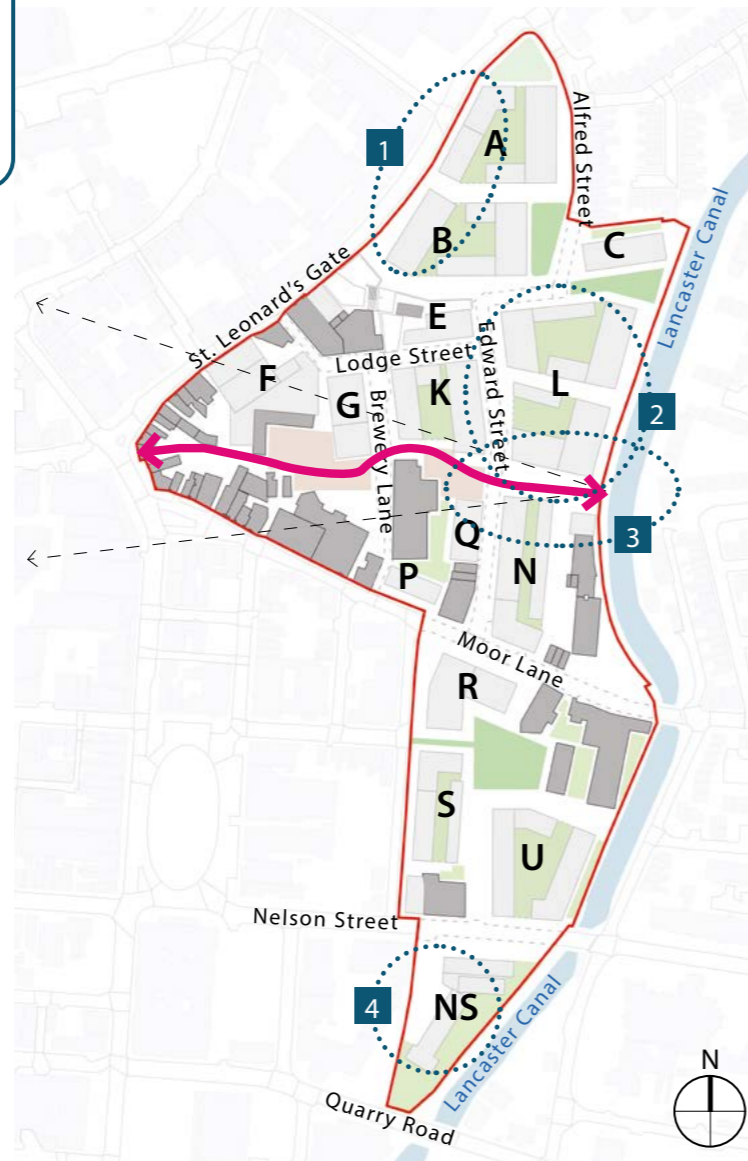
This alteration of the proposed masterplan was presented to the Members in June 2022. It incorporated comments and feedback received from different council officers, key stakeholders and internal reviews of the design team.

Key feedback received on masterplan presented on March 2022 :

- Enlarge the gap between Blocks L and N to allow a wider view from the Canal to the Lancaster Castle and the Priory church.
- Consider gaps and different approach of Block NS to the Canal.
- Consider views to the Grand Theatre from St Leonard's Gate and potential noise and pollution from the road impacting in the proposed residential along the street.

The key updates incorporated to the masterplan can be summarised as follows:

- 1 Set-back of Blocks A and B from St Leonard's Gate due to potential traffic noise and pollution along the street and also to allow views to the proposed foyer and plaza of the Grand Theatre.
- 2 Rationalise Block L1 and L2 to provide an efficient urban form. The new approach still considers a pedestrian connection east-west through the Block.
- 3 Widening of the gap between Blocks L and N to allow for open view of the Castle, the Priory and the Brewery from the same point of view. Angle of the Blocks also responds to the provision of this strategic view.
- 4 Reconfiguration of Block NS to respond to the preferred option of the feasibility study carried out for Nelson Street.



October 2022 - Third alteration

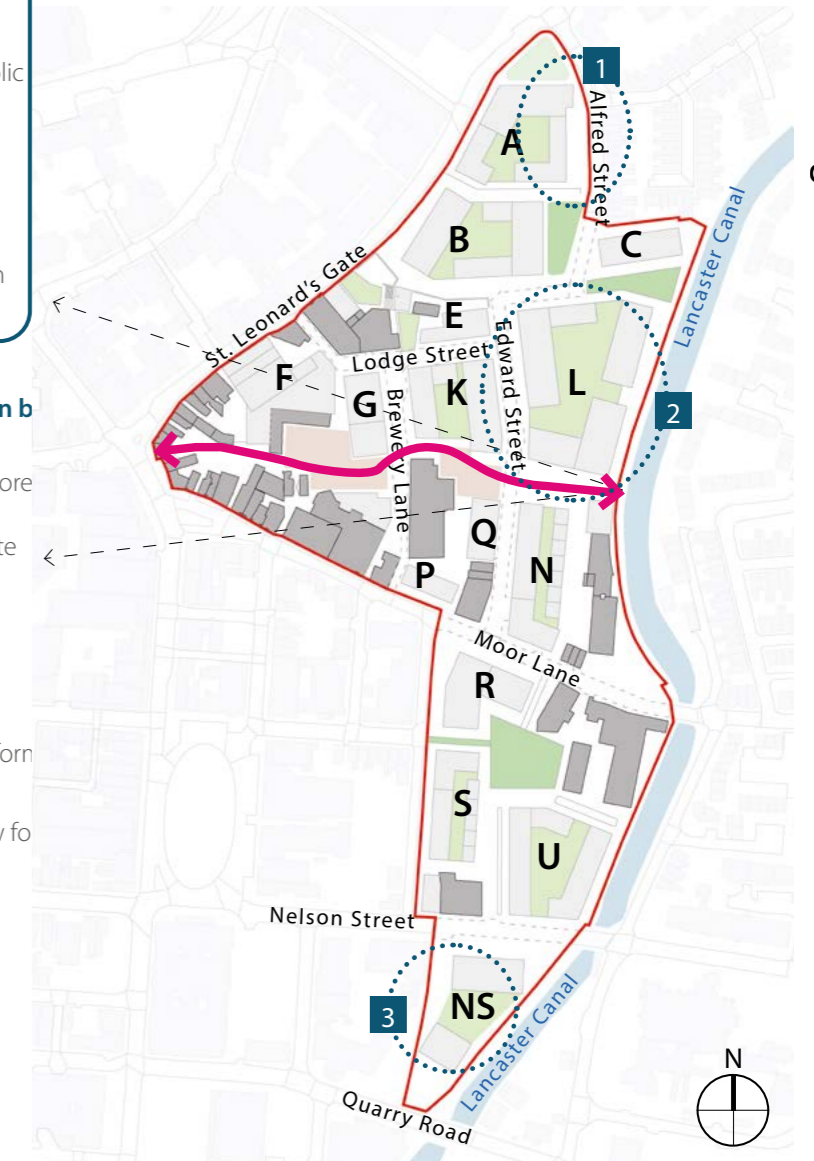
The third key alteration to the proposed masterplan for the Canal Quarter was presented during the Public & Stakeholders Exhibition held in October 2022. This alteration incorporates the changes that respond to feedback received from the council, key stakeholder and internal reviews of the design team.

Key feedback received on masterplan received June 2022:

- Concerns on the approach to massing and scale along Alfred Street and potential negative impacts on the existing terraced properties along Alfred Street.
- Pedestrian connection across Block L may be difficult to achieve and may create too many public access to the Canal.
- Review overall proposed height to the Canal.
- Review approach to Nelson Street.
- Review approach to the provision of non-residential uses to allow flexibility in future design stages.

The key updates incorporated to the masterplan can be summarised as follows:

- 1 Block A is set-back from Alfred Street to allow for more distance to the existing properties along the street. Block A built form is also reconfigured to incorporate mews typologies along Alfred Street. Block B is also rearranged to incorporate mews typologies. These updates are also aligned with the feasibility study carried out by the design team for both blocks.
- 2 The pedestrian link across Block L is removed to rationalise pedestrian movement, although urban form breaks are retained.
- 3 Updates to the built form of Blocks S and U to allow for more public open space and public realm.
- 4 Overall review of the maximum heights proposed.
- 5 Overall review of the quantum and type of non-residential uses proposed.



5. The Proposed Masterplan

5.1 Design Principles

The LCQSPD has been the starting point of the design team's work. The first step was to carry out technical studies to inform the proposals and to revise with more detail the key constraints and opportunities for the site (Please refer to section 3 of this document).

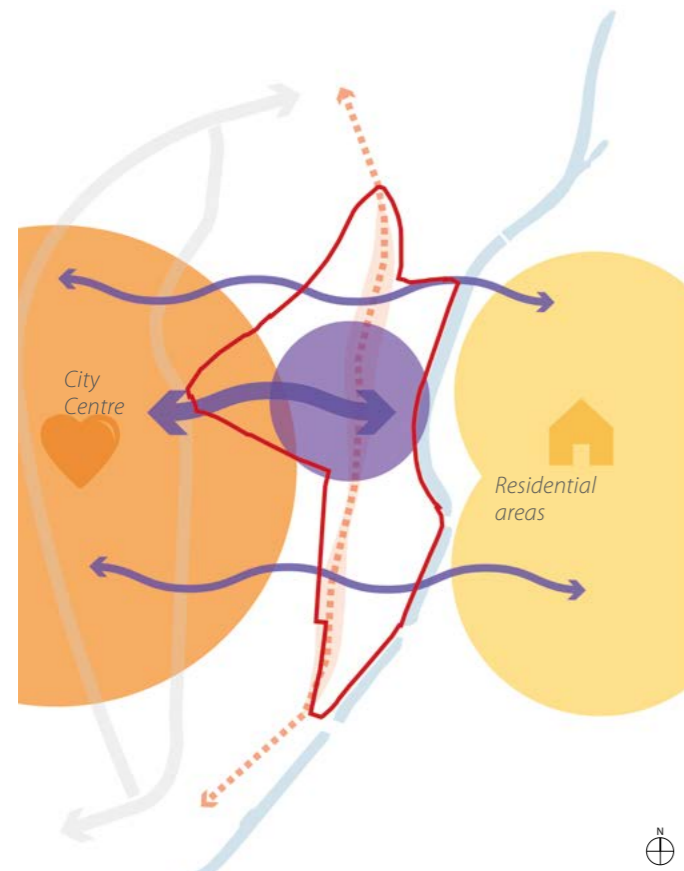
The second stage of the design team work was to develop the design principles for the masterplan, these have been also been informed by the Vision and objectives of the LCQSPD and are presented below and in the adjacent page.

The following diagrams illustrate the design rationale for the Lancaster Canal Quarter redevelopment. The approach considers the surrounding context and the role the Canal Quarter site will play in reconnecting different parts of the city through a heritage-led design proposal.

01

Improve connectivity between the City Centre and Lancaster Canal and further to the residential areas to the east of the Canal.

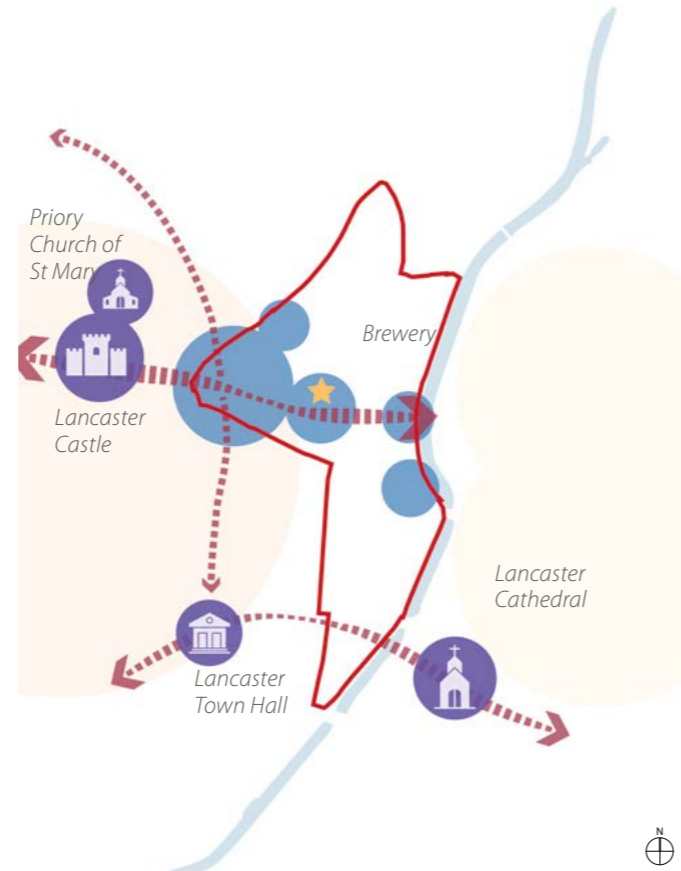
Improve north-south connectivity through the site and into the surrounding context.



02

Celebrate heritage asset within the site and enhance key views to historic assets around the site.

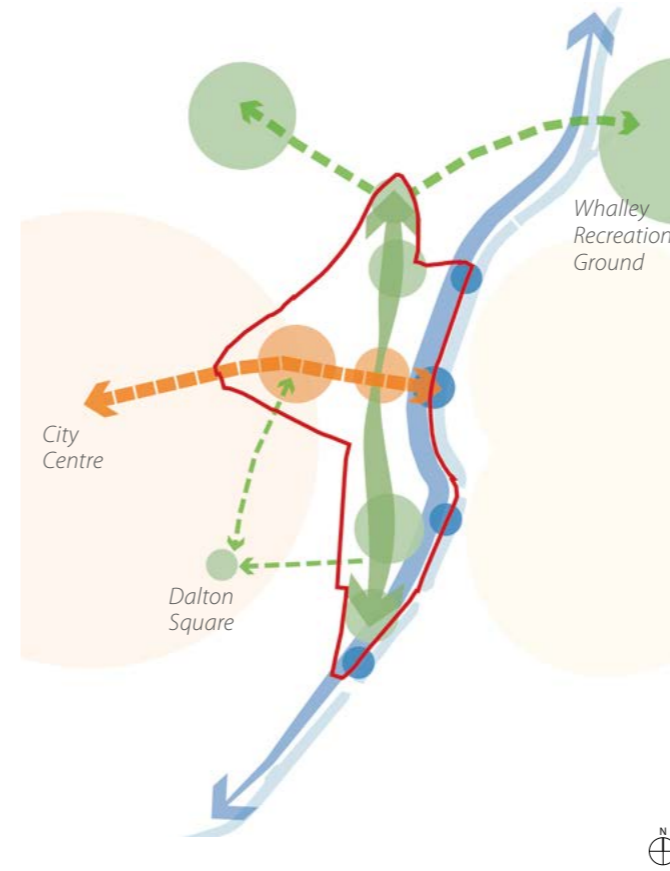
Brewery will become the landmark building at the heart of the masterplan contributing to aid legibility and wayfinding.



03

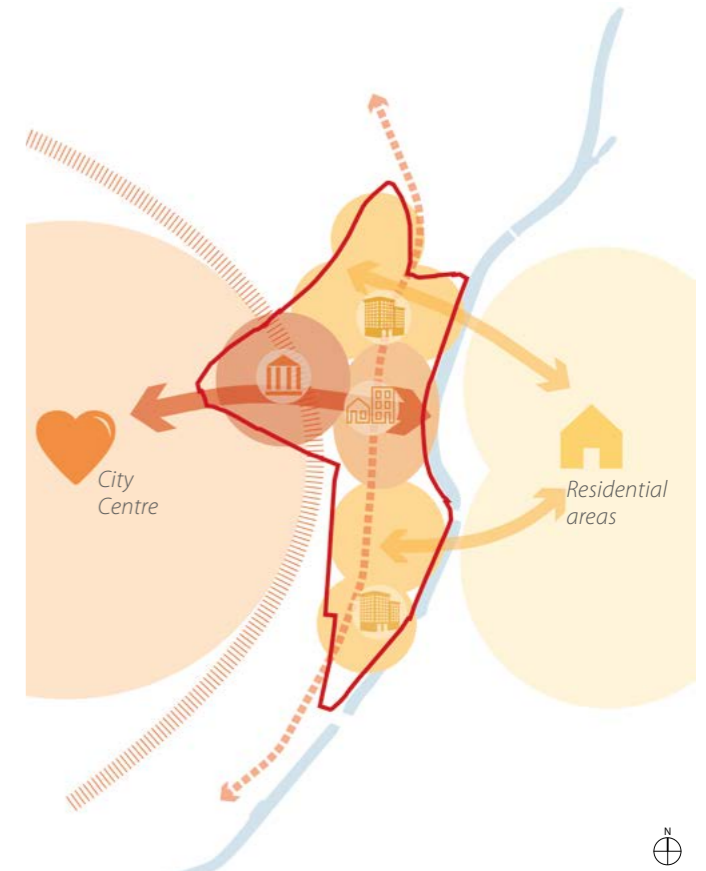
Create a variety of open spaces and squares and green links to the Canal and the surrounding area.

Create a series of square along the main east-west pedestrian route through the Site. Provide new pedestrian and cycle access to the Canal.



04

Create a mix-use neighbourhood that complements the uses in the City Centre and provides distinctive character areas.



5.2 The proposed Canal Quarter Masterplan

Illustrative aerial sketch of the existing site and context

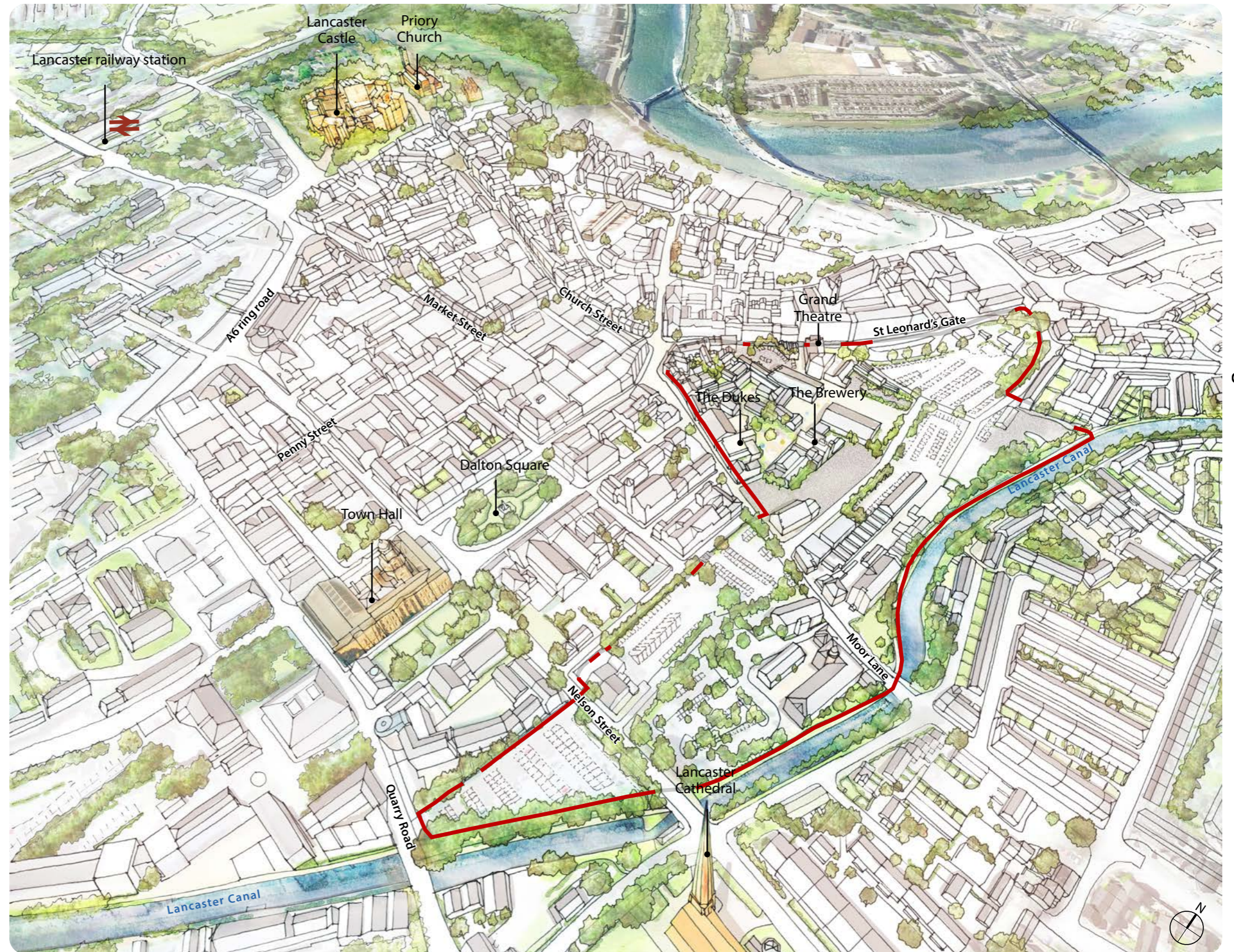
Existing site & context

Lancaster Canal Quarter covers approximately 6.5 hectares of land, immediately to the east of the City Centre. These pages present the existing state of the site and the surroundings.

The illustration depicts the large areas of surface parking that have replaced the previous historic built form; illustrating the potential to continue the connection from Church Street to the Lancaster Canal and the location of the existing historic buildings within the site.

The graphic also helps to understand the strategic location the site has in relation to the City Centre, the Lancaster Canal and the key heritage assets surrounding the site: the Lancaster Castle, the Priory Church and the Lancaster Cathedral. Its location in relation to the site has been key to inform the design proposals that consider retaining and creating strategic views of these important heritage assets.

This illustration aids the understanding of the existing condition and how the design proposals presented in the following pages offer a wide range of design strategies that aim to completely transform this highly important part of Lancaster to impact positively in the future development and growth of the site but also of the Lancaster City Centre.



5.2 The proposed Canal Quarter Masterplan

The proposed masterplan

The proposed masterplan strategy is to bring back into use many of Lancaster's important buildings and derelict sites to create a vibrant, sustainable and active place which is integrated both with the City Centre and the Lancaster Canal, where contemporary development and hidden heritage assets successfully combine to create a diverse, commercial, cultural and residential neighbourhood. The key deliverables of the masterplan are summarised below:

Provide approx. 580 new homes in the City Centre in a range of homes typologies that will cater for different families and individuals

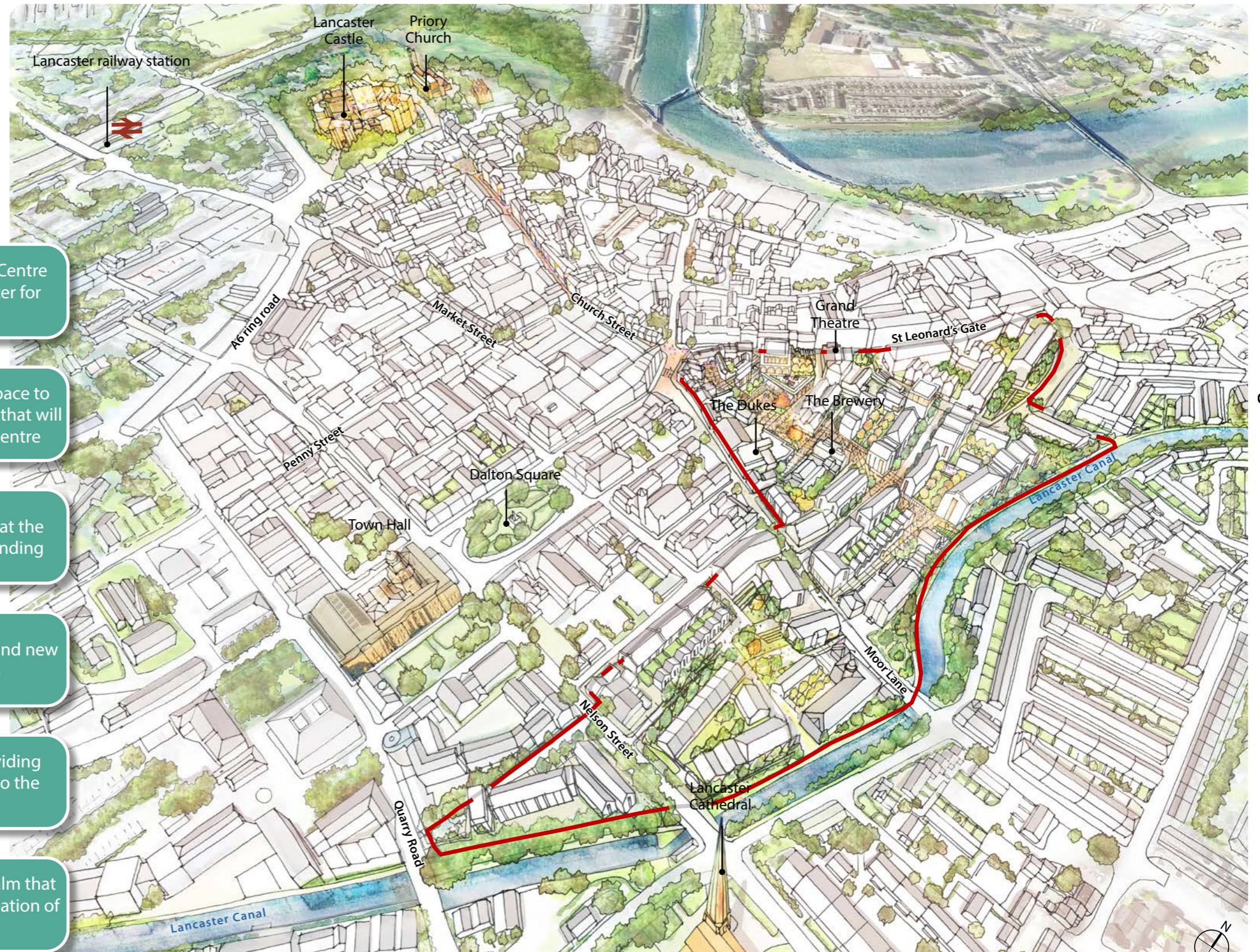
Offer approx. 7,000sqm of non-residential space to include work space, retail, food and beverage that will complement the existing offer in the City Centre

The Brewery will be the landmark building at the heart of the masterplan to help with way-finding

Provide new pedestrian access to the Canal and new pedestrian and cyclist-friendly streets

Create safe pedestrian-friendly streets providing new access to the Canal and connections to the surroundings

New open spaces and high quality public realm that will contribute to urban greening and the creation of green corridors



Illustrative aerial sketch of the proposed masterplan.

5.2 The proposed Canal Quarter Masterplan

The illustrative proposed masterplan

Lancaster Canal Quarter will be a new vibrant mixed-use neighbourhood that will deliver new homes and will provide opportunities for new leisure, retail and innovative workspaces. It will provide new pedestrian and cycle routes, new public open spaces and a new public realm embracing the Lancaster Canal. The proposed masterplan for the Canal Quarter celebrates the heritage and history of the site, considers the retention of the most valuable heritage buildings on site and creates new views to the heritage assets around the site such as Lancaster Castle and the Priory.

The Canal Quarter will be a sustainable and active place which is integrated both with the City Centre and the Lancaster Canal, where contemporary development and hidden heritage assets successfully combine to create a diverse, commercial, cultural and residential neighbourhood.

The illustrative masterplan includes:

Residential uses

- The delivery of approx. 580 new homes for urban living in the City Centre and in a wide range of typologies to cater different people's needs and lifestyles. All new homes will have access to private and semi-private amenity.

Non-residential uses

- The provision of approx. 7,000sqm of vibrant non-residential uses strategically located to serve the needs of new residents and that will complement (not compete) with the existing offer in Lancaster City Centre. The proposed new non-residential uses will contribute to fostering a sustainable walkable neighbourhood in addition to contributing to the creation of a vibrant neighbourhood, with active frontages to the new public spaces and public realm, especially the new east-west Brewery Street pedestrian street.

Sustainable community

- Brewery Street: a new pedestrian-only street running east-west through the site, connecting the City Centre to the Lancaster Canal and offering an interesting journey through the site with a series of distinctive open spaces, squares, ginnels, and uses along the routes.
- Three new pedestrian access points to the Lancaster Canal offers the community the possibility to enjoy this great natural asset and allows more permeability between the City Centre and the Lancaster Canal.
- A network of new high-quality public realms that will prioritise pedestrian and cycle movements over private

vehicles in line with the council's aspirations to tackle climate change. The new public realm will promote walking and cycling through safe and overlooked streets and squares with a variety of softscape areas and tree planting.

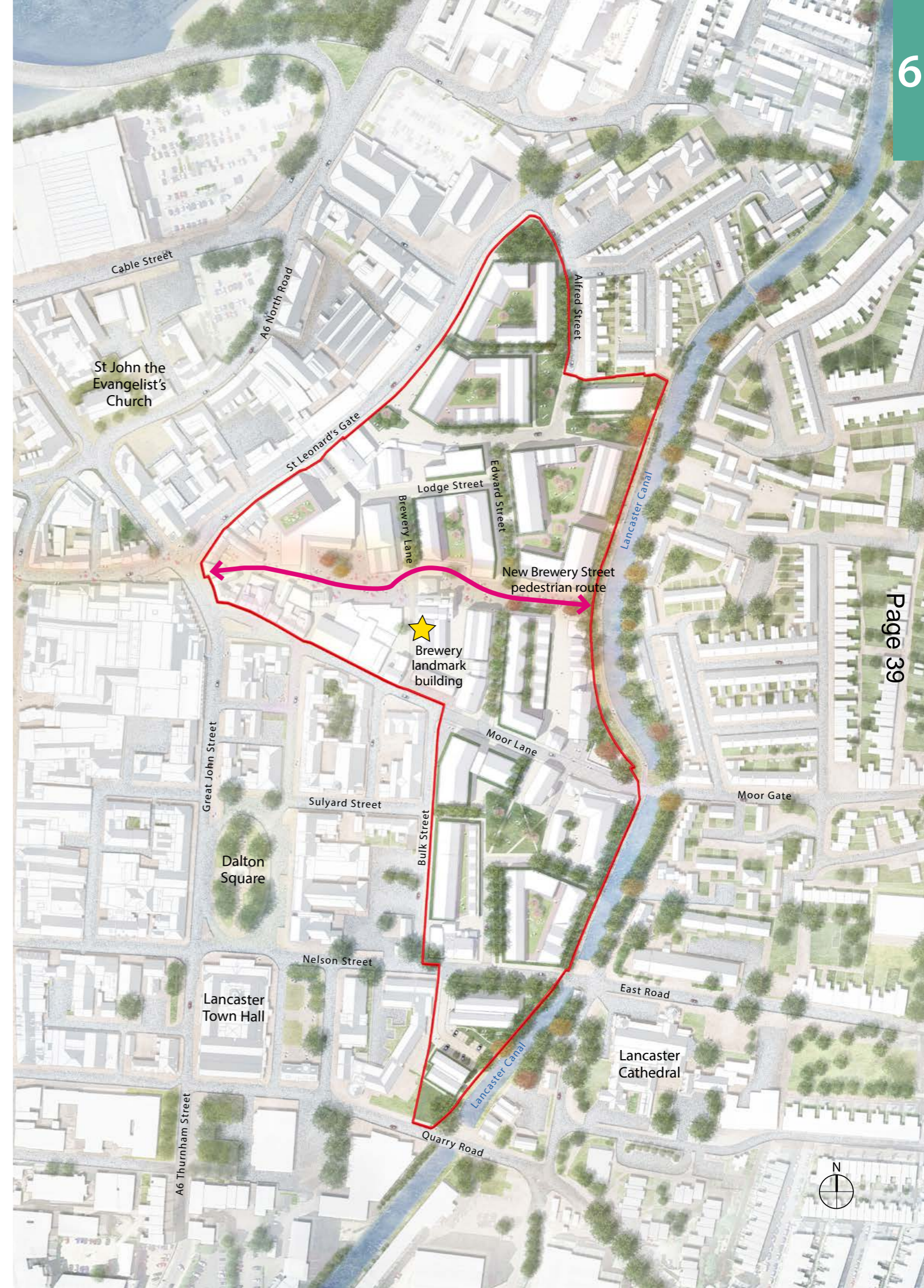
- Opportunity to rationalise the parking offer within the site utilising podium parking solutions that are efficient, and tidy, and do not create car-dominated streets allowing for the creation of vibrant active frontages to the street.
- Rationalise and enhance existing ginnels around the Stonewell Nose area to create a main pedestrian access through the Nose to aid legibility and wayfinding.

New open spaces for all & well-being

- Two new public squares along Brewery Street: the Theatre Square and the Brewery Square. Both with a distinctive characters will encourage activity and offer spaces for people to relax, enjoy and socialise in relation to the surrounding uses.
- Two new green public open spaces, one to the north of the site and the other one to the south of Moor Lane. Both are connected through a green street or a tree-lined street to contribute to the creation of a green corridor. The new green public open spaces will offer new pedestrian access to the Lancaster Canal.
- Opportunity to provide a range of secure communal courtyards in the new residential blocks for the new community with new landscape and play areas.

Embracing heritage

- Celebrate and retain the most valuable heritage buildings and incorporate them positively into the new proposals and the new built form accentuating the value that they represent. The Brewery building is a majestic building in a strategic location within the site. It is located as a focal point of view from the Theatre Plaza and from the new access to the Lancaster Canal. The Brewery will become the new landmark building aiding way-finding along the new pedestrian Brewery Street.
- Urban blocks that respond to the massing and character of the existing valuable heritage assets within the site whilst ensuring good orientation for new homes and maximising open space provision.
- Retention and creation of new strategic views of the surrounding heritage assets: Lancaster Castle, the Priory Church, Lancaster Cathedral, and the Town Hall.



5.2 The proposed Canal Quarter Masterplan Illustrative sketches

Illustrative sketch from the new proposed pedestrian access to the Lancaster Canal looking west. This point of view retains and enhances the existing key view as stated in the LCQSPD (Section 5) and the Lancaster Canal Corridor North, Assessment of Heritage Values & Significance. The sketch illustrates the new pedestrian Brewery Street with active frontage and new public realm. The separation of the new buildings allow for an open view of the Brewery, the Lancaster Castle and the Priory Church, being the former the new landmark building of the new neighbourhood.



Existing view from the Lancaster Canal, same point of view that the illustrative sketch above.



Location of view

Illustrative sketch from Brewery Lane towards south showing the design proposals along the new Brewery Street. To the left, the proposed extension of the Duke's Theatre fronting the new Theatre Square. New residential and non-residential uses along the route and surrounding the square will contribute to vibrant, well-overlooked and safe streets and public realm.



Existing view along Brewery Lane.



Location of view

5.2 The proposed Canal Quarter Masterplan Illustrative sketches

Illustrative sketch from along Alfred Street looking south. To the right the existing properties, to the left the proposed mews fronting the street to respond to the existing built form. The proposed built form has been set-back from the street to allow for the retention of the existing trees along Alfred Street and new defensible space and public realm to the front of the new homes. There is an aspiration to promote Alfred Street as a pedestrian friendly street with restricted vehicular access.



Existing view along Alfred Street with the existing terrace houses on the right.



Location of view

Illustrative sketch from Sulyard Street looking towards the Lancaster Canal. The existing Mill buildings are retained. The proposed new green open space is well-overlooked and surrounding by active frontages. A green streets connects the new open space to the Canal through a new pedestrian access. The proposed built form allows views to the Lancaster Cathedral spire to contribute to way-finding.



Location of view

5.2 The proposed Canal Quarter Masterplan Illustrative sketches

The approach to massing, position and scale to the Nelson Street site considers to retain the existing view from the street to the Cathedral. The set back of the proposed built form also allows for the retention of the existing pedestrian and cyclist link to the Canal through the site. The massing of the proposed building is in keep with the surrounding buildings.



The proposed massing to Nelson Street provides a built form that responds to the scale of the surroundings, being almost hidden behind the existing trees. The proposed buildings also maximise views to the Canal and provides private amenity for all new homes.



Existing view from Nelson Street looking towards the Cathedral



Location of view



Existing view from Nelson Street looking towards the Nelson Street site



Location of view

5.2 The proposed Canal Quarter Masterplan Illustrative sketches

The CGI below shows the proposed external works as part of the Heritage Action Zone (HAZ) grant feasibility study. The view is looking towards the existing shops along the Stonewell Nose on St. Leonard's Gate.



The sketch illustrates the proposals along the existing ginnel in the Lodge Street Car Park. The new public realm will be for pedestrians only, offering a new connection east-west to the Lancaster Canal. The new pedestrian friendly street is well overlooked by the surrounding frontages and integrates the existing stone wall as part of the landscape design, with opportunities for seating, landscaping, planting and lighting.



Existing view looking at the shops along the Stonewell Nose.



Location of view



Existing view from Edward Street and Lodge Street looking towards the Coach House.



Location of view

6. Masterplan strategies

6.1 Sustainability strategy

Introduction

One of the main aspirations of the Local Plan is to promote sustainable development within Lancaster. LCiC has declared a Climate Change Emergency in January 2019 and are currently undertaking a review of the Local Plan to ensure it facilitates, supports and encourages sustainable development. One of City Council aspirations is to reduce carbon emissions to net zero by 2030, 20 years ahead of the UK net zero carbon target.

The Local Plan's Climate Change review includes **Policy CC1** which requires the **principles of sustainable design and construction to be integrated into all development design proposals in order to respond to climate change and to create environmental sustainability**

The sustainability strategy considers every aspect of the masterplan, from the durability in buildings to several aspects to ensure that the proposed buildings will have a positive impact to the surrounding environment and the community.

It is proposed that a retrofit approach will incorporate principles of circular economy to re-use the materials from demolition waste and the adaptive re-use of the historic buildings. The strategy also considers to minimise the unnecessary acquisition of building materials as much as possible (modular elements may be considered subject to viability).

The strategy in terms of energy demand and consumption, considers a non-fossil fuel system to eliminate local pollution and lock-in national grid de-carbonisation. This may take the form of an electric heat pump based solution. The energy supply needed for the masterplan, should also consider to be further enhanced with the inclusion of Photovoltaic panels (PV) and PV-T (hybrid-solar thermal panels).

The sustainability strategy also aims to integrate green and blue infrastructure in order to protect and enhance the physical and structural integrity of the Lancaster Canal. The proposed elements will enhance and promote the area as a biodiverse and sustainable project, adding an environmental value to the site.

The proposals for the Lancaster Canal Quarter incorporate places for active play, promoting walking and cycling within the site, encouraging healthy living environments for people of all age ranges.

The proposed connectivity strategy encourages the use of low carbon transport within the site in favour of more sustainable modes of transport like walking and cycling. It is proposed that vehicular movement will be restricted within the site (to delivery, emergency, refuse, BB holders and car clubs only) to

promote pedestrian-friendly and cycling-friendly streets within the new neighbourhood.

Lancaster masterplan proposal acknowledges the importance of the heritage and history within the site and that the rich heritage in the area is intrinsic part of its identity. Therefore, the masterplan considers the retention and re-use of existing buildings where possible. The buildings that are proposed to be removed are of low heritage value and in a derelict state. Key heritage buildings such as the Brewery are retained and proposed as a new landmark building within the site to bring back to the community and future generations this important heritage asset of Lancaster.

Resilience has been considered in the masterplan proposals, from consideration to the re-use of some of the buildings to propose urban forms and uses that offer flexibility and can evolve and adapt over the time.

LCQSPD objective:

Contributing to wider social and corporate agendas around the Climate Emergency declared by Lancaster City Council in January 2019, and identifying opportunities to use new sustainable infrastructure to create an identity for the area.



How the masterplan complies with the LCQSPD:

Contribute towards making the city council as an organisation carbon neutral by 2030. Create a place that will be a pioneer in sustainability and that will last for future generations.

- ✓ Adaptive re-use of historic buildings considering sensitive retrofitting.
- ✓ Efficient built form and building orientation that maximises the provision of dual aspect homes and enhances natural daylight, ventilation and sunlight.
- ✓ Proposed centralised Heat Pumps network system with ambient loop.
- ✓ Reduce car use within the site and promote sustainable ways of transport.
- ✓ Proposed new cycle routes and considers spaces for car clubs.
- ✓ Considerations to maximise the use of solar-suitable roof orientation.



The key topics considered for the sustainability approach (as proposed within the LCQSPD).

6.1 Sustainability strategy

Buildings

Taking into consideration the importance of durability in buildings, the sustainability strategy contemplates several aspects to ensure that they will have a positive impact to the surrounding environment. This includes considerations on circular economy principles to make an efficient selection and re-use of materials as well as the use of smart technology to help to prevent energy waste.

EMBODIED CARBON + CIRCULAR ECONOMY

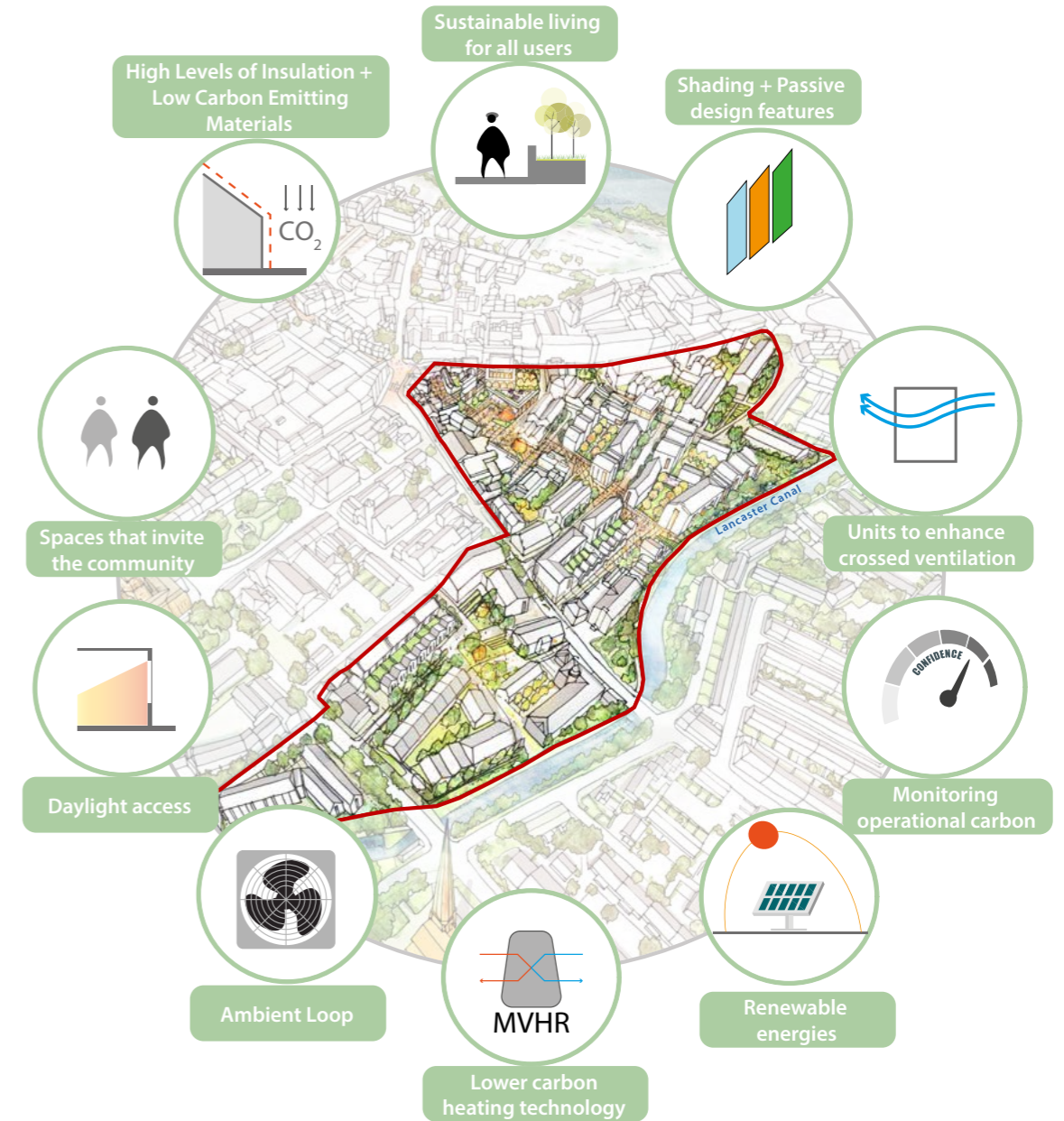
- A retrofit approach will incorporate principles of circular economy to re-use the materials from demolition waste and the adaptive re-use of the historic buildings.
- Low carbon emitting materials should be prioritised for the construction of the project from the pre-construction stages.
- The design of the new units layouts should make use of standardised components to allow it to be flexible for the users and possibly to mitigate future climatic conditions that the buildings might face.
- Bricks from the demolished façades should be incorporated into the new development and into the landscaping and activity areas, this allows to reduce waste resulting from demolition works.
- For the new proposed typologies, materials should be carefully selected to ensure that they are easy to replace and maintain

PASSIVE ASPECTS

- Building massing and heights should be optimised to maximise the provision of dual -aspect homes that enhance natural daylight and ventilation.
- Buildings' orientation should be optimised so that they can provide good access to daylight and sunlight and better management of solar gains (Passivhaus principles for housing should be considered).
- Buildings should optimise thermal efficiency using Low U-values with attention to detail to ensure continuous insulation at junctions (Thermal bridging) and low air permeability with optimised use of heat recovery.
- An efficient envelope should be considered taking into consideration the solar aspect of the façades.
- External shading devices should be explored where overheating risks are targeted, this will help to reduce the need for mechanical cooling systems.

POWER GENERATION

- Installation of Photovoltaic panels (PV) and PV-T (hybrid-solar thermal panels) should be considered to contribute to the provision of clean energy.
- Smart technology should be explored to control heating and cooling to promote efficient energy use.



Sustainable approach to the new buildings and public realm (as proposed within the LCQSPD).

6.1 Sustainability strategy

Energy and Carbon

Increasing the energy efficiency is an important feature to take into consideration as the operation of buildings account for 55% of energy consumption worldwide (UNEP, 2020).

Thus, and following the commitment with the Paris Agreement, the UK has defined a Net Zero Whole Life Carbon Roadmap for the Built Environment which provides a set of actions for achieving a Net Zero Carbon in the UK built environment by 2050, in relation to the construction, operation, and demolition of buildings and infrastructure.

However, Lancaster Council has set a more ambitious goal and aims to be net zero by 2030. The sustainability strategy has taken into account and the council's aspirations. It has targeted areas where energy demand can be minimised, replaced by renewable energy and it also aims to achieve a net zero energy consumption buildings. In order to achieve these targets, the following strategies have been outlined. Most of these have been considered to develop the masterplan proposals for the Lancaster Canal Quarter, although other, should be considered in future detailed proposals.

BE CLEAN

Heating and Hot Water: A non-fossil fuel system to eliminate local pollution and lock-in national grid de-carbonisation. This can take the form of an electric heat pump based solution from either individual heat pumps attached to an ambient loop with heat sourced from a local network of underground boreholes or a low carbon district heating network located off-site.

Residential: heating demands are to be met by this system, topped by a heat pump and hot water storage tank, located within each dwelling and will meet the target of 15kWh/m²/yr

Commercial: Given the varying profile demands of the heating, cooling and hot water, these can be met by the open loop WSHP system.

Efficient Sources of Energy: The feasibility of 4 low-carbon options, below listed, have been evaluated in detail in a report commissioned by Lancaster Council:

- Waste heat from energy-from waste plant
- Water-source heat pump (Being the preferred option)
- Gas CHP
- Biomass

Ventilation Strategy

Residential:

Summer: During this season, natural ventilation will be met through the provision of reasonably sized openable windows.

Winter: During this season ventilation will be through MVHR systems with SFP ≤0.6 and efficiency ≥90%

Hotels: Natural ventilation will be encouraged through the operation of windows, while a mechanical ventilation system with cooling could also be provided (if required).

BE LEAN

- Prioritise residential uses away from the busy roads with noise and air-quality issues, promoting opportunities for utilising openable windows and natural ventilation, preventing overheating risks in dwellings and minimising energy demands.
- Optimise building massing and heights with adequate spacing in between blocks to provide good sunlight access to the proposed amenity spaces.
- Natural light will be maximised to reduce the need for artificial light, where possible. Use of low energy lights will be maximal and time switches, light level sensors, occupancy sensors for indoor lighting, motion sensors for outdoor lighting and remote control outside lighting, will be installed to support a more efficient use of lights.
- The following targets will be outlined for fabric performance:

Efficiency Measures	Operational Energy
Air tightness <1 (m ³ /h.m ² @50Pa)	Walls 0.13 - 0.15
Thermal bridging 0.04 (y-value)	Floor 0.08 - 0.10
G-value of glass 0.6 - 0.5	Roof 0.10 - 0.12
MVHR 90% (efficiency) ≤2m	Windows 1.0 (triple glazing)
	Doors 1.00
Window areas guide (% of wall area)	
	North 10-20%
	East 10-15%
	South 20-25%
	West 10-15%

BE GREEN

- The low carbon energy supply to the masterplan, can be further enhanced with the inclusion of Photovoltaic panels (PV) and PV-T (hybrid-solar thermal panels).
- Most roofs should consider design with pitch roofs oriented between SW and SE, which can maximise energy generation via renewable sources.
- The use of PV-T would help to meet the electricity demand but also has the potential to meet the hot water demand and would be recommended on the roofs of the hotel building, with particular high hot water demand.

BE SEEN

- Control and management of energy systems to optimise the efficiency of the buildings
- Measures to reporting energy use data and setting energy reduction targets

CARBON OFFSET

- A carbon offsetting strategy sequesters carbon emissions (and equivalent) reducing a development's net carbon emissions.
- Any residual carbon reduction that has not been met on site, can be offset using off-site investment in carbon sequestration projects or schemes.



- ▭ Site boundary
- ▭ Buildings to be Demolished
- ▭ Retained Buildings
- ▭ New Development

6.1 Sustainability strategy



Energy and Carbon

There are two main potential heat distribution strategies that have been explored for the provision of heating and hot water in the Lancaster Canal Quarter: District Heat Network (DHN) and Ambient Loop

District Heat Network (DHN)

Although a district heating system is typically known as low temperature this is a historic anomaly that distinguishes what we would typically call very high temperature heat distribution in the form of steam. The distribution temperatures are sufficient to directly heat underfloor heating or radiators and supply hot water without increasing temperature. The system will provide heat and hot water to each home or commercial unit via a Heat Interface Unit (HIU). Heat and hot water is generated communally either in local plant rooms which would contain Air Source Heat Pumps and large hot water storage vessels or off-site from a variety of district wide heat sources. In this case plant rooms will not contain Heat Pumps, but may contain back up heat supply plant as well as large hot water storage vessels. Billing will come from both metered supply of heat through individual HIUs and additional service charges the level of which will be set depending on the heat

sources and maintenance requirements of the system.

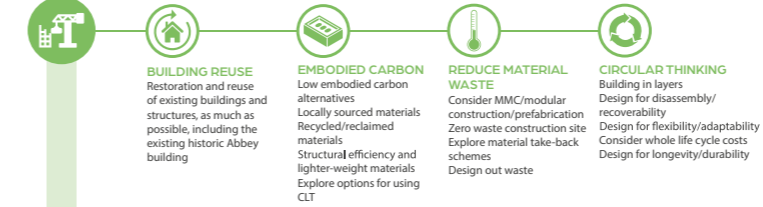
Lancaster Council is at the moment developing a broader local strategy to provide district heating to Lancaster. If this comes forward, the DHN system would be relatively straightforward to connect to either immediately or when it becomes available whereupon the local plant can be retired.

Ambient Loop

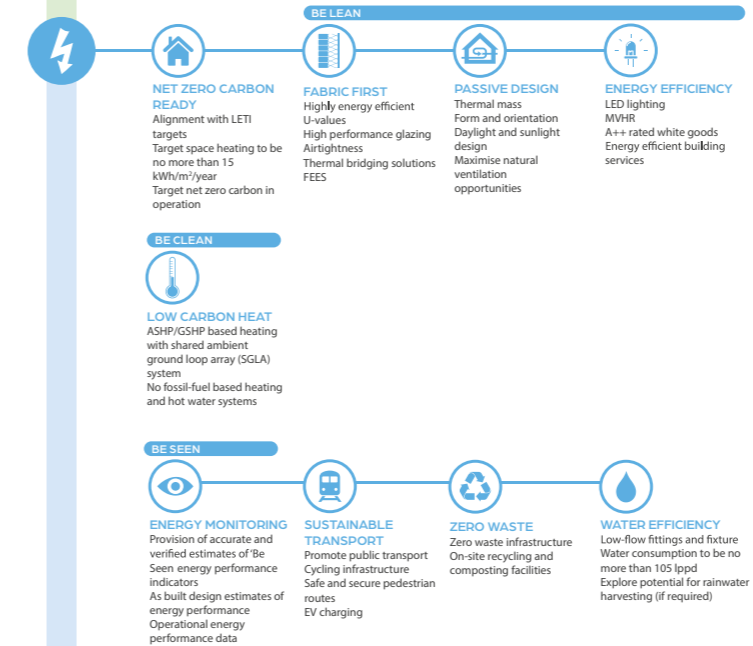
An ambient loop takes heat from water that is warmed either directly from the ground using a series of linked pipework from bore-holes (known as a Shared Ground Loops Array – SGLA), or from air source heat pumps which can be located at a block or terrace level or on roofs. The heat from this system is brought up to useful temperature by local heat pumps in each home or commercial unit and used for underfloor heating or radiators. This system typically also includes individual hot water tanks. The majority of billing for energy provided from an SGLA will be from individual normal electricity meters. Some level of service charge may be included to cover long term maintenance of the SGLA. The level of additional service charge is likely to be higher with an ambient loop fed from ASHPs since energy costs to initially warm the distributed heat will come from communal (block or terrace level Air Source Heat Pumps).

Potential system	Description	Advantages	Disadvantages	Buildings space implications
Lancaster District Heating	Local authority system with wide scale heat distribution to Heat Interface Units (HIUs) in properties.	No local plant except HIUs – Diversity of supply.	Still in concept stage.	Inside units: HIUs only Inside blocks: 'hot' Risers Plant room: Potentially containing buffer vessels Infrastructure: connection and distribution pipework
Local District Heating (DHN)	Plant rooms and HIUs.	Potential to connect to wider DHN in future.	Will require plant rooms.	Inside units: HIUs only Inside blocks: Risers Plant room: Potentially containing ASHPs and buffer vessels Infrastructure: connection and distribution pipework
Local Ambient Loop	Every unit has a heat pump and Domestic Hot Water tank.	Independent local control. Scalable (can be installed on a phase by phase basis). Low temperature distribution. Potential to integrate cooling via MVHR. Potential for seasonal heat storage (using Solar thermal or PV-T – High water table often precludes this).	Very little potential to connect to wider DHN in future. Domestic Hot Water tanks in each unit.	Inside units: Hot Water tanks and Heat pumps Inside blocks: Risers A: Plant room ASHP: Potentially containing ASHPs. B: Plant room SGLA: Minimal A: Infrastructure ASHP: Minimal B: Infrastructure SGLA: 100m+ boreholes at approx. 15m centres and near surface uninsulated distribution pipework

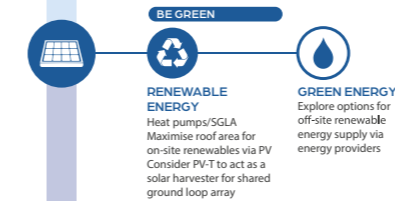
1 REDUCE CONSTRUCTION IMPACTS



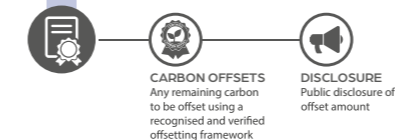
2 REDUCE OPERATIONAL ENERGY USE AND WASTE



3 INCREASE RENEWABLE ENERGY SUPPLY



4 OFFSET REMAINING CARBON



6.1 Sustainability strategy



Green and Blue Infrastructure

The masterplan proposals aims to integrate green and blue infrastructure in order to enhance the physical integrity of the Lancaster Canal Quarter. The green and blue infrastructure proposals enhance and promote the area as a biodiverse and sustainable neighbourhood improving the environmental value of the site and the surrounding area.

In addition, the blue and green infrastructure strategy will bring a positive impact over the well-being and mental health of the existing and new residents and creating a healthy neighbourhood, that is resilient and an attractive place to live.



RAINWATER & SuDs

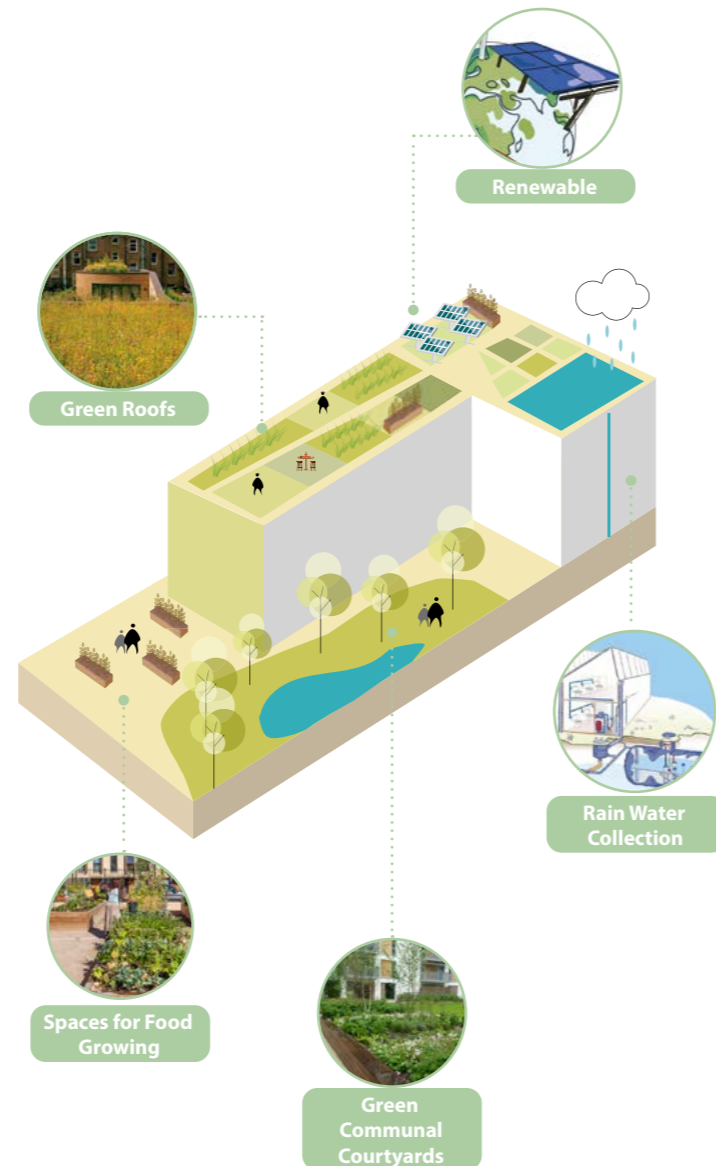
- Detail proposal should consider integrate rainwater management and its distribution within the site. The green and blue infrastructure strategy for the LCQ considers green & blue roofs, rain gardens, tree pits and permeable surfaces to the public realm. The scope and details of each of them should be explored in more detail in future design stages.
- The incorporation of rain gardens, swales, tree pits, blue roofs and permeable paving help to that reduce rain water run-off and mitigate the impact of pollution and could contribute to mitigate impacts of flooding in and around the site. They can also be used to enhance the capacity of the surface water piped drainage network by capturing and storing rainfall, allowing it to soak into the ground or release it slowly back into the piped network.
- Tree pits and permeable pavings and landscape areas to the public realm have been considered wherever is possible throughout the site.



GREENERY

- In order to increase biodiversity within the Canal Quarter, the green infrastructure strategy considers the provision of new green open spaces, communal gardens with potential for allotments and food growing and tree planting. These elements will also provide future-proofing solutions, climate change awareness and education as direct contact with them will allow the users to get engage with its maintenance and preservation.
- The masterplan proposals considers pitch roofs oriented between SW and SE, which can maximise energy generation through solar panels, this creates an opportunity for local power energy generation via renewable sources.

- The masterplan proposal retains the existing mature trees identified through the tree survey as Category A, and proposed new tree planting in the new green public open spaces, communal courtyards and landscaped areas. New access points to the Canal will also will provide opportunities to connect the new green open spaces and infrastructure with the Lancaster Canal.



Indicative illustration of how green and blue infrastructure can be incorporated into the building design including the communal courtyards.



Lifestyle & Well-being

Focusing on the 10 principles of the Active Design document promoted by Sport England and Public Health England, the masterplan proposals encourage healthy lifestyles and well-being by providing new open spaces, public realm, areas for active play and by promoting sustainable ways of travel such as walking and cycling.

All new urban homes will provide private and communal amenity whilst new non-residential uses and open spaces will be within 10-15 minutes distance offering spaces for the new and existing residents to enjoy, relax and socialise promoting healthy living environments for people of all age ranges.



LCQ Active Design Principles

- **Activity neighbourhoods and activity promotion & local champions:** the project has incorporated within its strategy public squares and new public realms surrounded and overlooked by active and lively uses, offering spaces for leisure and events during different times of the day. These spaces also offer opportunities for people to socialise.
- **Walkable communities:** the new public squares are proposed along Brewery Street creating a journey through this new pedestrian east-west route. The new pedestrian street with uses, squares and activity areas will encourage people to go outdoors and explore the area. Additionally, three new pedestrian access points to the Canal will provide new opportunities for new and existing communities to enjoy this natural asset and open up the Canal to the City Centre and the surrounding neighbourhoods.
- **Connected walking & cycling routes and appropriate infrastructure:** the masterplan creates safe and attractive routes for cyclists across the site whilst connecting to the existing cycle network encouraging sustainable ways of travel.
- **Co-location of community facilities:** the main pedestrian route Brewery Street connects a series of public squares and places, creating a series of activities through the site. The cycle strategy also proposes the location of a cycle hub in the junction between Edward Street and the new Brewery Street promote cycling and walking to the Canal Quarter.
- **Network of multifunctional open spaces:** each of the different open spaces and squares will provide a distinctive character as result of unique combination of uses, landscape design and the scale and massing of the space and the surroundings.
- **High quality streets and spaces:** a clear hierarchy of streets and routes is crucial for successful placemaking. In order to ensure legibility and create a clear primary pedestrian route that is easy to find, it also connects a series of places and squares, creating a series of activities through the site.
- **Active buildings:** green infrastructure in the form of private front gardens, courtyards and terraces in buildings will help to promote active lifestyles and access to green spaces closes to the new homes.
- **Active open spaces:** access to the new public squares and open spaces will be within 2 to 5 minutes walk of the new homes. The new squares are framed by a wide range of active uses that will spill out onto the public realm promoting opportunities for social interaction. This will contribute to improve well-being and mental health among users as they can lower levels of stress (Wells et al, 2003) and reduce rates of depression and anxiety, reduce cortisol levels (Park et al, 2010). Open spaces will provide a range of play spaces for different ages as well as furniture to encourage social interaction.
- **Management, maintenance, monitoring & evaluation:** Management, maintenance, monitoring and evaluation will be essential to ensure the long-term desired functionality of the new proposed infrastructures, green areas and public realm.

6.1 Sustainability strategy

Transport

One of the key objectives of the proposed masterplan is to encourage the use of low carbon transport to and within the site. Providing sustainable modes of transport such as walking and cycling has been a key aspect for the development of the project.

To ensure the provision of a pedestrian friendly environment, the connectivity strategy considers the restriction of vehicular movement within the site. Vehicular movement is allowed only for new residents parking, servicing and emergency ensuring the active premises on site could continue operating.

Pedestrian and cycle routes have considered to increase connectivity and permeability between the City Centre and the Canal and between the site and key surrounding destinations. In addition, the proposed routes consider proposals to improve the arrival through the Nose (in line with Lancaster City Centre Movement and Public Realm Strategy, September 2020) and connecting to the wider cycle network.

PEDESTRIAN-FRIENDLY PUBLIC REALM

- Lancaster Canal Quarter will create a new sustainable walkable neighbourhood that minimises car use and provides a pedestrian-friendly environment for all in line with council's aspirations to promote a Sustainable District that will achieve net zero carbon by 2030.
- The provision of walking and cycling routes also promotes healthy lifestyles and well-being. Vibrant, safe and well-overlooked new streets will encourage more walking and cycling through the site. The new main pedestrian route Brewery Street will provide a 5 minutes connection between the City Centre and the Canal.
- New homes and uses have been located so that people will be able to find everything they need on a daily basis within a short walk (10-15min. walk).
- Landscape and tree planting has also been considered in the design of the streets creating attractive public realm that could also offer opportunities for SuDs.

CYCLING

- The masterplan proposes cycle routes running north-south across the site, connecting with the City Centre Loop running along Phoenix Street and the existing cycle route from Nelson street to the Canal. The route will run along Alfred Street and Bulk Street and a shared surface is proposed to ensure safe mobility and crossing points that might connect with pedestrians routes.
- The cycle strategy also proposes the potential location of a cycle hub in the junction between Edward Street and the new Brewery Street to promote cycling to the Canal.

CAR PARKING

- In order to reduce car parking and vehicle movement to contribute to Lancaster City Council's aspirations to be carbon neutral by 2030, it is proposed that most of the car parking is provided in podium or underground parking, taking advantage of the difference of levels within site.
- Podium parking should be concealed within the built form creating active frontages onto the street. These allow vehicles to be safely stored away in secure, covered areas that offer direct access to homes via internal corridors.
- EV charging infrastructure should be considered from the outset.
- As vehicular access will be restricted, on-street parking in considered for car clubs and blue badge holders.

Ecology

The proposed masterplan strategy is to enhance the ecological value of the neighbourhood through a diverse green infrastructure network of open spaces and communal gardens linked by tree lined streets.

A wide number of strategies combine to create a neighbourhood that both promotes biodiversity and provides amenity value. Opportunities should be consider to incorporate SUDs features, introduce more ecologically sensitive management and establish a biodiverse structure of wildlife attracting plant communities, species-rich grassland and native trees and hedges.

Communal courtyards should consider to provide both communal amenity space and be attractive to wildlife. Measures to maximise biodiversity should include planting of native species and flowering herbaceous species selected to attract invertebrates and butterflies; and hedged boundaries to properties.

Plants should be selected with a prolonged flowering period, including both night and day flowering species, to provide extended ecological value.

Two new green open spaces will be located to the north and the south of Moor Lane. Both offer new pedestrian access to the Canal which will be linked through a tree-lined street running north-south through the site, promoting ecological corridors and biodiversity.



6.1 Sustainability strategy

Adaptability and Resilience

Lancaster Canal Quarter masterplan acknowledges the importance of the heritage and history as an intrinsic part of its identity. Therefore, the masterplan proposals has considered the retention and re-use of existing buildings where possible, to preserve landmarks and to bring back to the community the most valuable historic assets.

This is a crucial part of the adaptability strategy as well as ensuring the new homes and uses are flexible, can adapt with changing demands and are resilient.

ADAPTABILITY

- The proposed masterplan considers principles of circular economy by proposing to retain and refurbish many of Lancaster's heritage buildings to create a vibrant, sustainable and active place which will be integrated with the City Centre and the Lancaster Canal.
- New homes should have flexible layouts to adapt to changing needs and lifestyles. They should also consider the impacts of Covid 19 and the increase demand to work remotely offering flexible spaces to work from home.
- Non-residential uses should have flexible layouts that are subject to change to people's and market demands. Creative and innovative solutions are more likeable to survive over the time and provide adaptability.

RESILIENCE

- In order to promote a resilient environment, the following strategies are proposed:
 - Landscape:** Vegetation and plant species that are climate resilient and that will help to enhance biodiversity.
 - Water conservation:** Rainwater harvesting through green and blue infrastructure and effective implementation and management of the water efficiency measures.
 - Flood risk:** Prevention by adding more vegetation, planting, permeable pavings and sustainable drainage systems.
 - Indoor overheating:** Detailed studies should be carried out to embed passive design measures that can reduce and mitigate overheating risk at detailed design stages.
 - Outdoor comfort:** During detailed design stages undertaking detailed outdoor comfort analysis for different seasons and developing location-specific adaptable design solutions such as covered seating areas and weather-protected pathways along with using plantation strategies to create a positive microclimate throughout the year. The strategies will assist in responding robustly to extreme weather events, reduced summer rainfall, increased winter rainfall and rising annual temperatures.

- Enhance biodiversity
- Species that are climate resilient



Sustainability strategy summary



6.2 Heritage strategy

Embrace and celebrate historic assets

The heritage strategy celebrates LCQ's rich heritage and history in line with **Policy SP7 that sets out how the council plans to maintain Lancaster District's unique heritage.**

The Canal Quarter regeneration presents an opportunity for the council to maintain and reinforce Lancaster's unique identity heritage re-using and re-purposing existing buildings, where possible, and celebrating historic assets.

The involvement of a specialist heritage consultancy team at the early inception of the project demonstrates the commitment to preserving and enhancing the historic environment.

The key elements of the heritage approach are outlined below:

- Retention of the distinctive street pattern and re-instating the historic Victorian pattern of built form and streets.
- Embrace and improve the access to and through the Stonewell Nose (potentially through no.2 Stonewell).
- Consider and retain existing key views (LCQSPD) to key heritage assets around the site: Lancaster Castle, the Priory, Lancaster Cathedral and the Town Hall.
- Provide a series of open spaces/squares along the main east-west pedestrian route (Brewery Street) creating a wandering route and interesting journey of discovery that draws inspiration from the Georgian and medieval character of Lancaster streets in the City Centre.
- Incorporate retained heritage buildings and assets as part of the townscape and landscape strategy. The Brewery building is the focal point of key views and the landmark building of the new neighbourhood contributing to way-finding but also bringing into life an important asset for the community to enjoy.
- Explore the potential to retain certain historic structures where possible (for example: Heron Works facade, Timber Yard). This will be subject to further technical surveys and details designs.

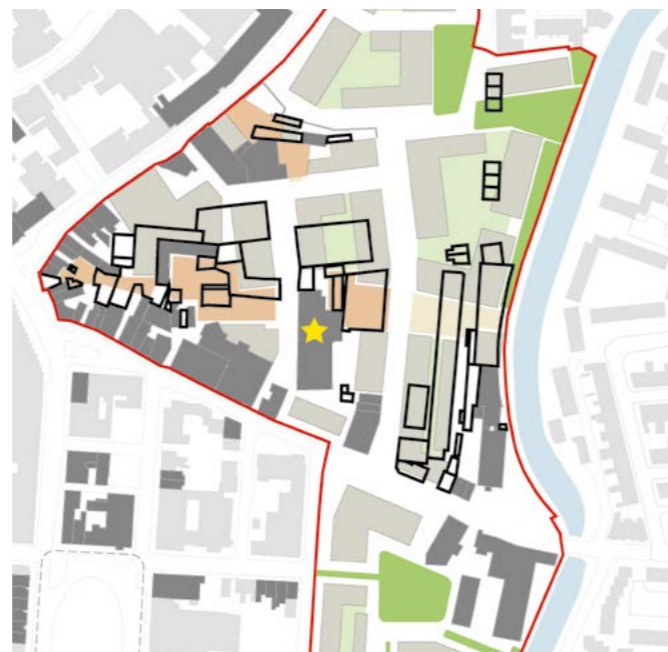
LCQSPD objective:

Respecting the rich built heritage of the Canal Quarter, which reflects its historical evolution and contributes heavily to its positive identity and appeal.

How the masterplan complies with the LCQSPD:

Embraces and celebrates historic assets by retaining buildings where possible and enhancing key views to landmarks and heritage assets.

- ✓ Retention of the distinctive street pattern.
- ✓ Retention of the panoramas across the site, towards the City Centre, and towards the Castle to the south and west.
- ✓ Re-use of buildings from the different periods represented across the site.
- ✓ Using the change of topography from the Canal tow-path across the site to preserve views.
- ✓ The provision of enclosure through buildings of different scales.



Zoom in illustrating proposed buildings to be demolished in relation to current proposals.



The re-use of the Brewery as a landmark building in the Canal Quarter.



Potential for new pedestrian access through no.2 Stonewell.



Heritage to be incorporated into the landscape design of the streets and new public squares.



Key

- LCQ boundary
- Heritage**
- Heritage buildings to be retained
- ⋯→ Existing key views to be enhanced
- Historic streets to be retained
- ★ Brewery new landmark building
- Proposed buildings
- Listed buildings around the site
- Proposed buildings to be removed
- Public realm/amenity**
- Propose public squares & key public realm
- New public green open spaces
- New semi-private communal courtyards

6.3 Pedestrian movement strategy

Pedestrian-friendly streets across the Canal Quarter

Lancaster Canal Quarter is located in a strategic location adjacent to the City Centre and will create a new sustainable walkable neighbourhood that minimises car use and provides a pedestrian-friendly environment for all. This is in line with **Policy SP10 that requires new development to be sited in sustainable locations that ensure a range of transport options and seek to reduce the need to travel; and Policy T2 that sets out the Council's commitment to supporting and promoting the role of cycling and walking in the district, building on the existing network and high levels of walking and cycling.** Promoting walking and cycling as the main means of travel within the site is also aligned with **Policy DM57 that outlines how development should promote health and well-being and contribute to addressing health inequalities; and Policy SP9 that sets out how development should help to maintain strong and vibrant communities.** **New development should deliver safe, cohesive and healthy communities across the social gradient which benefit from quality homes, good accessibility to open spaces and recreational provision, and support a modal shift in local travel patterns, promoting the role of sustainable transport, particularly cycling and walking.**

Minimising car use

The masterplan for Lancaster Canal Quarter will minimise the use of cars whilst creating safe and diverse streets and public realm for all. All new streets will be pedestrian-friendly and will provide new connections between the City Centre, the surrounding communities to the Canal and the new neighbourhood. The character of the streets will be diverse providing interesting streetscapes, from narrow ginnels to wide tree-lined streets, whilst responding positively to the historic context.

Pedestrian & cycle friendly streets

The pedestrian strategy promotes legibility and way-finding through a network of a hierarchy of streets. One of the key objectives of the masterplan is to link the City Centre to the Canal via the Canal Quarter site. Therefore, a new primary pedestrian route (Brewery Street) is proposed continuing the natural extension of Church Street running east-west through the new neighbourhood. The route is thought of as a "journey" traversing a range of different spaces from narrow ginnels to well-contained squares. The Brewery located to the centre of the new Brewery Street acts as a key landmark building contributing to way-finding in both directions along the pedestrian route.

Two secondary pedestrian routes will run east-west through the site (one to the north of the site and the other one to the south of Moor Lane), contributing to increased permeability to and from Lancaster Canal. Both pedestrian routes are connected to new pedestrian access to the Canal.

Other proposed secondary routes across the site will be shared with some limited vehicular traffic (this is subject to the preferred option for Lancaster gyratory) and they will be designed to create safe and well-overlooked pedestrian-friendly environments. Designs will incorporate measures to minimise traffic flow such as wide pavements with tree and landscape planting, shared surfaces and horizontal traffic calming measures.

Tertiary streets and ginnels will create a variation with a more intimate character around the Stonewell Nose or offer green links to the new green open space to the south of Moor Lane.

Three new pedestrian access points to the Canal are proposed to improve accessibility and permeability to the Canal. Due to the existing difference of level within the site, the new access along the primary pedestrian route (Brewery Street) will comprise steps although opportunities to incorporate a public use building with a lift near the steps should be considered where possible in future design stages.

Traffic calming

Traffic calming measures -that should be considered as part of the wider transport strategy for Lancaster City Centre - are proposed along St Leonard's Gate, Moor Lane and Bulk Street to promote and improve walkability to and from the site to the surrounding area.

The regeneration of the Canal Quarter will help the Council to promote active modes of travel through the creation of pedestrian and cycle friendly streets. The opportunity to prioritise walking and cycling over the use of private vehicles will also help to meet requirements of **Policy EN9** as minimising car use will reduce the level of air pollution in the City Centre. The regeneration will also create an opportunity to reduce the amount of existing surface car parks by re-purposing them in line with a sustainable pedestrian strategy.



1 New stepped Canal access could incorporate landscape and seating areas.



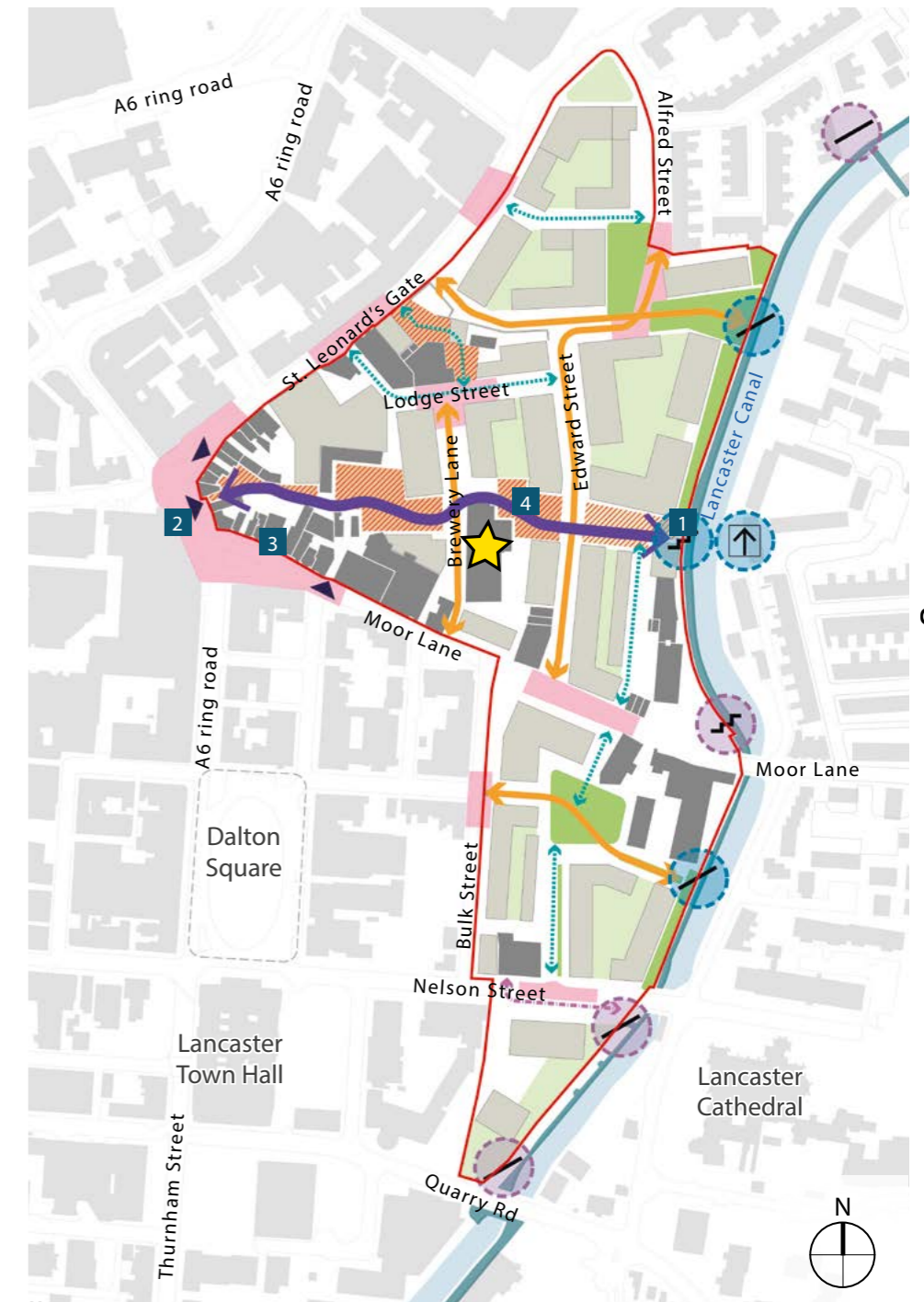
2 Potential for a new pedestrian entrance to the Canal Quarter through No 2 Stonewell.



3 Enhance existing ginnels into interesting lively routes.



4 The new public realm will prioritise pedestrian activity.



Key	Proposed routes	Canal access
— LCQ boundary	→ Brewery Street primary pedestrian route	— Tow-path route
▶ Access points at the Nose	→ Secondary pedestrian routes	● Existing access
■ Proposed buildings	→ Tertiary pedestrian routes	● Proposed access
→ Existing pedestrian and cycle route	■ Traffic calming / crossing points	▬ Stepped access
Heritage	■ Public squares/key public realm	▬ Level /ramp access
★ Brewery - landmark building	■ Public green spaces	▬ Potential for lift access

6.3 Pedestrian movement strategy

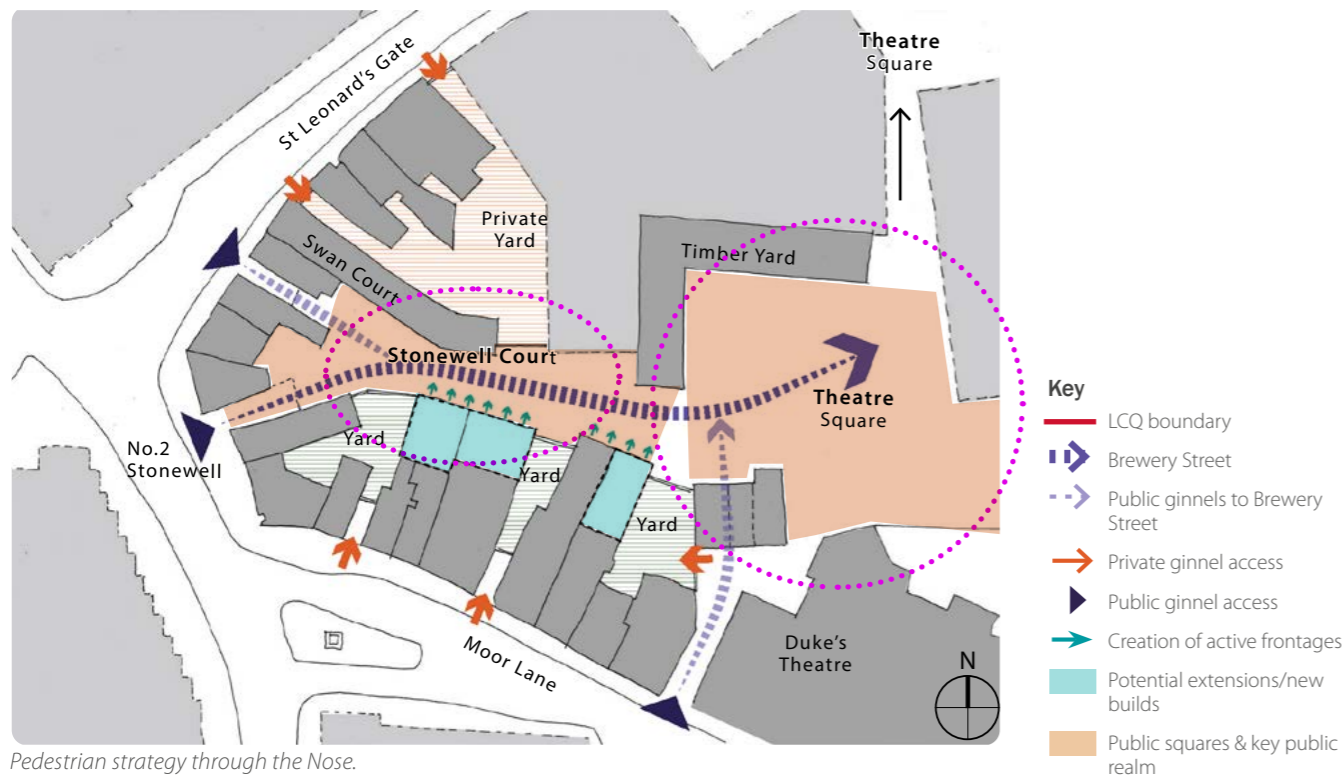
Pedestrian access through the Stonewell Nose

A clear hierarchy of streets and routes is crucial for successful placemaking. In order to ensure legibility and create a clear primary pedestrian route that is easy to find, the pedestrian strategy rationalise the number of public ginnels that will provide secondary access to the Stonewell Nose.

The strategy also proposed the potential to generate the main access to the primary pedestrian route (Brewery Street) through no.2 Stonewell Nose, this could comprise the demolition of part or all the building subject to further detailed design that should be explored for future design proposals.

The strategy also considers the potential for new extensions or new builds to the back of some of the existing properties in the Nose in order to create activation and vibrant frontages into the Stonewell Courtyard.

The plan below illustrates the pedestrian strategy around the Stonewell Nose highlighting public and private access through the Nose as well as a differentiation of public and open space that will allow for a clear hierarchy of routes contributing to placemaking and way-finding.



Pedestrian strategy through the Nose.

LCQSPD objective:

Improving integrated movement and connectivity to and within the Canal Quarter (including green and grey infrastructure), retaining what is distinctive about the existing street pattern, enabling legibility, and influencing strategic connectivity and movement across the city.

How the masterplan complies with the LCQSPD:

Create a sustainable walkable neighbourhood that minimises car use providing a pedestrian-friendly environment and new access to the Canal:

- ✓ Retention of the distinctive street pattern.
- ✓ The provision of safe and varied streets.
- ✓ Improving connectivity from the City Centre towards the Canal.
- ✓ Maximise the Canal as a strategic leisure route/green corridor.
- ✓ Improving connectivity through the Stonewell Nose.

Creating a “journey” between the City Centre and the Canal

Brewery Street is proposed as the primary pedestrian route through the site. The diagram below presents the walking distances and the key destinations along the route. Through the new Brewery Street there will be approx. 5 min walk between the Stonewell and the Lancaster Canal.



6.3 Pedestrian movement strategy

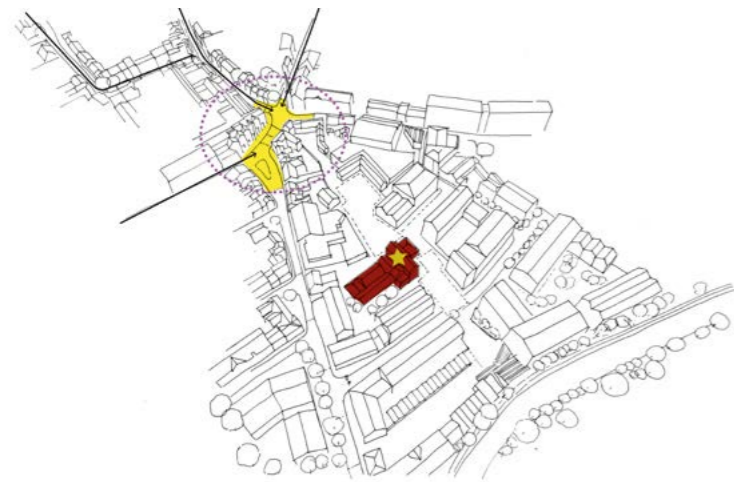
Creating a “journey” between the city centre and the Canal

Brewery Street will be the primary pedestrian route running east-west through the site providing a new pedestrian connection between the city centre and Lancaster Canal.

The design and principles of the pedestrian route draws inspiration from the Georgian and medieval character of the streets in Lancaster city centre and responds to the presence of several heritage assets within the site as well as the challenging topography (especially between the site and the Canal). The route therefore responds and adapts to connect a series of places and squares, creating an interesting journey through the site.

Each of the different places and squares will provide a distinctive character as result of unique combination of uses, landscape design and the scale and massing of the space and the surroundings. The key spaces and characters along the new Brewery Street are presented in the graphics below.

1. The arrival to the Stonewell Nose

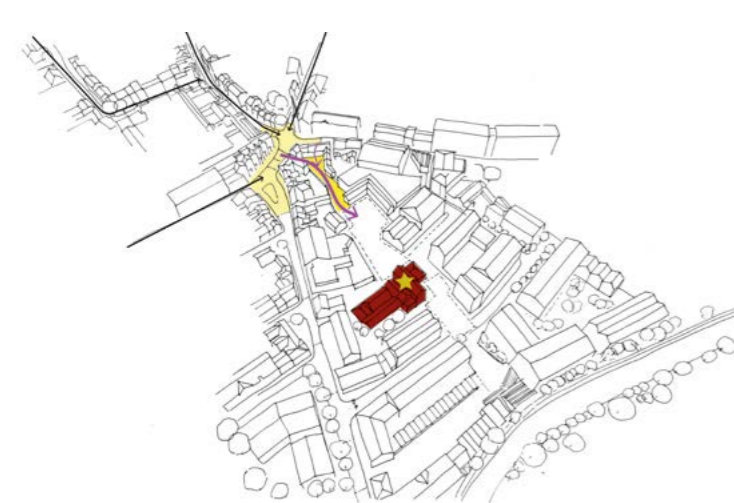


Potential to provide an entrance through No. 2 Stonewell.



Proposed public realm improvement to the Nose within the Lancaster City Centre Movement Strategy.

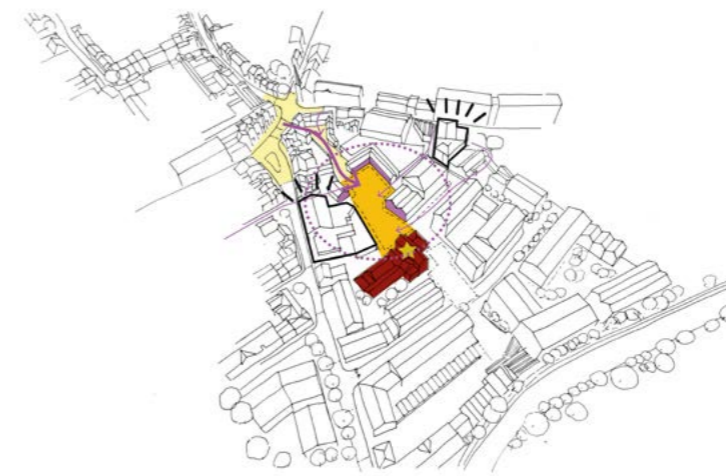
2. The Stonewell courtyard



Precedent images Stonewell Courtyard. Opportunity to create interesting pedestrian routes along ginnels.



3. The Theatre Square



Precedent images. Opportunity to incorporate play areas, furniture and planting in Theatre Square.

4. The Brewery Square



Precedent images for Brewery Square. Opportunity for the re-use of the building and spill out uses to enjoy during the day and evening.



5. The Canal stepped access



Landscaped steps with places for people to sit and relax.



Precedent images for Canal Steps. Creating opportunities for seating and socialising and the potential to provide a lift to ensure full accessibility.



6.4 Cycle movement strategy

Cycle-friendly streets across the Canal Quarter

The cycle movement strategy proposed the creation of safe and attractive routes for cyclists into and out of the site that connect to the existing cycle network encouraging sustainable ways of travel.

After consultation with council officers, it was agreed that the future cycle strategies should not promote an increase of cycle movement along the Canal due to the narrow characteristics of the existing tow-path.

The proposed designated cycle route runs north-south across the site connecting with:

- The City Centre Loop running along Phoenix Street; and,
- The existing cycle route from Nelson street to the Canal.

The route will run along Alfred Street and Bulk Street and a shared surface is proposed to ensure safe mobility and crossing points, specially along Moor Lane and St Leonard's Gate.

The cycle strategy also proposes the location of a cycle hub in the junction between Edward Street and the new Brewery Street to promote cycling to the Canal Quarter. The cycle hub could form part of the proposed urban form and the type and characteristics of it should be explored in future design stages.



Streets which allow cyclists, pedestrians and vehicles to share the same space safely.

LCQSPD objective:
Improving integrated movement and connectivity to and within the Canal Quarter (including green and grey infrastructure), retaining what is distinctive about the existing street pattern, enabling legibility, and influencing strategic connectivity and movement across the city.



How the masterplan complies with the LCQSPD:
Create a sustainable walkable neighbourhood that minimises car use providing a pedestrian-friendly environment and new access to the Canal:
✓ Integrating cycle routes (in accordance with the Lancaster Cycling and Walking Planning Advisory Note, June 2019).



Opportunity for a electric bikes.



1 Improve access to the Canal.



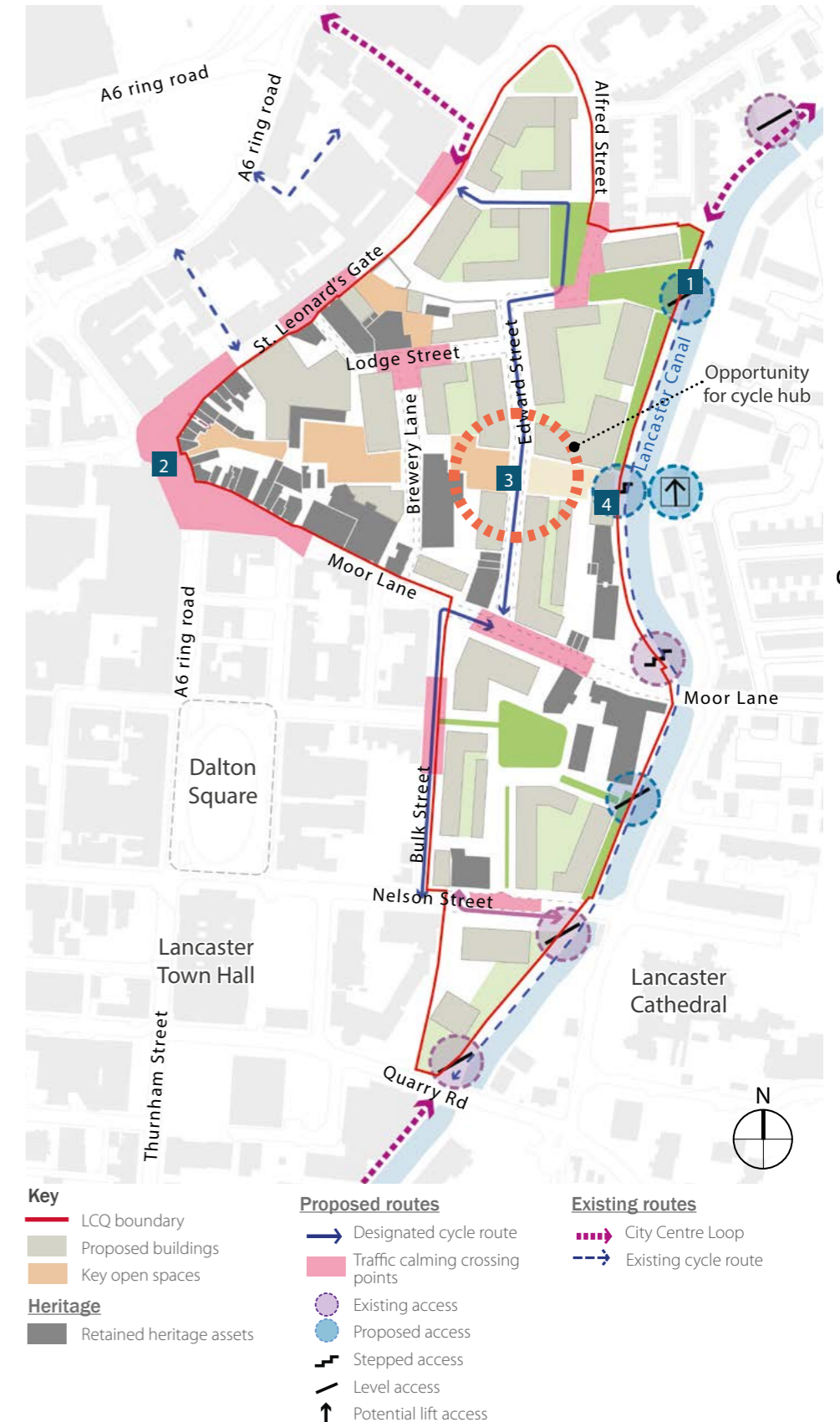
2 Public realm improvements to the Nose.



3 Opportunity for cycle hub.



4 Improve connections from the site to the Canal.



6.5 Vehicular movement strategy

Prioritise active modes of transport such as walking and cycling over the use of private vehicles.

The design proposals and the movement strategies for the LCQ encourage sustainable ways of travel in line with the Lancaster City Council's Climate Emergency declaration of 2019. In addition, the vehicular strategy considers the Local Plan ambitions to maximise opportunities to encourage a modal shift in transportation from private car use to accessible active travel and sustainable transport through considered design.

However, as a preferred option for the Lancaster gyratory system has still to be agreed as part of the Lancaster Movement Strategy, the role of the main spine of Alfred Street and Edward Street in accommodating local and through traffic is difficult to analyse. The ambition is for the impact of ordinary vehicular movement along this corridor to be reduced and its environmental impact to be significantly improved. There are a range of potential options for the treatment of vehicular access through the site and potential restrictions, however these options will have implications for the wider network, particularly when considered in context with gyratory proposals. The implications should be explored in future detailed design proposal options for the North-South green corridor.

Vehicular access will be allowed for car clubs and Blue Badge holders, new residents, refuse and servicing. The location of Blue Badge spaces should be considered in proximity of non-residential uses to ensure accessibility. The plan in the adjacent page shows the potential location of spaces for car clubs and Blue Badge holders.

This strategy will contribute to improved air quality in the area, in line with Policy EN9 that states that any development located within or adjacent to AQMAs will be expected to ensure that they do not contribute to increasing levels of air pollutants within the locality and adequately protect their users from the effects of poor air quality.

LCQSPD objective:

Improving integrated movement and connectivity to and within the Canal Quarter (including green and grey infrastructure), retaining what is distinctive about the existing street pattern, enabling legibility, and influencing strategic connectivity and movement across the city.



How the masterplan complies with the LCQSPD:

Create a sustainable walkable neighbourhood that minimises car use providing a pedestrian-friendly environment and new access to the Canal:

- ✓ Recognition that connectivity and movement requires city-wide approach.



Movable bollards are one way to restrict vehicular access.



Shared surface streets promotes walking and cycling.



Opportunity for shared surface streets.



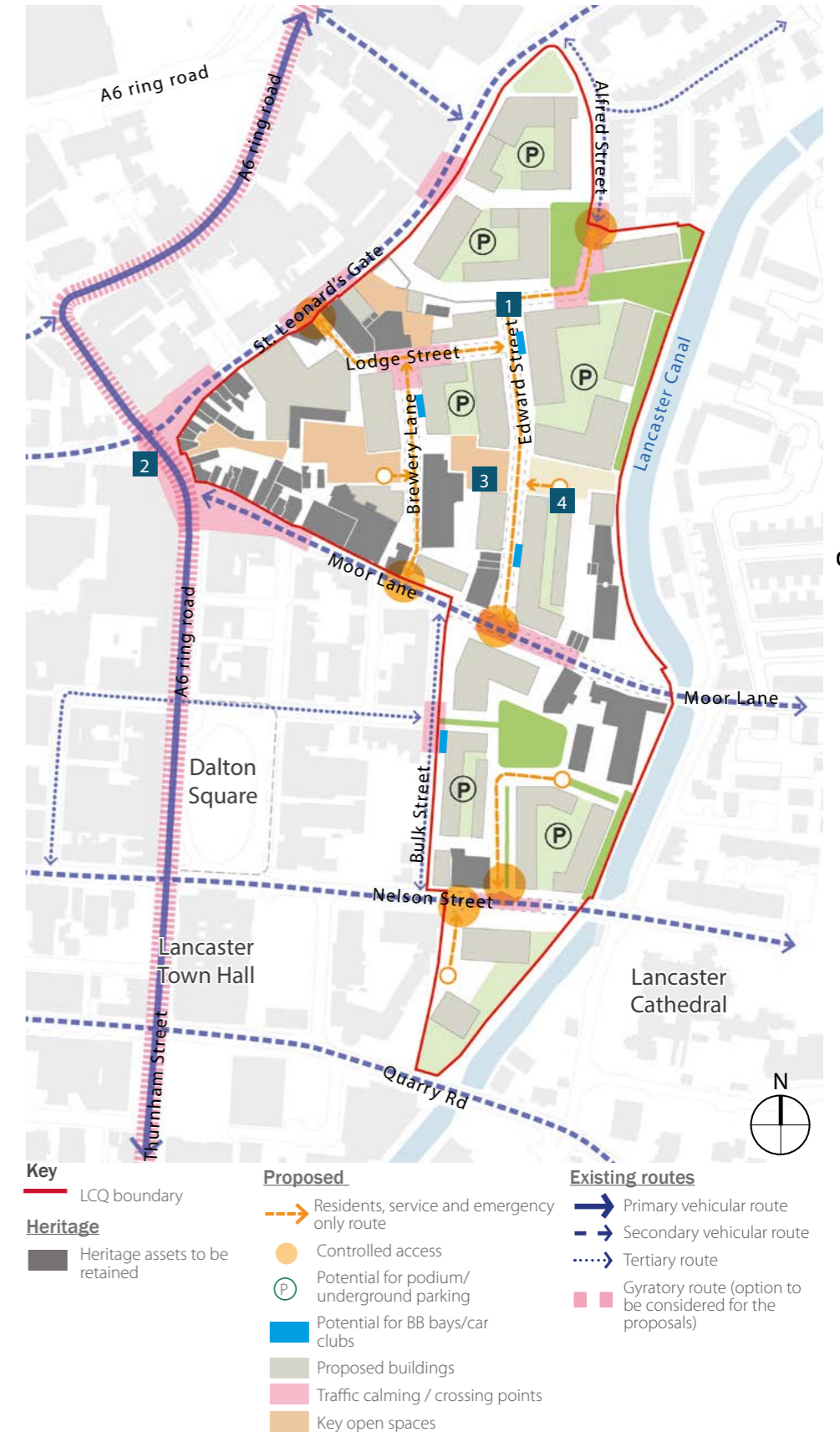
Public realm improvements to the Nose.



Prioritising active modes of transport.



Ensuring controlled vehicle access with movable bollards to street entrances.



6.6 Car parking strategy

Prioritise active modes of transport such as walking and cycling over the use of private vehicles.

One of the key objectives of the LCQ masterplan is to prioritise sustainable modes of transport and therefore the car parking provision within the site will accommodate for new residents, some visitors and Blue Badge holders only. This objective considers:

- The initial key findings from the Lancaster Parking Strategy that is being carried out at the moment of writing this report.
- That LCQ will be a sustainable neighbourhood with opportunities for sustainable travel such as walking and cycling and its close proximity to the City Centre and the train station.
- New homes and uses have been located so that people will be able to find most of the things they need on a daily basis within a short walk (10-15 minutes walk).
- The need to reduce car parking and vehicle movement to contribute to Lancaster City Council's aspirations to be carbon neutral by 2030.
- New trends in travel patterns that favour more sustainable means of transport, technological advances that allow for remote/home working; and innovative and new approaches to mobility, exercise or well-being.

It is proposed that most of the car parking is provided in podium or underground parking taking advantages of the difference of levels within the site. Podium parking should be located concealed within the built form creating active frontages onto the street. These allow vehicles to be safely stored away in secure, covered areas that offer direct access to homes via internal corridors. Some on-street is considered for Car Clubs and Blue Badge's holders.

LCQSPD objective:

Improving integrated movement and connectivity to and within the Canal Quarter (including green and grey infrastructure), retaining what is distinctive about the existing street pattern, enabling legibility, and influencing strategic connectivity and movement across the city.

How the masterplan complies with the LCQSPD:

Create a sustainable walkable neighbourhood that minimises car use providing a pedestrian-friendly environment and new access to the Canal:

- ✓ Recognition that connectivity and movement requires city-wide approach.



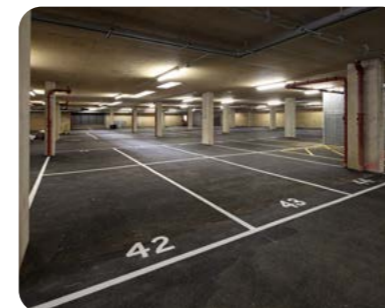
Amenity courtyards with landscape areas can be provided on top of podium parking.



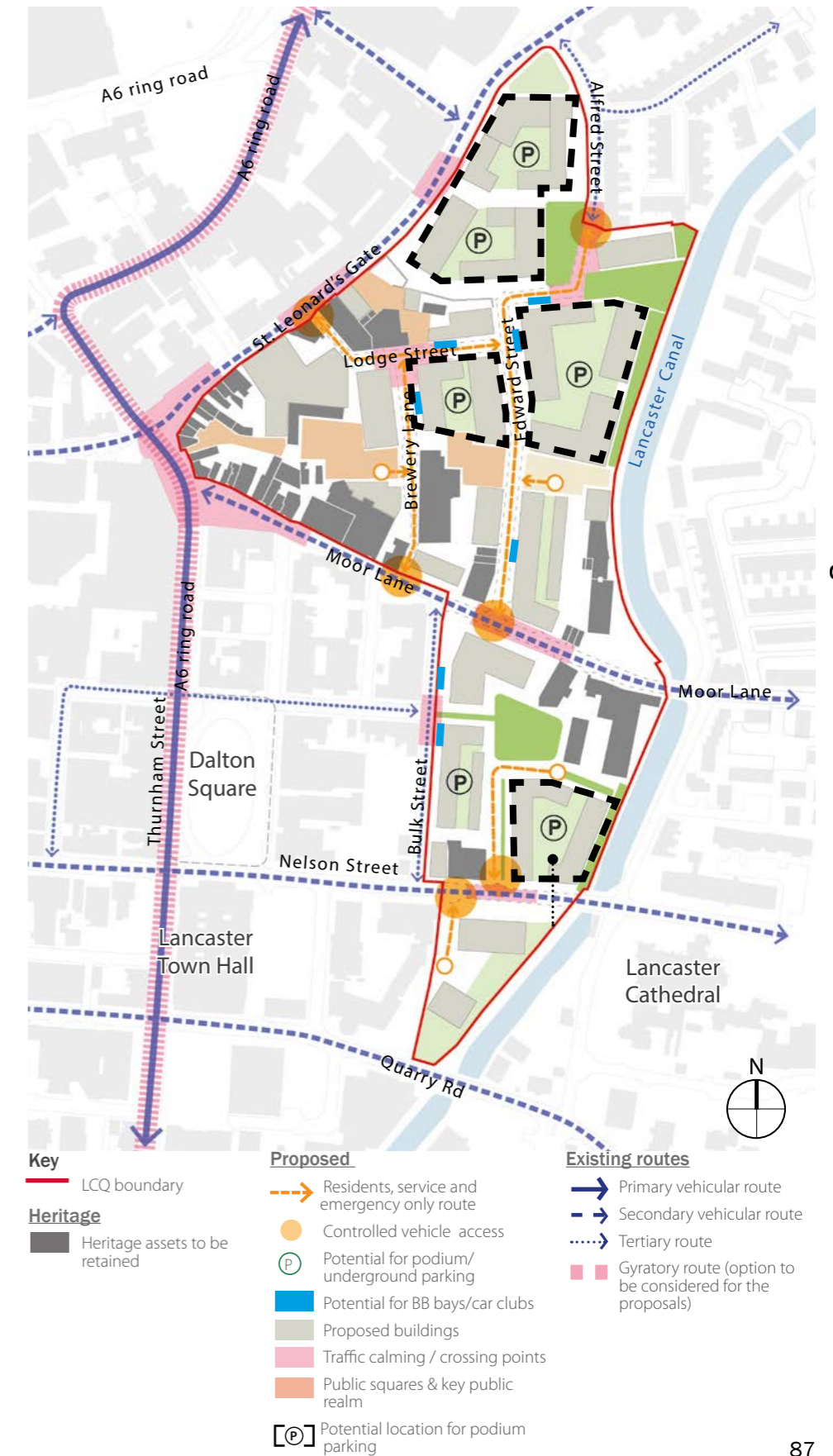
Secure podium parking entrance.



Gated secure access.



Safe and secure parking.



Portobello Road, a PRP project where podium parking is concealed within the build form creating active frontages to the street.

6.7 Indicative land uses strategy

A vibrant neighbourhood with activities during day and dusk

Central Lancaster is one of the identified regeneration priority areas. **Policy EC5.1 sets out that Lancaster City Centre will be strengthened as a sub-regional centre with improved retailing opportunities, enhancing the City's role as a visitor destination for its cultural heritage and historic environment via regeneration of Lancaster Canal Quarter, enhancements to Lancaster Castle and wider improvements to the public realm.**

The masterplan design principles have guided the strategy around the quantum and location of residential and non-residential spaces within the new neighbourhood. The masterplan considers the provision of approximately 7,000sqm of non-residential space. The new non-residential offer takes into consideration the common non-residential uses that people would like to find in their new neighbourhoods, mainly commercial and service offers that they can find within a short walk (5-15minutes) in between their daily duties/tasks.

One of the land uses strategy key objectives is that new non-residential uses will complement and therefore non-compete with the existing offer in the City Centre, especially considering the Stonewell Nose area is within the City Centre boundary.

The location of non-residential uses should be prioritised fronting the new Brewery Street pedestrian street and fronting all the new public squares and open spaces to create well-overlooked, safe and active spaces. The location of non-residential uses fronting open spaces is also key to create places and uses that can spill out to the public realm providing spaces for the social interaction and contributing to create a sense of community.

Flexibility & resilience

High-streets and town centres across the UK have suffered the impacts of the Covid pandemic. These impacts have highlighted the importance to create places that are flexible and resilient and that can adjust and adapt to rapid changes of people's habits and ways of living whilst also respond to market demands. It also highlights the importance of creating places that promote the experiential retail, innovation and places that allow for enjoyment and social interaction.

In addition, long term masterplan as LCQ should ensure they provide enough flexibility that could adapt to future market demand and changes in lifestyle to ensure a successful delivery. Flexibility is proposed for non-residential uses to ensure future needs can be accommodated, prevent or minimise voids and allow the spaces to respond to whatever the future may hold considering the long-term deliverability of a masterplan of this size.

A sustainable vibrant community

In line with the land uses proposals described within the LCQSPD, predominantly residential uses are proposed to the north and south of the site and along the Canal responding to the existing context whilst providing a strategic location for the new homes with views to the Canal and surrounding heritage assets. Residential uses should also be considered on the upper floors of most of the blocks wherever this is possible in order to ensure vibrancy and activity during the day and night onto the streets and the public realm. Communal and individual entrances to residential properties should be maximised to ensure active frontages onto the street.

Residential uses are proposed in a variety of home typologies that are flexible and will cater for different types of families and lifestyles to create a vibrant mixed-use neighbourhood.

Lancaster Canal Quarter will become a new mixed-use neighbourhood providing opportunities for a new balanced community, where people will live and work, enjoy the new open spaces, with access to the Canal and to a new offer of uses to enjoy all year round.

In addition, the Canal Quarter regeneration will give the LCIC the opportunity to strengthen the City Centre by enhancing the existing non-residential uses and providing residential development that responds to current and future needs. This will help to create a vibrant neighbourhood that people enjoy living in, work in and visit.



Potential for a hotel within the site.



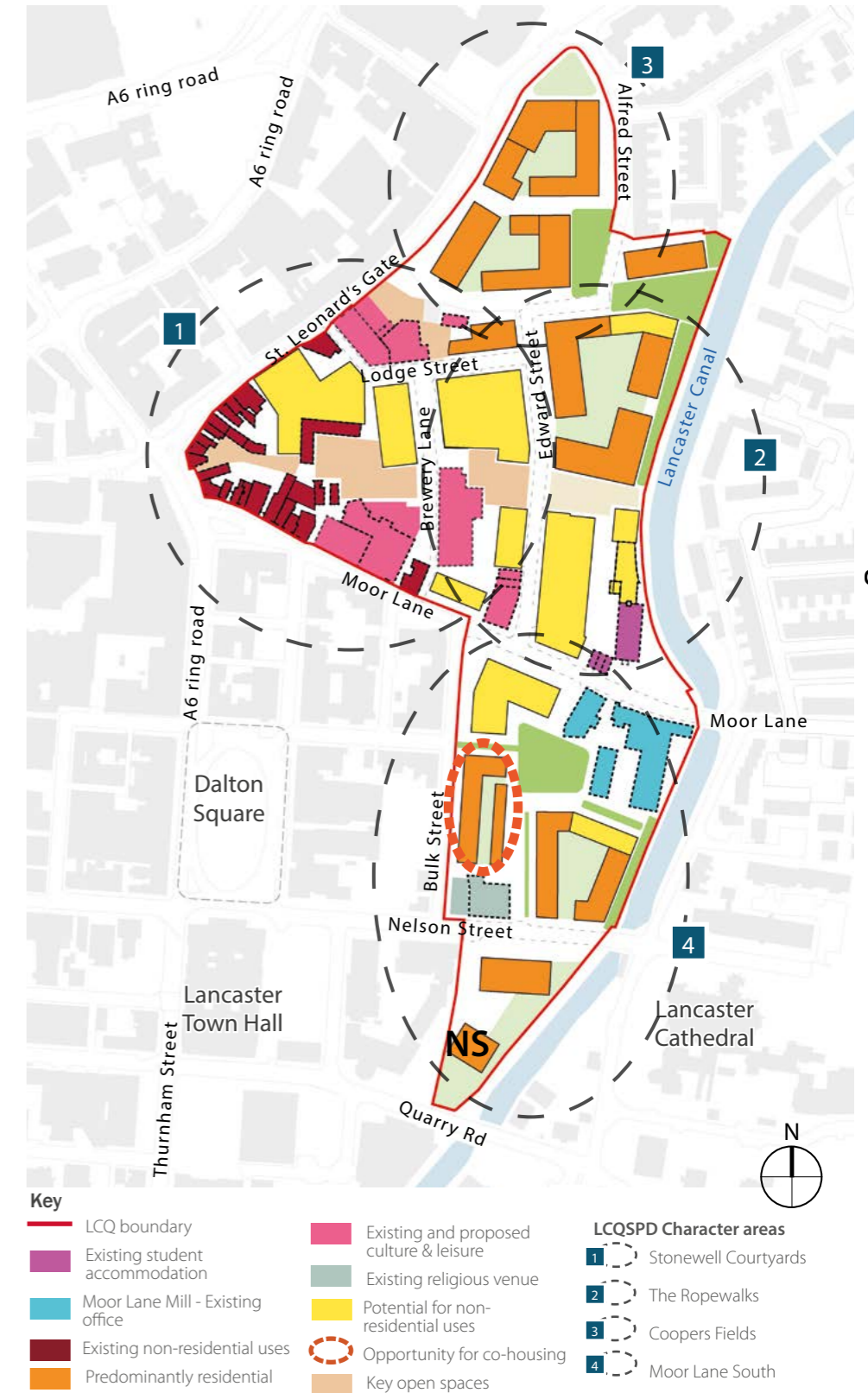
Re-use of the Brewery - Potential F&B/Leisure.



Potential uses for flexible working / office space.



Other potential non-residential uses: cycle hub / small F&B.



6.8 Indicative land uses strategy

Following the character areas and the proposed uses for each of them set up within the LCQSPD and the engagement with key stakeholders undertaken as the process to develop the masterplan, a range of different uses was discussed for each character areas of the LCQ masterplan.

This section presents a range of potential uses that could be considered for each of the character areas and that have been discussed with key stakeholders. Although the uses proposed here for each of the character area may vary in the future to respond to Council, people and market demand, the character for each areas should remain to ensure the objectives set up in the LCQSPD remain. The proposed uses should ensure the creation of sustainable employment opportunities as well as supporting the City Centre economic growth.

Regenerating the Canal Quarter will help to enhance the existing offer in the city centre through the delivery of a sustainable and viable mix of residential and non-residential uses that are accessible to all.

LCQSPD objective:

Accommodation of a sustainable and viable mix of uses at all scales (site to neighbourhood). Delivery of a vibrant and active neighbourhood.



How the masterplan complies with the LCQSPD:

Provide non-residential uses that will complement the existing offer in the city centre:

- ✓ Accommodate a diverse mix of uses to create a vibrant and active neighbourhood.
- ✓ Consider high-quality office and business uses.
- ✓ Provide housing that responds to current demand.
- ✓ Retail located to the western side in proximity to the retail core of the city.
- ✓ Consider the potential for the location of a hotel.
- ✓ Promote a cluster of culture and leisure activities.
- ✓ Promote sustainable ways of transport in line with the Council's declaration of Climate Emergency in 2019.

1. Stonewell Courtyards

- Cultural offer to complement both theatre venues.
- Food and drink premises to complement the cultural offer.
- Hotel
- Existing retail offer.
- Cycle hub /coffee shop.
- Workshops / workspaces
- Independent shops.
- Non-residential uses to be prioritise fronting the new squares and key public realm.



2. The Ropewalks

- Food & drink venues.
- Re-use of the Brewery building.
- Cultural venue for concerts and events (such as Kanteena venue)
- Leisure uses.
- Hotel
- Coffee shops and small artisan shops / cycle hub.
- Workspaces.
- Innovation and creativity.



3. Coopers Fields

- Mainly residential.
- Opportunity for community services/venue.
- Small shops/artisan to complement the residential offer.
- Non-residential location to be prioritise fronting the open spaces and/or fronting the Canal.
- Flexible workspaces/ innovation.



4. Moor Lane South

- Mainly residential.
- Opportunity for community services/venue.
- Small shops/artisan to complement the residential offer.
- Opportunity for co-housing.
- Flexible workspaces/ innovation.
- Non-residential location to be prioritise fronting the open spaces and/or fronting the Canal.



6.8 Residential strategy

Policy SP6 states that between 2011/2012 and 2030/31, the Council will seek to deliver a 20-year housing requirement of 10,440 new dwellings. The delivery of this housing requirement will be realised through maximising opportunities for the regeneration of brownfield land within the district, the delivery of large strategic greenfield sites adjacent to urban areas and the delivery of smaller greenfield sites across the district.

The provision of high quality homes within a vibrant mixed use neighbourhood is one of the key objectives for the Lancaster Canal Quarter. A vibrant neighbourhood should provide a range of residential typologies that responds to local needs, caters for different users, family groups and lifestyles.

The current masterplan considers approximately the provision of 580 urban homes (over the 550 minimum homes set up with the LCQSPD), which will be within 5 minutes walk of the City Centre. The total number considers a mix of homes ranging from one bedroom to four bedroom homes. All homes have been considered with private amenity and cycle and refuse storage.

The masterplan design considers flexibility for future tenure and dwelling updates to maximise the site's potential and reflect/adapt to changing market needs, policy, and homeowners requirements.

The provision of a mix of housing tenures within the Canal Quarter will help the Council to work towards achieving their housing delivery target using brownfield land. The masterplan considers the provision of around 580 urban homes which would be a considerable contribution towards the Council's housing delivery target. The Canal Quarter is a sustainable location and residents would be a 5-minute walk away from local services and amenities. Including residential development within the regeneration of the Canal Quarter will reduce the impact on greenfield land for development elsewhere in the District. This aligns with the Council's focus on maximising opportunities of brownfield land regeneration.

Flexibility For Changing Needs & Lifestyles

Recent events such as accelerated climate change and the Covid 19 Pandemic, together with the changing needs of occupants and technological advancements, have shown the need for flexible homes that can adapt to changing conditions.

Homes design should be:

- **Inclusive:** so everyone can use it safely, easily and with dignity.
- **Responsive:** taking account of what people say they need and want.

- **Flexible:** so different people can use it in different ways and they can adapt to different ways of living. Multi-generational typologies are a good example of how long term flexibility could be provided to adapt to families' changing needs.
- **Convenient:** so everyone can use it without too much effort or separation. Accommodating for all people regardless of age, mobility or circumstance.
- **Welcoming:** with no barriers that might exclude some people. Design spaces that could offer high quality doorstep amenities, private and public.
- **Realistic:** offering more than one solution to help balance everyone's needs.

Inter-generational living

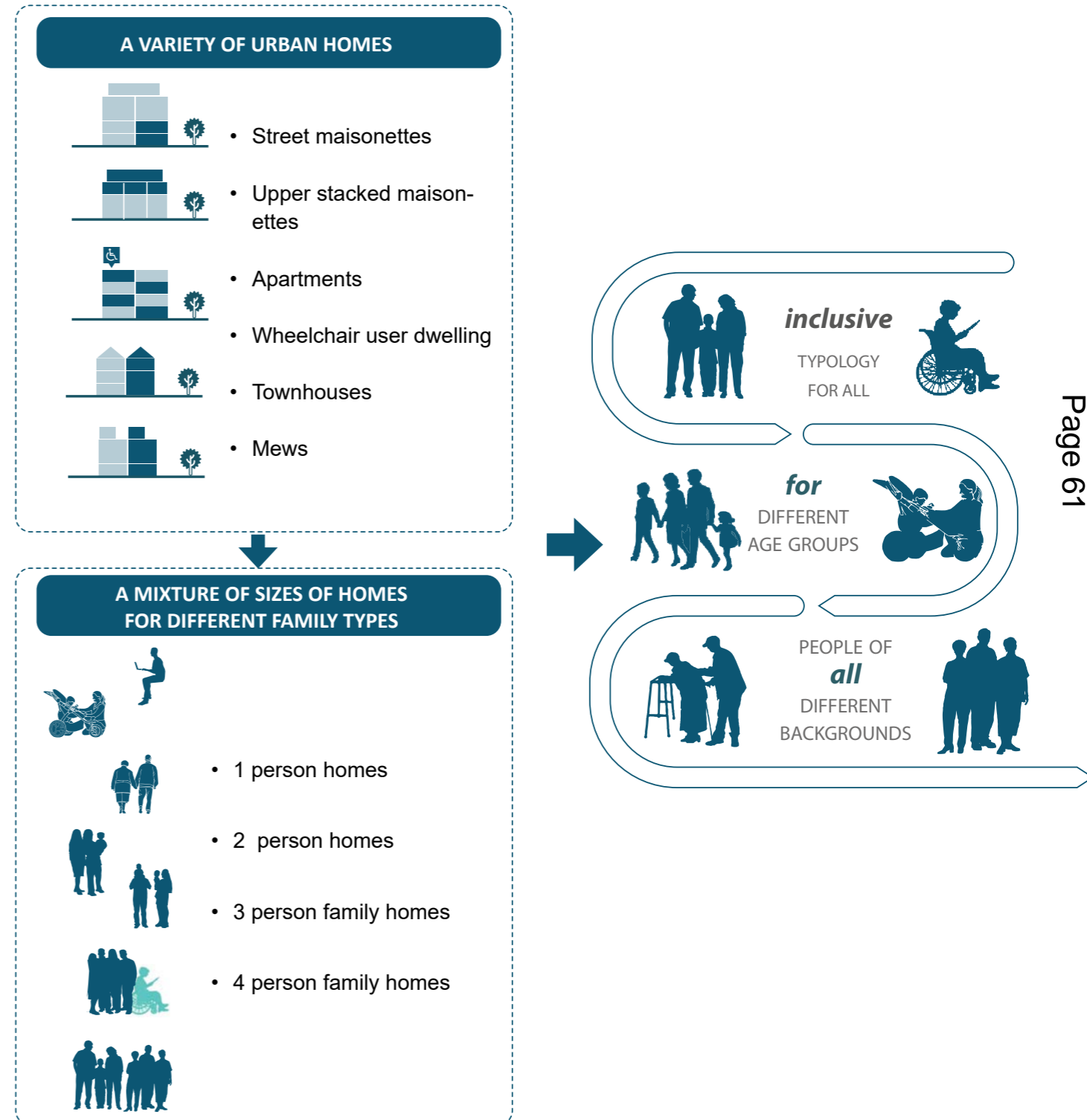
Considering that Lancaster has a the high percentage of youth population (due to the location of the universities), a high shared of older population and that retirees in Lancaster are due to increase by 40% by 2043, there is an opportunity to develop a strategy for new affordable was of living. This strategy should predicate on communality and shared experience.

The residential strategy therefore considers the provision of a mix of tenures and dwelling typologies that will promote different generations living together, creating spaces and opportunities for socialising and entertaining and where different generations could help each other. Intergenerational living in Lancaster Canal Quarter will seek to fold into different atmospheres and moods positively promote counter-intuitive encounters between residents and visitors and different generations. We understand that a vibrant neighbourhood is not only achieved through providing a wide range of new uses but also offering opportunities for a diverse community that is comprise of different types of families and different generations living together.

There are opportunities to incorporate multi-generational typologies. This alternative housing typology provides a flexible home for an extended family, with members across three or four generations able to live side by side yet maintain their own independence. The dwelling can be used by grandparents, young couples, a recently qualified graduate or student, or a family member with a disability who wants to live independently yet remain close by. It could also serve as an additional rental income stream for tourism.

In response to the growing demand to cater for; changing family dynamics, extended families, choice for the elderly and keeping communities together, there are opportunities to propose a multitude of multi-generational living environments within the Lancaster Canal Quarter.

Canal Quarter, a variety of urban homes that caters different family sizes and needs



7.8 Residential strategy

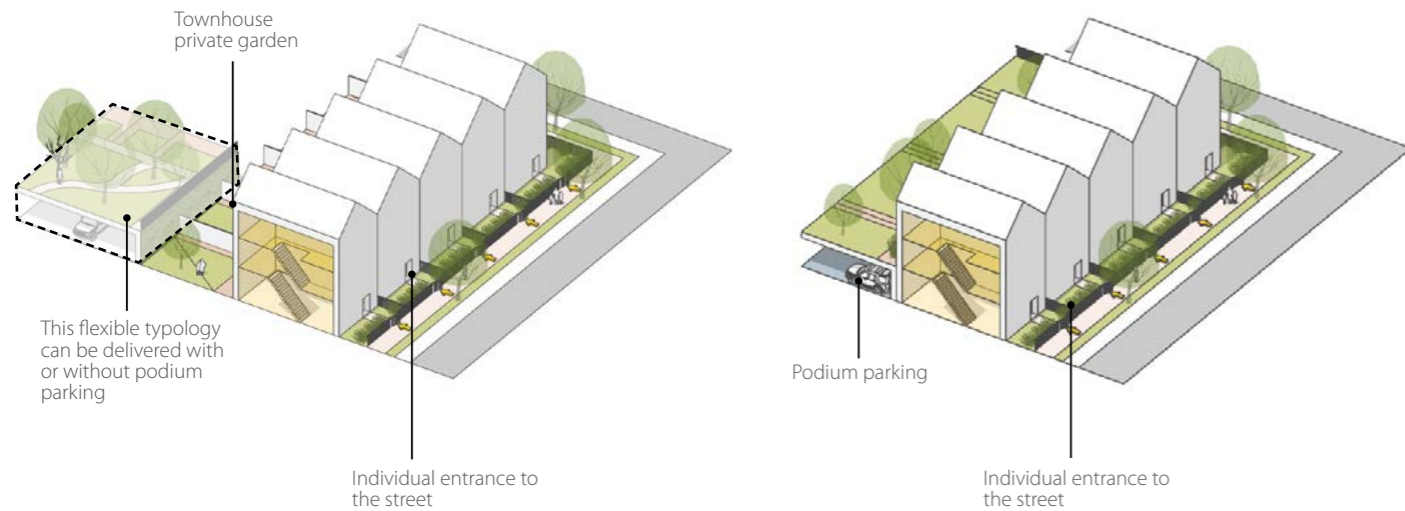
Building typologies

This section presents a variety of building typologies which could be considered at detailed design stages for the Lancaster Canal Quarter to promote a vibrant community with distinctive neighbourhoods that will attract different people's and families.

Townhouses

Townhouses offer flexibility of orientation whilst adapting to future need of residents. They include private outdoor space in the form of garden and /or upper terraces.

This typology introduces a house in 2-3 storeys and allows for flexibility to be delivered with or without podium parking.



Townhouses with private gardens (adjacent to podium parking or without podium parking)

Townhouses with private gardens above podium parking



Precedent image of townhouse typology.

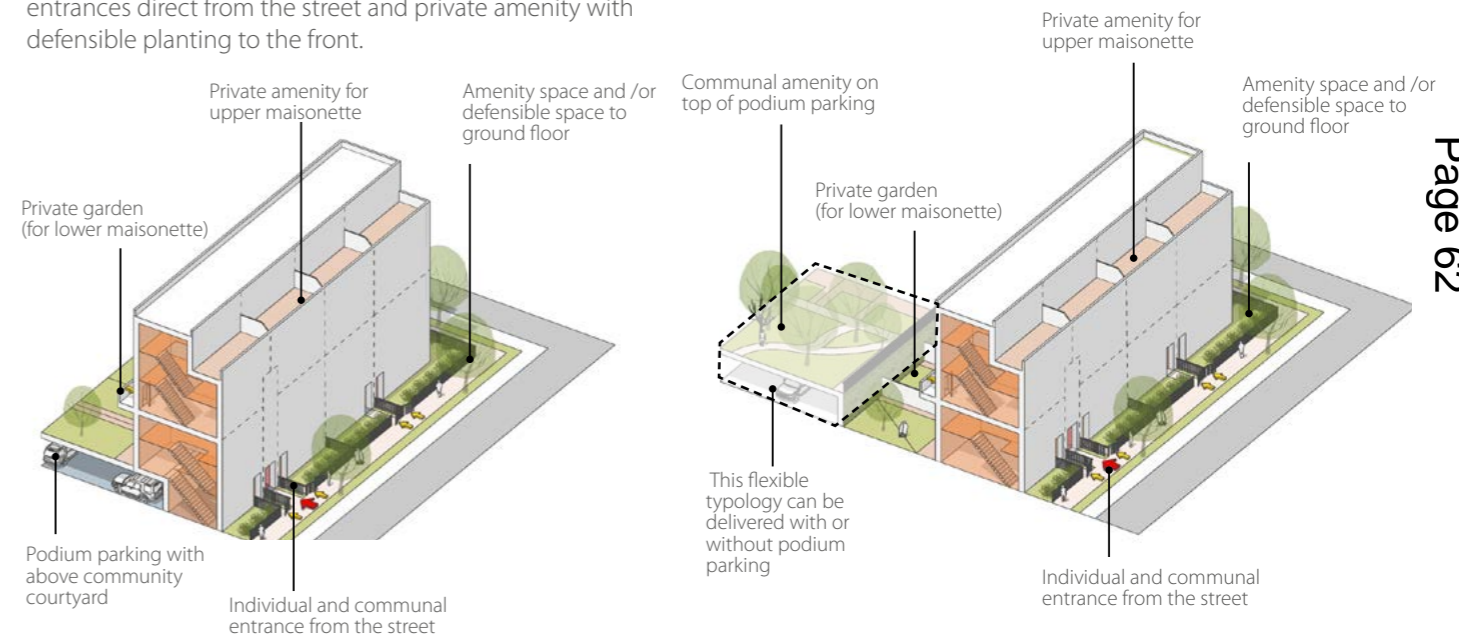
Stacked maisonettes

This typology is compatible with the provision of podium parking and also with blocks without podium parking. This allows for flexibility in future phases of the development that may require lower levels of car parking provision due to changes in demand.

Ground floor homes create **active frontage** with individual entrances direct from the street and private amenity with defensible planting to the front.

Upper maisonettes are accessible through communal doors from the street and could provide roof top terrace private amenity offering attractive views to the street and the surrounding open spaces.

This typology allows for flexibility to be delivered with or without podium parking.



Stacked maisonettes with private amenity above podium parking

Stacked maisonettes with private amenity (adjacent to podium parking or without podium parking)



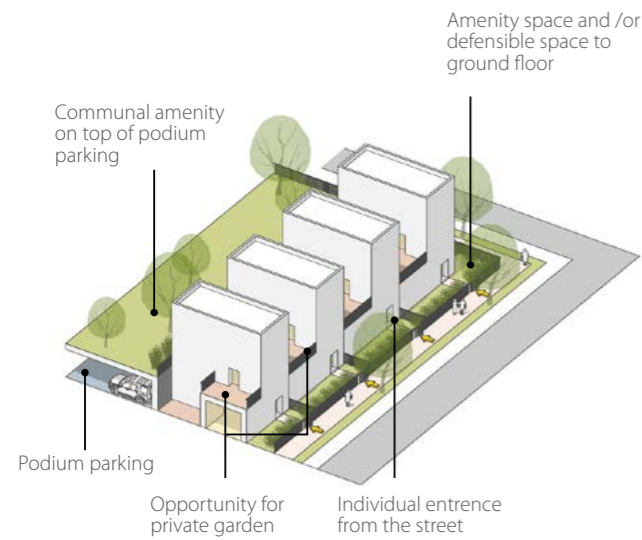
Precedent image of stacked maisonette typology.

7.8 Residential strategy

Mews

Typology that introduces a house, 2-3 storeys with private amenity that could be incorporated as part of the built form or to the podium parking. They also offer flexibility in terms of orientation due to dual aspect.

This typology allows for flexibility to be delivered with or without podium parking.

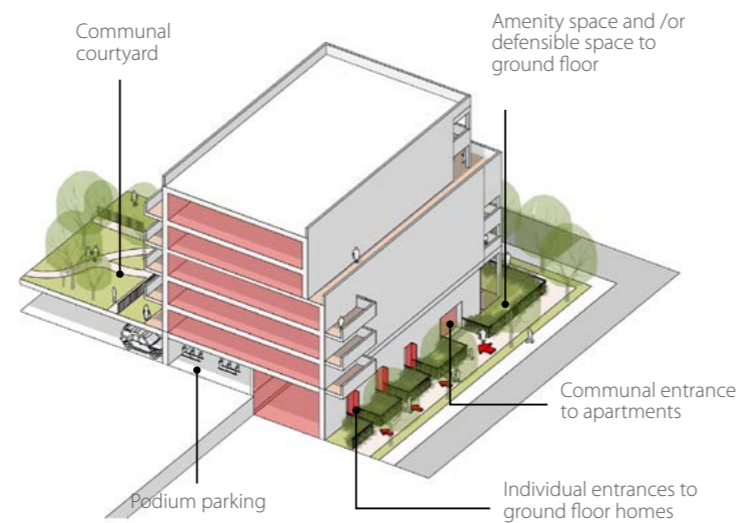


Precedent image of mews houses typology.

Apartments with and without podium parking

Typology that consists of residential uses to the ground and upper floors and the option of podium parking with communal amenity above the podium.

This typology offers the opportunity to create active frontages onto the street providing individual entrances to the street for the ground floor dwellings.



■ Apartments

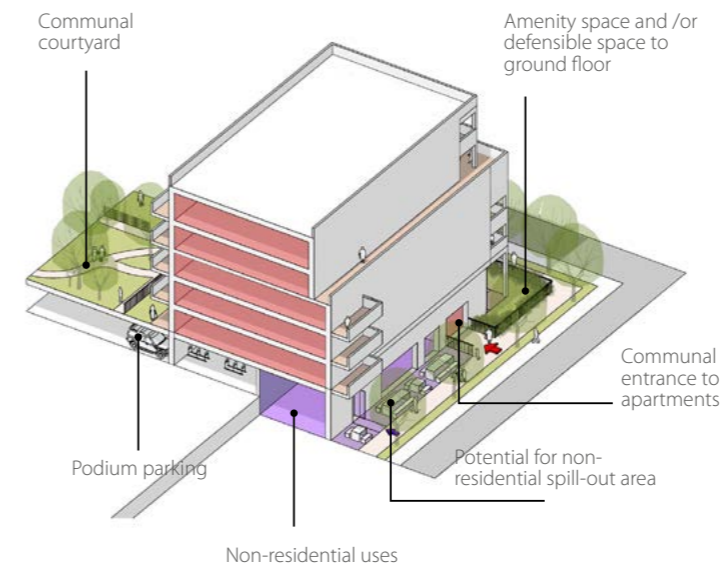


Precedent image of apartment typology.

Apartments with non-residential uses and or without podium parking

Typology that consists of non-residential uses to the ground and residential uses to the upper floors and the option to provide podium parking with communal amenity above the podium.

This typology offers the opportunity to create active frontages onto the street providing communal entrances to the street and non-residential uses that could spill out to the public realm.



■ Apartments

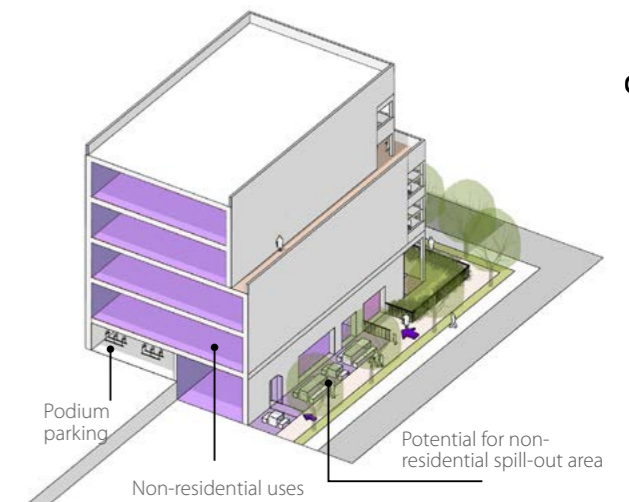
■ Non-residential ground floor uses



Non residential buildings

Typology of building to provide flexible non-residential uses. The building can adapt to provide a single use such as a hotel or a combination of non-residential uses at different levels (for example F&B to the ground floor and workspace to the upper floors).

This typology should create active frontages onto the street that could spill out to the public realm.



■ Non-residential uses



6.9 Landscape & open space strategy

New high-quality public realm and new open spaces for existing and new communities

The landscape and open space strategy proposes a series of different open spaces and a range of characters to cater to different needs.

Public open spaces & green streets

The masterplan provides a series of new squares, open spaces and public realm in line with **Policy DM27 that states that the provision of open spaces, sports and recreational facilities, for the benefit of local amenity and as a source of recreation and activity, is vitally important to aid the well-being of local residents and create a positive sense of place.**

Public squares and new public realm are proposed along the journey through the new pedestrian street, Brewery Street. These spaces draw inspiration from the Georgian and medieval character of Lancaster City Centre and range from intimate ginnels (Stonewell Courtyards), to open and well-framed squares (Theatre Square & Brewery Square) to landscaped steps (new central Canal access). The new public realm and public squares will be surrounded and overlooked by active and lively uses, offering spaces for leisure and events during the day and night. This is aligned with **Policy DM26 that details how development proposals can make a positive contribution to the public realm and civic space. This should be achieved through the use of good design, layout and high-quality materials, to create positive, safe and attractive streetscapes that contribute to the visual amenity of their locality and encourage good accessibility and connectivity between buildings and urban spaces.**

New green public open spaces with landscaped areas and tree planting will offer new spaces for community interaction and places to enjoy and relax and will be connected to new access to the Canal. Two new green open spaces are proposed, one to the north of the site and one to the south of Moor Lane both will offer new pedestrian access to the Canal and be connected through a tree-lined street running north-south through the site. This green street running through the site links the existing green infrastructure surrounding the site, promoting a link or ecological corridor and providing opportunities for SuDs.

The promotion of accessible open space, green and blue infrastructure and sustainable transport will benefit the health and well-being of the community and will help to ensure that local facilities and services are easily accessible by foot or bike.

New access points to Lancaster Canal

Three new pedestrian access points to the Canal will provide new opportunities for new and existing communities to enjoy

this natural asset and open up the Canal to the City Centre and the surrounding neighbourhoods. Each of these Canal access points are along key pedestrian east-west routes, the central access connecting to Brewery Street; and one access to the north and another to the south of the site linked to proposed green open spaces and pedestrian routes.

Private and semi-private amenity for all new homes

It is proposed that all new homes will benefit from private amenities. Communal amenities in the form of courtyards are proposed for new residents that will contribute to providing green environments and increase biodiversity whilst promoting that everyone will live in close proximity to green spaces.

The Canal Quarter will offer a wide range of new open spaces and public realm that will cater to different needs and uses providing spaces for everyone to enjoy. At the same time, new routes and access to the Canal will create new opportunities for everyone to enjoy the Lancaster Canal.

The regeneration of the Canal Quarter will give the Council the opportunity to facilitate the creation of new green open spaces, new pedestrian access routes to the Canal and a new square and public realm.

LCQSPD objective:

Delivery of an area-wide active, safe and legible public realm and open space hierarchy and network enhancing and maximising the relationship between the city centre and the canal, incorporating blue and green infrastructure and responding to the existing characteristics of the area.

How the masterplan complies with the LCQSPD:

Create new hierarchy of high-quality public open spaces for new and existing residents and visitors to enjoy all day and all year around.

- ✓ The creation of a public realm hierarchy.
- ✓ Improve the relationship between the Canal and the City Centre.
- ✓ Improve legibility and wayfinding within the area.
- ✓ Create animated, safe and overlooked spaces.
- ✓ Work with and enhance the existing characteristics and features of the site.
- ✓ Incorporate blue and green infrastructure and SuDs
- ✓ Respond to topography.



Example image for Stonewell Courtyard.



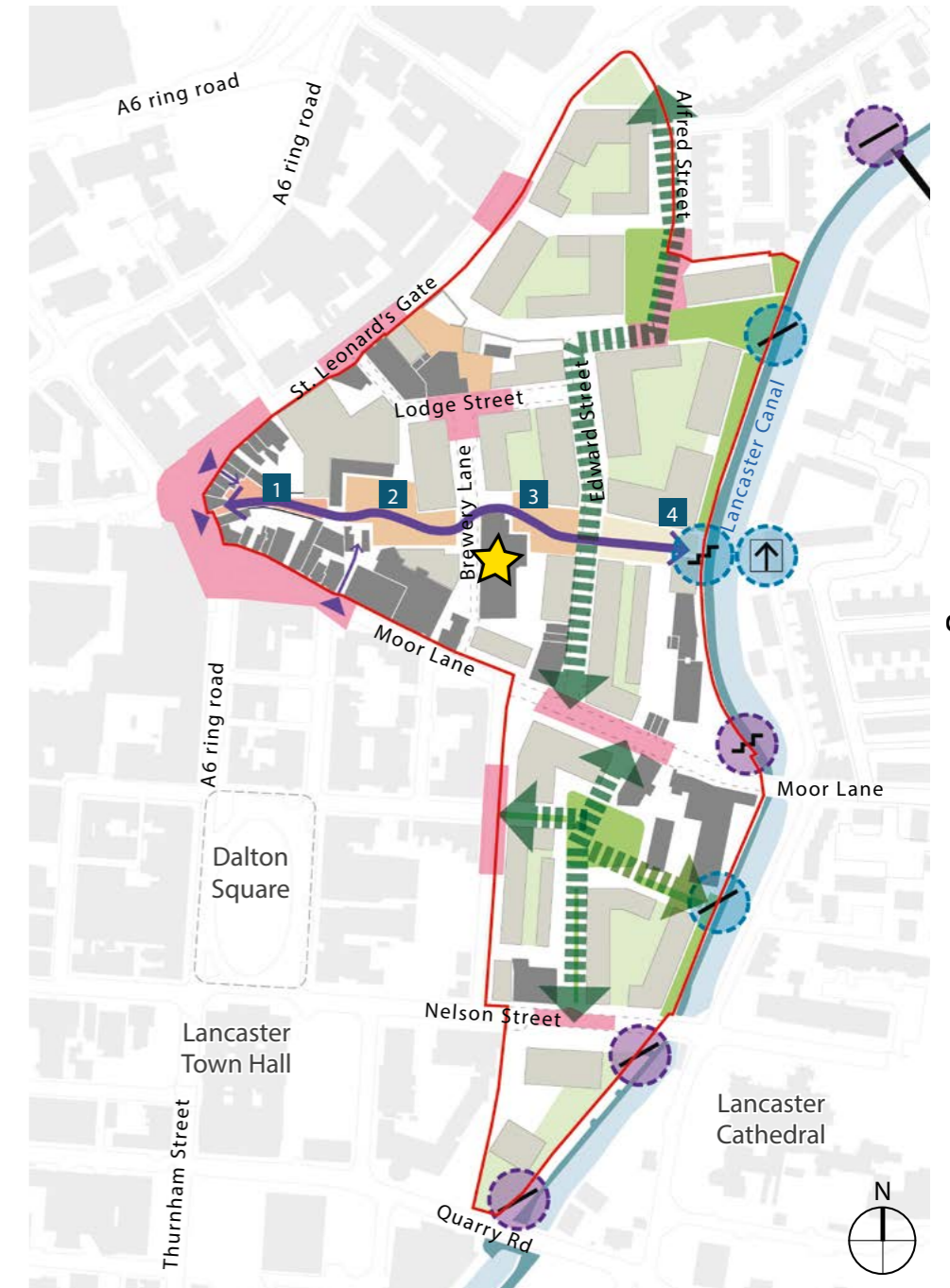
Precedent for the Theatre Square.



Precedent for Brewery Square.



Example image for Canal Steps.



<p>Key</p> <ul style="list-style-type: none"> — LCQ boundary <p>Heritage</p> <ul style="list-style-type: none"> ■ Heritage buildings to be retained 	<p>Public realm</p> <ul style="list-style-type: none"> ➔ New main pedestrian Brewery Street ➔ Tree lined/landscaped streets ■ New public squares/key open spaces ■ Semi-private amenity ★ Brewery - landmark building ■ Proposed buildings ■ Traffic calming / crossing points 	<p>Canal access/spaces</p> <ul style="list-style-type: none"> — Tow-path route ● Existing access ● Proposed access ⚡ Stepped access ⚡ Level/ramp access ⚡ Potential for lift access ■ Canal steps
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6.9 Landscape & open space strategy

The new squares



- Inspired by the heritage and history of the site and medieval character of the streets in Lancaster City Centre.
- Series of squares and spaces that promote discovery.
- Predominantly hardscape with areas for planting, seating and play.
- Opportunities for incidental play and permeable paving.

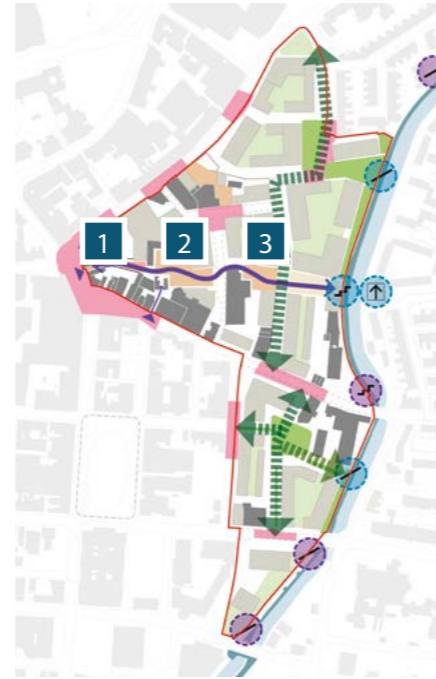
1 Stonewell Courtyard



2 Theatre Square



3 Brewery Square



The new Canal access points

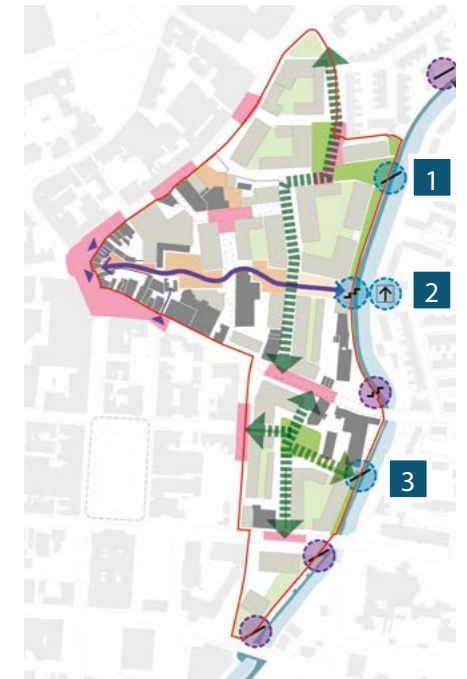
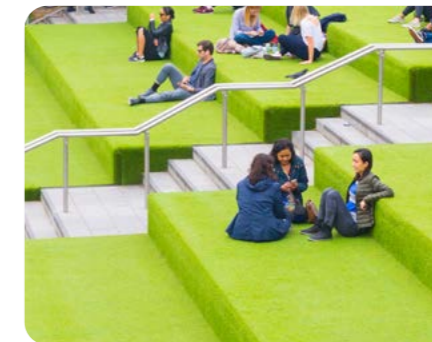


- Natural environments to promote wildlife.
- Predominantly soft-scape with path for walking and cycling.
- Build on the SuDS strategy to create a variety of landscape and habitats. Include playful and natural elements within the SuDS.
- Maximise direct access to nature to improve health and well-being.

1 North access



2 Canal Step



3 South level access



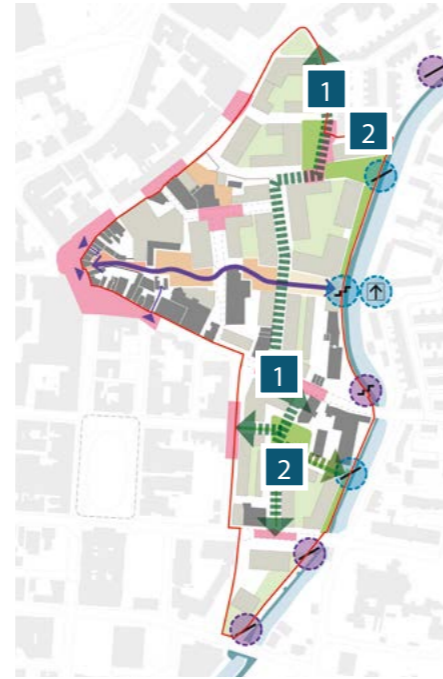
6.9 Landscape & open space strategy

New green open spaces & streets



- Predominantly soft-scape with path for walking and cycling.
- Build on the SuDS strategy to create a variety of landscape and habitats. Include playful and natural elements within the SuDS.
- Maximise direct access to nature to improve health and well-being.
- Furniture and play areas for all ages to enjoy outdoors and promote healthy lifestyles.

1 Green streets



2 New green open spaces



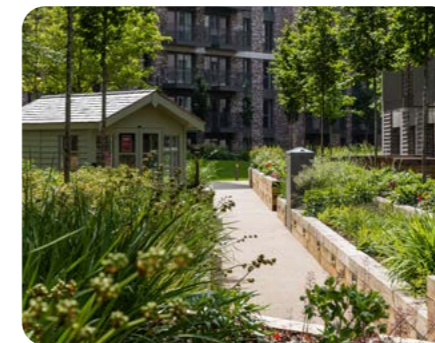
Semi-private amenity



Play areas & communal courtyards

- Play areas that cater different ages and distributed across the site.
- Opportunity for allotments and food growing within courtyards.
- Courtyards with hardscape and softscape areas.
- Furniture and play areas to be included within the communal courtyards.

Opportunity for food growing within the courtyards



Softscape and play areas within the communal courtyards



Play areas to cater for all ages



6.9 Landscape & open space strategy

Green infrastructure strategy



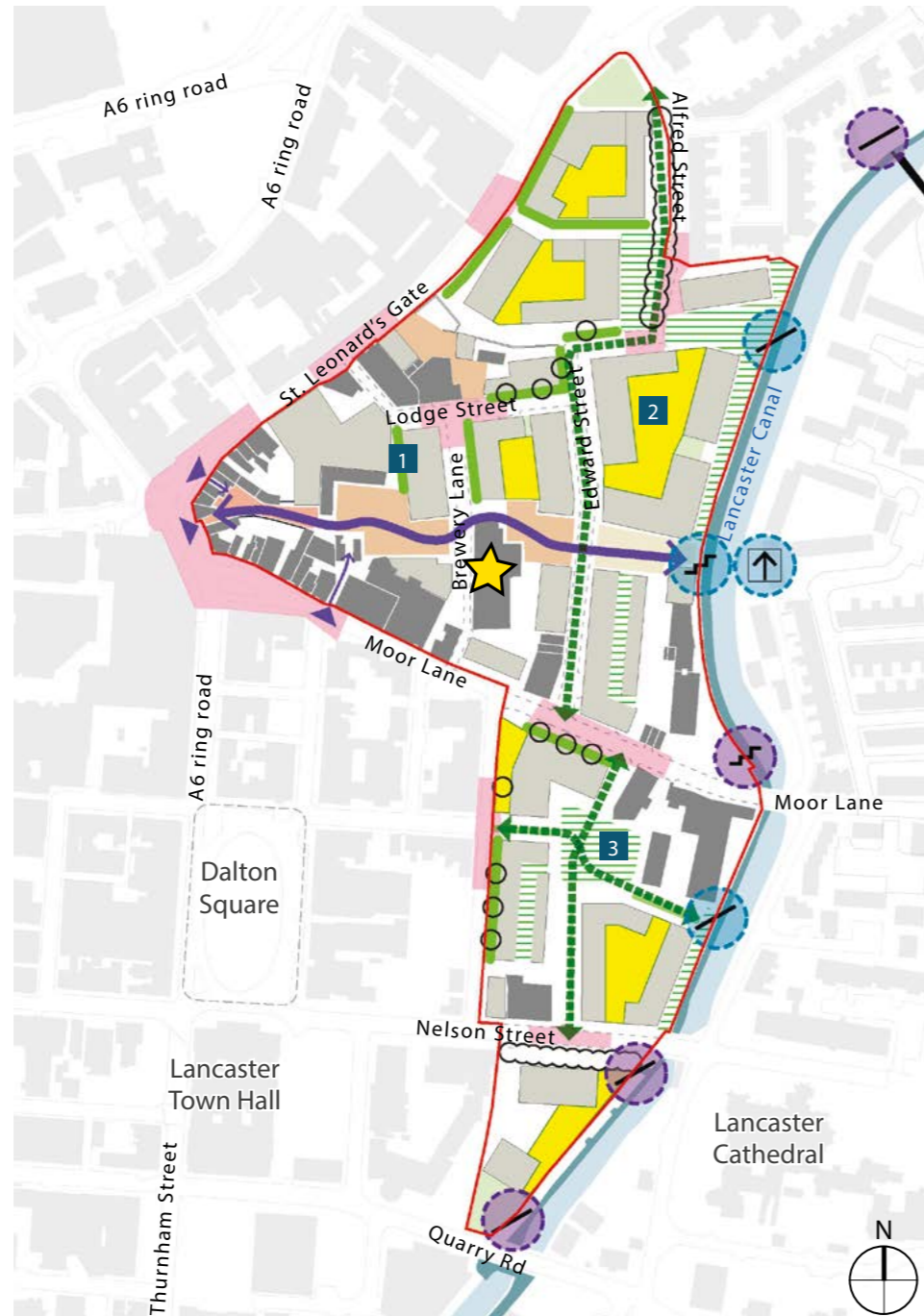
Example image for streets with tree planting.



Example image for communal courtyards.



Example image for public open greenspaces.



- Key**
- LCQ boundary
 - Heritage**
 - Heritage buildings to be retained
- Public realm**
- New main pedestrian Brewery Street
 - Green corridor with landscape and tree planting
 - New public squares/key open spaces
 - Communal courtyards
 - Category A trees to be retained

- Public realm**
- New main pedestrian Brewery Street
 - Green corridor with landscape and tree planting
 - New public squares/key open spaces
 - Communal courtyards
 - Category A trees to be retained

- Public open greenspaces**
- Public open greenspaces
 - Tree planting to pavements
 - Brewery - landmark building
 - Proposed buildings
 - Traffic calming / crossing points

- Canal access/spaces**
- Tow-path route
 - Existing access
 - Proposed access
 - Stepped access
 - Level/ramp access
 - Potential for lift access
 - Canal steps

Blue infrastructure strategy



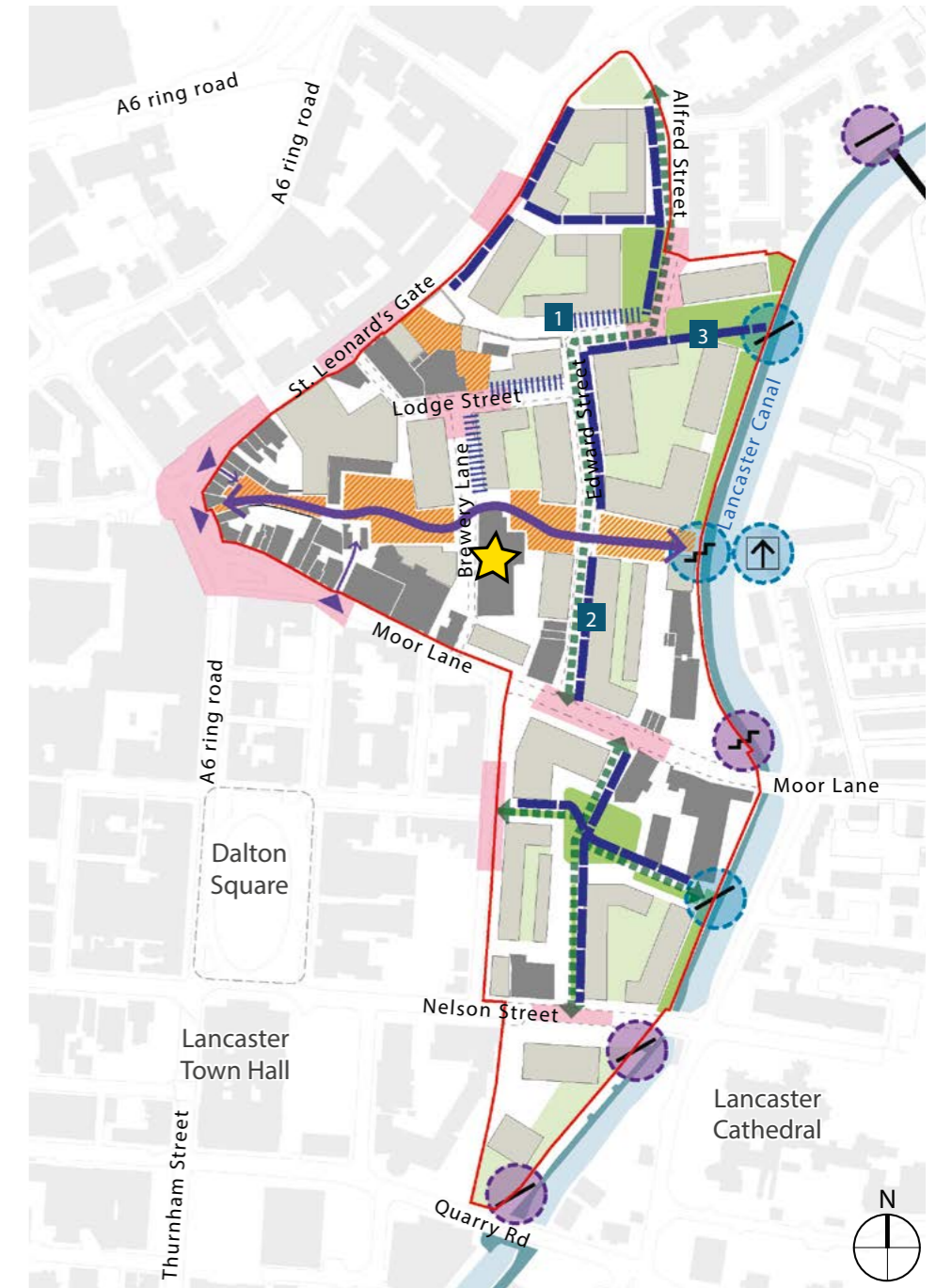
Example image of a tree pit.



Example image of a swale.



Example image of a rain garden.



- Key**
- LCQ boundary
 - Heritage**
 - Heritage buildings to be retained

- Public realm**
- New main pedestrian Brewery Street
 - Green corridor with landscape and tree planting
 - New public squares/key open spaces
 - Potential for swales and rain gardens

- Potential for tree pits and permeable car parking bays
- Potential for permeable material to the squares of open spaces
- Brewery - landmark building
- Proposed buildings
- Traffic calming / crossing points

- Canal access/spaces**
- Tow-path route
 - Existing access
 - Proposed access
 - Stepped access
 - Level/ramp access
 - Potential for lift access
 - Canal steps

6.10 Meanwhile uses & placemaking strategy

Lancaster Canal Quarter Placemaking

The placemaking strategy presented in this section has been developed by Hemingway Design. The placemaking activities of Lancaster Canal Quarter should underpin and support the components of the site and of the Vision.

For the Canal Quarter to become a naturally known and frequented part of Lancaster City Centre it should:

1. Add to and enhance existing events that the Lancaster Business Improvement District (BID) and the council support.
2. Demonstrate that The Canal Quarter is a distinct part of the city with a sustainable mix of uses. This distinctiveness comes from heritage and the Canal. The Canal and River's Trust has a wealth of events. It will be important to work with Lancaster's creative and heritage communities and existing cultural interest, the Dukes Theatre and Kanteena to create a new event. This event should be based around the Canal Quarter that is distinct to Lancaster and becomes part of the annual events calendar.



Source: <https://www.creativetourist.com/light-festivals/>

Light Up Lancaster - the two-day regionally known festival of light offers opportunities to light up the historic buildings and possibly the Canal itself.



Source: <https://kanteena.co.uk/>



Source: <https://lancastermusicfestival.com/>

Lancaster Music Festival - The Canal Quarter can work with the likes of Kanteena to extend this free festival into the quarters places and spaces.



Source: <https://www.facebook.com/LancasterFestaItalia/>

Festa Italia – a celebration of all things Italian with the city streets lined with food & drink stalls, Italian Supercars and a packed stage for entertainment into the evening.



Source: <https://www.lancasterguardian.co.uk/news/dino-day-is-roaring-success-as-thousands-flock-to-lancaster-849169>

Dino Day - a family event where animatronic dinosaurs take over the streets in the City Centre. Dinosaurs also lived in water!



Source: <https://www.lancasterguardian.co.uk/news/people/lancaster-pride-to-return-to-city-in-june-and-heres-how-you-can-get-involved-3615258>

Lancaster Pride – gives the Canal Quarter opportunities to embed diversity into its homes and business space offer.



Source: <https://canalrivertrust.org.uk/news-and-views/news/were-hosting-festive-events-in-liverpool-and-burnley>

'Santa Splash' - part of 'Lets Get Festive' at Salthouse Dock in Liverpool organised by The Canal and River Trust.

6.10 Meanwhile uses & placemaking strategy

3 Link clearly to what Lancaster is as a place.

Lancaster University is becoming increasingly known as a hotbed of sustainability. Questions to consider include 'how can the Eco Hub pop up in the Canal Quarter?,' 'Can there be pop up markets/shops that bring the Eco Hub produce and products such as vegetables, fruit, preserves, and honey into the City?' The Eco Hub is the home for environmental sustainability at Lancaster University. It provides a space for active participation in projects across themes based on agriculture and biodiversity.

The placebrand for Lancaster also celebrates Lancaster's access to Areas of Outstanding Natural Beauty, food and makers events can be gateways to celebrate its location.

Lancaster Canal Quarter can take inspiration from market towns like Frome (Frome Independent) and Andover (Second Sundays) and regenerated parts of cities (The Drops Kings Cross) that work with small batch makers markets to develop the personality of places.



Lancaster University Ecohub.



Our Lancaster Story.



The Drops in Coal Drops Yard, Kings Cross.



The Organic Garden.



The Drops in Coal Drops Yard, Kings Cross.



Home to several hives and individual colonies of honey bees managed by the Lancaster University Bee Keepers. The ECOHives "inaugurated" on the 18th June 2018, with the welcoming of our first two colonies of honey bees, both *Apis Mellifera Mellifera* ("European dark bee"). The hives produce enough honey to sell to the Lancaster campus community.



Second Sundays market in Andover.



A makers market founded in Lancaster that provides opportunities for local creative entrepreneurs to exhibit their creations and designs. At each event there are a curated assortment of talented makers, artists, hobbyists, crafters and bakers who showcase and sell their pieces.

7.

Indicative Masterplan Framework

7.1 Indicative maximum heights framework

The proposed indicative maximum heights considers the principles set up within the LCQSPD and presents a framework to guide future proposals within the site.

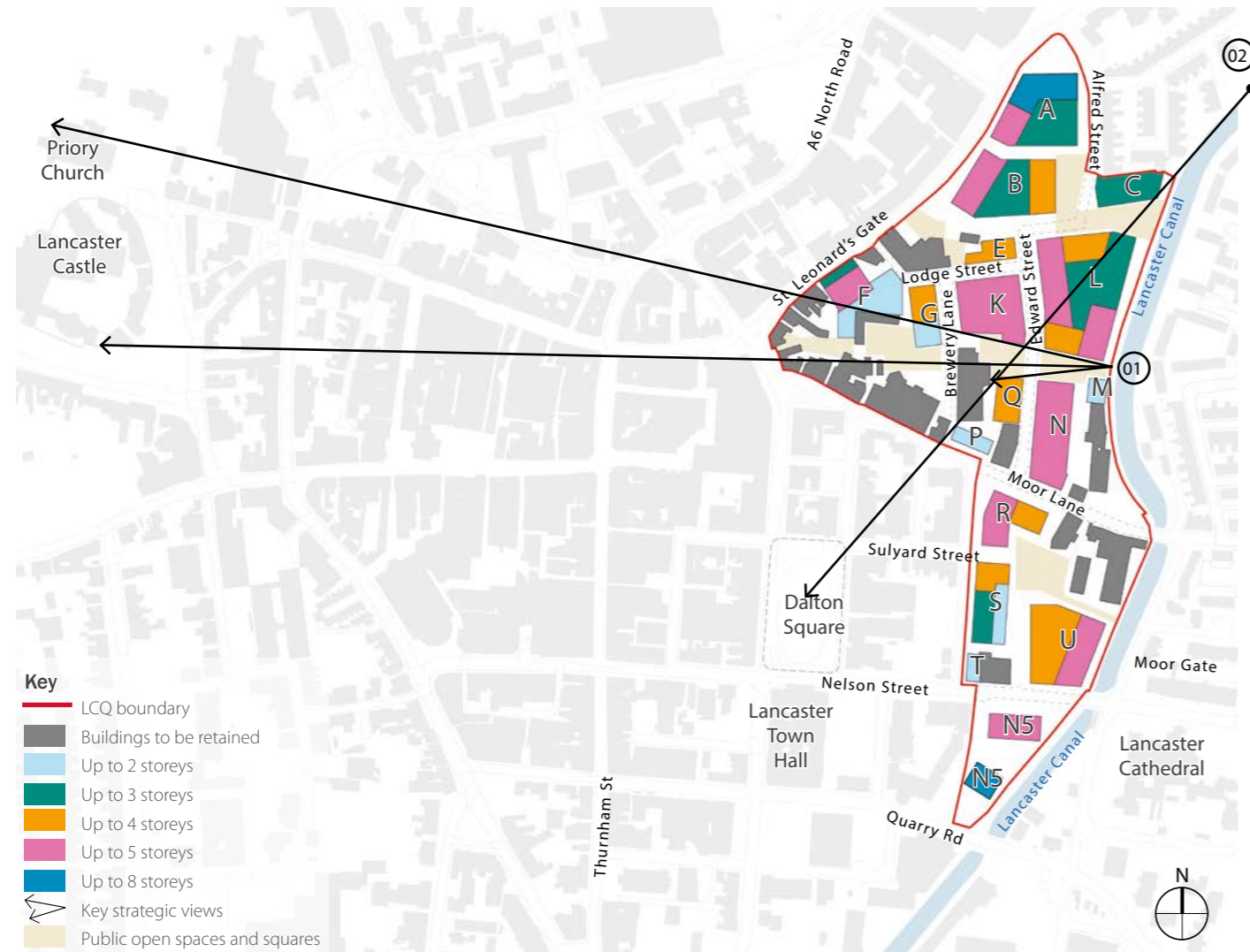
The heights proposed take into consideration to maximise the provision of homes (trying to achieve the minimum 550 homes as stated within the LCQSPD) whilst also considering the sensitivities and challenges of the surrounding context.

Key design principles:

- Maximum building heights refer to building storey heights to be considered from the fronting street/Canal to allow for flexibility across the masterplan.
- The proposed heights respond to the existing complicated sloping topography. The heights of developable parcels vary depending on the position of the building facade.
- The lowest building heights are proposed to the central area around the Stonewell Nose to allow for strategic views as set up in the LCQSPD.
- The key strategic view 01 from the Lancaster Canal should

allow for a view of:

- » The taller element of the Brewery buildings;
 - » The Lancaster Castle; and,
 - » The Priory Church.
- Key strategic view 02 providing views of the Town Hall dome from the pedestrian bridge to Shaw Street also informs the maximums height and roofscapes of blocks within the site.
- Therefore, the maximum height and massing of Blocks F, G and K and the orientation and separation of Blocks Q, N L should allow the provision of this key strategic view.
- Maximum heights are proposed to the north and south of the site considering the existing surrounding blocks of flats in these areas. Special consideration should be given to the maximum heights along Alfred Street to respond to the character of the fronting terrace houses.

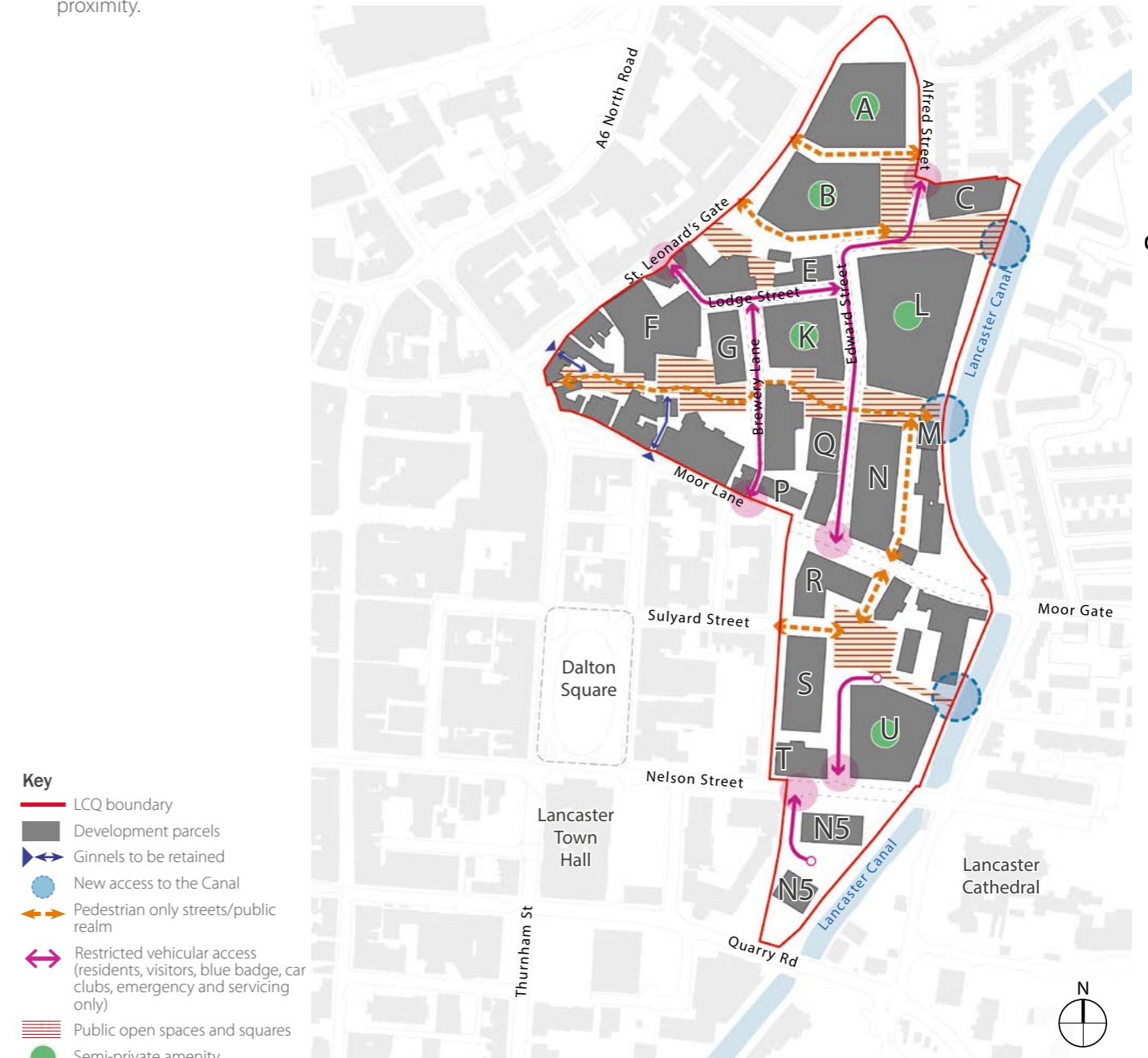


7.2 Indicative public realm and open spaces framework

The open space and play provision framework plan defines the broad locations and types of open space to be delivered across the Masterplan. Key design principles:

- The proposed primary open spaces are Stonewell Courtyards, Brewery Square, Theatre Square and Canal Steps. In addition, there is another open space to the end of Alfred Street and another one to the south of Moor Lane. These are key central public squares within the site and will become a destination in the Canal Quarter for existing and new communities.
- Public open spaces are distributed across the Masterplan to ensure all new residents will have open spaces in close proximity.

- Semi-private amenity should be provided within each residential development plot. Location, size and type will be subject to further detailed design.
- The primary open spaces must be defined by active frontages providing natural surveillance. They contribute to the permeability and legibility of the entire site whilst ensuring a positive and diverse experience through a variety of activities.
- The public realm design will be integrated with the primary open spaces to create a coherent and well-linked network within the site.
- Existing mature trees are to be retained wherever possible.



7.3 Indicative land uses framework

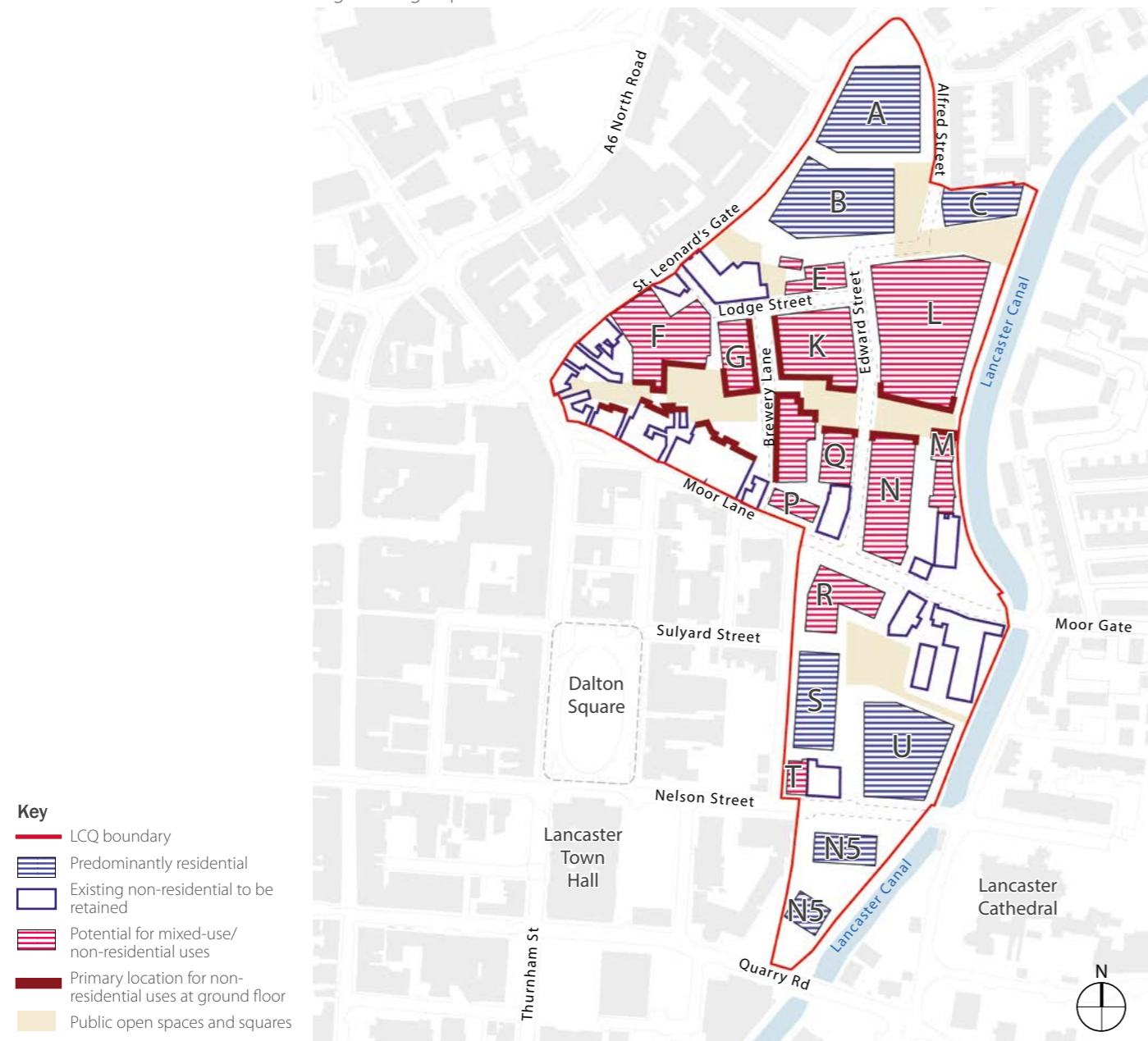
The proposed indicative land use framework plan sets out the location of potential land uses for the development allowing flexibility for future design stages to ensure that the masterplan delivers the Vision and design objectives whilst responding to the market and housing demands.

Key design principles:

- There is potential for non-residential uses to be located to the centre of the site. This approach considers the already existing non-residential uses in the area that can create interesting conglomeration synergies, and the potential for the new uses to complement the existing offer. In addition, the Nose is within the City Centre boundaries and therefore there is a potential to consolidate this area as mixed-use. The land uses design strategies presented in

section 7, offers some opportunities of type of uses although the correct type, quantum and characteristics of future uses should be considered in future design stages.

- Predominantly residential uses are proposed to the north and south of the site. The potential to locate small non-residential uses to the ground floors of these blocks should be considered in future design stages.
- The primary location of non-residential uses to the ground floor should be prioritise along the primary pedestrian route Brewery Street and fronting the key public realm and new proposed squares. Its location should be carefully considered in relation to place-making, pedestrian footfall and connectivity.

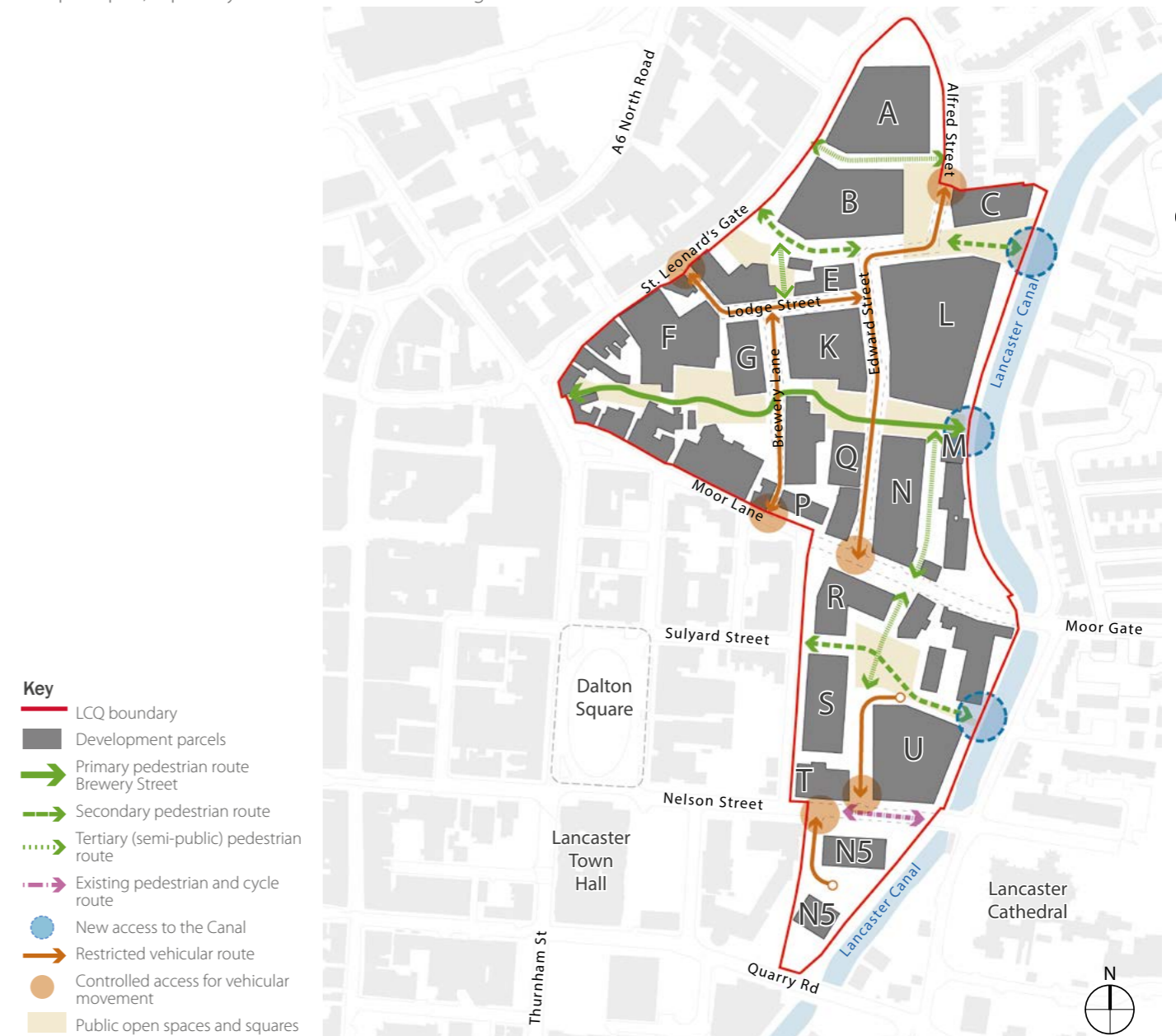


7.4 Indicative hierarchy of routes and access framework

The indicative hierarchy of routes and access framework plan will ensure the delivery of a clear hierarchy of streets that are safe and legible. The proposed routes create a permeable development that connects to the surrounding context and is accessible to all. Key design principles are:

- A primary pedestrian route Brewery Street runs east-west, connecting the Stonewell Nose with the Canal.
- Secondary pedestrian routes run throughout the site east-west connecting to new access to the Canal, whilst tertiary route connect with key spaces within the site. ,
- All streets should ensure a pedestrian friendly environment. Surfaces for pedestrians should be accessible and unobstructed and consider inclusive design principles, especially where there are level changes.

- Final vehicle access and vehicle movement options will be developed with reference to wider gyratory option decisions/implementation and consideration of local adjacent neighbourhood impacts. The objective being to considerably improve and mitigate the impact of through traffic.
- Three new pedestrian access points to the Canal are proposed along the eastern boundary.
- Traffic calming measures and crossing points should be provided where necessary to create a safe environment for pedestrians and cyclists.



8. Next Steps & Delivery

8.1 Phasing & next steps

In November 2021, after extensive consultation with the community and stakeholders, the council approved the Lancaster Canal Quarter Supplementary Planning Document (LCQSPD).

In order to develop the masterplan, the next step for the council will be to explore scenarios to prepare and submit planning applications for the Canal Quarter. The council has procured part of the design team to develop feasibility studies for some areas within the site to inform the next steps for delivery. These feasibility studies are described below.

The masterplan commits itself to a 15 year delivery window on a short/short-medium/medium/medium-long/long term framework, the phasing steps are illustrated below.



Illustrative proposed view along Alfred Street with the existing terrace houses on the right.



Illustrative proposed aerial view of the approved St. Leonard's Gate scheme. This will be developed over the next year using Brownfield Land Release Fund (BLRF2) as an example of tackling the Canal Quarter in phases.

- Key**
- LCQ boundary
 - Private landownership within Canal Quarter
 - Opportunity for community housing

Feasibility and detailed studies carried out:

1 St Leonard's Gate

PRP and the council Housing Team are currently developing capacity options for this area.

2 Grand Theatre & Coach House

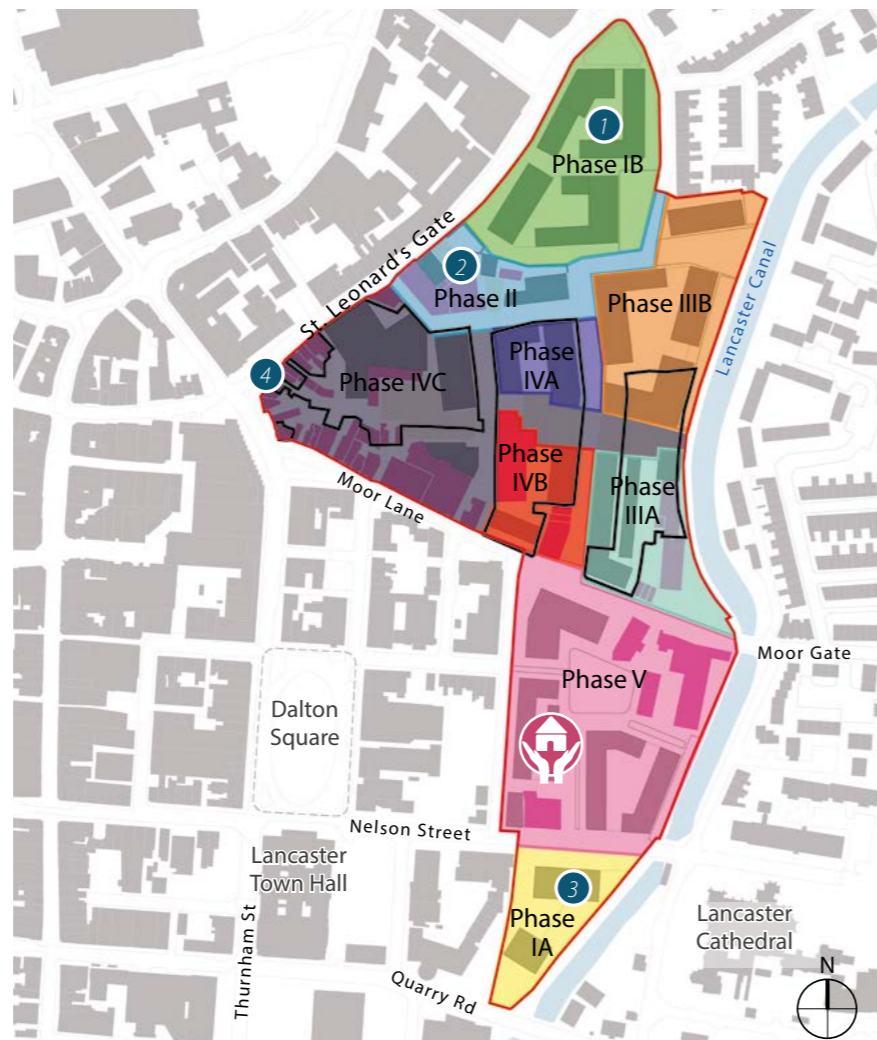
PRP and the council are developing detailed studies for the public realm around the Grand Theatre (taking into consideration current proposals) and developing options for the Coach House.

3 Nelson Street

PRP and the council have undertaken capacity options to deliver the site.

4 133-139 St Leonard's Gate

Feasibility study for 133-139 St Leonard's to develop concept plans accompanied by a costed outline schedule of works eligible for HAZ grant, supported by the creation of a CGI / montage of the terrace.



Indicative phasing plan

8.2 Considerations for delivery

General

- Consider different land ownerships within the site as well as delivery approach
- Consider a phasing strategy in line with funding and viability
- Consider land for potential market development sites
- Consider opportunities for community housing

Cross-cutting infrastructure

Consideration for the main infrastructure lines which would need cross-cutting delivery:

- North-south green corridor;
- East-west pedestrian movement strategy;
- Design and massing coherence;
- Heat network;
- Surface water flood mitigation infrastructure;
- Full fibre network.

Values

- Housing and commercial property values in Lancaster are relatively low.
- But market comparisons are in short supply with the few new City Centre apartment blocks delivered recently.
- Downward pressure on scheme Gross Development Value.
- Any early phase carries the risk of testing market demand for new apartments in Lancaster.
- Rental market is relatively strong.

Costs

- Post-pandemic construction cost inflation is well documented with upward pressure on costs.
- Substantive additional cost in delivering a net carbon zero scheme and high-quality public realm.
- Focus is on "policy compliance" for early phases.

Viability

- Pressure on viability and even early phases may require an element of grant funding to deliver an outcome and/or increased risk to be accepted by the council to deliver an early win.
- Early-stage Nelson Street viability is challenging – and this is a "clean" site.
- Major grant aid routes (such as Levelling Up Fund) are highly competitive.

- Work with developer partner / grant organisations (such as Homes England) to deliver an approved masterplan in discrete phases over many years.
- Later phases should benefit from a "regeneration uplift" and creation of a destination and an attractive new place.
- The early stages of regeneration are particularly challenging and requires a long-term view to supporting the realisation of ambitions identified in the Canal Quarter Masterplan, and to realise the social, environmental and economic benefits which will be delivered. In addition to viability, there are practical challenges to bringing forward the sites including, flood risk, net carbon zero considerations and parking.

Funding

There are several public funding routes currently available to support the delivery the Masterplan:

- One Public Estate Brownfield Land Release Fund, the latest funding round (2022-2025) supports projects in early stages of development with abnormal costs such as ground conditions, flood risk. £2.7m funding has been secured for sites in the Canal Quarter to date.
- Homes England has a number of funding options available. The Affordable Homes Programme and the emerging Infrastructure Grants fund are the most appropriate for the Canal Quarter.
- Historic England Heritage Action Zone funding, has been secured for areas within the Canal Quarter. Continued engagement with Historic England will support future grant funding opportunities.
- Levelling Up Funding is a significant opportunity to bring forward the Masterplan, funding is available for up to £20m for each local area through a competitive bidding process. Further funding rounds will capitalise on the £50m levelling up funding bid by Lancaster City Council for the Eden Project in 2023.



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C a n a l Q U A R T E R

PRP

Masterplan and Project Development Services

LANCASTER

C a n a l Q U A R T E R

Appendix
December 2022

PRP

Masterplan and Project Development Services



prp-co.uk
Architecture
Urban Design
Masterplanning
Landscape
Development Consultancy
Planning
Interiors
Research



BA9567 Lancaster Canal Quarter

First issue: Dec 2022

Project Lead: Carolina Ipes

Author: Nadine Landes

P:\BA9567 Lancaster Canal Quarter\PRP Live Data\Presentation\
Indesign\20220121 Masterplan Doc





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| 1. Context & | site analysis

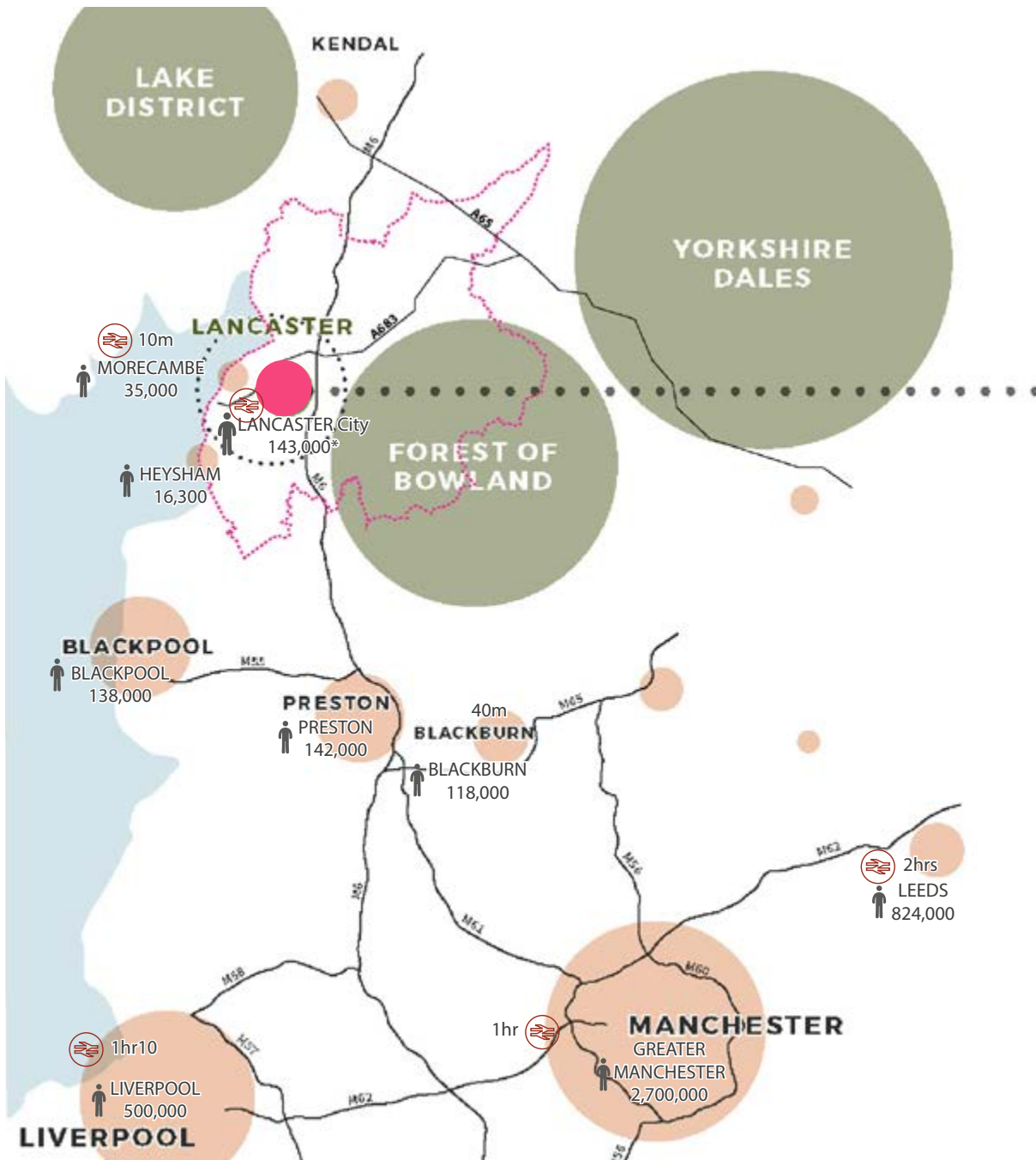
1.1 Regional context

Regional scale & nearby towns

Lancaster is located in the North West region of England and is the county town of Lancashire. Lancashire District includes Lancaster city centre as well as the coastal towns of Morecambe and Heysham.

Lancaster train station provides services to the West Coast Main Line offering links to London (in about 3 hours) and direct links to Manchester Airport.

- Key**
- ⋯ Lancaster District boundary
 - Key destinations
 - Major roads



* Estimated population for mid year 2021. Source: <https://www.lancashire.gov.uk/lancashire-insight/area-profiles/local-authority-profiles/lancaster-district/>

Key destinations

The England North West region supports a diverse tourism offer for both over-night and day visitors. Key destinations within Lancaster City include the historic town centre and its historic assets, Morecambe Bay and the two Areas of Outstanding Natural Beauty: Forest of Bowland and Arnside & Silverdale along Morecambe Bay.

The Eden Project North will complement the existing range of attractions, strengthening the overall tourism offer and reputation of the region.

Lancaster City is also the gateway to other key destinations in the area such as the Lake District and the Yorkshire Dales, both reachable in approximately 40-60 minutes drive.

Potential tourist visitors to Lancaster:

- Visitors from Manchester, Liverpool, Carlisle can reach Lancaster City Centre in one hour by train.
- Improvements to Lancaster visitor economy should consider improving the infrastructure offer (hotels) and the role the city can have in providing servicing for nearby towns and cities, specially the Lake District.

Number of tourists to popular destinations:

- Lancaster Castle: 47,000 people
- Blackpool day visits: 18,000,000 people
- Lake District: 15,800,000 people
- Yorkshire Dales: 4,700,000 people



Source: <https://www.lancashire.gov.uk/lancashire-insight/area-profiles/local-authority-profiles/lancaster-district/>

Forest of Bowland Area of Outstanding Natural Beauty (AONB).



Source: <https://grimshaw.global/projects>

Proposed Eden Project North in Morecambe.





1.2 Site location and context

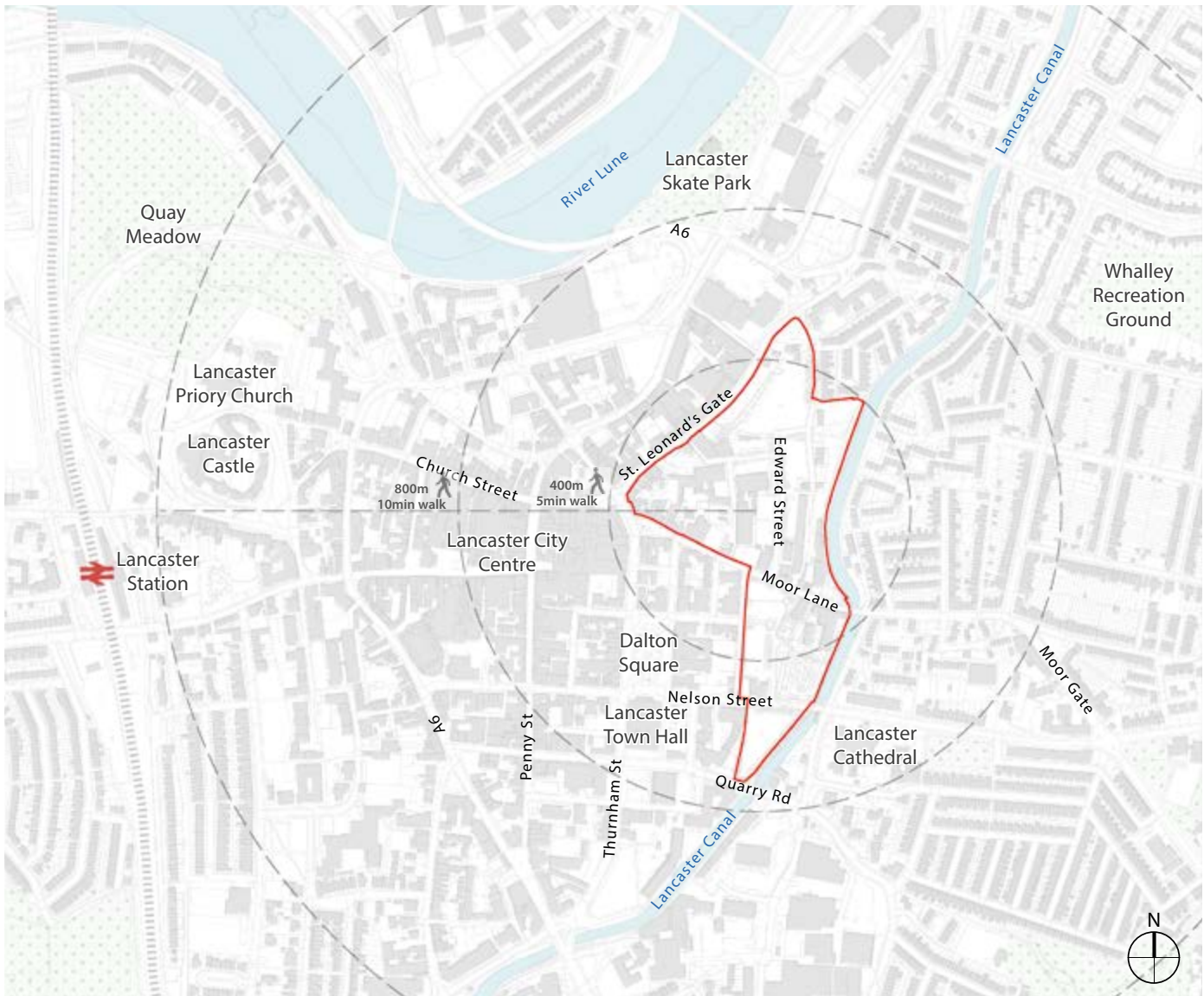
Local scale

The Lancaster Canal Quarter is located to the east of Lancaster City Centre and Lancaster train station. The Lancaster Canal runs along the immediate eastern boundary of the site and the River Lune runs north-west of the site. There are several landmarks in proximity to the site including Lancaster Castle, Lancaster Cathedral, Lancaster Town Hall and Lancaster Priory Church. The largest open spaces near the site are Quay Meadow, Lancaster Skate Park and Whalley Recreational Ground.

The site is approximately 10 minutes walk from the train station and the site's western part (the nose) forms part of the City Centre boundary.

Key

-  LCQ boundary
-  River/Canal
-  Lancaster rail station
-  Distance isochrones



Site scale

The site is located to the immediate east of Lancaster City Centre. It is bound along the eastern edge by the Lancaster Canal.

The site currently comprises of 6.5 hectares with car parking areas, industrial buildings and retail, cultural and educational uses.

There are a some land parcels within the site that fall under third party ownership which have been outlined in blue below.

Key

- LCQ boundary
- River/Canal
- Third Party Owned Land



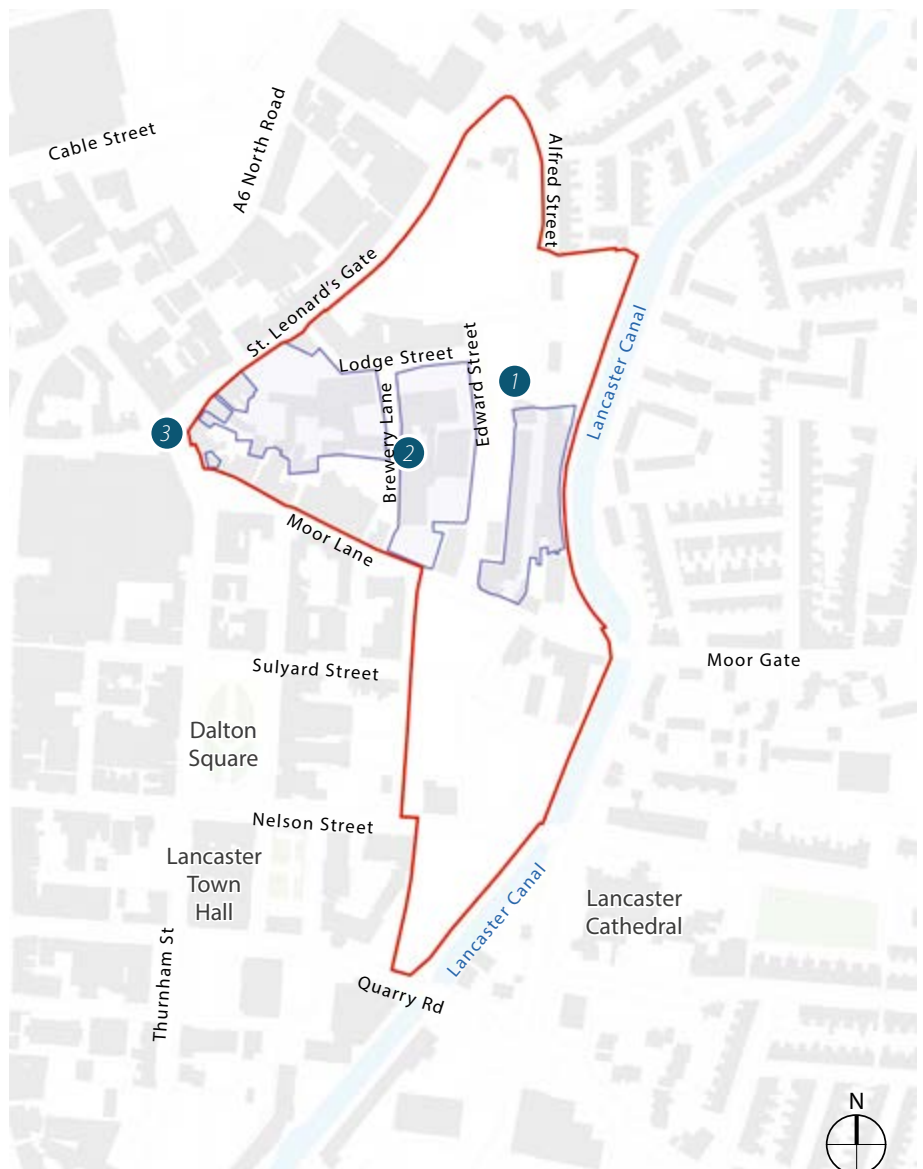
Existing car parking area.



Brewery Lane.



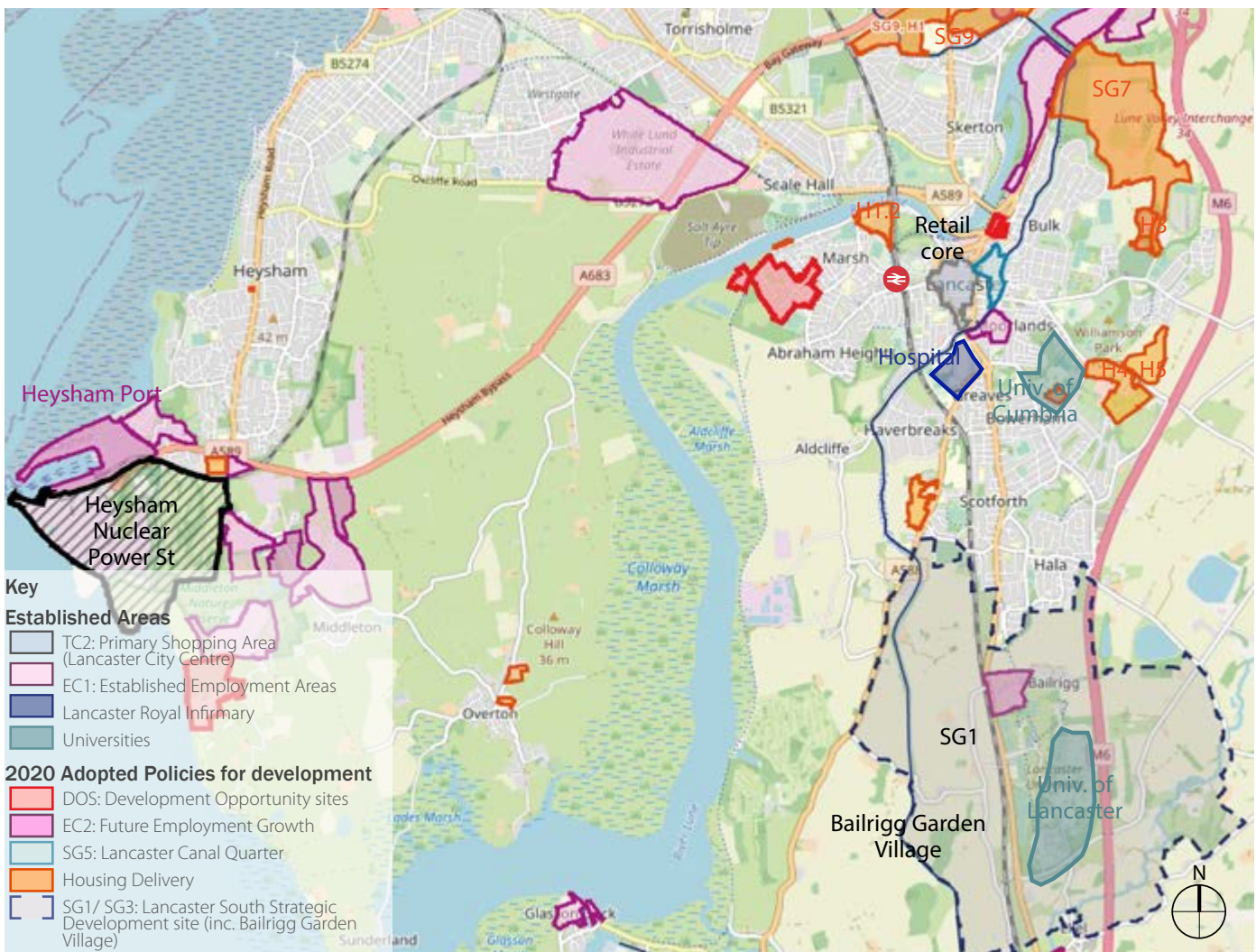
St. Leonard's Gate.



1.3 Planning context

Planning overview:

- Lancaster City Council adopted the new Local Plan in July 2020.
- LCiC declared a Climate Change Emergency in January 2019 - the Local Plan was at an advanced stage and couldn't incorporate changes as a result of the declaration. Instead, following adoption the council embarked on an immediate review of the Local Plan.
- The review addressed: water management, green and blue infrastructure, energy efficiency standards, sustainable design, renewable energy, strategic transport, and heritage considerations.
- The Canal Quarter is allocated in the Local Plan under Policy SG 5.
- The policy seeks to regenerate the Canal Quarter, enhance LCiC, extend the City Centre and incorporate a mix of uses.
- The allocation focuses on: ensuring a mix of uses, ensuring sustainable growth, delivery of jobs, promoting appropriate parking provision, ensuring an appropriate retail hierarchy, supporting heritage assets, protecting and enhancing open space, ensuring sustainable design.
- To support the allocation, the Local Planning Authority (LPA) prepared a Strategic Regeneration Framework which was adopted on 29th November 2021 and became a Supplementary Planning Document to provide more detailed planning guidance for the area.



Map source: <https://lancaster.maps.arcgis.com/apps/webappviewer/index.html?id=8a956391c7ee4c68a74b31f3732476cb>

1.4 Socio-economics

As part of the urban design analysis exercise, a socio-demographic and socio-economic baseline study was carried out, the key findings of which are outlined below. For further information, please refer to the Lancaster Socio Economic Baseline within the Appendix carried out by InnerCircle.



Most residents live & work in Lancaster.



Most people work in the City Centre, port and educational campuses.



Above average population of people in the 65+ age range ageing population.



The key priority for the city is to grow the working age population by creating friendly infrastructure for workers, new housing, leisure and lifestyle offer.



Approx. 144,000 people live in Lancaster District with a density of (249hab/km2).



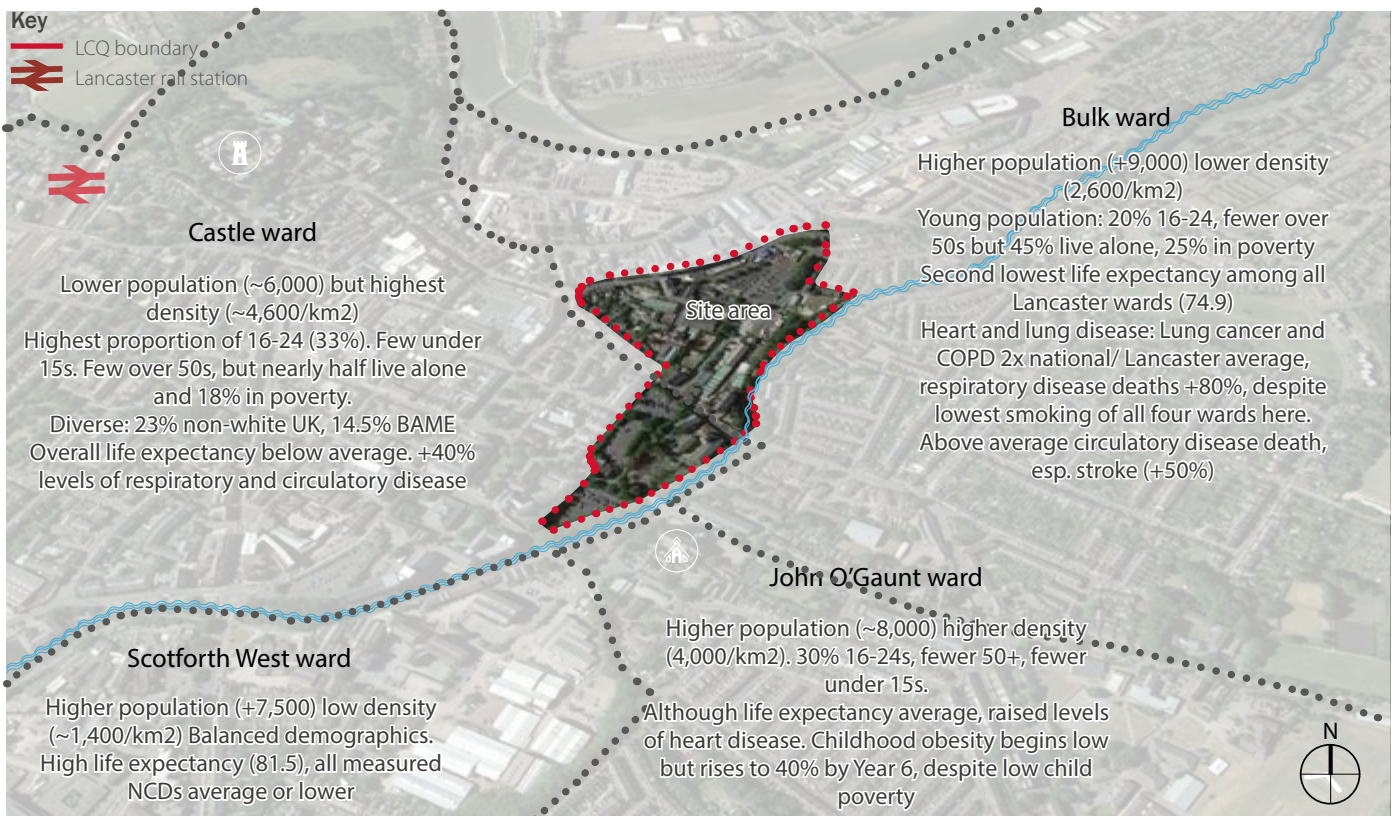
Above average population of people in the 15-24 age range (potential university students), this isn't reflected in the overall working population.



Retirees are due to increase by approx. 40% by 2043, but the working population by only 1-2%.



Overall, there is a north-south pattern in deprivation. This is reflected at Ward level around the site.



Sources: Ward boundaries: <https://www.lancaster.gov.uk/the-council-and-democracy/voting-and-elections/ward-maps>
 Socio-demographic data: <https://fingertips.phe.org.uk/profile/local-health/data>

1.5 Heritage and history

Evolution of the urban grain

1841-1952



- The map above depicts the original built form of pattern of streets within the site. The Stonewell Nose which contribute to the distinctive pattern of the Canal Quarter today was consolidated at this stage as well as the distinctive ginnels.

1919



- By 1919, the urban grain of the Lancaster Canal Quarter did not change too perceptively.

1931



- This period in the mid-20th Century marks the commencement of large-scale housing clearance in Lancaster.
- The historical street pattern was not significantly different in 1931 as can be seen today, therefore it is important to retain these streets where possible whilst enhancing permeability.

1960



- The urban grain variety shows clearly the development of Lancaster over time and different architectural eras that have influenced the city.
- The housing clearance is extremely visible to the north and eastern parts of the site, which has since been replaced by car parking.





Key
— LCQ boundary

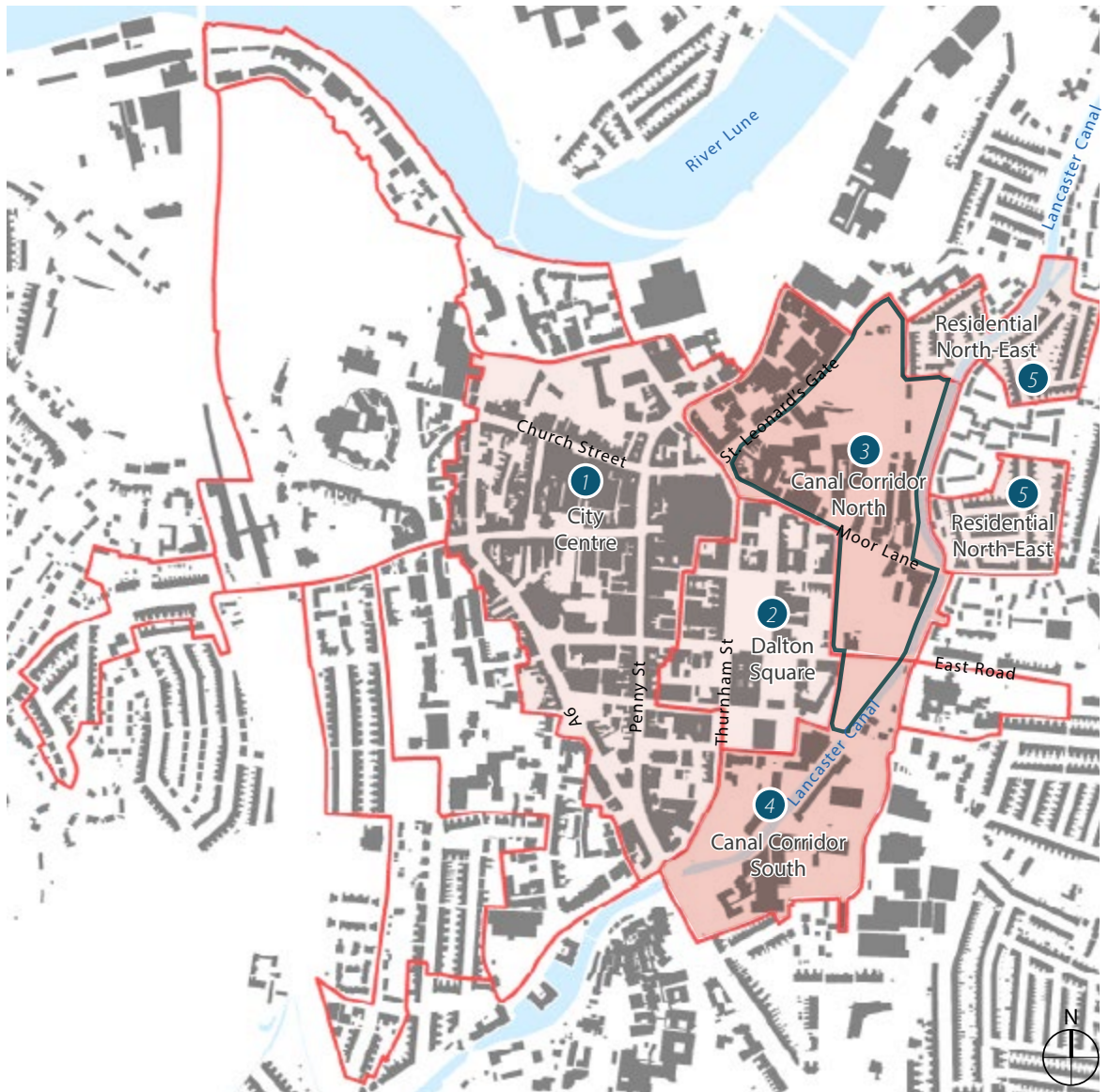
Character area study

This study has been based on the Lancaster Conservation Area Appraisal which identified eleven different character areas across Lancaster. The five areas with the most relevance to the Lancaster Canal Quarter have been highlighted below. A further in-depth analysis of their built form, streetscapes and open spaces can be found in Appendix of this document.

- 1 City Centre: Historic heart of Lancaster
- 2 Dalton Square: Lancaster’s late Georgian heyday
- 3 Canal Corridor North: Canal side industry in transition
- 4 Canal Corridor South: Canal side industry re-use
- 5 Residential North East: Victorian working communities

Key

-  LCQ boundary
-  Canal Quarter character areas
-  Adjacent character areas
-  Character area boundaries



Map source: Lancaster Conservation Area Appraisal 2013, p.20 (<https://www.lancaster.gov.uk/planning/conservation/conservation-area-appraisal/>)

1.5 Heritage and history

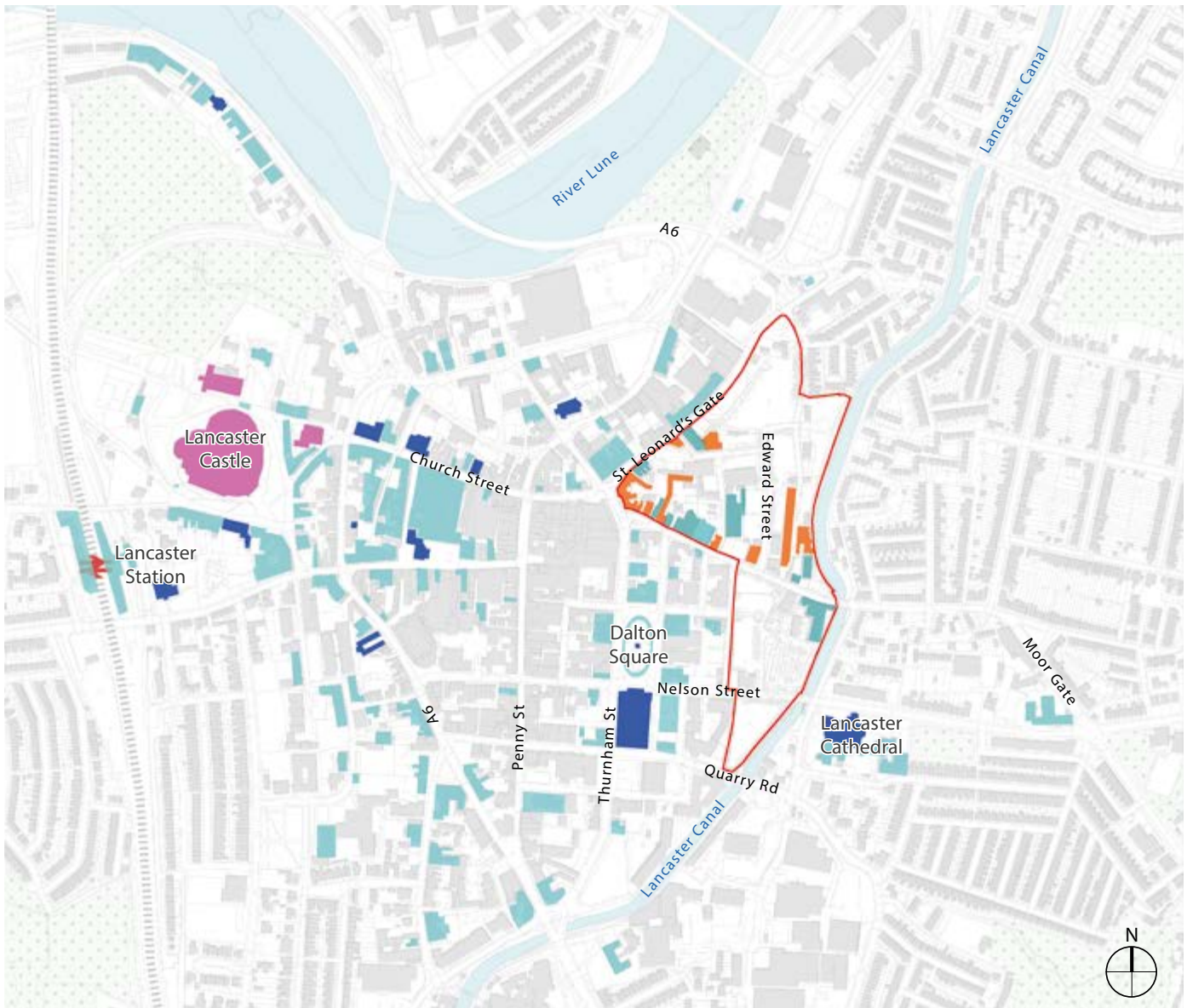
Local Scale - Listed buildings

Lancaster has a range of heritage assets and a relatively high quantity of listed buildings around the City Centre and wider area.

These include the Grade I listed Lancaster Castle, Judges Lodgings Museum and Lancaster Priory Church of Saint Mary, and Grade II* listed Lancaster Cathedral and Town Hall, amongst others. There is also a considerable number of Grade II listed buildings dotted around the city, with clusterings to the immediate east of Lancaster Castle, around Dalton Square and along Penny Street.

Key

- LCQ boundary
- Grade I Listed
- Grade II* Listed
- Grade II Listed
- Medium-high importance buildings



Local Scale - Conservation areas & strategic views

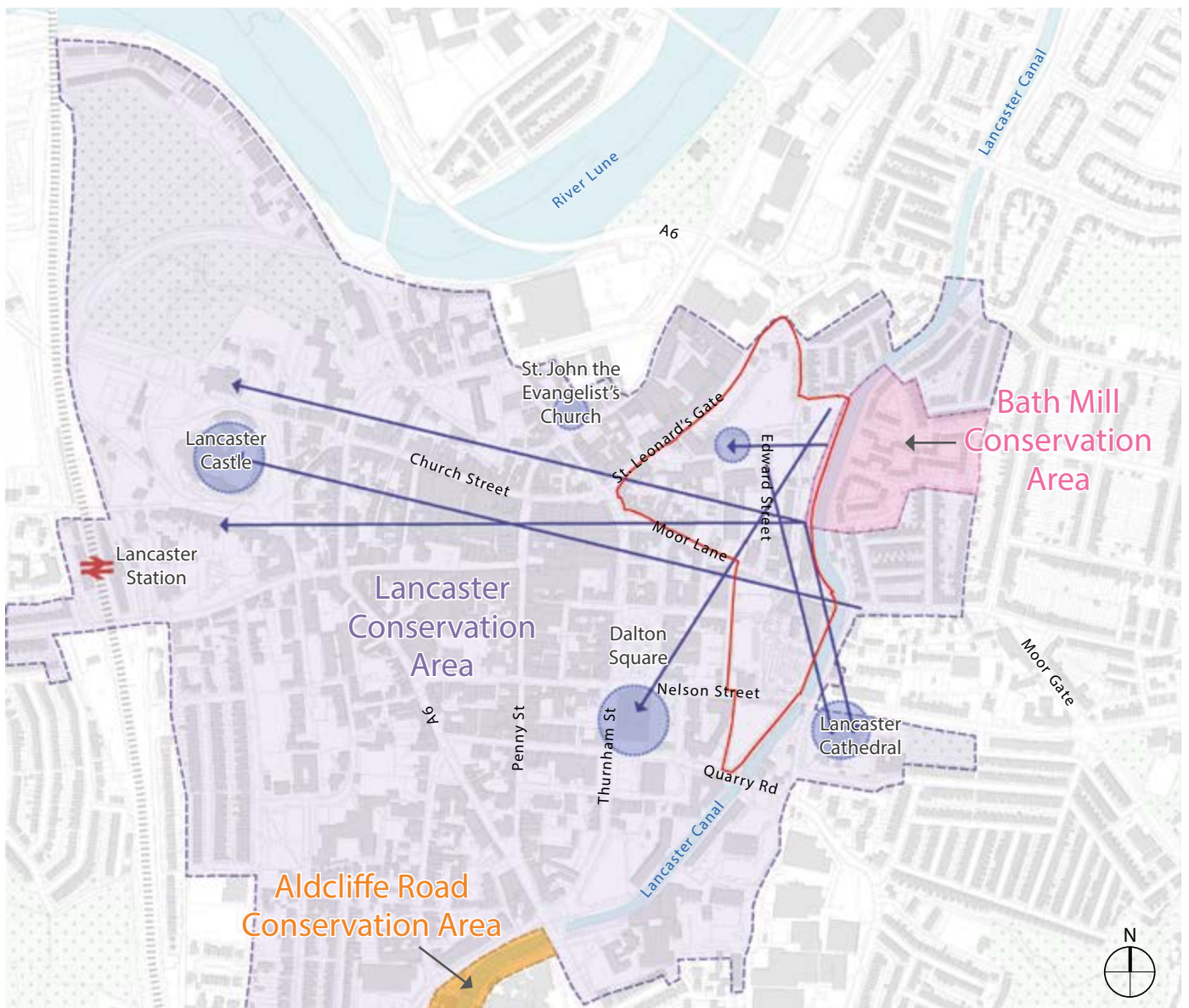
Lancaster has a number of heritage assets, the entire City Centre and Canal Quarter site sits within the Lancaster Conservation Area. Bath Mill and Aldcliffe Road Conservation Areas are also in proximity to the site.

Lancaster Conservation area extends to such a large area because it has resulted from the merging of several previous conservation areas in 2011.

Lancaster has a number of key landmarks that can be seen from strategic locations across the city. These include the historic Lancaster Castle, Lancaster Cathedral, the Town Hall

and some cultural venues. The LCQSPD and the Lancaster Canal Corridor North Assessment of Heritage Values define the strategic views across the site that should be considered for future proposals. Wherever possible the views to these landmarks should be protected and not visually impeded by new built form.

- Key**
- LCQ boundary
 - Lancaster Conservation area
 - Bath Mill Conservation area
 - Aldcliffe Road Conservation area
 - Key landmark
 - Strategic views



1.5 Heritage and history

Site Scale - Listed buildings

There are a number of important heritage assets within the site and the immediate surroundings. Within the site itself there are a number of Grade II listed buildings, in particular around the Stonewell Nose area, and also some buildings that are identified as medium-high importance in relation their heritage value.

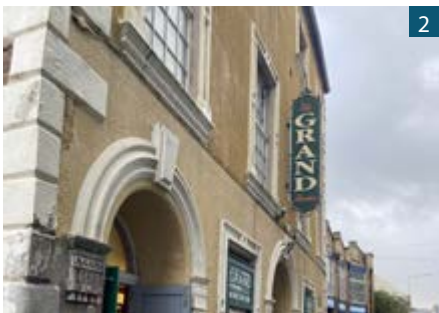
In the context surrounding the site there are some Grade II listed buildings as well as the Town Hall, Cathedral and St John the Evangelist's Church, which are all Grade II* listed.

Key

- LCQ boundary
- Grade II* Listed
- Grade II Listed
- Medium-High importance buildings
- Lancaster High Street Heritage Action Zone



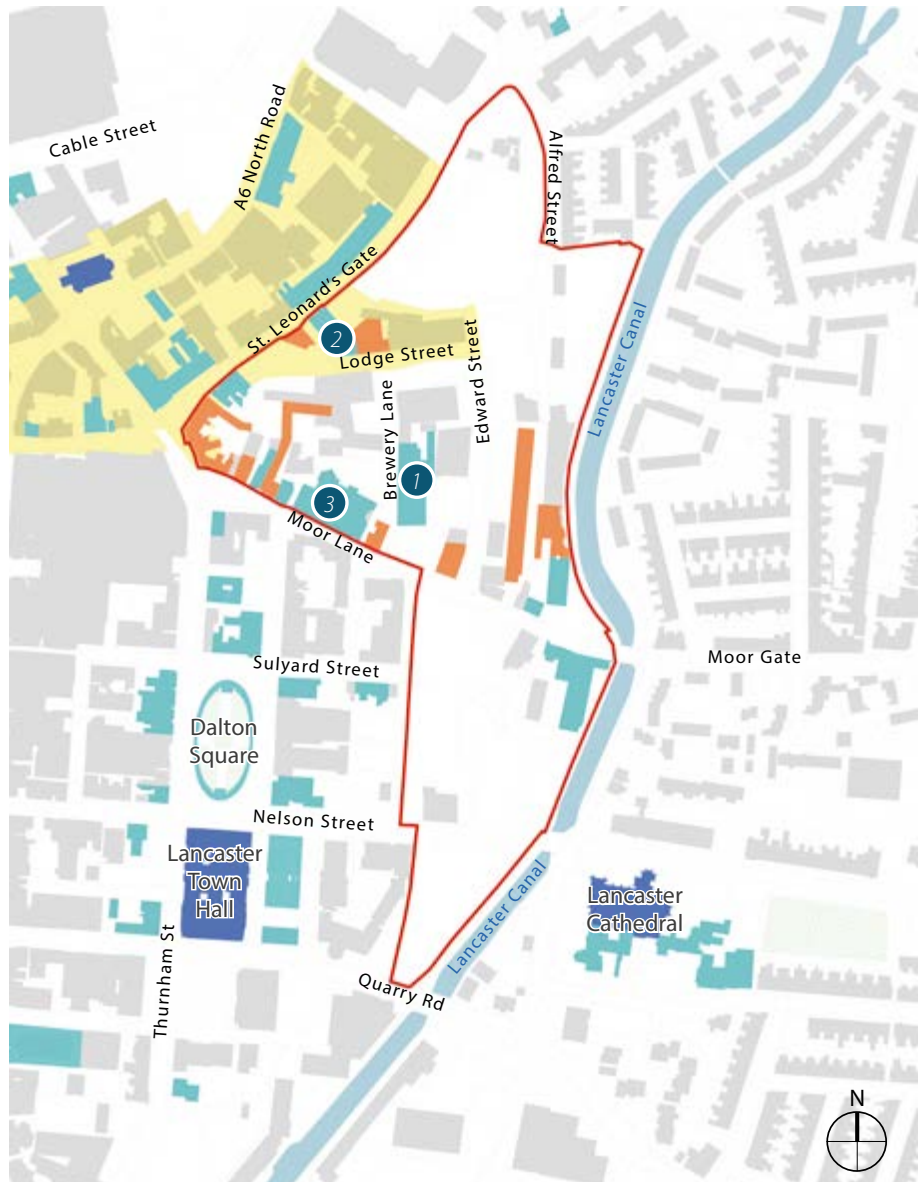
The Brewery building.



Lancaster Grand Theatre.



Dukes Theatre.



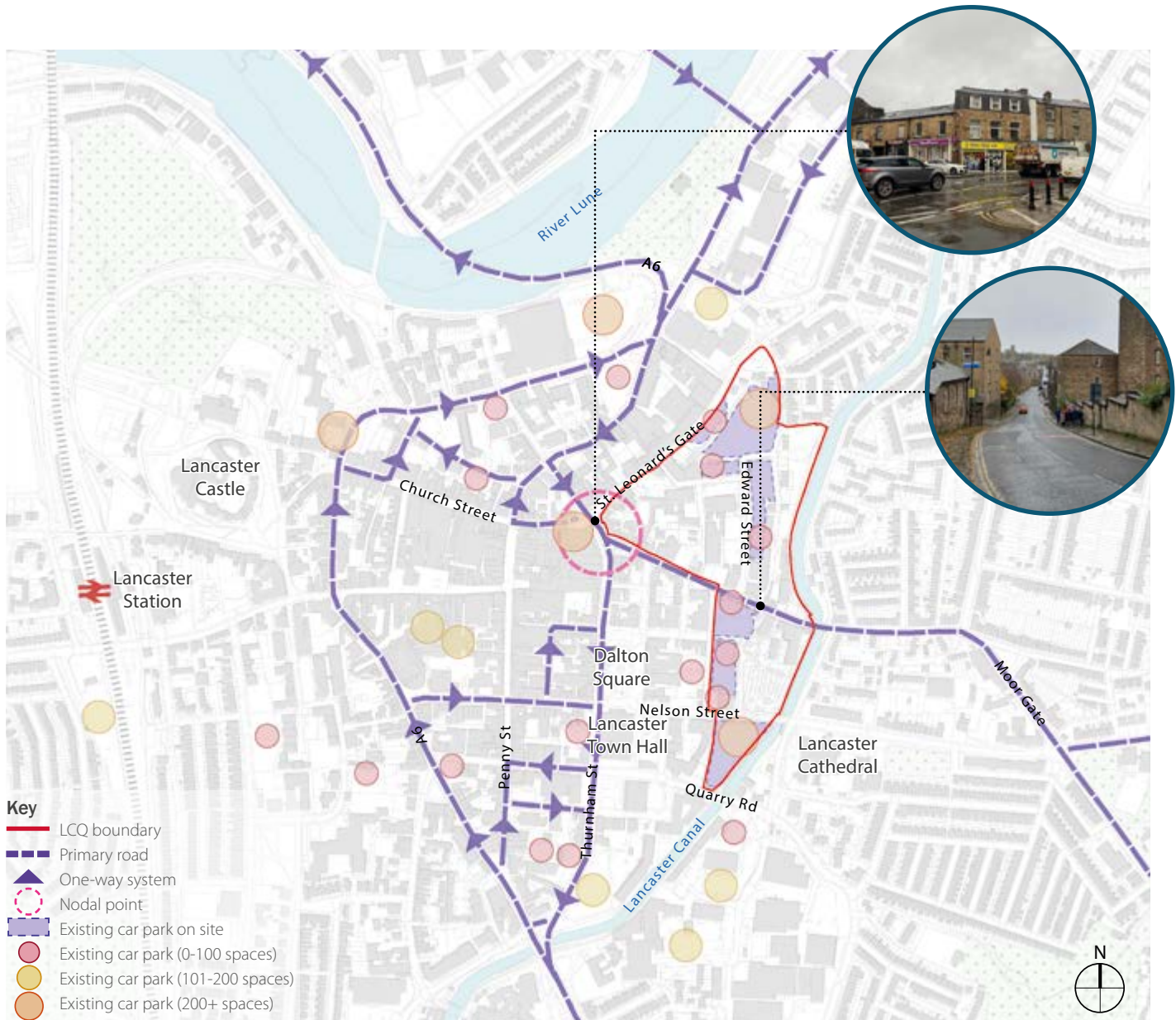
1.6 Vehicular movement

Local Scale

The site is strategically located to the immediate east of the one-way gyratory that surrounds Lancaster City Centre, with the southbound stretch passing by the edge of the Stonewall Nose area of the site. This gyratory connects the City Centre to local destinations such as Scotforth to the south, Morecambe to the north-west and the M6 road to the north-east.

Moor Gate extends east from the City Centre and dissects the site while connecting the residential area to the east to the city itself.

County Highways and Lancaster City Council are at the moment working on different options to improve movement along the gyratory. It is noted that at the moment of writing this document the council is undertaking a parking strategy for Lancaster City Centre to inform future parking provision and promote shift to sustainable ways of travel.



Site Scale

There are a number of car parks within the site and around the local area, ranging in size from 0-100 spaces to a handful of larger 200+ space locations. East Road and Moor Lane allow heavier vehicular traffic to pass through the site, continuing north up through Sulyard Street and Edward Street, respectively.

Key

-  LCQ boundary
-  A-roads
-  B-roads
-  Tertiary roads
-  Existing car park (0-100 spaces)
-  Existing car park (101-200 spaces)
-  Existing car park (200+ spaces)
- SS** Short stay (max. 24 hours)
- LS** Long stay



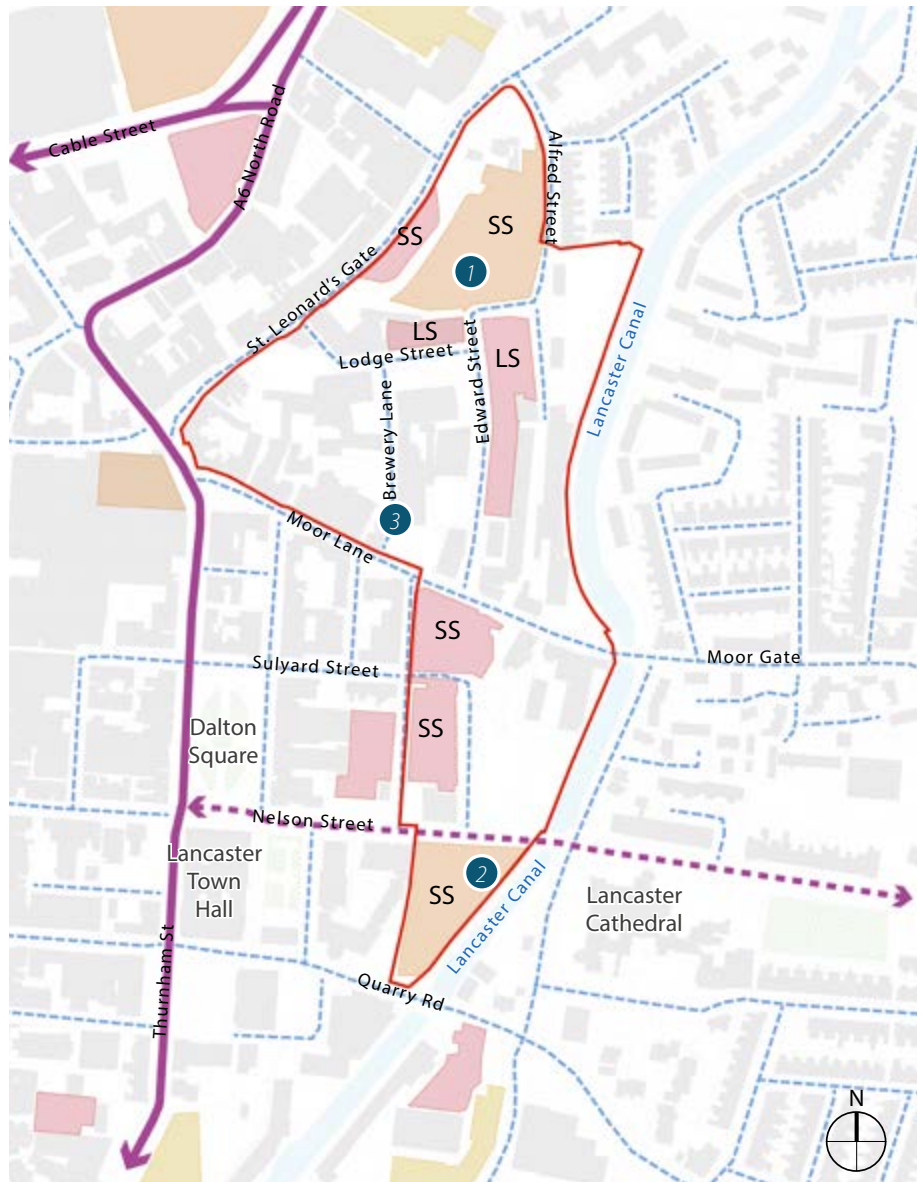
St. Leonard's Gate car park.



View of the existing parking within the site and the existing residential blocks to the west of the site.



Brewery Lane.



1.7 Public transport movement

Local Scale

The site is well-connected to Lancaster and the wider area by public transport. The Lancaster Park and Ride service begins from the M6 junction to the north-east of the city and loops around the City Centre, connecting to the hospital to the south. This service has a stop along North Road which is in close proximity to the site.

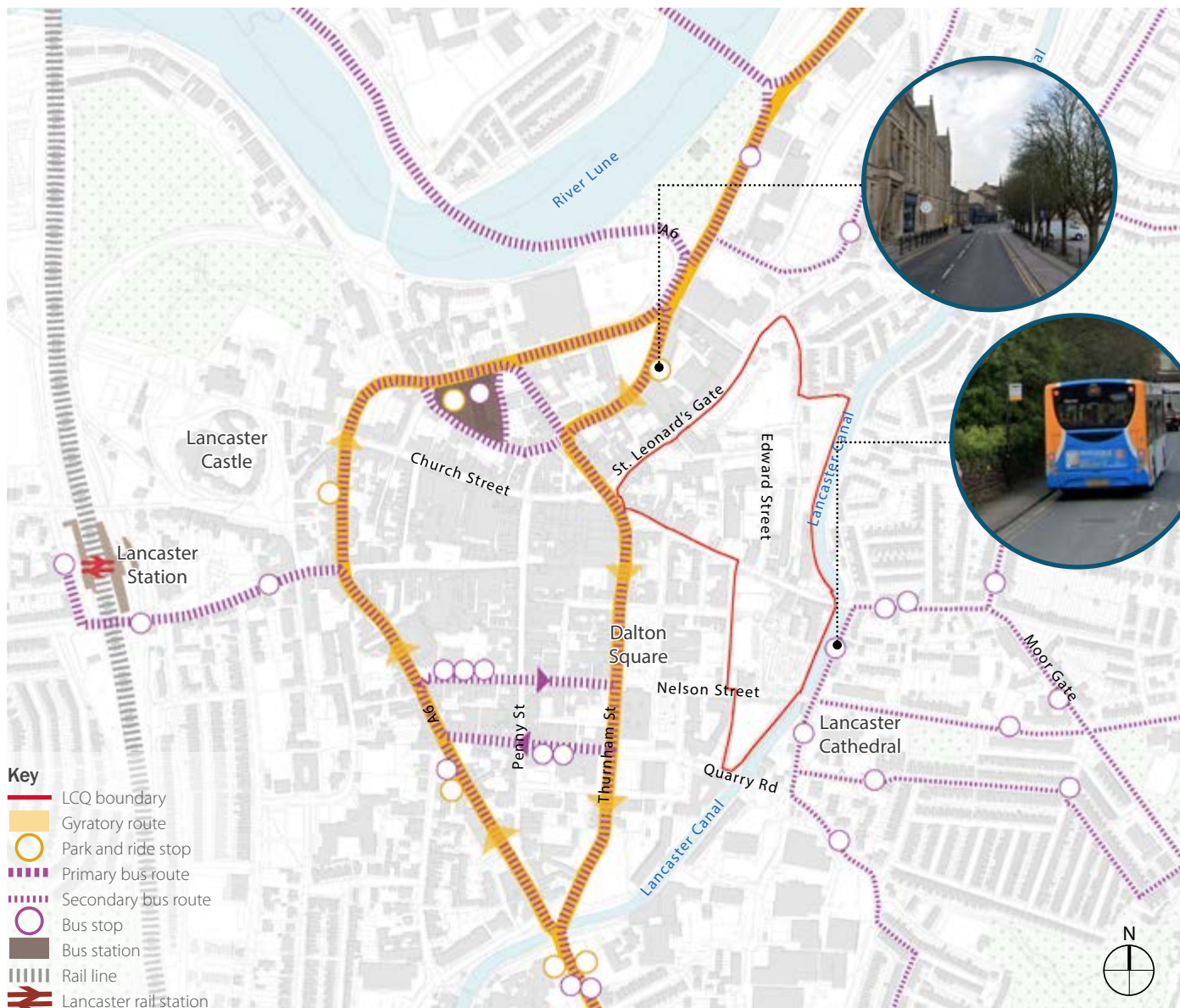
In terms of buses, there are many routes around the City Centre and suburbs, with the site connected around all sides. Lancaster Rail station is around 800m from the site and can be accessed by foot or by bus. The site is served well by public transport.

A primary bus route runs along Thurnham Street and connects

the City Centre to the suburban parts of Lancaster. Local bus routes cover the residential area to the east of the site with a number of routes and accessible bus stops.

The Lancaster Park and Ride service starts to the north-east of the site and has a stop-off point along North Road. From here the route travels south along the one-way gyratory along Thurnham Street and then loops back towards the City Centre.

There is a proposed bus hub to the north-east of the site in the existing Cable Street car park between Cable Street and North Road.



Photograph source: Google Maps (2022)

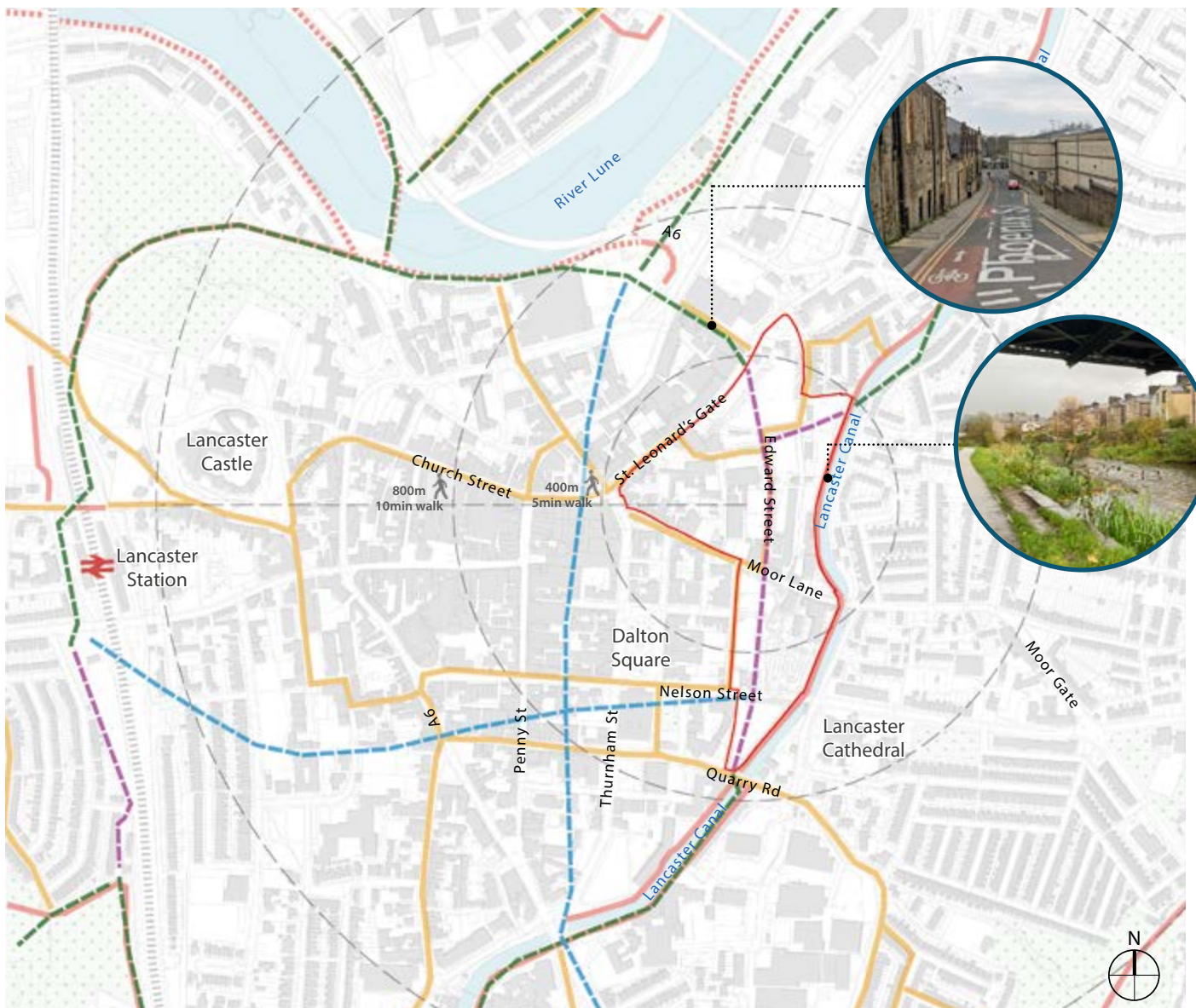
1.8 Cycle network

Local Scale

Lancaster has a range of off-road and on-road cycle paths that connect the City Centre to the open spaces, Canal and other destinations. There are some on-street cycle routes that connect from the site to the City Centre and residential areas to the south-east. There is a traffic-free cycle route that extends along the Lancaster Canal path.

There is a City Centre cycle loop that circles the city, with an incomplete section to the south-west below Lancaster rail station and also within the Lancaster Canal Quarter site. Any proposal on site should complete the cycle loop on this section.

- Key**
- LCQ boundary
 - City Centre Loop cycle route
 - Proposed City Centre Loop within the site
 - City Centre Loop indicative arterial route
 - On-street cycle route (vehicles and pedestrians)
 - Traffic-free cycle route
 - - - Traffic-free route on National Cycle Network
 - Distance isochrones



Photograph source: Google Maps (2022)











1.9 Pedestrian movement

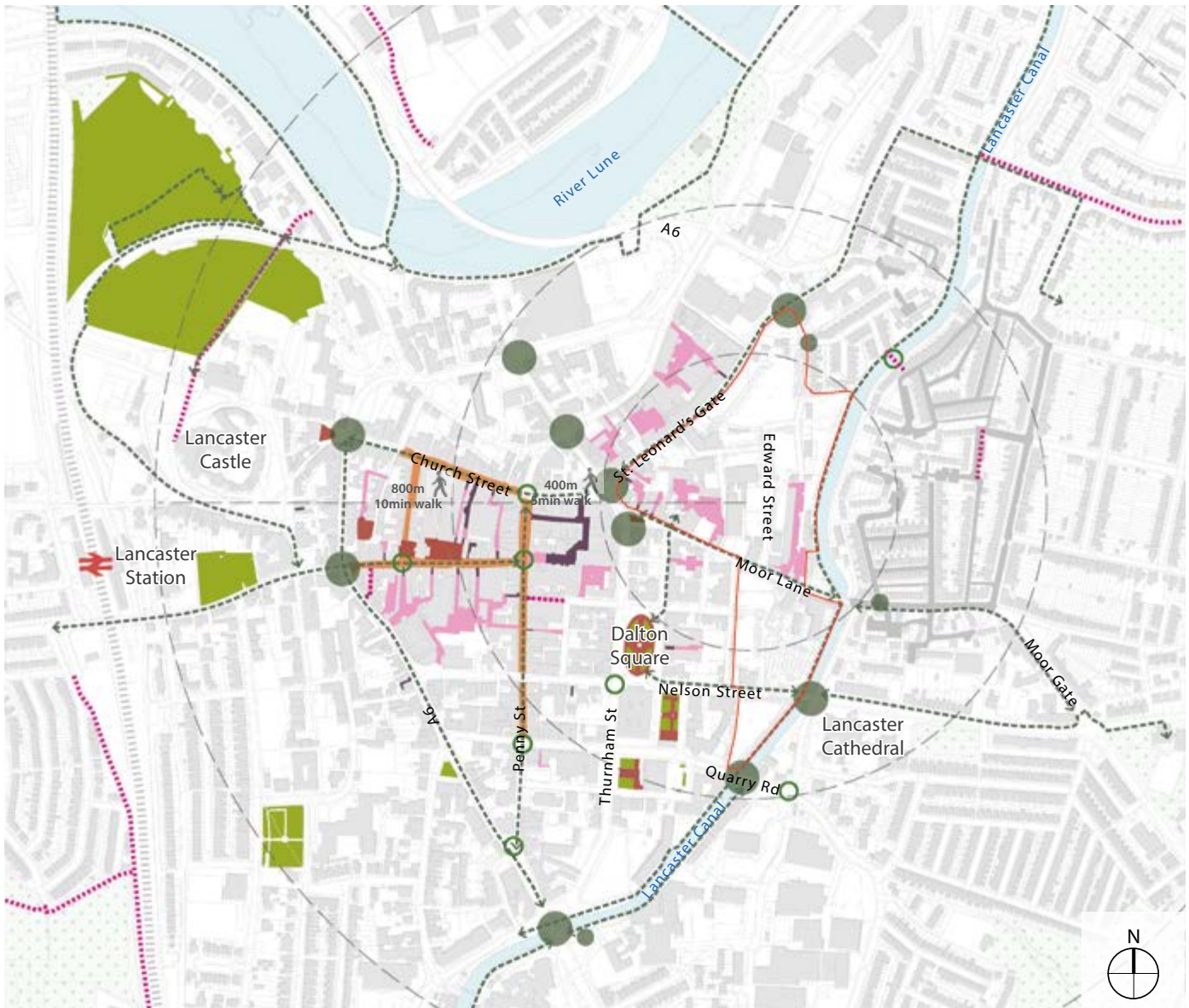
Local Scale

There are a number of safe walking routes around the city that connect the City Centre, open spaces and other destinations to the site.

There is a strong, primary pedestrian route leading from Lancaster rail station to the City Centre, and a strong north-south route through the City Centre along Penny Street.

There is a pedestrian route running along the Lancaster Canal and adjacent to the site.

- Key**
-  LCQ boundary
 -  Distance isochrones
 -  External gateway
 -  Internal node
 -  Public realm
 -  Public green space
 -  Pedestrianised streets
 -  Ginnels/covered external spaces
 -  External alleys/courtyards
 -  Key pedestrian route
 -  Public Rights of Way



Site Scale (arrival to the site)

The area is relatively permeable for connectivity with the exception of the barrier formed by the Lancaster Canal. Pedestrian crossing points along the Canal are somewhat limited, in particular to the north where there is only one that includes stepped access to a bridge.

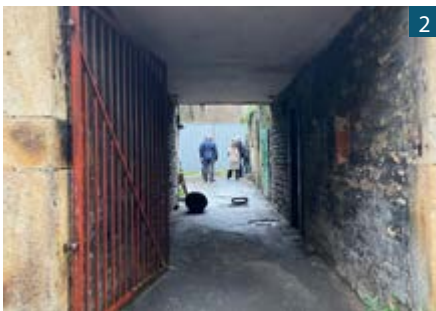
Elsewhere, there are a number of pedestrian-only or minor vehicle access routes that provide good permeability for pedestrians.

There are a number of pedestrian routes that are private or have limited access but there is an opportunity to consider opening these up for more public use.

There are a number of historic ginnels in the area that provide narrow pedestrian routes alongside or through buildings and are characterful.



Frances Passage.



Narrow passageway around the Stonewell Nose along St. Leonard's Gate.



- Key**
- LCQ boundary
 - External gateway
 - Internal node
 - Public realm
 - Public green space
 - Pedestrianised streets
 - Ginnels/covered external spaces
 - External alleys/courtyards
 - - - Key route

1.10 Land uses

Local Scale

















There are a large mix of uses across Lancaster that tend to be found in clusters. Broadly the site is bordered by commercial activity to the West and South, and residential areas to the East and North, separated by the Canal and the parking areas on site.

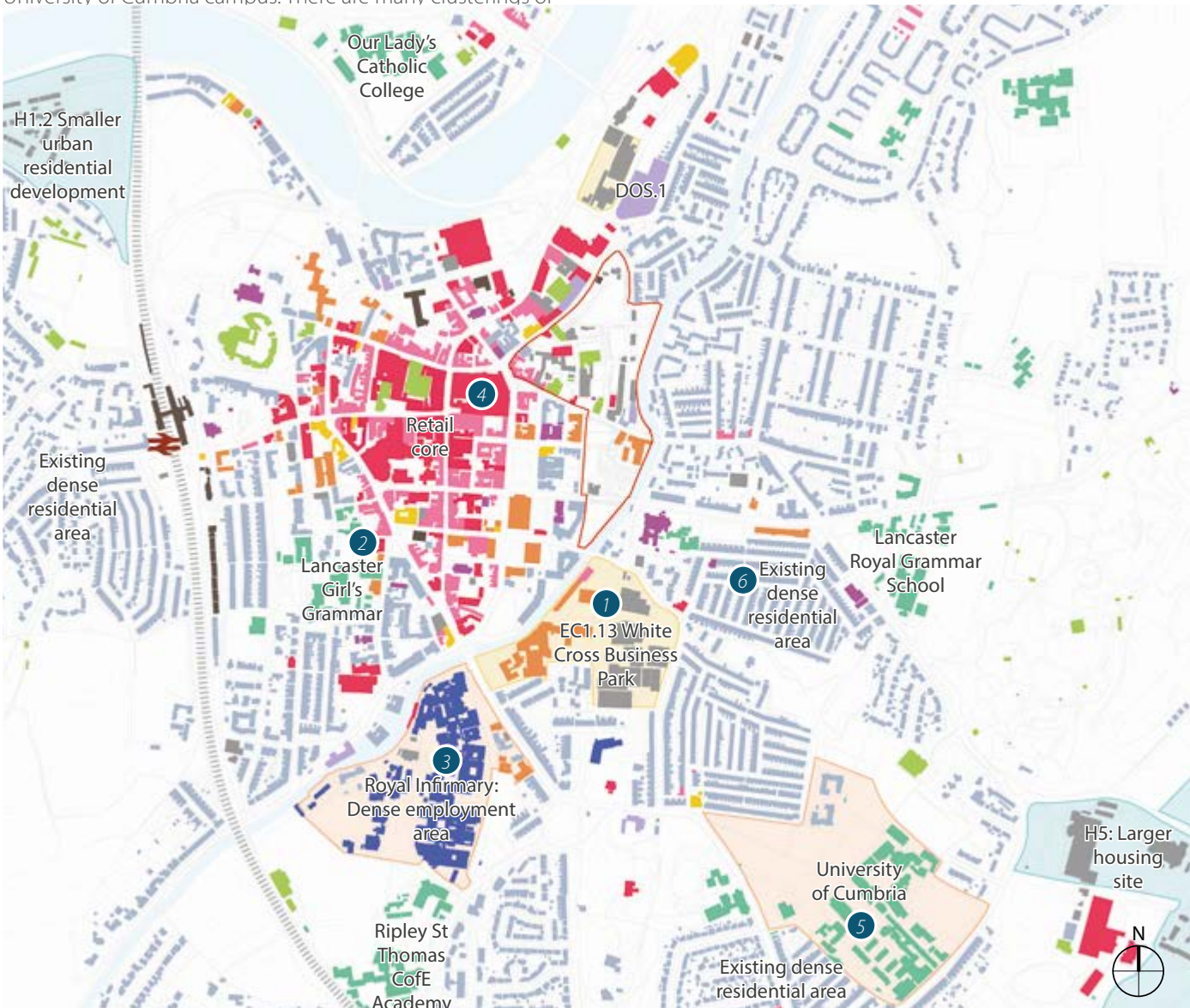
The retail core to the west of the site within the City Centre contains a mix of uses including: food and drink; retail; business; leisure and culture; and business uses.

The area to the south of the site and City Centre has clusters of uses including business and employment uses within the White Cross Business Park, health uses within the Lancaster Royal Infirmary campus, and education uses within the University of Cumbria campus. There are many clusterings of

medium to dense residential areas around Lancaster, in particular to the east of the site on the opposite side of the Lancaster Canal.

Key

- | | |
|-------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|
|  LCQ boundary |  Business/office |
|  Residential |  Light industry/services |
|  Future residential |  Dense workspace |
|  Education |  Future commercial |
|  Retail/Food & drink |  Health services |
|  Retail mixed-use |  Religious venue |
|  Leisure/Culture |  Transport/Infrastructure |
|  Hotels |  Student accommodation |





1

Source: Google Maps (2022)

White Cross Business Park.



2

Source: Google Maps (2022)

Lancaster Girls Grammar School.



3

Source: https://commons.wikimedia.org/wiki/File:The_Royal_Lancaster_Infirmary.jpg

Lancaster Royal Infirmary.



4

St. Nicholas arcade.



5

Source: <https://www.geograph.org.uk/photo/715574>

University of Cumbria.



6

Source: Google Maps (2022)

Existing dense residential area.

1.10 Land uses

Site Scale

The site is surrounded by a mix of uses. The area to the north-east and east is predominately housing with some supporting community, retail, education and religious uses nestled within.

The area to the west of the site is the City Centre and main retail core offering shops and food and beverage services. There are also some business uses as well as a small number of hotels and residential buildings.

There are some light industrial uses to the north and south of the site, as well as within the site itself. Business use, leisure and culture, retail, religious and food and drink uses can also be found dotted around the site, with a particular concentration of uses around the Stonewell Nose area.

Much of the site remaining is used for publicly available car parking.





Kanteena 760sqm.



The Duke's Theatre.



Caton Court new student housing.



Lancaster Grand Theatre.



Sugarhouse night club venue -1205sqm.



Golden Lion Pub.



Shops around the Stonewell Nose.



Mill Hall.

1.11 Open space & play: recreation and green infrastructure

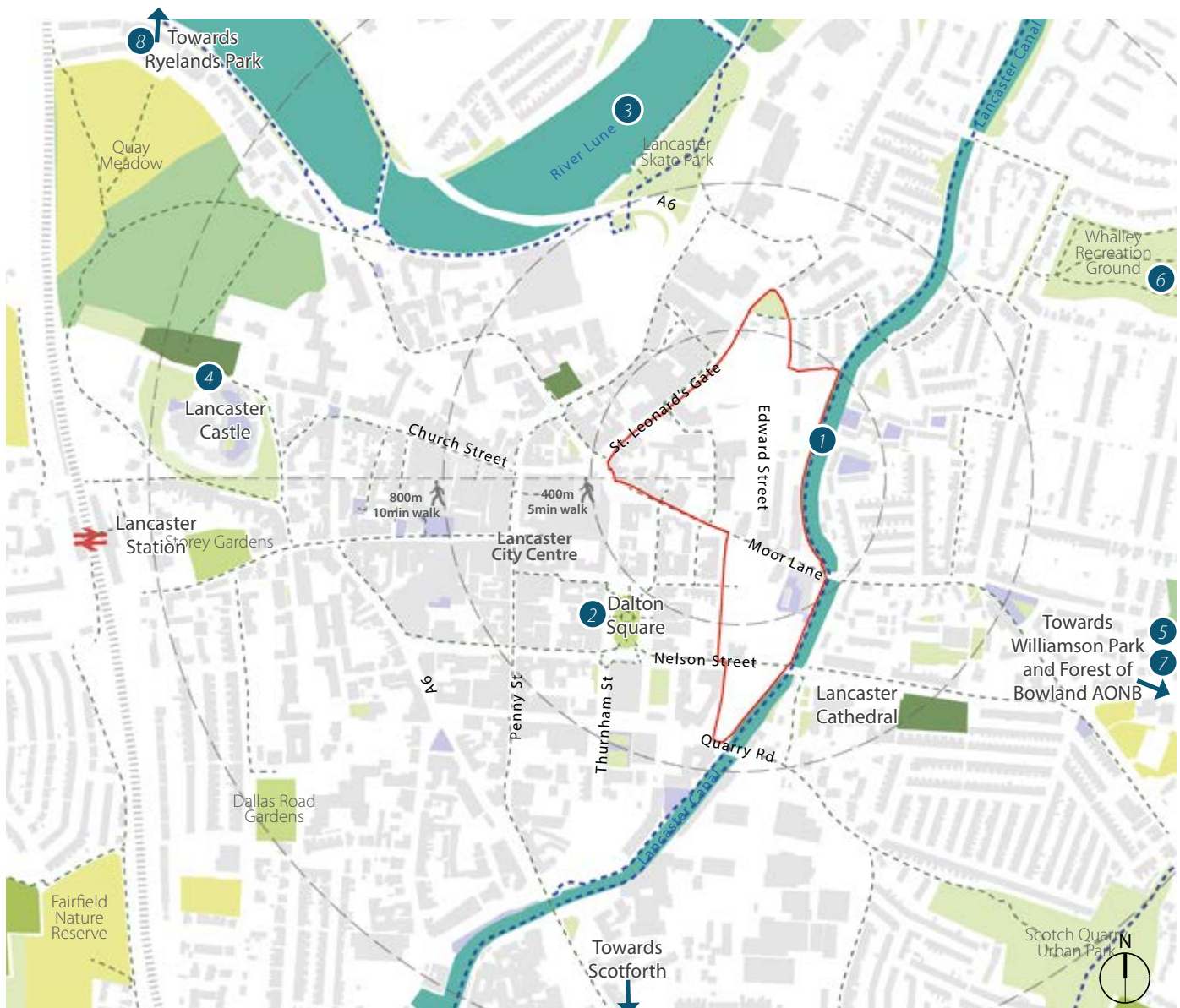
Local Scale

Although Lancaster is set close to countryside and coast, there is a lack of green open space in City Centre, especially in immediate surroundings of the Canal Quarter.

The River Lune and Lancaster Canal provide key green corridors. The Canal runs along the east boundary of the site and is connected by a long distance walk from the Ribble across the Fylde and through Lancaster to the Lake District. Walks along River Lune connects to Forest of Bowland AONB. Key open spaces close to site include Dalton Square and a series of civic squares. Lancaster Skate Park, Whalley Recreation

Ground, Quay Meadow and Scotch Quarry Urban Park provided amenity green space within 10 minute's walk. Larger open spaces like Ryelands Park, Fairfield Nature Reserve and Williamson Park are 15-20minutes away.

Forest of Bowland AONB and Morecambe Bay are both within 15min drive away. The site itself is relatively low density overall, largely due to the high number of car parks across the site. The historic Stonewell Nose area to the west is comparatively dense.





1 Blue Corridors

Lancaster Canal walk.



2 Parks and Gardens
Civic Spaces

Dalton Square - 5 min. walk.



3 Blue Corridors

River Lune - 5 min. walk.



4 Natural & Semi-natural Green Spaces
Amenity Greenspace
Provision for children and young people
Cemeteries

Quay Meadow and Castle - 10 min. walk.



5 Natural & Semi-natural Green Spaces

Forest of Bowland AONB - 15 min. by car.



6 Amenity Greenspace

Whalley Recreation Ground - 10 min. walk.



7 Parks and Gardens
Provision for children and young people

Williamson Park - 20 min. walk.



8 Parks and Gardens
Provision for children and young people

Ryelands Park - 10 min. walk.

Source: <https://www.geograph.org.uk/photo/3875643>

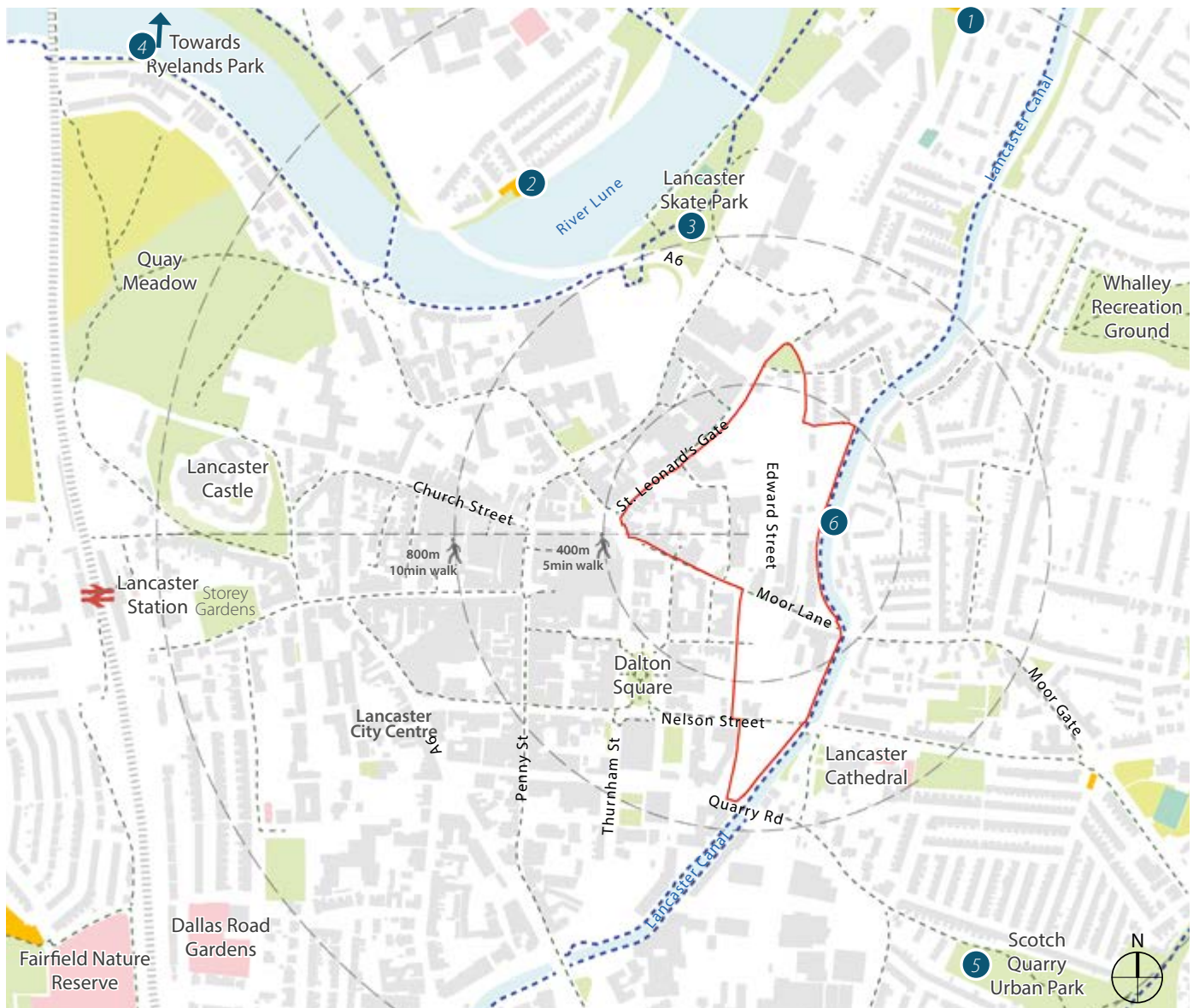
1.12 Open space and play: fitness and play

Local Scale

There is a general deficiency of fitness and well-being facilities for all ages in Lancaster City Centre, with no public facilities for sports or play within the site or within 5 minutes' walk.

A few equipped playgrounds are scattered around the site within 10 minutes walking distance in the residential areas providing play opportunity for children up to 12 years old. Most of the playgrounds require upgrading. Ryelands Park provides playground, outdoor gym and sports field and is within 10 min walk away from the site. Open spaces surrounding the site offer informal play opportunities for people of all ages.

Lancaster Skate Park is located 7 min. away from the site providing skating facilities. Quay Meadow is within 12 minutes walk and it provides outdoor sport pitches to the public. Further way from the site, Ryelands Park offers three football pitches; Multi games area for tennis, basketball and 5-a-side football and accessible play area.



The Canal edge provides long distance cycling and walking routes from the Ribble across the Fylde and through Lancaster to the Lake District. It also offers opportunity for water activities like paddling. The walking and cycling route along River Lune provides connections to the countryside and to Morecambe Bay.

Forest of Bowland AONB in the countryside offers some of the most beautiful and remote walks in the country, from the grandeur and isolation of the moorland hills to the undulating lowlands with their distinctive pattern of settlements, woodland and river valleys.



1

Play Facility
 - Spring animals, roundabout, see-saw, infant and junior climbing frames with slides and infant and junior swings.

Source: Google Maps (2022)

Newton Play Area - 12 min walk.



2

Play Facility
 - Infant climbing frames with slide, infant swings, see-saw, spinner and spring toys.

Source: Google Maps (2022)

Derby Road Play Area - 10 min walk.



3

Sports Facility
 - Back and forth based concrete skate park

Source: Google Maps (2022)

Lancaster Skate Park - 6 min walk.



4

Play Facilities
Sports Facility
Sports Pitches
 - Infant swing, climbing frame, slide, football pitch, multi-games, fitness.

Source: Google Maps (2022)

Ryelands Park - 10 min walk.



5

Play Facility
 - Climbing frames with slides, spring animals and infant swings.

Source: Google Maps (2022)

Scotch Quarry Park - 10 min walk.



6

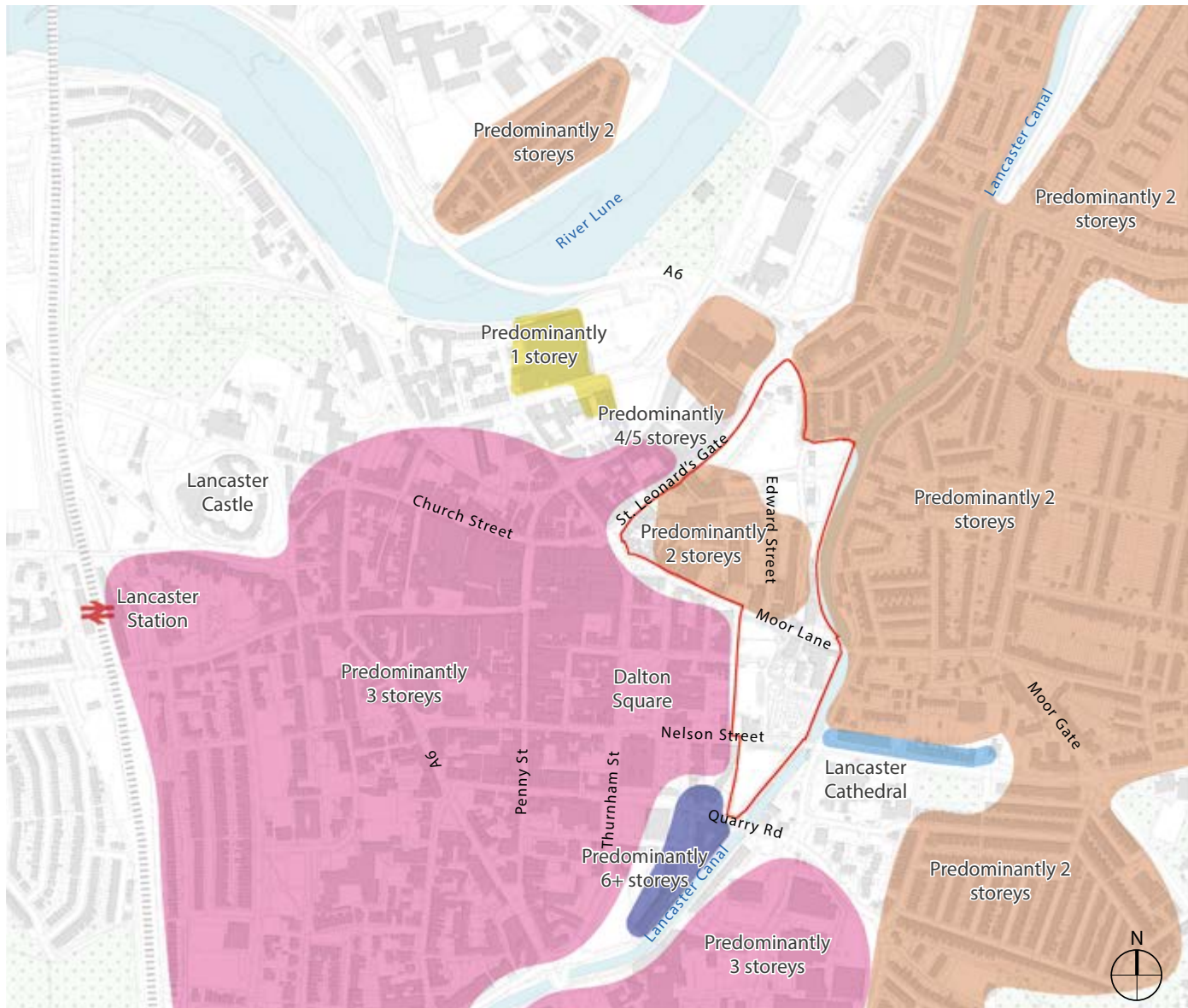
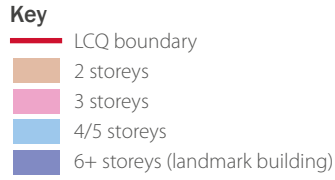
Cycling and Walking routes
 - Canoeing and Kayaking

Lancaster Canal.

1.13 Building heights

Local Scale

Similar to the urban grain, there are a variety of building heights between the City Centre and surrounding residential areas. The majority of height is concentrated in the City Centre, with buildings generally varying between 3-4 storeys. Due to topography and land uses there are some buildings/structures adjacent to the site with massing of 5-6+ storeys. Lancaster Cathedral is a landmark building in the area; strategic views to the Cathedral should therefore be protected and enhanced to aid legibility.

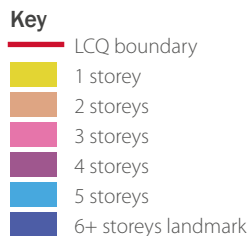


Site Scale

Building heights in the surrounding area are predominately 2-3 storeys, with a higher proportion of 2 storeys to the east and 3 storeys to the west.

There are some taller buildings dotted around the site with a number of 4-5 storey buildings and some 6 storeys and higher.

The topography of the area plays a role in the townscape, with some taller elements making use of the difference of levels to maximise views and dwellings provision.



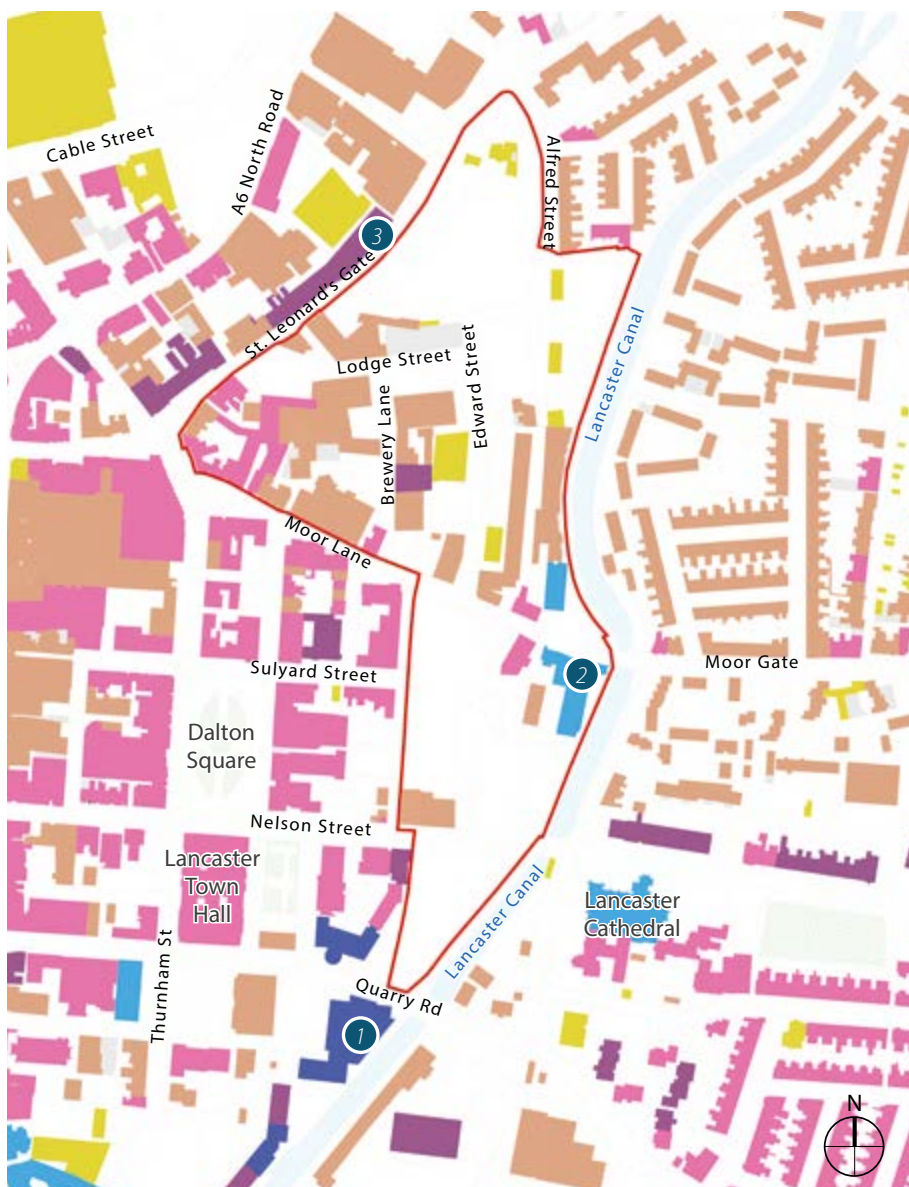
More than six storey flats on Quarry Road.



Moor Lane Mills NHS.



St. Leonard's House student accommodation.



1.14 Pattern of built plots

Local Scale

The pattern of the existing urban built form on plots (urban grain) variety shows clearly the development of Lancaster over time and different architectural eras that have influenced the city.

Lancaster City Centre is located to the immediate west of the site includes Marketgate Shopping Centre and other non-residential uses, including some historic sites. This area in general forms a dense urban grain.

Some retail, business and light industrial uses are found to the north and south of the site which create large building

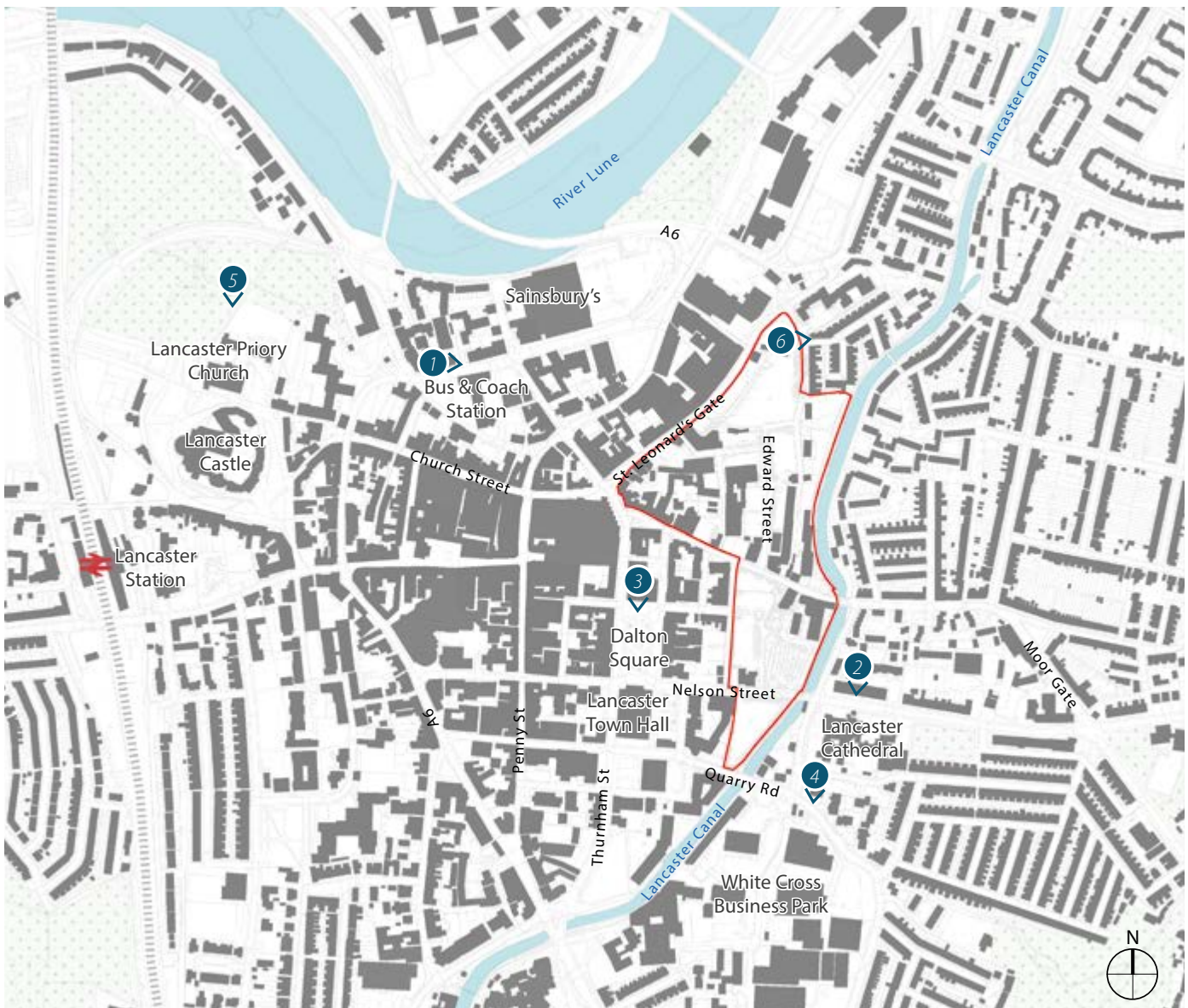
footprints in a relatively dense formation.

Elsewhere to the east of the site are medium-high density residential areas with traditional street layouts. Density reduces towards the outer regions of the map where locations become more suburban in character.

The site itself is relatively low density overall, largely due to the high number of car parks across the site. The historic Stonewell Nose area to the west is comparatively dense.

Key

- LCQ boundary
- Built form





Aerial photo of the area showing large footprint non-residential uses.



Aerial photo of the east of the site with the Cathedral and dense residential use.



Aerial photo of the dense City Centre and Dalton Square.



Aerial photo of the south of the site with residential and large retail/light industrial use.



Aerial photo showing the rail station and Lancaster Castle.



Aerial photo showing the dense residential area to the north-east of the site.

1.15 Topography

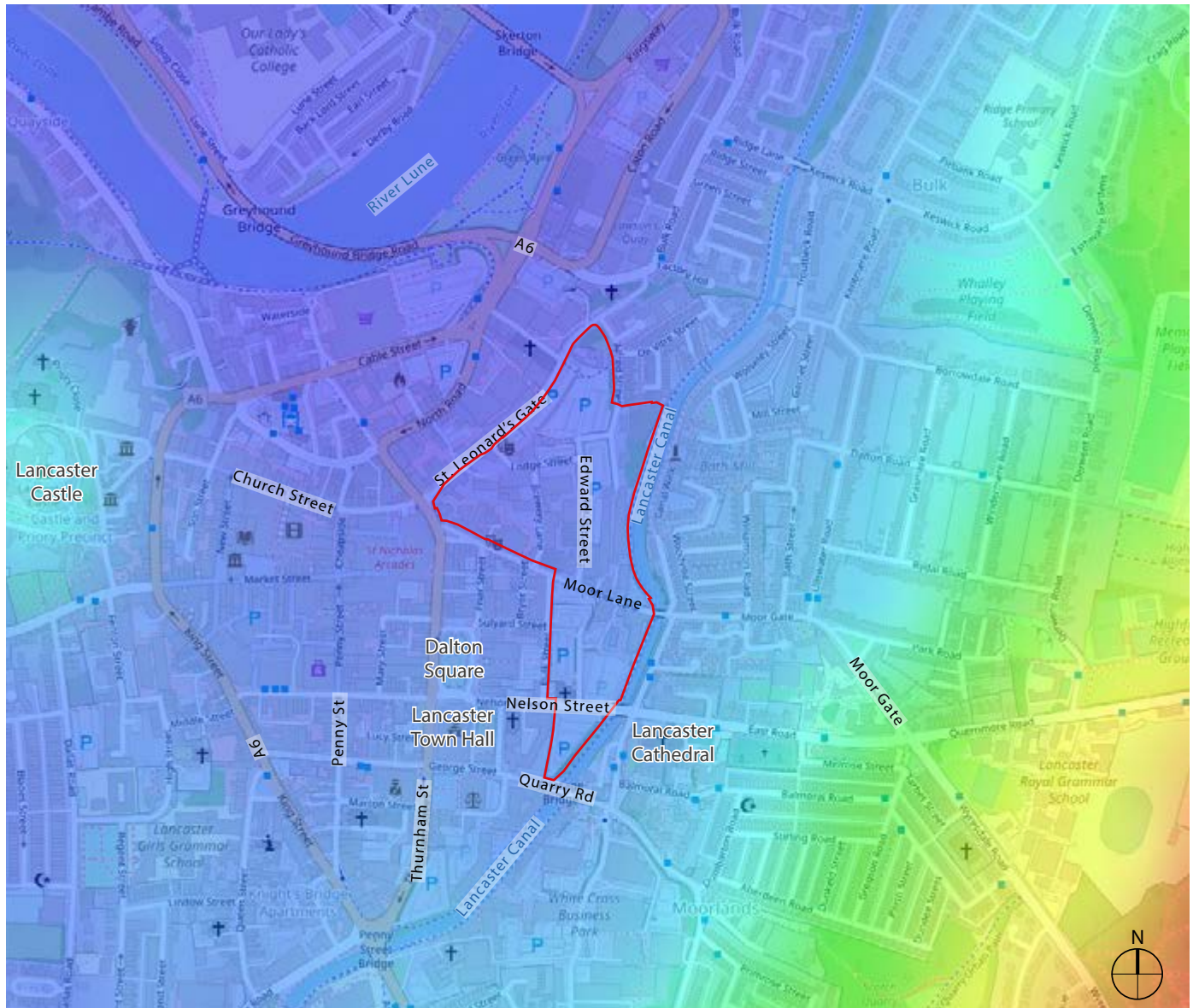
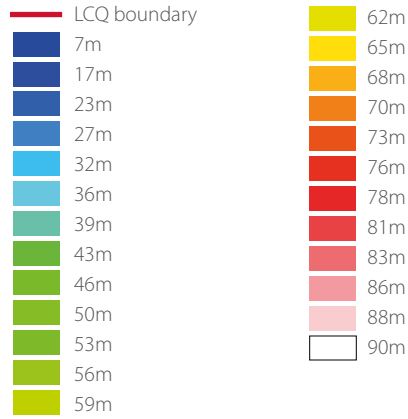
Local Scale

The diagram below shows the general topography across Lancaster City Centre.

The high points in the area are in the south-west of the map towards Williamson Park, where there are far-reaching views across the city and beyond.

Elsewhere there is a high point at Lancaster Castle, which can be seen across the city, including several spots from within the site. Views to this landmark should be celebrated and retained where possible.

Key



1.16 Flood risk

Local Scale

The site is largely in Flood Zone 1. A small area of Flood Zone 2 is identified to the western extent.





The majority of the Site is at low risk of surface water flooding, however, small isolated pockets are medium-high.

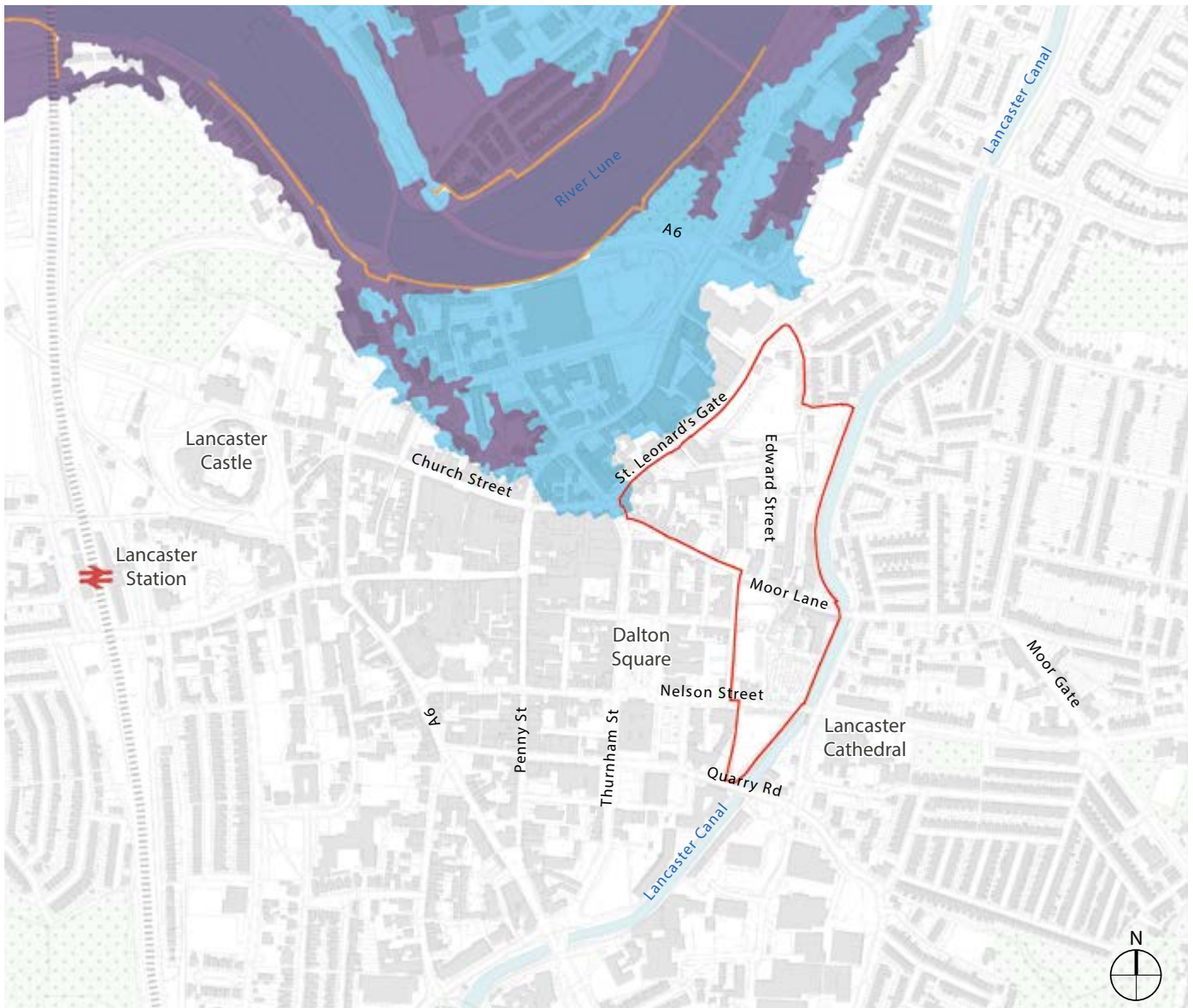
Based on the Environmental Assessment's long term risk mapping, the Canal does not pose a risk to the development, however, an easement (potentially up to 8m) will be required for built development.

In terms of drainage, future proposals will need to consider surface water attenuation up to 1 in 100 years plus climate

change event. This will need to be considered within SuDs options (ponds,swales and porous paving, etc) throughout the site.

Key

-  LCQ boundary
-  Flood zone 2 (area with a medium probability of flooding)
-  Flood zone 3 (area with a high probability of flooding)
-  Existing flood defences



1.17 Wider opportunities

Opportunities

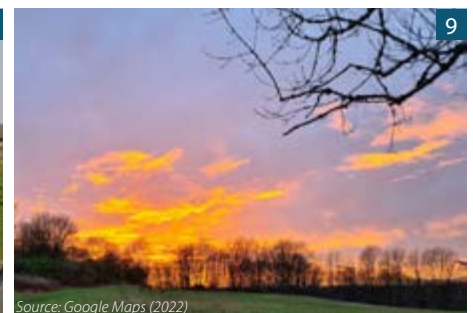
- 1 Opportunity to improve/enhance green, blue and heritage connections.
- 2 Heritage routes dominate in the City Centre, whereas green routes dominate further afield. Blue routes create important spines that link green spaces and heritage streets together.
- 3 These City Centre heritage connections consider not just heritage assets, but also where food services, hotels, shops and leisure destinations are located, to create routes that support all the elements of a good day out.
- 4 Opportunity for City Centre heritage connections focus on linking East-West, to connect the heritage core and Canal, and promote pedestrian connectivity to and from Dalton Square.
- 5 Opportunity for green routes within the site that draw on existing trees and historic routes.
- 6 Denser housing areas present insufficient access to green and open spaces.
- 7 Opportunity to improve historic street patterns where car parks exist.



Source: Google Maps (2022)
Lancaster Skate Park.



Source: Google Maps (2022)
Whalley Recreation Ground.



Source: Google Maps (2022)
Quay Meadow .



Source: Google Maps (2022)
Dallas Road Gardens.



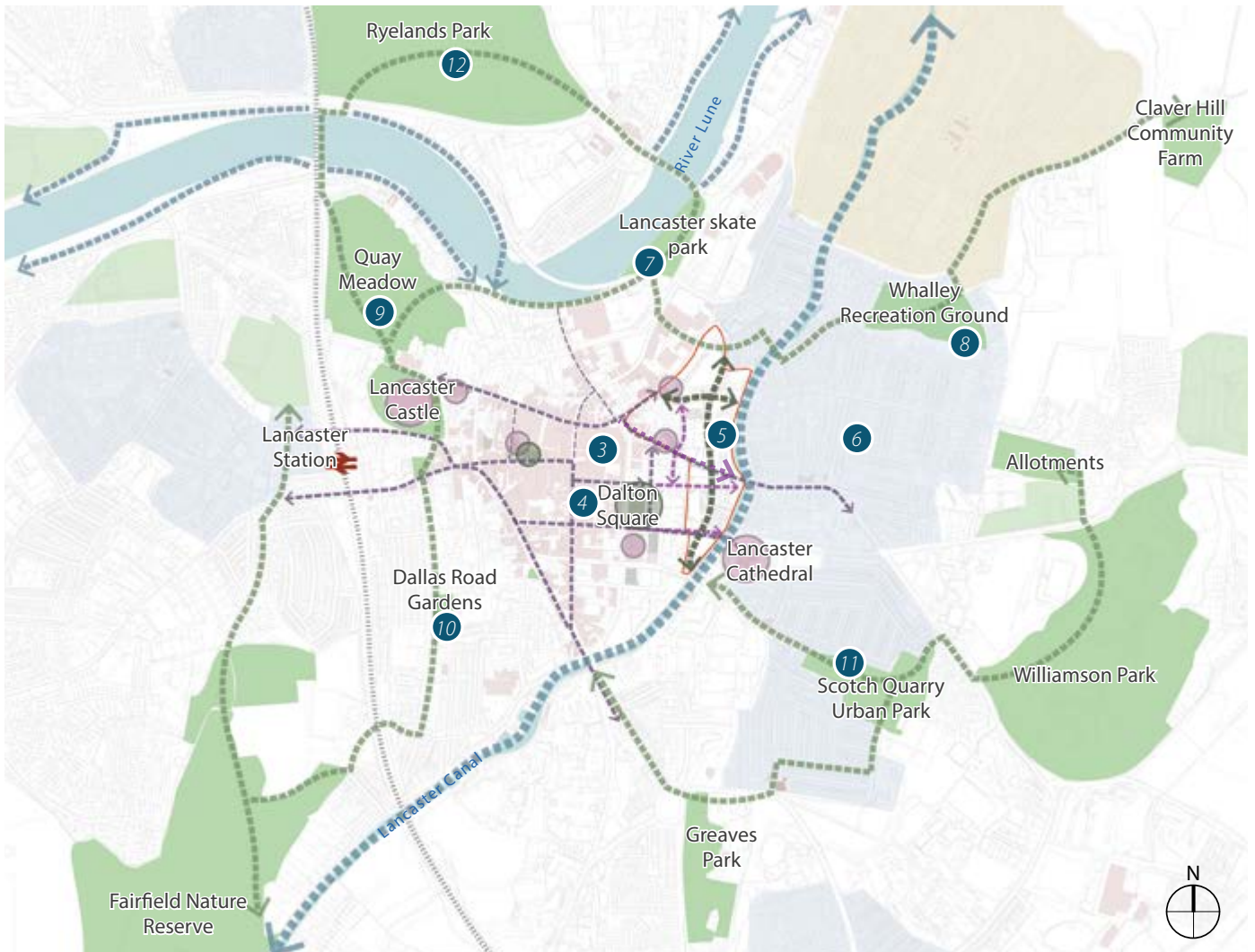
Source: Google Maps (2022)
Scotch Quarry Urban Park.



Source: Google Maps (2022)
Ryelands Park.

Key

- LCQ boundary
- Green Spaces**
 - Public open to all
 - Semi-public
- Key built up areas**
 - Commercial/ leisure
 - Dense housing
 - Residents report health impacts daily activity a lot
- Key landmarks**
 - Public realm
 - Heritage
- Key routes**
 - Canal and riverside
 - Green/ quiet routes
 - City Centre routes
- Route opportunities**
 - Link into City Centre routes
 - Link into green/quiet routes



1.18 Site constraints

Heritage, built form and land uses

Key constraints:

- 1 The site's valuable heritage assets will require careful consideration, as their position, scale and character introduce constraints for future development.
- 2 The historic stonewall running along the north portion of the site's boundary is a significant barrier for pedestrians to access to the Canal.
- 3 Key strategic views running through the site create potential restrictions to the future development of taller buildings.
- 4 The existing ginnels and built form configuration around the Nose should carefully be considered to achieve placemaking and way-finding.
- 5 New built form should consider the character, massing and scale of the surrounding existing buildings, specially along Bulk Street and Alfred Street.
- 6 Consideration should be given to the inactive frontage of the St Nics fronting the Nose.
- 7 Some of the heritage assets are located within different landownerships and therefore a comprehensive heritage strategy will be required for the whole site.



Existing view from the Canal to the Brewery, Lancaster Castle and The Priory. Key strategic view.



Key strategic view from Moor Lane, the Castle should be visible from this point.

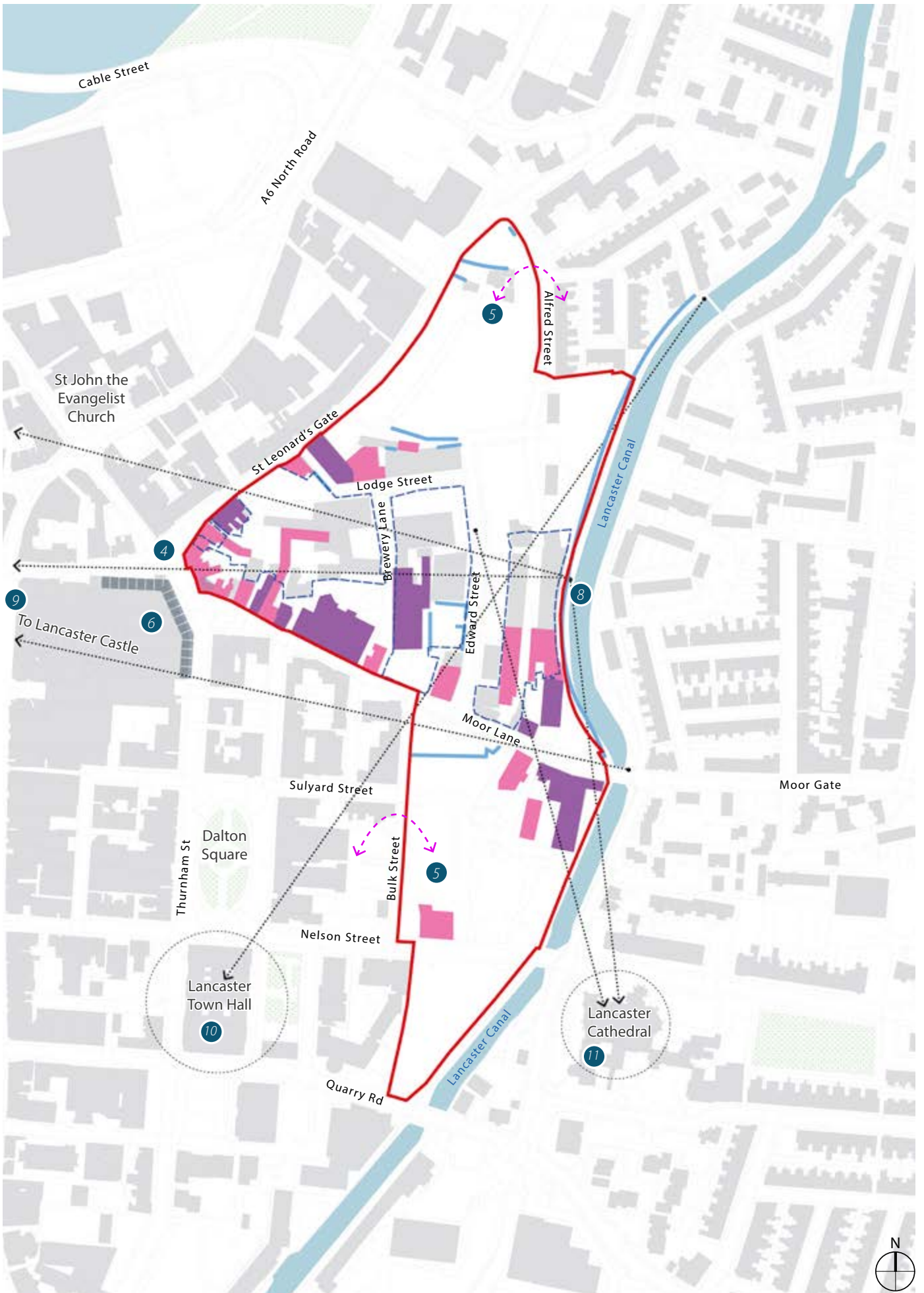


Lancaster Town Hall dome should be visible from the pedestrian bridge to Shawn Street.



Views to the Lancaster Cathedral spire contribute to way-finding.

- Key**
- LCQ boundary
 - Grade II Listed Building
 - Positive building
 - Areas in private ownership
 - Inactive frontages facing site
 - Historic stone walls
 - Key view corridors through the site
 - Key buildings for visibility


















1.18 Site constraints

Movement & connectivity

Key constraints:

- 1 Traffic flow is quite intense around the Nose resulting in a constraint for pedestrian flow, specially between the City Centre and the Nose.
- 2 Options for the gyratory route should be considered for future proposal as this may impact pedestrian connectivity though the Nose and vehicle movement through the site.
- 3 There is a lack of continuity of the cycle network within the site.
- 4 Existing stonewalls along the Canal and the difference of levels between the site and the Canal present a barrier for pedestrian to access to Lancaster Canal. There is approx. 350m between existing access to the Canal.
- 5 Existing access to the Canal from Moor Lane presents steps. There are more than 500m between level access to the Canal impacting on ensuring fully accessibility to this important natural asset for everyone to enjoy.
- 6 Intense vehicular flow through the site along Edward Street has negative impacts on promoting pedestrian and cycle movement.
- 7 The existing large car parking areas within the site do not present a safe environment for pedestrian movement.
- 8 The existing streets within the site promote vehicular movement (due to the location of the car parks) and therefore the existing streets are not safe, well-overlooked and easy to navigate for pedestrians.
- 9 There is not clear pedestrian routes though the site between the City Centre and the Canal.
- 10 The number of ginnels around the Nose require a clear strategy to ensure legibility and way-finding through the site.

Key

-  LCQ boundary
-  Existing car parks within the site
-  Very heavy traffic routes
-  Heavy traffic routes
-  Key streets within the site
-  Streets outside the site with poor legibility for pedestrians/cyclists
-  Ginnels within the site
-  Crossings with traffic lights
-  Stone walls within site
-  Limited access to Canal
-  Canal access/crossings with steps
-  Step free Canal access/crossing
-  Proposed bus hub
-  Lancaster Canal
-  Areas in private ownership



Intense traffic flow around the Nose.



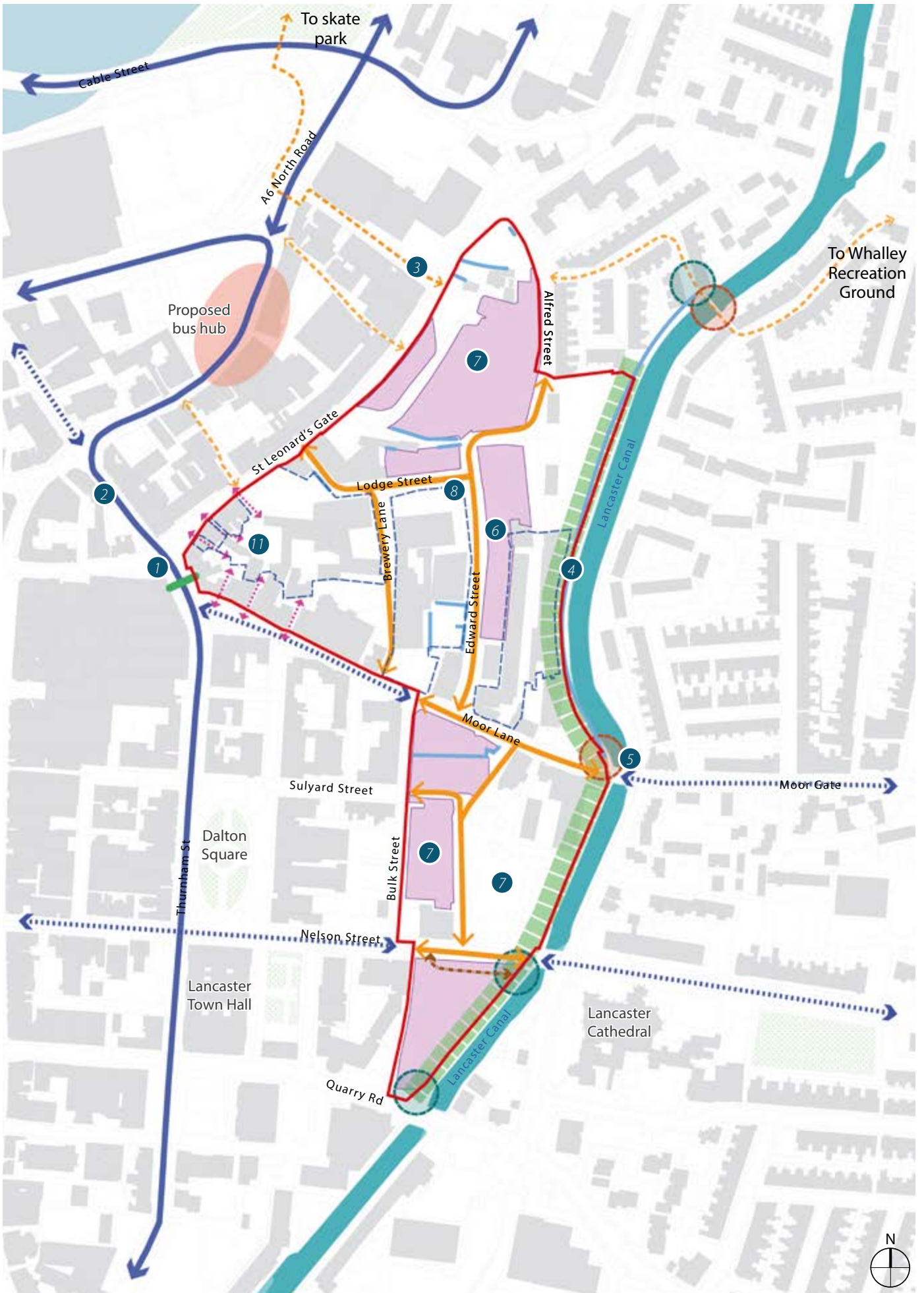
Existing canal access steps from Moor Lane.



Existing ginnel through the Stonewell Nose to Swan Court.



Large areas of car parking within the site.



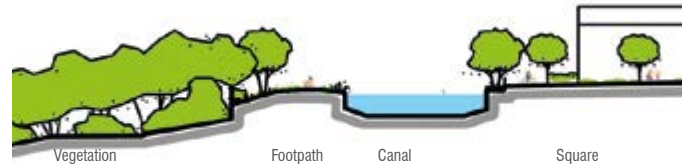
1.18 Site constraints

Open space and public realm

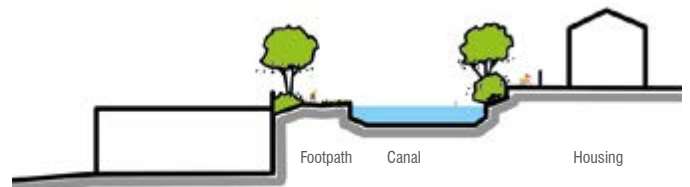
Key constraints:

- 1 Significant change of levels through the site is a key challenge for accessibility to the Canal.
- 2 Consider the location, quality and character of the existing trees across the site. Consider the retention of Category A trees.
- 3 Proposals should consider the requirements for Biodiversity Net Gain (minimum gain of 10% mandatory).
- 4 There are no open spaces within the site. The closest open space is Dalston Square (outside the site), approximately 3-5 minutes walk from the site.
- 5 Traffic flow compromised the public realm environment around the Nose.
- 6 Pedestrian route north east to the nearby Whalley Recreation Ground green space is quite difficult to find and navigate from the site.
- 7 Existing public realm within the site is dominated by car parking and vehicle flow detracting from pedestrian and cycle movement.
- 8 The Lancaster Canal is an important green assets for everyone to enjoy however there are not sufficient entrance points to ensure pedestrian access.
- 9 New development should consider to retain the existing character and towpath along the Canal.

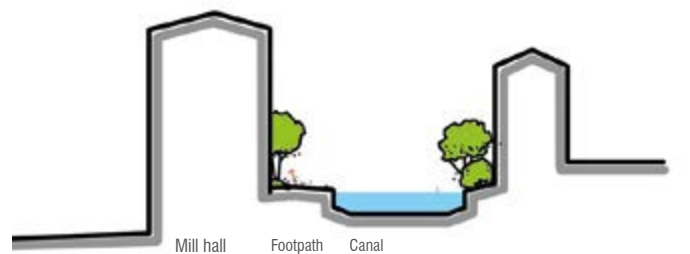
Schematic sections across the Canal edge



Section A-A



Section B-B

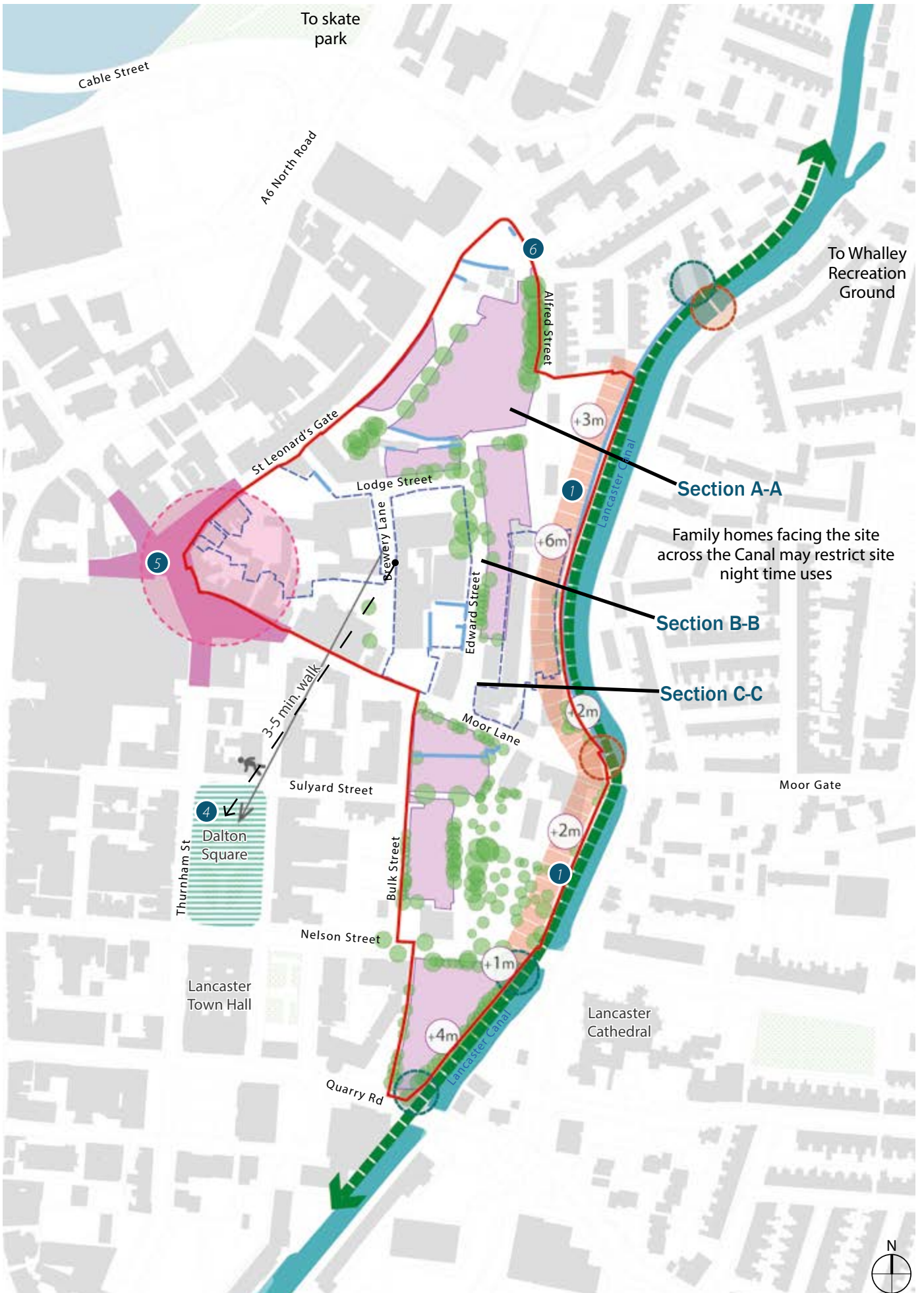


Section C-C

- Key**
- LCQ boundary
 - Existing trees to be retained where possible
 - Privately owned land
 - Public realm to improve
 - Historic stone walls within site
 - Limited access to Canal
 - Canal access/crossings with steps
 - Step free Canal access/crossing
 - Lancaster Canal
 - Existing car parks within the site
 - Dalton Square
 - Consideration for ecology along the Canal



The towpath along the Lancaster Canal.



1.19 Site opportunities

Heritage, built form and land uses

Key opportunities:

- 1 Existing valuable heritage assets to be retained and to inform design proposals. Opportunity to create a new neighbourhood where heritage is celebrated and to bring back into use many of its important buildings and derelict structures.
- 2 Provide a built form that is responsive of the heritage assets and provide key strategic views to listed buildings surrounding the site such as the Lancaster Castle, The Priory and Lancaster Cathedral.
- 3 Opportunity to re-instate the historic street pattern into the proposals and create pedestrian friendly public realm.
- 4 Opportunity to reuse and re-purpose heritage assets across the site and use their distinctive character in the design of the new buildings.
- 5 Potential to incorporate historic stone walls across the site into landscape and public realm.
- 6 Co-ordinate massing and scale approach with third party landowners to align proposals and ensure a consistent heritage approach.
- 7 Opportunity to create a 'heritage trail' that links existing heritage assets within the site and across the city.
- 8 Opportunity to create new squares and public spaces that celebrates the history of the site and that draws inspiration from Lancaster character.

- Key**
- LCQ boundary
 - Grade II Listed Building
 - Positive heritage building
 - Grade II listed building (outside site)
 - Grade II* listed building (outside site)
 - ⋯→ Consider strategic views within the massing and scale of emerging proposals
 - Key buildings for visibility
 - 3rd party land ownership to consider for a holistic approach to massing and scale
 - Opportunity to integrate historic stonewalls into landscape and public realm proposals
 - Opportunity to create new squares
 - ★ Landmark buildings
 - - → Opportunity to re-instate the historic street pattern into the proposals
 - Opportunity to integrate and enhance existing Ginnels into the public realm proposals
 - Lancaster High Street Heritage Action Zone



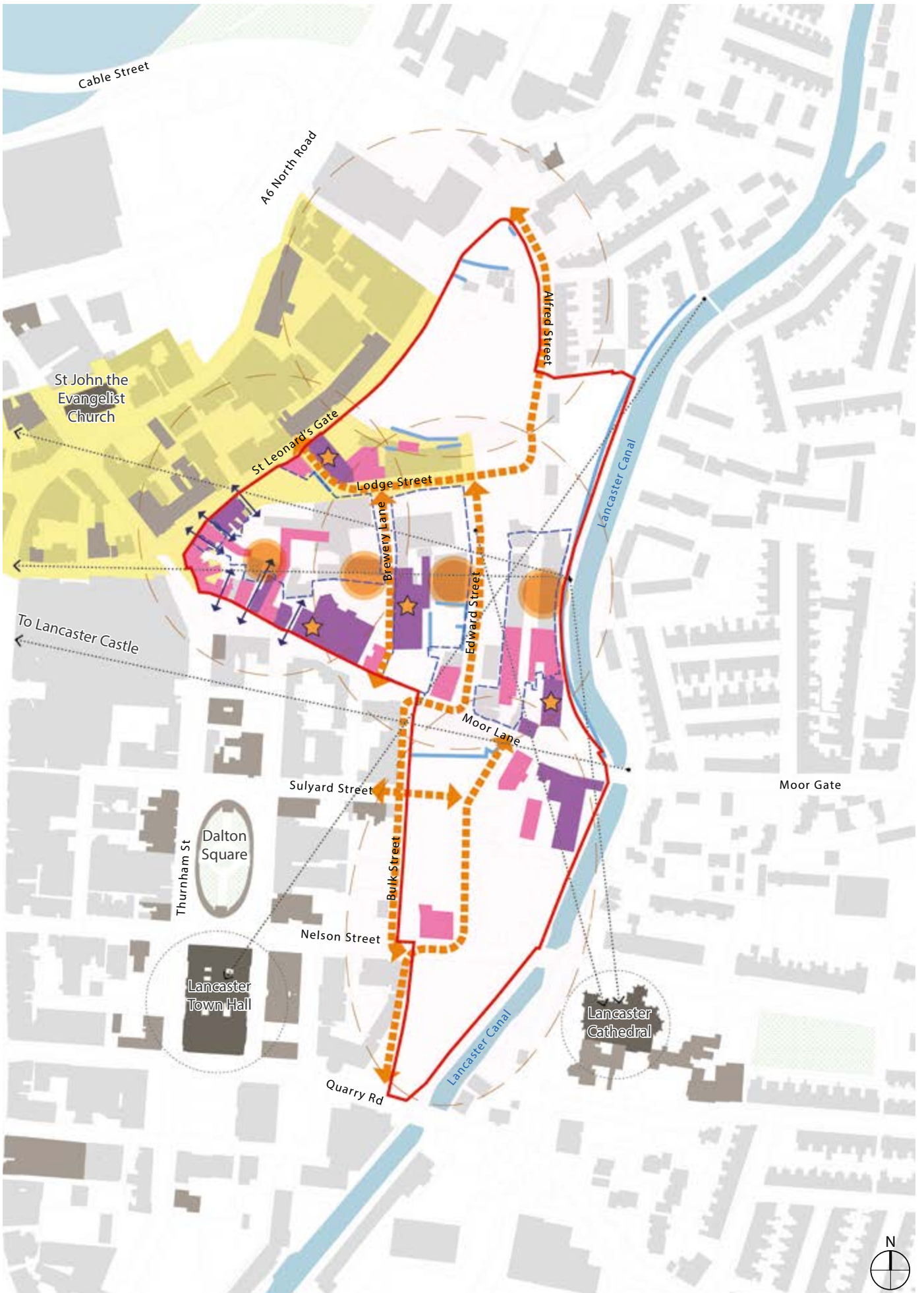
Heritage buildings to be retained and to inform the design proposals.



There is an opportunity for the Brewery building to become the new landmark building within the site.



Lancaster Cathedral (Grade II*).
















1.19 Site opportunities Movement & connectivity

Key opportunities:

- 1 Opportunity to create pedestrian friendly environments along the existing streets within the site with a mix of uses that will contribute to the creation of a 15min neighbourhood.
- 2 Opportunity to create legible east-west pedestrian only routes through the site to link the City Centre to the Canal. Potential to create a "journey" through the site with a series of open spaces and squares along the pedestrian route.
- 3 Opportunity to create a green street or corridor running north-south across the site connecting further with the surrounding green ecological network.
- 4 Create new pedestrian access to the Canal for everyone to enjoy of this natural asset.
- 5 Opportunity to improve the pedestrian/cycle environment around the Stonewell Nose.
- 6 Rationalise the ginnels through the Stonewell Nose to contribute to legibility and way-finding.
- 7 Opportunity to create safe, well-overlooked and inclusive streets that invite pedestrian and cycle movement.
- 8 Consider pedestrian routes that link to surrounding key routes and destinations.

Key

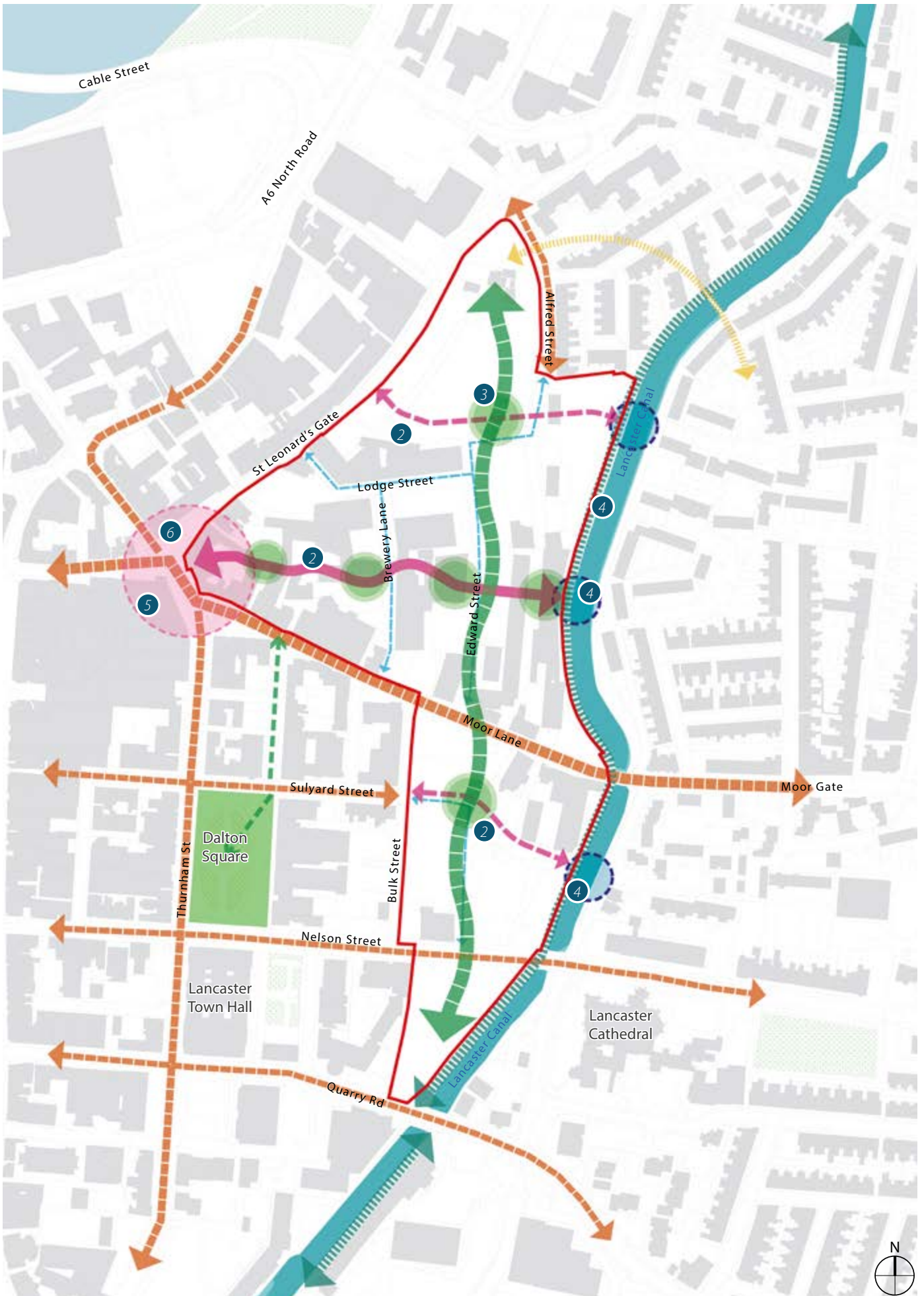
-  LCQ boundary
-  Key existing pedestrian heritage routes
-  Opportunity to transform the existing vehicle routes within site into friendly pedestrian environments
-  Potential for a green route/street (with landscape and/or tree planting) running north to south
-  Opportunity to create a primary pedestrian route connecting a series of public open spaces
-  Improve pedestrian movement east-west through the site, connecting to existing key pedestrian routes
-  Opportunity to improve the Canal path pedestrian and cycle path and integrate this route into the new proposals
-  Potential to enhance pedestrian/cycle crossing points and experience at Stonewell Nose node
-  Potential to improve pedestrian connectivity with residential area to eastern residential areas
-  Potential to connect to existing open spaces around the site
-  Opportunity to create new public open spaces
-  Potential to create new access points to the Canal walk
-  Lancaster Canal

The opportunity at Stonewell / Moor Lane ▶

STREET TREES IMPROVE BIODIVERSITY AND REDUCE AIR POLLUTION



Opportunity at Stonewell/Moor Lane. Source: Lancaster City Centre Movement and Public Realm Strategy.















1.19 Site opportunities

Open space & public realm

Key opportunities:

- 1 Re-purpose existing car parking in line with a sustainable pedestrian strategy and the creation of a 15min neighbourhood.
- 2 Open up the Lancaster Canal for amenity purposes and incorporate the Canal into the new proposals.
- 3 Improve the public realm and arrival space around the Stonewell Nose to maximise benefit of this gateway entrance between the City Centre and the Canal.
- 4 Opportunity to create a green corridor connecting a series of open spaces through the site that links to the wider green infrastructure.
- 5 Consider the location of the existing trees to inform location of new open spaces and public realm.
- 6 Opportunity to create a series of squares along a pedestrian route creating a "journey" through the site. Potential for the new squares and public realm to draw inspiration from Lancaster heritage and history.
- 7 Opportunity to incorporate SuDs to the design of the new public realm.

Key

-  LCQ boundary
-  Consider the existing trees to inform the location of new open spaces and public realm
-  Future public realm improvements around Dalton Square
-  Opportunity to utilise Stonewell Nose for public realm gateway into site - improvements to the public realm to improve pedestrian and cycling connectivity to the site and the City Centre
-  Potential to create green links to existing green infrastructure
-  Potential to re purpose existing car parks on site
-  Opportunity to create a green corridor connecting a series of open spaces/new squares through the site that links to the wider green infrastructure.
-  Opportunity to open up the Canal path for pedestrian/cycle activity and general amenity
-  Opportunity to create new public open spaces
-  Opportunity to create a primary pedestrian route east-west linking a series of squares
-  Improve pedestrian movement east-west through the site, connecting to existing key pedestrian routes
-  Lancaster Canal



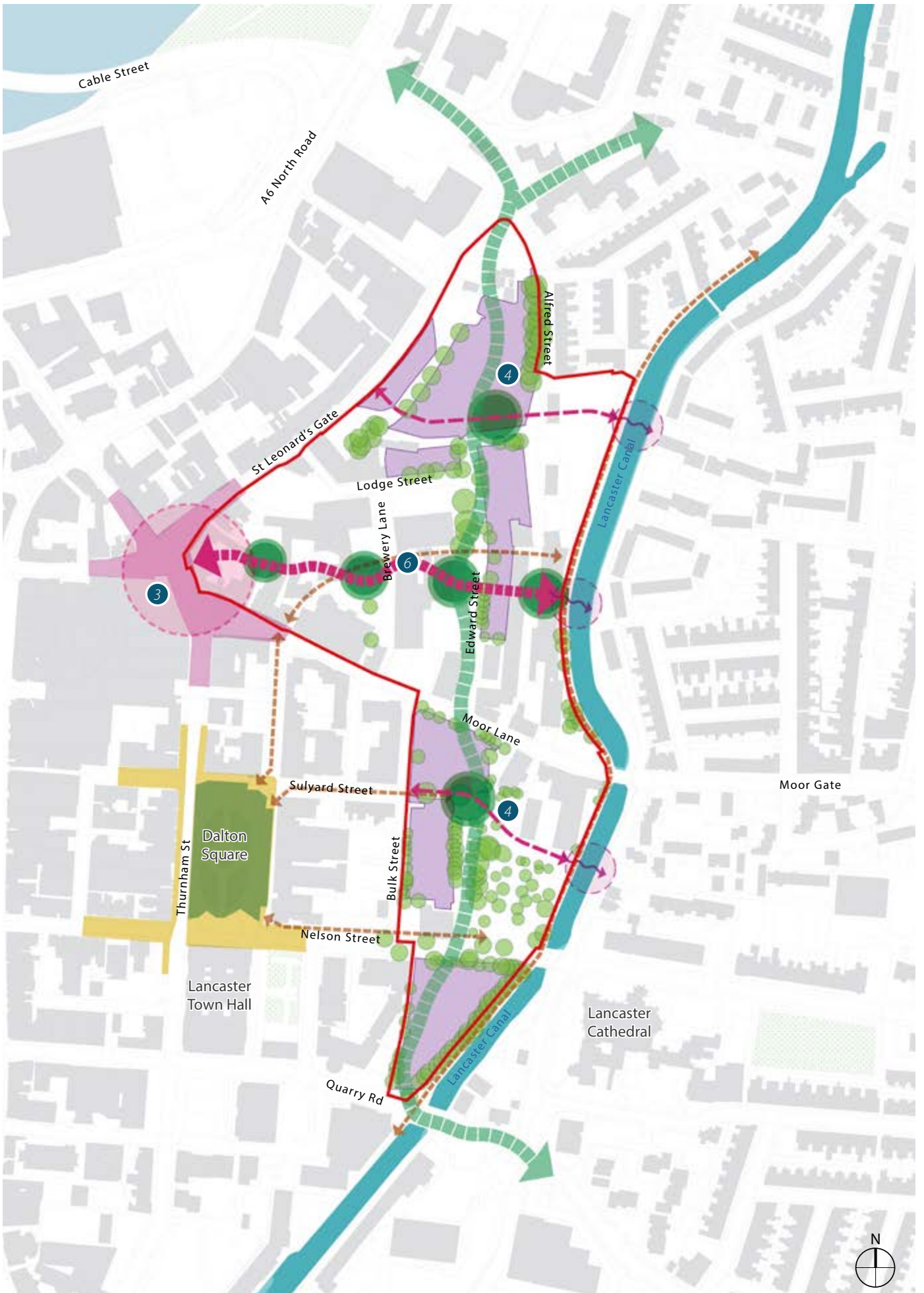
Opportunity to create pedestrian friendly environments.



Potential to create new squares that draw from Lancaster heritage and history.



The Lancaster Canal is a great opportunity for people to enjoy time next to green and nature.



2. Character study

2.1 Character study

Character areas

PRP

Location of selected character areas



- Canal Quarter site boundary
- Canal Quarter character areas
- Adjacent character areas

Map source: Lancaster Conservation Area Appraisal 2013, p.20 (<https://www.lancaster.gov.uk/planning/conservation/conservation-area-appraisal>)

- ③ **City Centre: Historic heart of Lancaster**
- ④ **Dalton Square: Lancaster's late Georgian heyday**
- ⑤ **Canal Corridor North: Canalside industry in transition**
- ⑥ **Canal Corridor South: Canalside industry re-use**
- ⑦ **Residential North East: Victorian working communities**

Connections



- Canal quarter site boundary
- Character area boundaries
- Busy vehicle routes
- Bus routes
- Waterside routes
- Canal crossings
- Key pedestrian routes

- ③ City Centre: Most pedestrianised routes are in this character area, but it is also encircled by the traffic heavy A6 ring road.
- ④ Dalton Square: A6 ring road is a barrier between this area and the city centre (few pedestrian crossings). Weak legibility among routes east.
- ⑤ Canal Corridor North: Movement focused along the edges of this character area. Most through routes are dead ends or have weak legibility.
- ⑥ Canal Corridor South: Insular area, with vehicle routes serving individual land plots.
- ⑦ Residential North East: Divided into separate sub-areas, linked by the canal.

Character areas

PRP

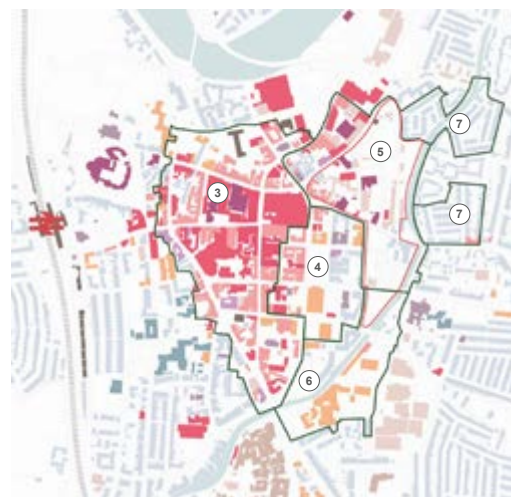
Heritage assets



- Grade I listed buildings
- Grade II* listed buildings
- Grade II listed buildings
- Canal quarter site boundary
- Character area boundaries

- ③ City Centre: Clustered to the west around the Cathedral. Focal point at Market Square framing the City Museum.
- ④ Dalton Square: Town Hall and Georgian homes, focused around the Square.
- ⑤ Canal Corridor North: Georgian Grand Theatre, plus former homes and church, line key routes.
- ⑥ Canal Corridor South: Former Barracks stands out in height and Scottish Baronial style.
- ⑦ Residential North East: No listings. Strong Victorian terrace character.

Current functional roles



- Residential
- Office
- Retail/ Food & drink
- Education
- Light industry
- Retail mixed use
- Health
- Transport & energy
- Religion
- Leisure/ culture
- Hotels
- Canal quarter site boundary
- Character area boundaries

- ③ City Centre: Commercial core, mainly retail, food and drink, hotels. Some office and residential.
- ④ Dalton Square: Mainly civic, with retail to the west and some offices to the east.
- ⑤ Canal Corridor North: Cluster of cultural venues. Some retail and residential.
- ⑥ Canal Corridor South: Office and light industry, with newer residential along the west of the canal.
- ⑦ Residential North East: Residential, with limited retail/ community.

3 City Centre

Historic heart of Lancaster

3a Layout and street pattern

Connections

- > **Good onward connectivity:** Bus station at north, railway station a short walk via clear pedestrian routes.
- > **Pedestrian conditions mixed:** Most of Lancaster's pedestrianised streets are within this area, however the A6 ring road constrains movement in and out.
- > **Pollution** from the A6 ring road also damages the area's historic buildings.

Gateways and key internal junctions

- > **North: Weak,** currently surface car park.
- > **South: Traffic dominated.** Lancaster Canal bridge forms clear gateway, leading to node of King Street and Penny Street fork junction.
- > **East: Traffic dominated,** gateway at Stonewell.
- > **West: Strong,** gateway marked by Storey Centre and King Street/ Market Street junction to city centre pedestrian area.

Street network and land plots

- > **Medieval street pattern encourages lively varied pedestrian environment:** Narrow streets aligned with land topography, historic pedestrian alleyways and ginnels.
- > 1960s St Nicholas Arcade shopping centre breaks the street and plot pattern.
- > **Key streets: King Street, Church Street and Penny Street** are Roman/ early medieval and form a triangle shape. Church and Penny Street part pedestrianised, King Street suffers heavy traffic.
- > **Medieval long, narrow building plots largely remain:** Now mainly occupied by Georgian and Victorian buildings. Good examples: plots lining Church Street and Market Street.



Development clustered between Church Street and Market Street, the latter extending to Stonewell. Market Square is the key public space. Constrained to north by Mill Stream and to east by the Friary (Docton map, 1684)



Development grows into the triangle form of the key streets. Culverting of Mill Stream in 1750s extends growth north. Queen Square public space visible to south west (Mackreth map, 1778)

Character area boundary	Public realm
External gateway	Public green space
Internal node	Pedestrianised streets
Character area key route	Urban blocks
Busy vehicle route	Ginnels/ covered external spaces
Quieter vehicle route	External alleys/ courtyards

3b Public realm and street character

PRI

Vehicle routes

Street space constrained; narrow pavements and no street trees.



King Street (12.5m wide, 7.5 - 9m carriageway). View SE from Market Street junction

Major pedestrianised

Modern setted/ paved surfaces, some street trees.



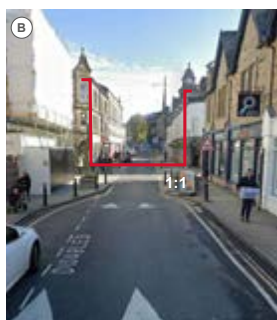
Market Street pedestrianised area (8.5 - 12m wide). View east from King Street junction.

Alleys and ginnels

Some with modern setted surfaces, some with historic paving/ cobbles.



Golden Ball Lane (3.5m wide). View south from Market Street.



Common Garden Street, view east. (10.5 - 12.5m wide overall, 9.5m two lane carriageway, 3.5m when narrowed to one lane).



Church Street pedestrian area (9.5 - 11m wide), view east.



Frances Passage (2.7 - 3m wide), looking to ginnel into Cheapside



2.1 Character study

3b) Public realm and street character

PRP

Key public spaces



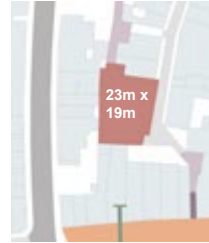
Civic public space: Market Square (37m x 24m, and 18m x 18m) Visible on historic maps from the 1680s (see previous page). Seven ginnels north and south form a permeable human scale pedestrian environment.



Local public space: Queen Square (21m x 24m at longest/ widest point) by the area's south gateway. Visible on historic maps from the 1770s. Benefits from seating and shade from mature trees. Faces busy road on one side, other sides low traffic.



City Centre hidden gem: Sun Square (23m x 19m) Quiet square sometimes hosting events. Framed by Grade II* listed 1730s pavillion to former town house, now managed as rental accommodation by the Landmark Trust.



3c) Built environment

PRP

Development periods and distinctive architectural features

- > **Building heights** low overall, except some Georgian civic buildings.
- > **Materials: Local sandstone** (some red brick). Roofs Cumbrian slate.
- > **Little pre-17th C building** remains: Most destroyed by fire in 1690s
- > **Many Georgian stone town houses:** Funded by trans-Atlantic trade, replaced medieval timber buildings. Features inc. moulded door/window surrounds, small-pane sliding sash windows, timber panel doors, fanlights, raised quoins, cornices and stone chimneys. Many became shops/offices, with good quality Victorian shop fronts inserted.
- > **Good examples of 18th century warehouses:** From industrial revolution and beyond. Features inc. loading slots, gabled canopies.
- > **Some small scale former workshops/ workers houses:** Also industrial revolution period, 2-4 storeys, occupy city centre small courts. Most cleared in 1920s.
- > **Good examples of 19th century commercial buildings:** Market Street HSBC (1887), Church Street Natwest (1870) and Co-op (1901)



Georgian town houses, Church Street



18th C warehouses, Dye House Lane



HSBC, Church Street

The area's functional role today

- > Commercial and cultural core of Lancaster. Dominated by retail and cafes/ restaurants, plus some hotel, office and residential.
- > Primary shopping areas: St Nicholas Arcades (indoor, contemporary building), and the pedestrian streets (Penny Street, Cheapside, Market Street, New Street, Church Street).

Streetscape



Cheapside: Late 19th century ground floor timber shop fronts form strong horizontal plinth atop of regular vertical glazed bays. Three storey residential buildings (mixed Georgian/ Victorian), two horizontal upper layers.



Church Street junction with New Road: Early C18 Grade II* listed former home (centre) and 1885 Grade II listed Jacobean style former Masonic Hall. They share a triangular plinth motif emphasised by pillars.

Key built heritage assets

Civic and social



Lancaster City Museum (1782), Market Square. Greek revival style.



Former Assembly Rooms, 1759, event venue for Georgian high society

Travel and trade



Inns were built to serve travellers between England and Scotland. The Sun Inn, Church Street (1785). Georgian period building of rubble faced sandstone.

x) Implications for the site

Canal Quarter site boundary includes the eastern gateway to the City Centre, underlining the importance of connecting to the City Centre from Stonewell.

4 Dalton Square

Lancaster's late Georgian heyday

4a Layout and street pattern

PRP

Connections

- > Good onward connectivity: Bus stops on George Street and Common Garden Street very close by.
- > **Pedestrian conditions mixed:** More generous pavements than in the City Centre, but the A6 ring road cuts through the area, constraining East West pedestrian movement, including to Dalton Square.

Gateways and key internal junctions

- > North: Moor Lane and Stonewell junction
- > South: Thurnham Street only extended South of George Street to meet Penny Street in c.1900. This forked junction with the Canal is now the south gateway.
- > East: Approaching from across the Canal along Nelson Street (marked by the Cathedral) or Quarry Road (marked by apartment block)
- > West: Legible via clear east-west view along Common Garden Street

Street network and land plots

- > City Centre's **Medieval street network never extended East** towards the Canal. This area was formerly a Dominican Friary land enclosed by a wall, from the now pedestrianised Penny Street (west) to Bulk Street (east).
- > **Georgian street grid** laid out in 1780s by Edward Batty.
- > **Rectilinear blocks** lined with **continuous frontages**.
- > **Clear street hierarchy:** Buildings present their primary elevation to one block frontage, with side/ rear elevations to other streets.
- > **Larger plot size** than city centre, designed for homes for the wealthy. Smaller, denser plots on side/ service streets.
- > Some plots developed much later (with different buildings) due to declining trade wealth.



Former Dominican Friary occupies land south of Moor Lane and east of the now pedestrianised Penny Street (Mackreth map, 1778)



Prior to construction of the Town Hall in 1906, over 50 years after the area's plan was laid out, many land plots not developed (OS map, 1844)

- Character area boundary
- External gateway
- Internal node
- Character area key route
- Busy vehicle route
- Quieter vehicle route
- Public realm
- Public green space
- Pedestrianised streets
- Urban blocks
- Ginnels/ covered external spaces
- External alleys/ courtyards

4b Public realm and street character

PRP

Vehicle routes



Generally, streets around Dalton Square and Town Hall benefit from wide stone-flagged pavements. The A6 three lane carriageway (above, 15m wide, 10m carriageway) is hard to cross, with traffic light crossings only at north and south ends.

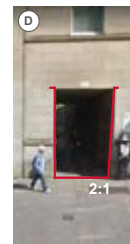


North side of Dalton Square quieter than the south (fewer onward routes east). Public realm here due to improve. Shown above temporarily as a market during Covid-19.

Quiet routes and alleys



Historic stone paving, setts and kerbs retained on some streets and back lanes to the north of the area. Friar Lane (above, 12m wide) is a very attractive route north from Dalton Square to Moor Lane.



This ginnel (2.6m wide) is the only connection east from Dalton Square (left) towards Bulk St (right), through a large block framing the Square.



Key public spaces: Civic character



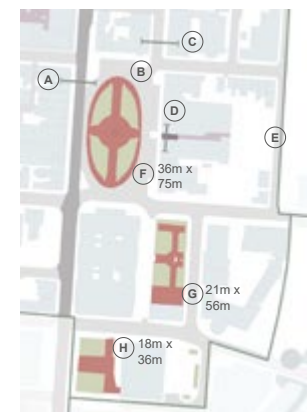
Dalton Square: 1906 redesign. Stone balustrades, simple flag paving, mature trees, grass, Queen Victoria statue central feature. Paving could be improved and statue better maintained.



Town Hall gardens: Wide stone-flagged pavements, stone balustrades, mature trees.



Courthouse gardens: Benefits from mature tree shade and seating.



2.1 Character study

4c Built environment

PRP

Development periods and distinctive architectural features

- > Building heights mainly 3 storey residential, with some 2 storey terraced houses on side streets.
- > Materials: High quality sandstone walls, roofs of Cumbrian slate.
- > No trace of former Dominican Friary: Fell into ruin after Dissolution of the Monasteries (16th century).
- > Many Georgian stone town houses: Georgian features inc. 12 pane sash windows, timber panel doors with fanlights, pediment/ moulded cornice, raised quoins, stone chimneys. The Square's higher status buildings have pedimented elevations and rich carved details.
- > Warehouses and workshops to the west of the Square extensively adapted, altering original features.
- > Good examples of late 19th century timber shop fronts: Inserted into Georgian homes at West of Square (e.g. Brock Street, Moor Lane).
- > 19th century Revival buildings with more elaborate carved stone details (Co-op warehouse Bulk Street, 1901, and Methodist church, 1874, now both converted to residential)



Georgian houses, Dalton Square



Listed home and shop front, Moor Lane



Former Co-op warehouse Bulk Street

The area's functional role

- > Civic functions: Town Hall, buildings extending south to Aalborg Place, Magistrate's Court, buildings to the north up to Palatine Hall on Dalton Square.
- > Offices: Eastern side of the square, inc. some leisure/ community use.
- > Retail: West of the square, joining up with city centre retail core.
- > Residential: Side streets off the square to the north, inc. homes within converted large historic buildings.

Streetscape



Dalton Square east side: Georgian homes converted to offices, with some recent office infill development. Unified horizontal windowline, vertical bays of 2 or 3.



Dalton Square west side: Late 19th century ground floor timber shop fronts form strong horizontal plinth on top of regular vertical glazed bays. Three storey, two bay former residential buildings (Georgian).

Key built heritage assets: Civic and social



Civic: Town Hall (1909), Grade II* listed city-wide landmark. Edwardian Baroque style, rich carved details. 2 and 3 storeys, pedimented 11 bay entrance elevation. Sandstone ashlar, slate roof.



Religious: Palatine Hall (above, 1798). Late Georgian former Catholic church at north of Dalton square, surrounded by historic stone paving. Other notable churches inc. the Methodist church (1874) and Baptist Chapel (1896) both Gothic Revival.

4d Implications for the site

Text

5 Canal Corridor North

Canalside industry in transition

5a Layout and street pattern

Connections

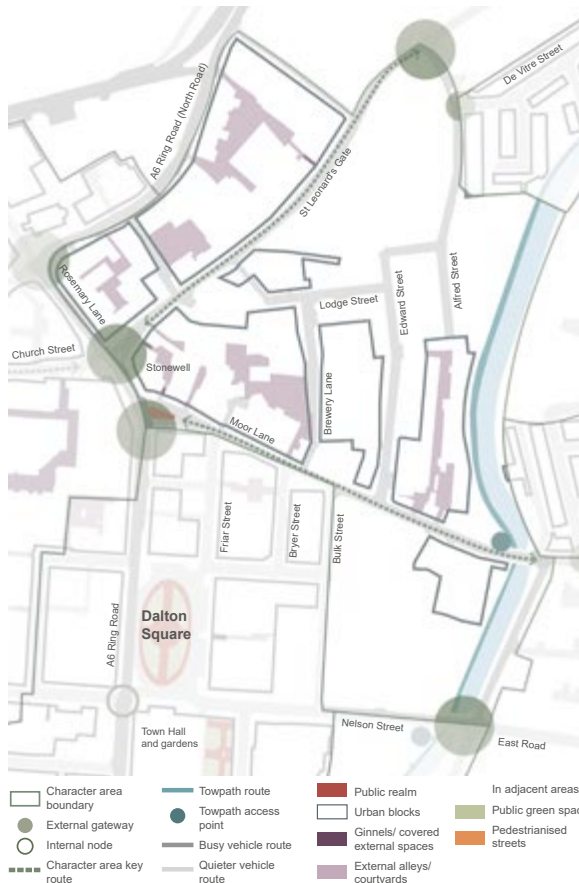
- > A6 ring road creates a pedestrian barrier at the area's Western boundaries. Bus routes run along the A6, but no bus stops within the area (all located within the City Centre).
- > Pedestrian routes through courtyards connect North Road and St Leonard's Gate, but those between St Leonard's Gate and Moor Lane are currently inaccessible and/or dead ends.

Gateways and key internal junctions

- > North: Weak. Junction of St Leonard's Gate and Alfred Street. On high ground, good views, but views blocked by trees, lack of built frontage, and poor public realm.
- > East: Strong. Moor Lane canal bridge, clear frontages and views along the canal.
- > South West: Strong. Two adjacent gateways. Rosemary Lane and St Leonard's gate junction marked by Congregational Church. Moor Lane and Stonewall junction framed by strong built form.

Street network and land plots

- > Topography rises away from the City Centre; south along Moor Lane, east along St Leonard's Gate. These key roads largely follow the natural contours, creating a triangle shape. Therefore, there's no regular rectilinear grid, and some land plots are tapered.
- > Stonewall was an important junction, likely on a Roman route and visible on historic maps from the mid 1600s. Links Church Street, St Leonard's Gate and Moor Lane, and formerly linked to Market Street as well.
- > Vehicle routes connecting cleared plots in the area's centre and north (now parking) follow historic street pattern.
- > Closely packed large footprint, long frontage mills to south and west. Narrower footprint Georgian and Victorian homes line parts of Moor Lane and St Leonard's Gate.



Earliest development fronts key roads St Leonard's Gate and Moor Lane. Brewery built in 1740s. (Mackreth map, 1786)



Opening of the canal (1789) supported the establishment of the Moor Lane textile mills (1820-30). Open area in front of Stonewall named St Mary's Square (OS map, 1844)



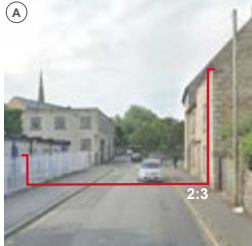
Mills developed on both sides of the canal, as well as workers' housing (1820-30) (OS map, 1891)

5b Public realm and street character

PRP

Vehicle routes

Utilitarian highways-dominated material and surface treatment.



Edward Street (11m wide, 6.5m carriageway): Two lane main vehicle route through the area.



St Leonard's Gate (13m wide street, 7.5m carriageway). Vehicle dominated environment at the North of the area.

Quiet routes and alleys

Stone flags and setted surfaces on back lanes and parts of Moor Lane (see below).



Ginnel (2.5m wide) connecting courtyard behind Stonewell to Moor Lane.



Ginnel (2.4m wide) connecting courtyard behind Stonewell to St Leonard's Gate vehicle route.

Key public spaces



Moor Lane at the junction with Stonewell (above): Former St Mary's Square area. Although vehicles can travel through, this is a quieter route than St Leonard's gate. Cobble paving creates visual connection with attractive route north from Dalton Square along Friar Street (see Dalton Square Character Area).



Canalside: Key current public realm asset. Part of long recreational route (approx. 2-3m wide), extensive local flora and fauna. Moor Lane Mill North shown adjacent.



Potential public space: High elevation point Alfred Street (right): At the gateway to the Residential North East area, this current car park has mature trees and views south.



5c Built environment

PRP

Development periods and distinctive architectural features

- Building heights:** 3 storey homes (Georgian townhouses, workers' cottages). 2-3 storey 19th century purpose built shops/ industrial buildings. 4-5 storey mill buildings.
- Materials:** Sandstone dominates. Red brick on some homes/early 20th century industrial buildings. Roofs of Cumbrian/ Welsh slate, some now concrete tiles/ profiled sheeting.
- Trade:** Early industry from shipping trade (sugar processing, rope-making), and market town trade (tanning, brewing). Listed brewery maltings (1754) in poor condition.
- Georgian town houses, good quality 19th century shop fronts added:** Larger homes on St Leonard's Gate and Moor Lane have ashlar stone facades, sash windows, classical pediments and architraves. Many re-built on earlier plots, some (e.g. on Moor Lane) retain previous 17th century timber frame homes behind new frontages. Many became shops after the area's post 1850s decline.
- Georgian style churches:** Nelson Steet's now Polish Catholic Centre (1829), and St. Anne's Church (1796), now Duke's arts centre.
- Industry:** Canal opening (1789) supported the Moor Lane textile mills (1820-30). Heron Chemical Works followed in 1860s and Gillows furniture works in the 1880s.
- Workers' housing:** Built to north of the area after the 1860s. Most cleared in 1960s, St Peter's Street brick terrace and Swan Court three storey cottages remain.



St Leonard's Gate Georgian townhouses



Moor Lane stone & timber homes, now shops

Streetscape



Moor Lane, looking east: 2 - 3 storey Georgian townhouses, 2 - 3 bays wide. Strong horizontal line of ground floor shop fronts (Victorian or later).



Moor Lane Mill South: Landmark building part of historic mill complex. Simple detailing further emphasises extremely regular horizontal layers.

Key built heritage assets



Georgian society: Grand Theatre (1781). Rendered sandstone rubble, slate roof. Main facade has chamfered quoins and is of 3 storeys and 4 bays.



Industry: Industrial buildings central to the area's character. Moor Lane Mill North (1819) (above) and South (1825) stand out on the skyline. Gillow offices and works (1882, Tudor style gables and windows), and the Gothic revival style former carriage showroom stand out as unusual in style.

The area's functional role today

- Employment:** Some employment uses have come in to re-occupy vacant Victorian/ early 20th century buildings (all or in part), or occupy newer smaller-scale industrial buildings.
- Culture:** Grand Theatre and The Dukes theatre, Kanteena food and live music venue, Music Co-op (rehearsal, recording).
- Retail:** Small scale edge of centre shops and services along Stonewall and north along Rosemary Lane.
- Parking:** Surface parking on sites cleared in the 1960s for an eastern relief-road (planned but not built).



Gillows furniture showroom

5d Implications for the site

text

2.1 Character study

5c Built environment

PRP

Development periods and distinctive architectural features

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- > **Materials:** Sandstone dominates. Red brick on some homes/early 20th century industrial buildings. Roofs of Cumbrian/ Welsh slate, some now concrete tiles/ profiled sheeting.
- > **Trade:** Early industry from shipping trade (sugar processing, rope-making), and market town trade (tanning, brewing). Listed brewery maltings (1754) in poor condition.
- > **Georgian town houses, good quality 19th century shop fronts added:** Larger homes on St Leonard's Gate and Moor Lane have ashlar stone facades, sash windows, classical pediments and architraves. Many re-built on earlier plots, some (e.g. on Moor Lane) retain previous 17th century timber frame homes behind new frontages. Many became shops after the area's post 1850s decline.
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- > **Workers' housing:** Built to north of the area after the 1860s. Most cleared in 1960s, St Peter's Street brick terrace and Swan Court three storey cottages remain.



St Leonard's Gate Georgian townhouses



Moor Lane stone & timber homes, now shops



Gillows furniture showroom

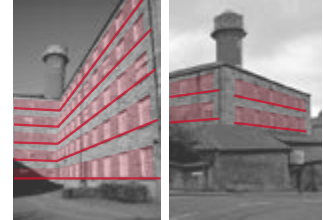
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- > **Retail:** Small scale edge of centre shops and services along Stonewall and north along Rosemary Lane.
- > **Parking:** Surface parking on sites cleared in the 1960s for an eastern relief-road (planned but not built).

Streetscape



Moor Lane, looking east: 2 - 3 storey Georgian townhouses, 2 - 3 bays wide. Strong horizontal line of ground floor shop fronts (Victorian or later).



Moor Lane Mill South: Landmark building part of historic mill complex. Simple detailing further emphasises extremely regular horizontal layers.

Key built heritage assets



Georgian society: Grand Theatre (1781). Rendered sandstone rubble, slate roof. Main facade has chamfered quoins and is of 3 storeys and 4 bays.



Industry: Industrial buildings central to the area's character. Moor Lane Mill North (1819) (above) and South (1825) stand out on the skyline. Gillow offices and works (1882, Tudor style gables and windows), and the Gothic revival style former carriage showroom stand out as unusual in style.

5d Implications for the site

text

6 Canal Corridor South

Canalside industry re-use

PRP

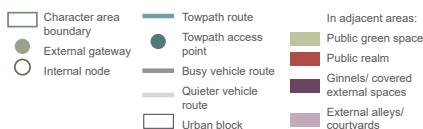
Street network and land plots

- > Canal opened in 1797, sparking industry growth.
- > Canal bridges improved. Earliest connection (Quarry Road) previously called Friarage Bridge. Lead to Medieval Friary formerly on Dalton Square site. Nelson Street bridge added in 1876. Penny Street Bridge widened in 1900.
- > Large land plots in no obvious pattern, growing out of former industrial land uses.
- > Weak/ confusing street form: No through roads. Disparate/separated access to individual uses. Large surface car park areas.
- > Most of the area's significant (old and new) building frontages face the canal.

Gateways and key internal junctions

- > Overall, no strong gateways from the road network.
- > South: Penny Street Bridge. Approach to bring via South Road framed by Barracks.
- > Low key entrance to South of the area and towpath via White Cross Street.
- > North: No access to the area from Nelson Street, only from towpath cycle route.
- > Although not a gateway, area more open and visible from Quarry Road and bridge. Access to canal towpath, canalside activity visible.

6a Layout and street pattern



6b Public realm and street character

Main vehicle routes



Area node at Quarry Road near Quarry Road bridge. 14m street width between building lines. Modern tarmac surfaces. Benefits from canalside street trees.

Vehicle access routes



South gateway, with former Barracks visible on the right. 10m street width, modern tarmac surfaces. Relatively narrow (1.7m) pavements.



White Cross Street access road and parking. 5m carriageway, but almost 6m pavements and surface parking give open impression. Modern hard surfaces, limited greening.

Key public spaces



Canalside (by Quarry Road Bridge): Buildings in active use with historic features face onto the canal. Historic setted towpath surface.



Towpath going south to Penny Street Bridge: Buildings with historic features face onto the canal. Local flora and fauna.



Former Barracks approach framed by green space. Next to busy road with no shade or seating, but potential for future improvement.

6c Built environment

Development periods and distinctive architectural features

- > **Building heights:** Mill buildings range from single storey canal-side warehouses to 5 storey mills and 6 storey modern apartments.
- > **Materials:** Sandstone walls, Welsh slate roofs.
- > All buildings/ structures date from the 19th or 20th centuries.
- > **White Cross Mill complex:** Built as a spinning factory in 1802; very early user of steam power. White Cross Mill grew between 1850 and 1900, taking over former Barracks (in 1880s) and Baptist Chapel (in 1894). Factories in use until 1985.
- > **Mill features:** Overall: Stair towers, conical roofs, circular windows. Earlier 19C buildings: Plain roof verges, regular window pattern, stone sills and lintels. Later 19C buildings: Some have crow-stepped gables and conical turrets, reflecting the style of the Barracks.
- > **Former Barracks:** Part of Mill complex. Scottish baronial style. Key features: Small-paned casement windows with fine glazing bars.
- > **Bridge features:** Penny Street Bridge (ashlar stone parapet, moulded copings). Nelson Street Bridge (stone, with cast iron arches)
- > **Residential:** Larger scale apartments recently developed along Canal North edge.



White Cross Mill buildings



Former Barracks



Nelson Street Bridge

The area's functional role

- > Office and light industry: Decline of Former White Cross Mills after WW2. Majority of the buildings became White Cross Business Park.
- > Residential: Newly build apartment buildings on the west side of the canal. Some historic buildings inc. part of White Cross Mill are now student housing.
- > Education: Adult College within largest building in the White Cross Mills complex
- > New bar/restaurant use for some single storey canalside mill buildings
- > Surface parking: Nelson Street car park

Streetscape



Towpath looking north from Penny Street Bridge: Long low building line, 2-3 storeys, limited detailing leaves emphasis on how windowline echoes the towpath.



New apartments from Quarry Road Bridge looking south: Vertically much stronger than horizontality, horizontal roof and window lines fragmented.

Key built heritage assets



Industrial revolution: White Cross Mill, pictured above and far left (top), Lancaster's first steampowered mill (1802). **Former Springfield Barracks:** 1856, Grade II listed, pictured far left (centre).



Former Baptist Chapel and White Cross Mill gatehouse: Chapel built in 1872, integrated into the Mill complex in 1894, and new gatehouse built (1899) creating a Mill entrance near Penny Street Bridge.

6d Implications for the site

Text

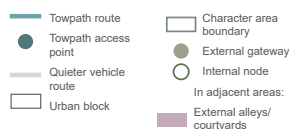
7 Residential North East

Victorian working communities

7a Layout and street pattern

Street network and land plots

- > Typical Victorian grid overlaid onto steep topography, within property boundaries of former farm fields. This resulted in a series of short streets laid out at acute angles, especially at the north of the area. Blocks are often irregular, with rear yards of different lengths.
- > Terraced blocks present an active frontage with doors and habitable rooms facing the street. However, terraces are placed directly at the back of pavements, with no defensible space. Small rear alleys run behind most of the terraces.
- > Although the three parts of this area are connected together by the canal, homes themselves mainly present rear or side elevations to the towpath, losing out on natural surveillance.



Gateways and key internal junctions

- > Overall, these are small residential areas and do not have gateways.
- > North entrance point: Junction of Alfred Street and De Vitre Street.
- > South entrance points: Entrances from Moor Gate onto Williamson Road and Woodville Street.
- > Node: Shaw Street canal footbridge links northern halves of the area, canal access point, link to wider city centre..

7b Public realm and street character

Vehicle access routes Pedestrian routes Key public space

Modern tarmac and concrete paving. Most streets are narrow, and there are very few trees.

Some pedestrian alleys have historic stone paving flags and setts.

Towpath is the area's key public space. Views south from Shaw Street bridge, north from Moor Lane Bridge.



South area entrance route along Moor Gate: 13m overall, 7m carriageway.



Shaw Street towards footbridge: 6m carriageway, 1.5m pavements.



Towpath looking north to Shaw Street iron footbridge (1882).



North gateway at De Vitre Street: 9m overall, 6m carriageway



Alleyway links Woodville and Williamson Street: 3m cobbled alley



Denis Street looking south to canal and Shaw Street footbridge. Only rear elevations and rear windows face onto the canal.

3. Socio-economic baseline

3.1 Socio-economic baseline



1.0

What is the data?



DEMOGRAPHICS

- Growing population skewed towards young adults and early-stage professionals (aged 15-29)
- High share of older population (aged 65+) compared to regional and national figure
- Retirees due to increase by ~40% by 2043 (vs. 1-2% increase in working age population)
- Relatively low share of high skilled workforce (NVQ4+)



EMPLOYMENT

- Unemployment on the rise since 2015
- Low job density compared to county, regional and national figures
- High share of population employed in public sector
- Gross weekly average lower than regional and national averages
- Exporter of labor
- High value developing sectors accounting for close to 20% of the jobs in the district



ECONOMY & BUSINESS

- Slow GVA and productivity growth compared to other county districts
- The top sectors in terms of GVA contribution:
 - Agriculture, mining, electricity, gas, water and waste
 - Wholesale and retail trade
 - Real estate activities
 - Education
- High value developing sectors (i.e., digital, energy, and nuclear) representing 28% of the business base of the district



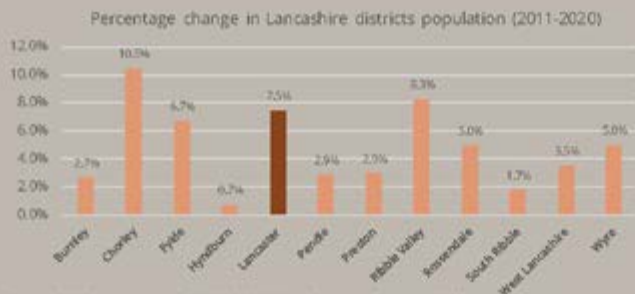
PLACES

- Relatively affordable houses
- Tight supply of commercial space
- Concentrated pockets of deprivation (including areas within the city center)
- Relatively low crime rates
- Pockets of exceptional digital infrastructure
- Unrealized tourism offer

SUMMARY

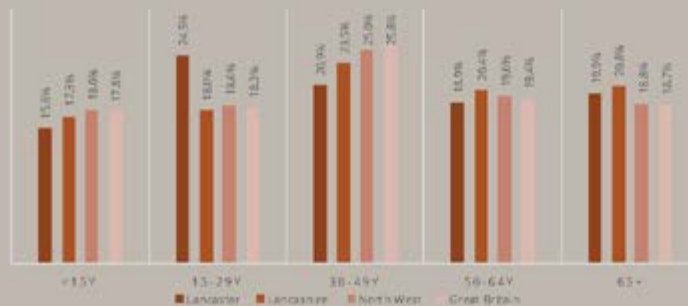
1.0

What is the data?



Source: ONS Population versus 2011 & ONS Mid-Year Population Estimates, 2020

Lancaster demographics



Source: NOMS Population estimates - local authority based by five-year age band

- Between 2011 and 2020, the district has recorded one of the highest rates of population growth within Lancashire (7.5%).
- A continuation of recent demographic trends would result in a 11.4% growth in Lancaster's population by 2043 (ONS, Mar 2020).
- Lancaster population is skewed towards young adults and early-stage professionals lagging behind in terms of middle-aged professionals. +50% of the population aged 15-29 are students.
- Although Lancaster has a high proportion of 20-30yr olds, this is not reflected in the overall working population. Retirees are due to increase by ~40% by 2043 (vs. 1-2% expected increase in working population).
- Growing the working age population should be a key priority for Lancaster.
- Providing opportunities for graduate retention could assist the district in addressing its demographic and economic challenges.

DEMOGRAPHICS

3.1 Socio-economic baseline

GROSS VALUE ADDED

1.0 What is the data?

GVA 2018 vs. GVA per hour worked 2019

District	Productivity 2019	GVA 2018
Wyre	86	2,182
West Lancashire	83	2,548
South Ribblesdale	81	3,688
Ribble Valley	74	1,108
Preston	85	1,386
Pendle	80	4,471
Lancaster	86	2,272
Hyndburn	84	1,508
Fylde	81	2,131
Chorley	81	2,074
Barnley	87	2,332

Source: ONS regional gross value added by industry; local authorities by NUTS1 report & Subregional productivity in the UK

Sector	GVA 2018	% of Lancaster total GVA	% change 2011-2018
Agriculture, mining, electricity, gas, water and waste	415	15.06%	61.48%
Manufacturing	195	7.08%	-25.86%
Construction	124	4.50%	5.08%
Wholesale and retail trade; repair of motor vehicles	369	13.39%	49.39%
Transportation and storage	100	3.63%	25.00%
Accommodation and food service activities	98	3.56%	34.25%
Information and communication	78	2.83%	41.82%
Financial and insurance activities	70	2.54%	-23.91%
Real estate activities	354	12.85%	-4.58%
Professional, scientific and technical activities	117	4.25%	82.81%
Administrative and support service activities	65	2.36%	12.07%
Public administration and defence	79	2.87%	19.70%
Education	340	12.34%	23.19%
Human health and social work activities	273	9.91%	13.75%
Arts, entertainment and recreation	27	0.98%	42.11%

Source: ONS regional gross value added by industry; local authorities by NUTS1 region

- 3rd GVA contribution among Lancashire county districts
- Relative slow GVA and productivity growth
- Emerging high-value sectors: nuclear, energy, digital
- High growth sectors: Professional, scientific and technical activities, Agriculture, mining, electricity, gas, water and waste, and Wholesale and retail trade

BUSINESS

1.0 What is the data?

Business size

Region	Micro (20 to 99)	Small (100 to 499)	Medium-sized (500 to 2,499)	Large (2,500+)
Lancaster	61.1%	34.1%	3.1%	0.7%
Lancashire	61.1%	34.1%	3.1%	0.7%
North West	61.1%	34.1%	3.1%	0.7%
Great Britain	61.1%	34.1%	3.1%	0.7%

Source: ONS business demography in the UK 2021

Net business creation

District	Net business creation
Barnley	78
Chorley	220
Fylde	20
Hyndburn	70
Lancaster	20
Pendle	180
Preston	165
Ribble Valley	45
Rossendale	55
South Ribblesdale	30
West Lancashire	23
Wyre	10

Source: ONS business demography in the UK 2021

Business size by sector

Source: NDMS, UK Business Counts - enterprises by industry and employment size band

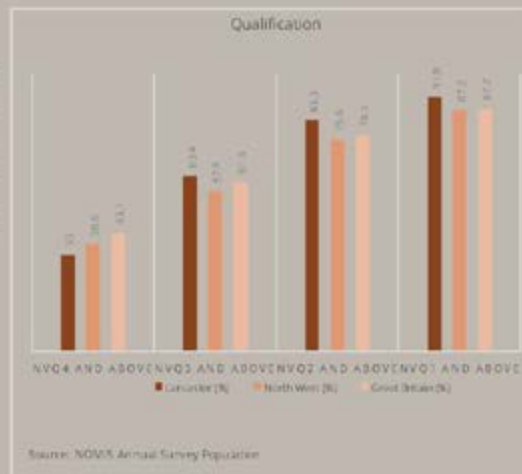
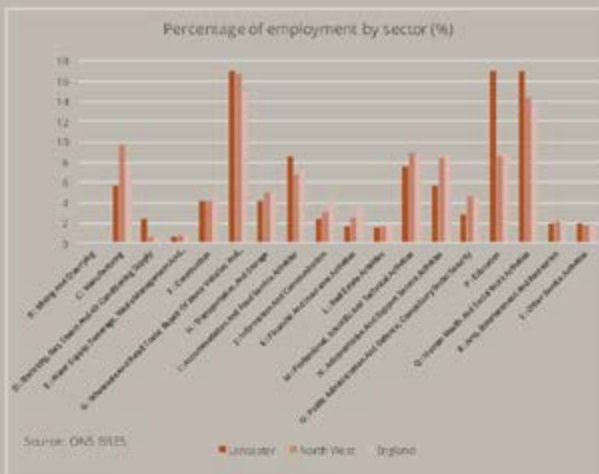
- Business scene dominated by micro businesses, with a share of small businesses slightly above county, regional and national figures
- Slower business growth compared to county, regional and national figures (i.e., 5.42% vs. 8.41% in Lancashire, 14.83% in the North-West region, and 12.85% nationally)
- Most business growth concentrated in the city centre, and in the North-East of the district
- Poor business dynamism (30 net business creation in 2020)
- Dominating sectors in terms of business size: Construction (9.85%), Professional, scientific and technical (12.53%), Agriculture, forestry & fishing (9.85%), and Accommodation, food and services (9.1%)
- Developing sectors represent 28% of the business base of the district (i.e., digital 14%, energy 14% and nuclear 0.7%)

1.0

What is the data?

- Unemployment in the district is on the rise, surpassing county, regional and national figures in 2021 (i.e., 6.6% vs. 4.4% in Lancashire, 4.8% in the North West region and 4.9% nationally)
- +50% of Lancaster employees in Lancaster work in education, public administration and defence, or the retail industry
- Lancaster's developing sectors (nuclear, energy and digital) account for close to 20% of the jobs in the district
- 18% of the local workforce is employed in the public sector vs. 17% in Lancashire and 16% across England
- Low job density (i.e., 0.7 in 2020 vs. 0.78 in Lancashire, 0.82 in the North-West region and 0.84 nationally)
- In 2021, full-time workers in Lancaster district earned a gross weekly average pay of £569.3 vs. £558.4 in Lancashire, and £612.8 nationally
- Resident-based earnings remain higher than workplace-based earnings, reflecting commuting
- Reduced labour force competitiveness given a relatively low proportion of highly skilled workers (NVQ4+)

EMPLOYMENT



1.0

What is the data?



District	2015	2016	2017	2018	2019	2020
Burnley	3.68	3.92	3.87	4.00	3.92	3.98
Chorley	6.65	6.87	6.91	6.61	6.83	6.28
Fylde	5.32	5.81	5.87	5.40	5.45	5.83
Hyndburn	4.05	4.14	4.14	4.23	3.74	3.66
Lancaster	5.35	5.14	5.42	5.73	5.67	5.48
Pendle	3.83	3.87	4.04	3.66	4.41	4.82
Rimington	5.08	4.90	5.39	5.21	5.31	5.57
Ribble Valley	6.57	7.59	6.76	7.11	7.06	6.03
Rosendale	5.78	6.27	6.43	5.88	5.63	5.35
South Ribblesdale	6.31	6.28	6.12	6.58	5.81	5.43
West Lancashire	6.47	6.47	6.51	6.54	6.70	6.22
Wyre	6.09	6.31	6.69	6.54	6.09	6.29

Source: ONS housing affordability in England and Wales

Commercial Space	Vacancy 2016 (%)	Vacancy 2020 (%)	Rent per sq. ft. 2016 (£)	Rent per sq. ft. 2020 (£)
Industrial	1.67	0.78	156	193
Office	1.41	0.64	210	231
Retail	0.75	0.39	287	342

Source: Hatch, 2021. Original Source: Colliers

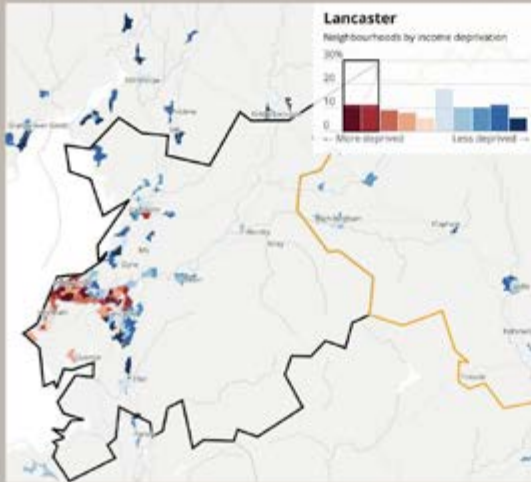
- Between January 2015 to December 2021, the average house price in Lancaster increased by 38.8% (vs. 47.14% increase in North-West region and 44.11% nationally).
- Relatively affordable house market compared to other county districts i.e., 5.48 affordability ratio in 2020 vs. 6.29 in Wyre, 6.28 in Fylde, and 6.22 in West Lancashire. Affordability ratios are calculated by dividing house prices by gross annual workplace-based earnings.
- Data on the commercial property market in Lancaster District points towards a relatively tight supply of office space.
- Between 2016 and 2020 the commercial property vacancy rates in Lancaster dropped across industrial, office and retail space while prices per square metre increased.
- Supply of workspace suitable to local needs will be necessary for supporting small business, subject to commercial viability.

PLACES

3.1 Socio-economic baseline

2.0

What is the data?



Deprivation & Crime

- In 2019, 12.9% of the population in Lancaster was income deprived. Lancaster was ranked the 110th most income-deprived local authority in England (out of 316 total).
- Out of the total 89 neighbourhoods in the district, 20 were among the most income deprived neighbourhoods in England and 15 were among the top 20 per cent least income deprived neighbourhoods in England.
- Relatively low crime rates. In 2021, the total number of crimes reported per 1,000 population was 70 vs. 85 average Lancashire figure.



Tourism

- Good connectivity; visitors from Manchester, Liverpool, Carlisle can reach Lancaster in 1h (by rail).
- The district is missing out on capturing the large number of tourists that already travel to nearby areas, in particular the Lake District.
- As part of the 2020 Smart Growth Tourism Strategy for Lancashire (2020), Lancaster's ambition is to become a tourism destination that is sustainable, mutually beneficial, accessible, radical and tech-led.

PLACES

2.0

Why is it a problem?

A sluggish economy coupled with reduced labour force competitiveness driven by an ageing population, low graduate retention and a relatively lower-skilled workforce is likely to hinder Lancaster's future growth.

Ongoing struggles to retain young people, capitalize on high-value developing sectors, stimulate business growth, define and promote tourism offer.

PROBLEM

3.0

MITIGATION

What is the mitigation?

Problem	Mitigation	Development contribution
Poor youth retention	Boost homes, leisure and lifetime offer	<ul style="list-style-type: none"> ✓ Provision of high quality, new-built houses ✓ Build on/ complement existing leisure, culture, and heritage facilities
	Strengthen ties with universities; support graduate retention	<ul style="list-style-type: none"> • Develop innovation hub with close ties with local universities and Lancaster's strategic growth sector
	Attract and retain high-skilled workforce	
Aging population	Boost jobs	<ul style="list-style-type: none"> • Design and plan to support the silver economy
	Adequate design, planning and service provision	
Sluggish economy	Support business start-ups and SME growth	<ul style="list-style-type: none"> • Provide workspace for Lancaster strategic growth sectors (e.g., energy, digital, health) subject to viability vs. long term economic benefit considerations.
	Support emerging high-value/ strategic growth sectors	
	Enhance connectivity	
Deprivation	Proactively tackle the socio-economic disparities, support inclusive growth	<ul style="list-style-type: none"> ✓ Bridge commercial to West and South, with homes to East and North ✓ Improve vehicular and pedestrian movement ✓ Improve access to the Canal and provide new open spaces. ✓ Build in high-quality public realm ✓ Build on Lancaster's leisure, culture and heritage offer
	Untapped tourism offer	<ul style="list-style-type: none"> ✓ Strengthen tourism offer ✓ Improve tourism infrastructure (e.g., hotels) and curation (e.g., interpretation, wayfinding). ✓ Consider relevant heritage assets to create legibility and wayfinding.

✓ Included in the masterplan framework • Not yet included in the masterplan framework

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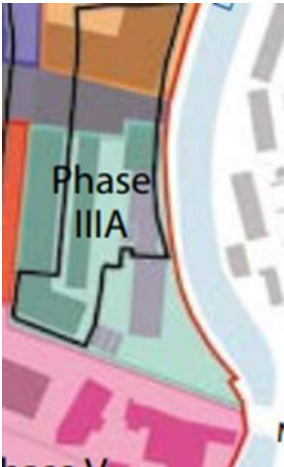



LANCASTER
Canal QUARTER

PRP

Main Phase	Sub Phases	Phase Area (See Masterplan Section 8)	Summary Progress / Next Steps
Phase I Early Housing Regeneration Proposals	Phase IA Nelson Street Major land interest: Lancaster City Council		<p>The council's Homes Strategy recognises the urgent need to deliver housing across all typologies and tenures to a high environmental standard. Officers are aware of significant market interest and consider the private sector could potentially deliver sustainable housing at a much earlier stage than if the land were "banked" for future council-led delivery. The preferred approach for this site is therefore to test the appointment of a preferred delivery/developer partner on the open market, and for the council to be open to considering a range of tenures and typologies whether it be from a commercial market provider, Registered Provider, or a combination of interests. The Invitation to Tender stage is ongoing and Cabinet will consider the merits of the initial proposals and consider the way forward for this important early phase site.</p>
	Phase IB Coopers fields Major land interest: Lancaster City Council		<p>This involves the Upper and lower St. Leonardsgate council owned surface car parks, to be promoted and implemented by Council Housing team for an affordable housing opportunity. A feasibility and capacity study for the main housing element has been completed by Council Housing. In summary the core Council Housing proposal seeks to deliver: 139 affordable homes currently modelled as a mix of 100 affordable rent / social rent / key worker homes and 39 shared ownership homes. Council Housing team and their retained consultant project manager (Anderton Gables) have assumed the lead on the Coopers Fields affordable housing proposal and are proceeding with design work with the intention to submit a planning application later in the year. Eric Wright are the council's preferred contractor partner for delivery, working with the council on an "early engagement" basis.</p>

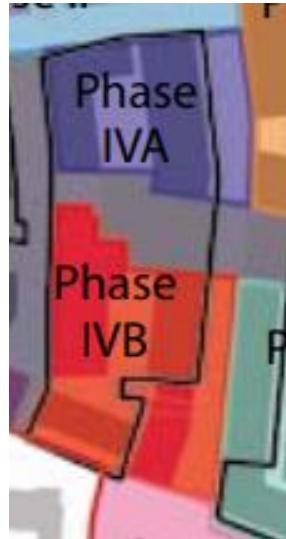
<p>Phase II Northern Gateway</p>	<p>No sub phase</p> <p>Major interests: Lancaster City Council, Lancaster Footlights & Grand Theatre CIO, Lancaster Music Co-op</p>		<p>The council will continue its focus on assisting, enabling, current proposals and aspirations for:</p> <ul style="list-style-type: none"> - Grand Theatre: The development of the extension and foyer at St Leonard’s Gate and associated public realm improvements. - 1 Lodge Street, Carriage Works: The council is working with Lancaster Music Co-op to explore asset transfer and funding solutions to the significant building dilapidations. - Coach House: The building formerly used as a Dance Studio owned by the council and in disrepair. - Linking public realm to provide context for the above activities and the development opportunity highlighted for the Lodge Street car park. <p>It is recognised that the specific building issues here require significant funding which will be challenging given the aspirations and condition of some of the structures. However, there is good current cost information for all major elements in this area, with more detailed investigations and building studies having been supported by the Lancaster High Streets Heritage Action Zone. The above proposals provide an attractive package in terms of potential cultural and economic outcomes and vibrant end-users/uses.</p> <p>There are links with Phase IB, for example: reviewing whether benefits can “spill over” from the Coopers Field housing proposals or linking with future funding bids/scheme proposals for Phase IV which stress cultural and arts capital investment.</p>
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<p>Phase III: Heron Works and Canalside</p>	<p>Phase IIIA Heron Works</p> <p>Major land interests: Maple Grove Developments, Lancaster City Council</p>		<p>The Lancashire based developer Maple Grove (part of the Lancashire based Eric Wright Group) has a long-standing optioned interest on a major part of this phase and is working with the council to bring forward a commercial proposal. Part of the council's neighbouring land interest on Edward Street car park is likely to be required to enable development.</p> <p>The site of Lancaster District Homelessness Action Centre will also potentially be used, but this organisation is in the process of moving to new premises, with the underlying land returning to the council as freeholder.</p> <p>Eric Wright Group are a long-standing public sector partner, being the county council's Lancashire Regeneration Property Partnership preferred partner for surplus public estate assets in the boroughs of Blackpool, Chorley, Fylde, Preston, South Ribble, Wyre, and West Lancashire.</p>
	<p>Phase IIIB Canalside</p> <p>Major land interest: Lancaster City Council.</p>		<p>The council's Homes Strategy recognises the urgent need to deliver housing across all typologies and tenures to a high environmental standard. The council has yet to decide its preferred route for delivery against this discrete phase. There is an existing third-party minority land interest to the north-east corner and development plot issues to be resolved between the council and Maple Grove in the related proposal for the Heron Works.</p> <p>However, subject to the resolution of the land issues and plot definition, taking forward site development for an exemplar housing solution is a realistic and relatively straightforward proposition.</p>

Phase IV: Stonewell Courtyards and Former Mitchell's Brewery

Phase IVA & IVB "Kanteena" meanwhile use and former Brewery complex

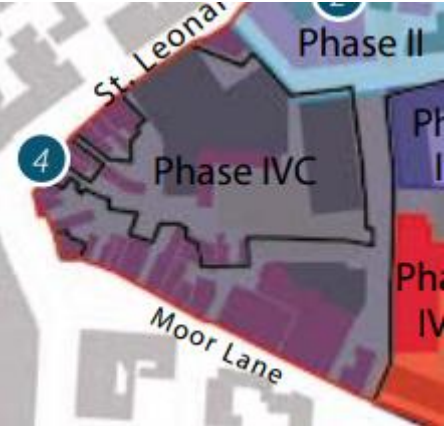
Major land interest: Lanmara Ltd (represented by Riverstone Developments ltd),




Major assets in the central part of this area, including the former Brewery Michell's Brewery complex, are owned by Lanmara Developments Ltd., a vehicle owned by the investment firm Revcap. Riverstone Developments have been engaged to progress the landowner's interests and are keen to promote a planning application in line with the masterplan aspirations to bring greater certainty to proposals and engage funding partners and investors.

Over the masterplan development period, various third parties have shown commercial interest in the Brewery site, albeit these ideas have not progressed due to the underlying expense in overcoming site-abnormal issues. The Kanteena "meantime" use has shown there is a local market for a leisure offer of similar scale / capacity and a higher quality, more formal venue / offer could be envisaged as an element of a future development package here.

There is a significant "heritage deficit" to overcome on the former Mitchell's Brewery building and a need to retain coherence with the proposed core public realm strategy, but the site phases here present a relatively easier development proposition than the land to the west in Phase IVC (see below). As part of a coherent approach to Phase IV as a whole, it is likely a deliverable commercial solution – supported by some grant aid - could be found to deliver these sub-phases. Particularly if progress can be made on neighbouring Canal Quarter phases to bring greater market confidence which would support investor interest.

	<p>Phase IVC</p> <p>Stonewell courtyards</p> <p>Major land interest: Lanmara Ltd (represented by Riverstone Developments Ltd), Lancaster City Council (freehold) / Dukes (leasehold)</p>	 <p>The map shows a site plan with several phases. Phase IVC is highlighted in purple and is bounded by St. Leonards to the north and Moor Lane to the south. To the east, Phase II is shown in blue, and another phase is shown in red. A blue circle with the number '4' is located on the western side of Phase IVC.</p>	<p>The masterplan promotes a housing, leisure, and commercial mix and new public realm. As with the Phases IVA and IVB, major assets in this area are owned by Lanmara Developments Ltd., with Riverstone Developments progressing the landowner's interests. As noted above Riverstone are keen to promote a planning application in line with the Masterplan aspirations to bring greater certainty to proposals and engage funding partners and investors.</p> <p>The city council holds significant freehold property interest in the Dukes Theatre complex and the associated land. The Dukes have major building and business improvement ambitions. The Masterplan supports the re-orientation of the building to face the proposed new square, alongside a new accessible foyer area and extension of new creative professional workspace. A viable solution for this phase is likely to be achievable only with significant public sector lead, grant funding to overcome the heritage deficit / deliver the core public realm strategy, provide a suitable development platform for commercial interest, and support the proposed improved cultural offer. However, the major funds which could be targeted are highly competitive and planning permission is ordinarily a critical requirement as a signifier of deliverability.</p> <p>The package of public-led and private investment opportunities, likely to be attractive to external funders, needs further work. Progression through further design and business planning stages will require significant further funding, particularly around the council's and Dukes' interests. Discussions with strategic public funders (such as Homes England) and interested third party investors are ongoing.</p>
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Phase V	<p>No sub phase.</p> <p>Major land interests: Lancaster City Council, NHS (leaseholder)</p>		<p>The masterplan envisages development in this area to progress as a medium term to long term prospect. However, part of the area has been identified as a potential community-led housing opportunity which the council is keen to promote.</p>
Cross-cutting infrastructure	<p>The city council will set up a discrete cross-cutting infrastructure theme and programme management as part of its delivery actions covering the main infrastructure ambitions and demands across the site. This should ensure that discrete site proposals are “knitted” into a whole and contribute to more than the sum of Phase parts:</p> <ul style="list-style-type: none"> • North to South Green Corridor Based on the existing public highway platform the approach needs to be developed in close partnership with Lancashire County Council, with management, delivery and funding considered as part of the Lancaster Movement Strategy. Contributions should be sought from the individual phases to ensure progression of this important scheme element. • East to West Pedestrian Movement and Public Squares The challenge is to ensure proposals for the individual phases continue to “speak to each other” in a coherent way and each phase respects the overall direction and vision. • Design and massing Retaining the overall coherence of the masterplan in implementation will be important and the council should ensure it champions the approach set out in the masterplan through future design phases. • Area Heat Network An important underpinning for the whole of the Canal Quarter to move towards carbon net zero and an area where the city council must take the lead in strategy, design, and providing an initial energy load/demand through its Phase I housing proposals. • Surface water flood mitigation Both county and city councils are seeking improvements and infrastructure beyond what can be achieved in individual phases, for example utilising the canal quarter for strategic run off storage/slowing capacity. The city / county councils need to lead the design development / integration of this element. • Full Fibre Network Ensuring opportunities to link the area into the emerging district-wide proposals are taken. 		

BRIEFING NOTE**MOTION: Diversity**

This council notes:

- Councillors represent their community and it is important that they reflect the diversity within their communities, particularly those with protected characteristics (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation).
- The work of the Co-operative Party in developing a Declaration for councils aimed at increasing diversity in local government.

This council believes:

- Diversity in representation makes for good decision making.

This council resolves:

- To adopt The Co-operative Party's Diverse Councils Declaration (below) to increase diversity in our local government:

The Co-operative Party's Diverse Councils Declaration

This Council commits to being a Diverse Council. We agree to:

1. Provide a clear public commitment to improving diversity in democracy.
2. Demonstrate an open and welcoming culture to all, promoting the highest standards of behaviour and conduct.
3. Set out a local Diverse Council Action Plan ahead of the next local elections. Including:
 - Appoint Diversity Ambassadors for each political group on the council to work with each other and local party associations to encourage recruitment of candidates from under-represented groups.
 - Encourage and enable people from under-represented groups to stand for office through the provision of activities such as mentoring and shadowing programmes and information and learning events for people interested in standing as official candidates.
 - Proactive engagement and involvement with local community groups and partner organisations supporting and representing under-represented groups
 - Ensure that all members and candidates complete a candidates' and councillors' survey distributed at election time.
 - Set ambitious targets for candidates from under-represented groups at the next local elections
4. Work towards the standards for member support and development as set out in the LGA Councillor Development Charter and/or Charter Plus.

5. Demonstrate a commitment to a duty of care for councillors by:
 - providing access to counselling services for all councillors having regard for the safety and wellbeing of councillors whenever they are performing their role as councillors.
 - taking a zero-tolerance approach to bullying and harassment of members including through social networks.
6. Provide flexibility in council business by:
 - regularly reviewing and staggering meeting times
 - encouraging and supporting remote attendance at meetings
 - agreeing recess periods to support councillors with caring or work commitments.
7. Ensure that all members take up the allowances and salaries to which they are entitled, particularly any reimbursement for costs of care, so that all members receive fair remuneration for their work and that the role of member is not limited to those who can afford it.
8. Ensure that the council adopts a parental leave policy setting out members' entitlement to maternity, paternity, shared parental and adoption leave and relevant allowances.
9. Ensure that councillors from under-represented groups are represented whenever possible in high profile, high influence roles.

PROPOSERS:

Councillors Parr and Ainscough.

OFFICER BRIEFING NOTE

The requirements of adopting the declaration are wide ranging. If all aspects were to be adopted, this would require work from political groups on the Council, Council Officers and the Independent Remuneration Panel.

If the motion is supported, the resource implications would need to be quantified fully and brought back to Council. To do this, Officers recommend referral to Council Business Committee. That Committee, supported by officers, can then determine the resource implications and report the findings back to Council.

SECTION 151 OFFICER'S COMMENTS

Adoption of the motion clearly has an associated cost implication for the Council which is likely to be significant and has not yet been quantified. Members should be mindful of the potential resourcing requirement both to determine the full cost of the proposal and refer to Council Business Committee and then to subsequently implement it.

MONITORING OFFICER'S COMMENTS

The Monitoring Officer has been consulted and has no comments.

COUNCIL**Caton-with-Littledale Neighbourhood Development Plan –
Adoption (Making) of the Neighbourhood Plan
19 July 2023****Report of Chief Officer – Planning and Climate Change****PURPOSE OF REPORT**

To formally “make” the Caton-with-Littledale Neighbourhood Development Plan with immediate effect, with the consequence that it becomes part of the statutory Development Plan for the area.

This report is public.

RECOMMENDATIONS

- (1) That Lancaster City Council, under section 38A(4) of the Planning and Compulsory Purchase Act 2004, formally make the Caton-with-Littledale Neighbourhood Development Plan with immediate effect, with the consequence that it becomes part of the statutory Development Plan for the area.**

1.0 Introduction

- 1.1 The National Planning Policy Framework (NPPF) and the Localism Act (2011) give local communities direct power to develop their vision for their neighbourhood and deliver the sustainable development they need. The preparation of a neighbourhood plan provides a tool for local people to directly influence the development of their local community.
- 1.2 Caton-with-Littledale Parish (the Parish Council) was designated as a Neighbourhood Plan Area on 2nd July 2015 and since then has worked towards drafting the Caton-with-Littledale Neighbourhood Development Plan (the Plan) (The Plan is at Appendix A and the Policies Map at Appendix B of this report) which will meet the needs and aspirations of the residents and businesses within the Parish Council boundary. The process has included various informal consultation events, statutory consultations and collating evidence to support the policies in the Plan. An independent Examination took place last year with the Examiner finding that the Plan, subject to recommended modifications, met the Basic Conditions a plan must pass. These modifications were made allowing the Plan to advance to the referendum stage.
- 1.3 Following a positive referendum result on the 4th May 2023, this report recommends that the Plan is ‘made’ by Lancaster City Council (the Council) and becomes part of the statutory Development Plan for the area. Where planning applications come forward within the boundary of Caton-with-Littledale Parish (the parish), the Plan will

form an important basis for making decisions alongside other relevant local and national planning policy and guidance.

- 1.4 Preparing a plan is a complex process and the 'making' of this Plan marks the culmination of several years of challenging work by the Parish Council, which is to be commended.

2.0 Proposal Details

- 2.1 The content of the plan seeks to address a range of issues including the landscape and natural environment, housing scale, type and mix, the environment, heritage, design, the economy and the community. It contains a range of objectives and policies which seek to address issues which are important to the community. The policies reflect the location of the parish within the Forrest of Bowland AONB. The following paragraphs outline the policies.
- 2.2 The Plan sets out a development strategy for the parish. A policy (CL1) sets great weight on conserving and enhancing the AONB. It provides a set of criteria for consideration and differentiates between the sustainable settlements of Caton and Brookhouse and other settlements in the parish. The policy states that development should be sustainable, consistent with the primary purpose of the AONB, landscape capacity led and in keeping with the AONB. Development should contribute to meeting the needs of the community and then sets out three criteria for the parish as a whole and then criteria for the settlements of Caton and Brookhouse, and development on the edge of other settlements.
- 2.3 It includes a policy (CL2) which expands upon national and local plan policies when addressing the AONB and the landscape. It states that proposals will not be permitted where they would have an adverse effect upon the landscape character or visual amenity of the AONB or its setting. The policy sets out a series of criteria where development will be supported. The criteria relate to the AONB.
- 2.4 The Plan includes a policy (CL3) which seeks to ensure that the number, size, types and tenure of new homes reflect identified needs. It supports the affordable housing requirements within policy DM6 of the Development Management Development Plan Document (DMDPD) and gives priority to the delivery of affordable housing.
- 2.5 A policy (CL4) on the Natural Environment has been included. The policy expands on national and local policies and requires new development to conserve and enhance biodiversity and geodiversity to minimise impacts, avoid fragmentation or disturbance of wildlife, habitats and species, help create and reinforce green corridors, blue infrastructure. The policy sets an aim for biodiversity net gain where possible, requires development to protect and contribute to enhancement and sets out a range of situations where this applies and provides for exceptions. It goes on to require that new buildings and conversions include measures to support biodiversity provides criteria in relation to the impact on water bodies. There is a section specifically in relation to trees and woodland.
- 2.6 The plan (policy CL5) designates an Area of Separation between Caton and Brookhouse to prevent coalescence between the settlements. It sets out criteria for the consideration of development within the designated area.
- 2.7 A policy (CL6) seeks to minimise light pollution and sets out criteria for the consideration of external lighting.

- 2.8 The Plan includes a policy (CL7) which reflects national and local plan policies in seeking to ensure that development conserves or enhances the significant of heritage assets.
- 2.9 A policy (CL8) requires high standards for the design and construction of development, which conserve or enhance the landscape, built environment, distinctive character of the parish and historic, cultural and architectural features. It sets out a series of criteria which add to those in the local plan and are specific to the locality.
- 2.10 The Plan includes a policy (CL9) supporting new small scale employment opportunities in the settlements of Caton and Brookhouse, where they bring economic benefits to the AONB. It sets out criteria for the consideration of proposals.
- 2.11 A policy (CL10) supports development which helps maintain the vitality and viability of the village centres of Caton and Brookhouse and the Willow Mill Business Centre. The policy sets out criteria for shop front design, retention of distinctive and detailed features, refuse and recycling and cycle parking. It seeks to ensure that the loss of buildings/uses which provide a local service are supported by compelling evidence as detailed in DM56 of the DMDPD.
- 2.12 A policy (CL11) identifies and protects community and recreation facilities and refers to the requirements of DM56 of the DMDPD. The policy supports new community facilities and improvements to existing facilities where they accords with criteria provided.
- 2.13 A policy (CL12) relates to managing flood risk and water quality. The policy reflects national guidance in terms of discharge rates and the incorporation of SuDS into landscaping schemes to provide multifunctional benefits. It requires development to take account of the topography to manage the flow of water, provide water attenuation on site, to minimise hard surfacing and to use porous materials where possible. The policy supports rainwater harvesting. It states that where development will overload, use an already overloaded sewage system or use a leaking or out-of-date sewage system, an upgrade to the system will be required. The policy seeks to ensure proposals reflect the special qualities of the AONB in relation to water quality.
- 2.14 The last policy (CL13) notes that medium to large scale energy or communications infrastructure is likely to be major development and will not be permitted. It encourages small scale energy, renewables or communications infrastructure subject to criteria and the retrofitting of buildings. The policy states that new development should include superfast broadband infrastructure if appropriate, opportunities to share infrastructure should be explored first. Sensitive developments that enhance mobile coverage will be supported.
- 2.15 The Parish Council has fulfilled the statutory requirements of the neighbourhood plan-making process by undertaking engagement at various stages during the preparation of the Plan. A public meeting was held in October 2015 to gauge support and gather ideas and concerns. A drop in event was held in November 2016 to discuss issues and during November 2016 to January 2017, two surveys were carried out. A consultation was then held on the issues and options during February and March 2016. A draft plan was then published and drop-in sessions were held in March 2017. The Parish Council then carried out a statutory Regulation 14 consultation, in accordance with the Neighbourhood Planning (General) Regulations 2012, on the draft plan between 15th May and 26th June 2017. A further informal

consultation took place during September 2019 following the production of further studies and two consultation events were held on 24th and 25th September. Further consultation took place with the Highway Authority and the developers associated with the potential allocation sites in March 2020. A second Regulation 14 consultation was carried out by the Parish Council between 7th May and 20th June 2021. The finalised Plan was submitted and the Council carried out the statutory Regulation 16 consultation between 18th November 2021 and 6th January 2022.

- 2.16 Following the publication of the submission version of the Plan, the Plan and the supporting evidence was scrutinised by an independent Examiner. The Examiner was appointed jointly between the Council and the Parish Council. The examination of the plan was carried out through the written representations procedure and did not involve any form of hearing sessions.
- 2.17 The Plan submitted to the Council for examination included a policy which designated seven areas as Local Green Spaces. The Council objected to the designations as the proposed sites were protected via other policies. The Examiner agreed with the Council's representation and required the removal of the policy. The Examiner concluded that subject to a series of recommended modifications, the Plan would meet the Basic Conditions and the legal requirements for neighbourhood plans and could proceed to referendum. The final version of the Examiner's Report was received at the beginning of November 2022 and can be found In Appendix C of this report. The Plan was subsequently amended in accordance with the Examiner's recommended modifications.
- 2.18 An Individual Cabinet Member Decision Report was subsequently drafted and on 23rd January 2023, the Cabinet Member decided to accept and endorse the modifications recommended by the Examiner and to progress the Plan to referendum. Notice of the referendum was given on 27th March 2023 and it was held on the 4th May 2023. The referendum was held in accordance with the Neighbourhood Planning (Referendums) Regulations 2012 (as amended in 2013). There was a turnout of 39.03% of eligible voters at the referendum, equating to 909 voters (electorate of 2329). Of the votes received 733 voted yes in response to the referendum question, *"Do you want Lancaster City Council to use the Neighbourhood Plan for Caton-with-Littledale to help it decide planning applications in the neighbourhood area?"*
- 2.19 The Planning and Compulsory Purchase Act 2004 (as amended) by virtue of Section 38A(4) requires the Council to 'make', a neighbourhood plan if more than 50% of those voting at a referendum vote in support of the neighbourhood plan. It is therefore a legal requirement that the Council 'make' a plan following a positive outcome at referendum, the exception being where making the plan would breach, or otherwise be incompatible with, any EU or human rights obligations. The Council have assessed and concluded that the Plan as modified, including its preparation, does not breach, and would not otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1988). The Council accepts the Examiner's reasoning for the recommended modifications to the Plan to ensure it meets the Basic Conditions. The Examiner's Report also states that the Plan does not breach the European Convention on Human Rights obligations. The Council agrees with this conclusion. Therefore, the Council is now under a statutory duty to 'make' the Plan.
- 2.20 Under Regulation 19 of Neighbourhood Planning (General) Regulations 2012 the Council will publish a decision statement (in draft form at Appendix D to this report)

on its website setting out the reasons for making the Plan, where it may be inspected and send a copy of that statement to the Parish Council.

- 2.21 The Plan runs between the period 2020-2031 to align with the adopted Local Plan and will be used in the determination of planning applications that fall within the boundary of Caton-with-Littledale Parish Council. Its effectiveness will be monitored annually, and the Parish Council will need to review the Plan in due course as part of this process.

3.0 Details of Consultation

- 3.1 The Parish Council and Council have carried out informal and statutory consultation as outlined in paragraph 2.15.

4.0 Options and Options Analysis (including risk assessment)

	Option 1: 'Make' the Caton-with-Littledale Neighbourhood Development Plan	Option 2: Do not 'make' the Caton-with-Littledale Neighbourhood Development Plan
Advantages	The 'making' of the Plan is mandatory given the outcome of the referendum and legislative assessment, and therefore options in this regard are limited.	No advantages.
Disadvantages	No disadvantages.	The making of the Plan is mandatory given the outcome of the referendum and legislative assessment. By not 'making' the Plan the Council would be in breach of the regulations.
Risks	It is possible that a legal challenge, by way of a judicial review, can be brought against the Council's decision to 'make' the Plan. The time period for court challenge would be six weeks from the decision. All reasonable measures have been taken to ensure procedural compliance and minimise risk for the Council.	A legal challenge could be brought against the Council by way of judicial review if the Council does not 'make' the Plan.

5.0 Officer Preferred Option (and comments)

- 5.1 As outlined in this report, the making of the Plan is mandatory given the outcome of the referendum and legislative assessment, and therefore the options in this regard are limited. The preferred option is for the Plan to be 'made'.

6.0 Conclusion

- 6.1 In conclusion, following a positive outcome of the referendum on the Caton-with-Littledale Neighbourhood Development Plan, and subsequent conclusion that the Plan accords with the Basic Conditions for Neighbourhood Plans and does not breach, or is incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1988), the Caton-with-Littledale Neighbourhood Development Plan should be 'made' and, as such become part of the statutory Development Plan for the area.

CONCLUSION OF IMPACT ASSESSMENT (including Health & Safety, Equality & Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing):

The Examiner has confirmed that the Plan meets the Basic Conditions (subject to recommended modifications). One of these conditions is that it must be compatible with human rights requirements. Officers agree that the plan, with the modifications made, meets the Basic Conditions.

There are not considered to be any equality impacts relating to recommendations of this report.

Another of the Basic Conditions is to contribute the achievement of sustainable development. The Plan was supported by a Strategic Environmental Assessment screening that concluded that the plan would not trigger significant environmental effects. In addition to this, the Council has confirmed that it believes the plan meets the Basic Conditions including in terms of sustainability.

LEGAL IMPLICATIONS

The Council's Legal duties are set out within Section 38A(4) and Section 38A(6) of the Planning and Compulsory Purchase Act 2004, this requires:

- (4) A local planning authority to whom a proposal for the making of a neighbourhood development plan has been made—
- (a) must make a neighbourhood development plan to which the proposal relates if in each applicable referendum under that Schedule (as so applied) more than half of those voting have voted in favour of the plan, and
 - (b) if paragraph (a) applies, must make the plan as soon as reasonably practicable after the referendum is held [and, in any event, by such date as may be prescribed].
- (6) The authority are not to be subject to the duty under subsection (4)(a) if they consider that the making of the plan would breach, or would otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998).

Given the above, in the case of Caton-with-Littledale where;

- a) there was significant positive vote in favour of 'making' the Plan (more than 50% of the turnout); and
- b) it is concluded that the 'making' of the plan would not breach, or otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998),

there is a legal requirement for the plan to be made.

Upon being 'made', the Plan will be subject to a statutory period of time (six weeks) within which a legal challenge can be lodged.

FINANCIAL IMPLICATIONS

Once the Plan is 'made', if the Council seek to bring forward a Community Infrastructure Levy within the district in the future, 25% of any receipts generated from development within the boundary of Caton-with-Littledale Parish Council will be passed to the Parish Council.

There may be a requirement for additional staff resources, but these are expected to be minimal and manageable within the resources available.

OTHER RESOURCE IMPLICATIONS, such as Human Resources, Information Services, Property, Open Spaces

The Planning and Climate Change Service is adequately resourced to advance neighbourhood plans and consider the policies when making planning decisions. There are no other direct implications.

SECTION 151 OFFICER'S COMMENTS

The s151 Officer has been consulted and has no further comments.

MONITORING OFFICER'S COMMENTS

Development Plan documents, once made, form part of the Council's Policy Framework and therefore this is a function of Full Council.

BACKGROUND PAPERS

Appendix A – Caton-with-Littledale Neighbourhood Development Plan

Appendix B – Caton-with-Littledale Neighbourhood Development Plan Policies Map

Appendix C - Examiners Report on Caton-with-Littledale Neighbourhood Development Plan

Appendix D - Draft Regulation 19 Decision Statement

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OUR PARISH – OUR FUTURE – OUR PLAN



THE CATON-with-LITTLEDALE NEIGHBOURHOOD DEVELOPMENT PLAN (2021 to 2031)

Referendum Plan

Acknowledgement

Work on this Neighbourhood Development Plan (NDP) has been carried out by a Steering Group of local residents, assisted by Claire Bradley of Kirkwells Ltd (Planning Consultants). Much of the initial work on writing the Caton-with-Littledale NDP and preparing for its first Regulation 14 consultation was carried out by David Walmsley who died on 19th April 2018.

Other members of the Steering group include:

Anne Jackson (Convenor)
Lucy Barron (resident)
Alan Davis (resident)
Marilyn Davis (resident)
Alison Harry (resident)
Chris Kynch (Parish Councillor and resident)
Andrew Riley (resident)
Jenny Walmsley (Parish Councillor and resident)
Ruth Wright (resident)

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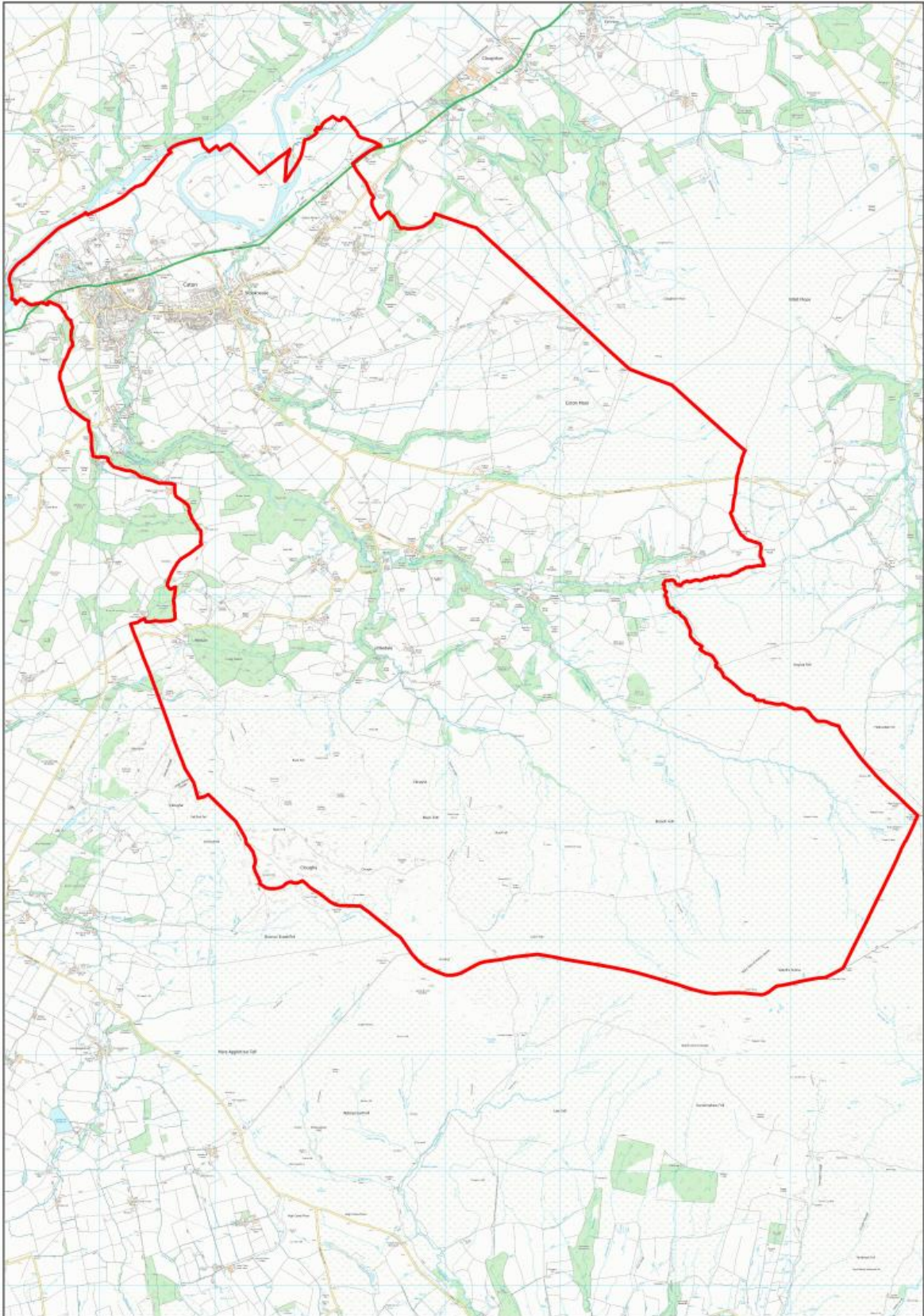
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1 Introduction

1.1 Introduction

- 1.1.1 Lancaster City Council is a Local Planning Authority with statutory responsibility for the preparation of the Local Development Framework for the city region and is responsible for determining planning applications in its area. The Lancaster Local Plan, which is part of that Local Development Framework, sets out what development is needed in an area and contains policies to ensure that those needs are met in a sustainable way. These policies are used to determine planning applications and also to influence infrastructure provision and environmental management. Once adopted, a Neighbourhood Development Plan (NDP) also becomes part of that Local Development Framework.
- 1.1.2 As a designated body, Caton-with-Littledale Parish Council is preparing a NDP for the Parish of Caton-with-Littledale. The whole of the parish lies within the Forest of Bowland area which is designated as an Area of Outstanding Natural Beauty (AONB) (see Map 1) with the statutory purpose of conserving and enhancing the natural beauty of the area. This means that the area's landscape has been identified by the government as being of national importance. Designation as an AONB and the resulting legal powers and statutory obligations arise out of the National Parks and Access to the Countryside Act 1949 and the Countryside and Rights of Way Act 2000.
- 1.1.3 The preparation of the Caton-with-Littledale NDP is being undertaken by the Parish Council in consultation with both Lancaster City Council and the Forest of Bowland AONB. When complete, the NDP will be part of the City Council's Local Plan, prepared under the Planning Acts. It will be the principal planning document for part of the Forest of Bowland AONB (a designation that incorporates land in many parishes of five further local authority areas), but there is no single planning document for the whole AONB. This contrasts with the Arnsdale & Silverdale AONB, where a [Development Plan Document](#) has been prepared jointly by Lancaster City Council and South Lakeland District Council.
- 1.1.4 The Caton-with-Littledale NDP is modelled on the Arnsdale & Silverdale AONB Development Plan Document to provide consistency of approach for similarly designated areas within the Lancaster Local Plan area.
- 1.1.5 All AONBs are also required to produce Management Plans, prepared by the statutory AONB Partnerships under the Countryside & Rights of Way Act 2000. Management Plans are not part of the Local Plan for the areas they cover, but their content is a material consideration for Local Planning Authorities in making planning decisions. So, although prepared under different legislation for different purposes, the Forest of Bowland AONB Management Plan is an important document which is complementary to the NDP.

Map 1 Caton-with-Littledale Neighbourhood Area



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- 1.1.6 The Caton with Littledale NDP has been through Independent Examination, with the Examiner reaching the conclusion that the NDP can proceed to referendum subject to a number of changes.
- 1.1.7 The document is the final plan containing the Examiner's changes and this will now proceed to referendum.

1.2 What is a NDP and why do we need one for Caton-with-Littledale parish?

- 1.2.1 A brief summary of what a NDP appears in the box. It allows local people to identify what their planning needs are and, once adopted, is a statutory document that **must** be taken into account by Lancaster City Council (LCC) when making decisions about planning in the area of that NDP.

What is a NDP?

Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of their local area. They are able to choose where they want new homes, shops, and offices to be built, have their say on what those new buildings should look like and what infrastructure should be provided, and provides a powerful set of tools for local people to plan for the types of development to meet their community's needs.

A NDP therefore carries much greater weight for our parish in determining future planning outcomes than any existing mechanism, including the previous Parish Plan (2005). A NDP can also complement and strengthen the role of other statutory consultees, such as the Forest of Bowland AONB.

There are some things a NDP must be consistent with, some things it cannot do, and a lot of things it can influence (*Guidance on Preparing Neighbourhood Plans, Neighbourhood Development Order, and Community Right to Build Orders. Lancaster City Council: Sept 2017*). The main points are summarised here:

Our NDP

- **must:**
 - have regard to the revised National Planning Policy Framework (NPPF, July 2021),
 - be in general conformity and plan positively to support the strategic policies of LCC's adopted Strategic Policies and Land Allocations Development Plan Document (DPD)" take account of the Forest of Bowland AONB Management Plan April 2019 – March 2024
- **cannot:**
 - be a "no growth" agenda, nor a veto against development taking place.

- **is:**
 - a statutory planning document once adopted and therefore must be used by the local planning authority when deciding planning applications.
 - the result of a series of community consultations (Section 2.2)
 - able to influence what types of homes are built including the proportion that are affordable, in private ownership or have other tenure arrangements. It can also influence aspects of the style and appearance of housing. Similarly, particular types of business / employment developments may be encouraged both in the built-up areas and on farms where these enhance sustainability. In some cases, NDPs specify where such developments can occur. Desired leisure developments, enhanced facilities, infrastructure, and the preservation of the character of the parish with its biodiversity and landscape can be emphasised. Where the opportunity arises, funding for such items may be linked to a particular planning development e.g., for houses.

1.2.2 Caton-with-Littledale Parish is a special place set in the Forest of Bowland AONB. The parish mainly sits on sandstone, siltstone, gritstone, and shale, and it forms an integral part of the landscape that is widely visible from a great distance. It is characterised by a complex mosaic of varied moorland heights, wooded brooks, valleys and gorges, rolling drumlin hills and the Lune valley floodplain, which contain a network of old stone walls and hedgerows enclosing small-to-medium-sized fields and pastures, scattered farmsteads and distinctive clustered settlements. Reflecting this situation, the Forest of Bowland AONB's key characteristics as stated in the Management Plan 2019-2024 are:

- *the grandeur and isolation of the upland core*
- *the steep escarpments of the moorland hills*
- *the undulating lowlands*
- *the serenity and tranquillity of the area*
- *the distinctive pattern of settlements*
- *the wildlife of the area*
- *the landscape's historic and cultural associations*

1.2.3 Natural beauty is at the heart of what makes the Forest of Bowland AONB special: it is the reason the Bowland landscape is designated for its national and international importance. It is also a key factor in attracting visitors. This natural beauty is derived from the area's largely unspoilt countryside, combined with a number of special qualities that contribute to the area's unique character or 'sense of place'. The special qualities of the Forest of Bowland AONB are numerous and varied, but in general terms they can be summarised as follows:

- *an outstanding landscape*
 - *wild open spaces*
 - *a special place for wildlife*
 - *a landscape rich in heritage*
 - *a living landscape*
 - *delicious local food and drink*
 - *a place to enjoy and keep special*
- 1.2.4 A more complete description and explanation of Caton-with-Littledale Parish and the Special Qualities of the Forest of Bowland AONB can be found in the accompanying background document available on the Parish Council website (<https://www.catonvillage.org.uk/neighbourhood-plan>)
- 1.2.5 The Forest of Bowland AONB straddles six planning authorities (Lancaster, Craven, Wyre, Ribble Valley, Preston, and Pendle) and, owing to these complexities, is not currently developing a Development Plan Document, unlike the Arnside and Silverdale AONB, where the two local authorities have jointly produced a DPD for the AONB.
- 1.2.6 Caton-with-Littledale Parish Council considers that planning and development should be managed in an equivalent way in the two AONBs, noting in particular that Lancaster City Council (along with other public bodies) has a statutory duty under Section 85 of the Countryside and Rights of Way (CRoW) Act 2000 to have regard to the statutory purpose of AONBs in carrying out their functions.
- 1.2.7 Within the AONB, Government policy requires that councils give great weight to conserving landscape and natural beauty. (NPPF paragraph 176). Furthermore, Sections 88 & 89 of the CRoW Act require publication of a Management Plan for each AONB. The fundamental principle underlying this is that any new development within an AONB that has a materially adverse impact can proceed only where it is demonstrated that it satisfies an overriding national need that cannot be met elsewhere. All development is expected to conform to a very high standard of design, to be in keeping with local distinctiveness, and should seek to conserve and enhance the AONB's natural beauty.
- 1.2.8 Management of the AONB is coordinated by the **Forest of Bowland AONB Partnership**, which is made up of landowners, farmers, tourism businesses, wildlife groups, local councils, and government agencies. The Partnership adopted an updated **Statutory Management Plan** in 2019, which sets out the overall strategy for managing, conserving, and enhancing the AONB. The Management Plan also sets out some key principles for this NDP, some of which are more developed in the Arnside and Silverdale AONB Management Plan and taken forward in the Arnside and Silverdale AONB DPD. The key principles for management and development in Caton-with-Littledale should:

- reflect the national importance of the AONB;
- contain policies to conserve and enhance landscape quality and character, tranquillity, dark skies, local distinctiveness, settlement character, pattern and local vernacular architecture, and the natural and historic environment;
- identify appropriate sites for the delivery of housing to meet local community needs (demonstrated by a rural housing needs survey for the Lower Lune Valley and by Caton-with-Littledale NDP Community Consultations) prioritising affordable housing and use of brownfield sites;
- support the development and retention of local services and facilities and advocate the need for local services to support community life and the local tourism industry;
- define and conserve areas of important open green space within settlements;
- protect the setting of, and conserve the views out from and into the AONB; and
- promote appropriate diversification and sensitive re-use of rural buildings.

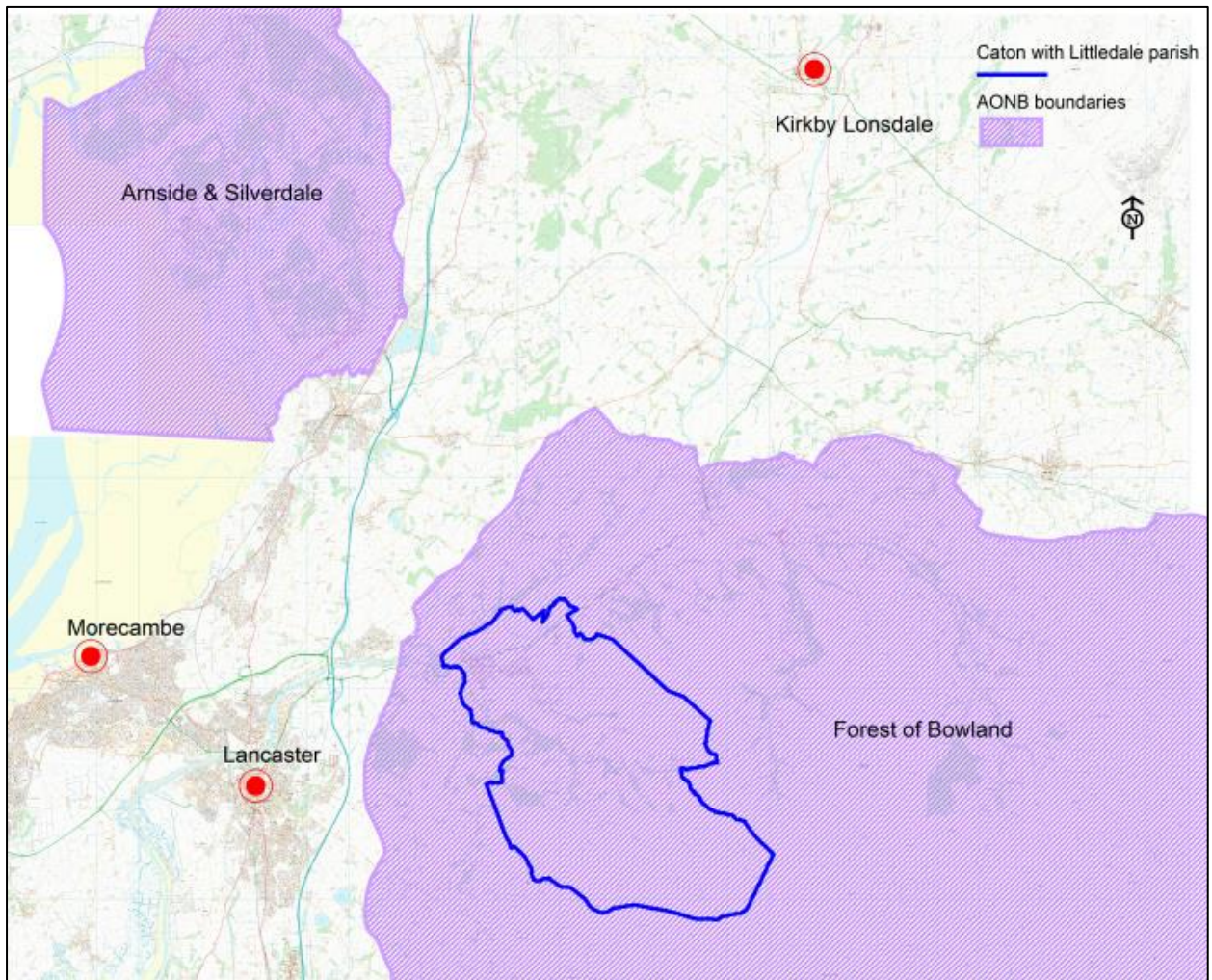
1.2.9 Therefore the reasons for preparing this Caton-with-Littledale NDP are:

- Nationally, there is a housing shortage. Additional national planning issues include energy production, resources, transport, infrastructure, and flood prevention. The government has required councils to plan for a large increase in house building. LCC has to meet these needs and to develop an appropriate local infrastructure for the wider area and economy. Therefore, all parishes are expected to work within these wider development perspectives. LCC has updated its Development Plan Documents (DPDs). Both the Strategic Policies and Land Allocations Development Plan Document and the Review of the Development Management Development Plan Document were adopted by LCC in July 2020.
- Private landowners and developers are also involved. There have been a number of recent developments and planning applications in the parish including Moor Platt, the area off Sycamore Road and the Bargh TNT Garages site on the A683. Local people have expressed mixed views about these developments, but currently have had little influence on the outcomes.
- While the Parish of Caton-with-Littledale lies entirely within the Forest of Bowland AONB and is therefore an area of national landscape importance, there is no AONB Development Plan Document for it. This means that the City-wide Local Plan for Lancaster would not have the AONB or the particular interests of Caton-with-Littledale as its main focus.
- Further planning applications will continue to arise so that a better method of assessing them against local needs and landscape impact on a statutory basis is needed.

- The NDP will be an important means of bringing the wishes and needs of the parish to the fore when deciding planning matters and enable the community to be involved in shaping its future.
- The NDP can focus on its place in the AONB and have its conservation and enhancement at its heart.
- The NDP will give statutory development plan policy weight to some of the NDP issues and policies when planning applications are considered.
- The NDP will also be a complementary and important way of helping implement the aims and objectives of the Forest of Bowland AONB Management Plan within the parish (in the absence of an AONB Development Plan Document).
- The special character of the parish within the AONB requires a different approach to local planning to that outside nationally important landscapes.
- Policies and decisions need to be consistent for similar areas in respect of the conservation significances and the response to development pressures. Therefore, this should be the case for the two AONBs within the LCC Local Plan area.

1.2.10 Caton-with-Littledale Parish covers approximately 3,380 hectares and has a population (2011 census) of 2,738. The main settlements are Caton, Brookhouse, Caton Green, Forge Mill and Littledale. Around 70 small businesses operate within the parish, which predominantly employ people living within the parish or nearby. Farming and land management are important. Other prominent sectors include education and health services. The parish has close links to Lancaster, Morecambe and Kirkby Lonsdale for employment and for services such as supermarkets and secondary education.

Map 2 Caton-with-Littledale Parish in context



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1.3 Relevant Planning Policy

1.3.1 The Caton-with-Littledale NDP is one of a number of existing plans and strategies affecting the parish including the NPPF, LCC’s DPDs and the Forest of Bowland AONB Management Plan.

National Planning Policy

1.3.2 NDPs must take account of national planning policies set out in the NPPF and of online National Planning Guidance (NPG).

1.3.3 The central theme of the NPPF is a presumption in favour of sustainable development. Paragraph 11 of the NPPF states that for plan making, this presumption means that:

“Plans and decisions should apply the presumption in favour of sustainable development. For plan-making this means that:

- a) all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;*
- b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas⁶, unless:

 - i) the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area⁷; or*
 - ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.**

1.3.4 Footnote 7, states: *“The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 180) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 67); and areas at risk of flooding or coastal change.”*

1.3.5 In relation to AONBs, the NPPF also states at paragraph 176 that *“great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues.”*

1.3.6 Paragraph 177 of the NPPF goes on to say: “*When considering applications for development within National Parks, the Broads and Areas of Outstanding Natural Beauty, permission should be refused for major development⁶⁰ other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of:*

- a) *the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;*
- b) *the cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and*
- c) *any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.”*

1.3.7 In terms of major development the footnote 60 states:

“For the purposes of paragraphs 176 and 177, whether a proposal is ‘major development’ is a matter for the decision maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined.”

1.3.8 While the issues around the presumption of sustainable development and the AONB are the starting point, the NPPF should be read as a whole and the appropriate balance applied to the merits (or lack of merits) of any planning application.

Lancaster Planning Policy

1.3.9 A strategic approach to development including policies is set out in some detail at a city level. The relevant documents of the Lancaster Local Plan are:

- The **Strategic Policies & Land Allocations DPD**, which was adopted on 29th July 2020. This document guides how the future development needs of Lancaster City Council are met. It sets out a spatial vision for the area and establishes what the strategic development needs of the area are; a spatial strategy then describes how those needs will be distributed. The plan then sets out a series of land allocations to identify where development needs will be met and where areas that are of specific economic, environmental or social importance will be protected.
- the **Lancaster City Council Development Management DPD**, which was adopted on 29th July 2020. The Development Management DPD sets out the generic policies that will be used by both Development Management Officers and the Planning Committee to determine planning applications.

- 1.3.10 In the Strategic Policies and Land Allocations DPD, no allocations have been made in those parishes preparing a NDP; however, it is expected that positive policies are prepared to meet local needs in those areas.

The Forest of Bowland AONB Management Plan 2019-24

- 1.3.11 The statutory AONB Management Plan, prepared by the AONB Partnership on behalf of its constituent local authorities, is a critical document. It describes the Special Qualities of the area which contribute to the national significance of the landscape and identifies the major trends and opportunities for the area. It provides a policy framework and identifies a five-year programme of actions to help guide the work of the AONB partnership organisations towards achieving the purpose of the plan – to conserve and enhance the natural and cultural beauty of the Forest of Bowland landscape.
- 1.3.11 The Caton-with-Littledale NDP and other NDPs across the AONB will be key mechanisms by which this purpose and the wider vision of the Management Plan will be delivered.
- 1.3.12 The Forest of Bowland AONB Management Plan can be viewed at <https://www.forestofbowland.com/management-plan>

1.4 Evidence

- 1.4.1 In drafting the Caton-with-Littledale NDP, the Parish Council has drawn upon the existing evidence base for the Local Plan documents.
- 1.4.2 The Parish Council has prepared a document which details the special qualities of the parish to inform the NDP.
- 1.4.3 A Local Green Space assessment was undertaken by the Parish Council to inform the allocation of Local Green Spaces. However, the Examiner was of the opinion that Policy CL6 relating to the designation of the areas as Local Green Space, should be removed, as the spaces were adequately protected under existing Policy.
- 1.4.4 Site assessments of potential residential sites have been undertaken by Lancaster City Council. Following this the Parish Council commissioned a *Cumulative Landscape and Visual Impact Assessment* to understand the cumulative landscape changes that might arise from the allocation of one or more sites within the parish. The report also looks at the impacts the sites have on the special qualities and character of the villages and the wider landscape. This work has informed the allocation of sites for housing growth in the villages.
- 1.4.5 The above documents are available on the Parish Council website at <https://www.catonvillage.org.uk/neighbourhood-plan>

1.5 Strategic Environmental Assessment and Habitat Regulations Assessment

Strategic Environmental Assessment

- 1.5.1 Lancaster City Council prepared a screening report to support Caton-with-Littledale Parish Council to determine whether the contents of the proposed NDP is likely to require a Strategic Environmental Assessment (SEA). The final Screening Opinion issued in September 2021 states as follows:

“4.1 Initial internal screening of the Neighbourhood Plan concludes that it is unlikely that the Neighbourhood Plan would result in a significant environmental effect. The strong focus of the Neighbourhood Plan on the protection of the environment, heritage assets, its AONB focus, and lack of allocations make it unlikely to result in significant effects.

4.2 Subject to the inclusion of a monitoring framework the council is satisfied that the Plan is unlikely to result in significant effects.

4.3 The views of the three statutory bodies are requested before this can be confirmed.”

Habitats Regulations Assessment

- 1.5.2 Lancaster City Council prepared a screening report to support Caton-with-Littledale Parish Council in determining whether or not the contents of the proposed NDP is likely to require a Habitats Regulation Assessment (HRA). The final Screening Opinion issued in September 2021 states as follows:

6.1 The HRA Screening Report of the Caton-with-Littledale Neighbourhood Plan has considered the potential implications for protected designated sites within and near the Neighbourhood Plan area boundary.

6.2 The detailed screening of policies within table 3 has confirmed that following amendments to Policy CL4 ‘Natural Environment’ the Council are satisfied that the Neighbourhood Plan would have no adverse effect on the integrity of the designated sites identified either alone, or in-combination with other plans or projects.

6.3 The views of the three statutory bodies is required to confirm this conclusion.”

- 1.5.3 The views of Natural England, Historic England and the Environment Agency were sought on the screening opinions. The responses were as follows:

- Environment Agency - *I have reviewed the updated HRA & SEA Screening Reports and am satisfied that the revised plan would not have a significant environmental effect, nor any effect on designated habitats. I therefore agree with the conclusions of the Screening Reports.*

- Natural England - *We have reviewed the submitted documents – Neighbourhood Development Plan Regulation 14 consultation Version, HRA screening and SEA screening opinion and have the following comments to make. We advised in our previous response that Policy CL4: Natural Environment needed to be strengthened. We recommended that reference was made to the Habitats Regulations and to net gain. We welcome that the reference to net gain has been included however our advice remains, we recommend including reference to the Habitats Regulations. The accompanying neighbourhood plan HRA can then conclude no likely significant effects for all the general policies which support development because of the strengthened environmental policy. We have no comments to make about the proposed site allocations or about the SEA screening opinion.*
- Historic England - *We have no comments to make and recommend that the planning and conservation staff at Lancaster City Council would be best placed to provide advice on the above plan.*

1.6 Community Engagement

- 1.6.1 A significant amount of community engagement has informed the preparation of the Caton-with-Littledale NDP. This will be detailed in the Consultation Statement which can be read in conjunction with this Plan

1.7 Structure of the Document

- 1.7.1 This document is split into 7 sections:

Part 1 is this Introduction. It sets out what the NDP is for, the context of the NDP and the stages of preparation of the NDP. It also explains the structure of the document.

Part 2 sets out the Vision and Objectives for the NDP.

Part 3 sets out policies dealing with the overall strategy for development in the Caton-with-Littledale neighbourhood area.

Part 4 sets out development management policies for the neighbourhood area, which will be applied in addition to other local and national policies as part of the development plan for the area.

Part 5 sets out allocations for residential development.

Part 6 identifies the planning commitments approved within the plan period.

Part 7 explains the next steps for the NDP.

Part 8 contains the Appendices.

2. Vision and Objectives

2.1 Vision

- 2.1.1 A NDP is required to have a vision and a clear set of objectives. The vision is a statement of how we envisage the parish in 2031. As Caton-with-Littledale Parish is in the Forest of Bowland AONB, the vision has been developed to be consistent with the Forest of Bowland AONB Management Plan Vision¹ and that set out in the Arnsdale and Silverdale AONB DPD.

The Vision for Caton-with-Littledale Parish

The parish maintains its character as four (*Caton, Brookhouse, Caton Green and Littledale*) distinct but inter-dependent communities within the rural setting of the Forest of Bowland AONB.

The loved and highly valued special qualities and landscape character of the parish and Forest of Bowland AONB and the way in which they combine to form a mosaic of landscape types and reflect a rich history and cultural heritage are maintained or enhanced to benefit the well-being, health and sustainability of the local communities and visitors. These special qualities are:

- the grandeur and isolation of the upland core;
- the steep escarpments of the moorland hills;
- the undulating lowlands;
- the serenity and tranquillity of the area;
- the distinctive pattern of settlements;
- the wildlife of the area;
- and the landscape's historic and cultural associations².

The parish develops to meet its residents' needs ensuring a balanced housing structure for all ages of the community while enhancing appropriate local business, landscape, leisure, educational, health and transport facilities so that residents and visitors continue to enjoy the special qualities of this area into a prosperous future.

All development within the parish will be managed in harmony with and proportionately to its status in the AONB, contributing towards meeting the needs of those who live in, work in and visit the area in a way that:

- conserves and enhances the landscape, the natural beauty, the historic context and the special qualities of the parish within Forest of Bowland AONB;
- creates vibrant, diverse and sustainable communities with a strong sense of place; and
- maintains a thriving economy.

¹ Forest of Bowland AONB Management Plan 2019 – 2024: Page 26;

² As in the Forest of Bowland AONB Management Plan

2.2 Aim and Objectives

Overall Aim:

To maintain the historic context and natural landscape of Caton-with-Littledale Parish and to promote proportionate, sustainable development up to 2031 commensurate with being part of the Forest of Bowland AONB, in order to enhance the quality of the environment and the well-being of parish residents and visitors.

- 2.2.1 This will be achieved through the following seven objectives, which reflect the objectives set out in the Forest of Bowland AONB Management Plan, relevant Local Plans, national policy, the evidence gathered and the wider context:

Objectives:

- 1. to conserve and enhance the outstanding landscape and natural beauty of Caton-with-Littledale Parish, including its landscape character and visual amenity, wildlife and geology, historic context, heritage, and settlement character;**
- 2. to ensure that all development is appropriate and sustainable in its location and design, and is of high quality;**
- 3. to provide sufficient supply and mix of appropriate types, sizes, and tenures of high-quality housing to contribute to meeting the needs of Caton-with-Littledale residents and the surrounding AONB, with an emphasis on affordable housing and without adverse impact on the landscape character of the AONB;**
- 4. to support a sustainable local economy, especially rural employment and livelihoods, and tourism;**
- 5. to protect and improve local community facilities and services, including for recreation and for sustainable public transport, paths, and cycleways;**
- 6. to provide the necessary services and infrastructure to support and improve both existing and new development;**
- 7. to manage and improve flood risk and water quality.**

3. Overall Landscape and Development Strategy

3.1 The Development Strategy

- 3.1.1 This NDP places development more clearly in the context of the primary purpose of an AONB – to conserve and enhance the natural beauty of the area – and, in the interests of people living and working here, to put this at the heart of planning for this parish which wholly sits within the Forest of Bowland AONB. Furthermore, it serves both to fulfil the Management Plan of the Forest of Bowland AONB within Caton-with-Littledale Parish and to achieve an equivalent strategy and methodology for planning and development between the two AONBs within the Lancaster City area while being consistent with the Strategic Policies and Land Allocations DPD of the Local Plan.
- 3.1.2 The two policies that follow in this section are based on the equivalent section in the Arnsdale and Silverdale AONB DPD and are designed to ensure that the primary purpose of the AONB is at the heart of the overall approach to development in this parish, and to ensure that new development supports the Forest of Bowland AONB’s primary purpose and Special Qualities alongside the interests of residents.

Policy CL1: Development Strategy

A landscape capacity-led approach to development will be taken in the parish. Great weight will be given to the principle of conserving and enhancing landscape and natural beauty, wildlife and cultural heritage in the parish due to its location in the Forest of Bowland AONB.

1. All Development

All development in the Parish of Caton-with-Littledale, located in the Forest of Bowland AONB, should be sustainable, consistent with the primary purpose of AONB designation³, and support the Special Qualities of the AONB as set out in the Forest of Bowland AONB Management Plan. Development must be determined by the capacity of the landscape to hold it and be in keeping with the primary purpose of the AONB. Within the parish, housing, employment, services, infrastructure and other development should contribute towards meeting the needs of those who live in, work in and visit the area in a way that:

³ As set out in the National Parks and Access to the Countryside Act 1949; confirmed by Section 82 of the Countryside and Rights of Way Act 2000:

- The primary purpose of the designation is to **conserve and enhance natural beauty**.
- In pursuing the primary purpose of designation, account should be taken of the needs of agriculture, forestry, and other rural industries and of the economic and social needs of local communities. Particular regard should be paid to **promoting sustainable forms of social and economic development that in themselves conserve and enhance the environment**.
- Recreation is not an objective of the designation, but the **demand for recreation should be met insofar as this is consistent with the conservation of the natural beauty and the needs of agriculture, forestry, and other uses**.

- a) conserves and enhances the distinctive landscape, the natural beauty, historic context, and the Special Qualities of the AONB; and
- b) creates a vibrant, diverse, and sustainable community with a strong sense of place; and
- c) maintains a thriving local economy.

2. Development within the Sustainable Settlements of Caton and Brookhouse

To promote vibrant local communities and support services, small-scale growth and investment will be supported in the identified Sustainable Settlements of Caton and Brookhouse where it closely reflects identified local needs within the parish or immediately surrounding areas of the AONB, and conserves and enhances the local landscape and settlement character.

3. Development on the edge of and outside Sustainable Settlements

Development proposals on the edge of and outside settlements, including in hamlets and the open countryside, will be permitted only where they demonstrate that:

- d) there would be no adverse impact on settlement or landscape character; and that;
- e) there is an essential need for a rural location; or
- f) it will help to sustain an existing business, including farm diversification schemes; or
- g) it contributes to the meeting of a proven and essential housing need in that location; or
- h) it represents a sensitive and appropriate reuse, redevelopment, or extension of an existing building.

3.1.3 The primary purpose of the AONB designation is to conserve and enhance the landscape and natural beauty of the area. It is therefore entirely appropriate that the Development Strategy for the Parish of Caton-with-Littledale identifies a landscape-capacity led and criteria-based approach to development, consistent with this primary purpose and the Forest of Bowland AONB's Special Qualities. A strategy that does not put the conservation and enhancement of the landscape central to the approach to development would compromise the primary purpose and undermine the national designation and the value of the AONB.

3.1.4 Where any development proposal would create conflict between the primary purpose of the AONB and other uses of the AONB within the parish, greater weight will be attached to the purpose of conserving and enhancing the landscape and natural beauty of the parish.

- 3.1.5 Proposals for major development in Caton-with-Littledale Parish will be considered against the guidance in the NPPF and the additional local guidance:

“Whether a proposal is ‘Major Development’ is a matter for the decision-maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined and taking into account CWLNP Policy CL2 Landscape and other relevant planning policies.”

- 3.1.6 In determining whether exceptional circumstances exist, Lancaster City Council will assess the proposal using the criteria set out in the NPPF paragraph 177 (or as revised).
- 3.1.7 The nature of the AONB landscape means that even some smaller-scale proposals may be considered to be major developments depending on the local context.
- 3.1.8 Whilst the Plan seeks to promote the role of brownfield sites for new development, proposals on such sites should be assessed against whether they help to deliver the primary purposes of the designation of the area as AONB.
- 3.1.9 In determining planning applications, the Local Planning Authority will seek to carefully assess the ambitions of securing the long-term and productive re-use of brownfield sites against the importance of protecting this nationally important landscape. In doing this, careful consideration will be given to wider policy ambitions within the Lancaster District Local Plan, specifically Policy DM46 which relates to development and landscape impact.

Housing growth in the parish

- 3.1.10 LCC has indicated that an important part of NDP preparation is ensuring that the NDP supports the Strategic Development needs of the City Council.
- 3.1.11 LCC has carried out a “Call for Sites” exercise, for the emerging Strategic Policies and Land Allocations DPD. However, where a parish is designated as a Neighbourhood Planning body, the City Council expects the Parish Council to plan positively for housing growth and to bring forward allocations for future housing development through the NDP.
- 3.1.12 As the AONB is a protected landscape, sites that are suitable for housing should be developed specifically to help meet local affordable or other locally identified housing or other needs, thereby contributing towards meeting the needs of those who live in, work in and visit the parish or Lower Lune Valley Ward (both of which lie within the AONB). To do otherwise would fail to address these needs, which could then only be met by releasing more sensitive sites, causing harm, and compromising the primary purpose of the AONB designation.

- 3.1.13 The Strategic Housing and Employment Land Availability Assessment (SHELAA) performed by Lancaster City Council (2018) formed the initial assessment of land availability for the parish, noting the methodology⁴ which seeks to afford equivalent standards in the Forest of Bowland AONB as has been achieved for the Arnsdale & Silverdale AONB during preparation of its DPD.
- 3.1.14 An essential and integral report is the Landscape and Visual Impact Assessment (LVIA) with recognition of the special qualities of the parish within this process, applying the Forest of Bowland AONB Management Plan and its Landscape Character Assessment⁵.
- 3.1.15 Site Allocation must then be performed on the basis of landscape capacity using the assessments described above, and whether the housing development needs of the parish and surrounding AONB have been met. Local Plan Policy SP2 sets out the settlement hierarchy and the strategic approach to development in sustainable rural settlements in the AONB and other rural villages. An allocation for in the region of 12 dwellings is included in the CWLNDP under Policy CL15.
- 3.1.16 In determining the suitability of any development site in relation to the settlements of Caton and Brookhouse, a planning judgement will have to be applied as to how well the site relates to the built form of the settlement.
- 3.1.17 From time to time, additional or “windfall” development proposals will be made. Residential development proposals should demonstrate that they contribute towards meeting a proven housing need in the parish and surrounding area through an up to date housing needs survey. They should be in accordance with Local Plan Policy SP2 and contribute to the delivery of the housing requirement set out in Local Plan Policy SP6. They should also include a landscape assessment proportionate to the scale of the proposal and the level of impact of the proposed scheme on the landscape. For larger or otherwise more sensitive sites or schemes (including most new development), this will require an LVIA undertaken by a qualified professional to Landscape Institute standards as set out above and showing how impacts may be minimised or mitigated.

⁴ <http://www.lancaster.gov.uk/planning/planning-policy/evidence-monitoring-and-information>

⁵ <https://www.forestofbowland.com/Landscape-Character-Assessment>

3.2 The Landscape Strategy

Policy CL2: Landscape

Within the Parish of Caton-with-Littledale set in the Forest of Bowland AONB, development proposals will be required to demonstrate how they conserve and enhance the landscape, and the natural beauty of the area. Proposals will not be permitted where they would have an adverse effect upon the landscape character or visual amenity of the AONB or its setting.

Development proposals will be supported where they:

- a) take into account the Forest of Bowland AONB Landscape Character Assessment for the Caton-with-Littledale Parish area, and other relevant evidence;
- b) reflect the rural nature, historic character and local distinctiveness of the area including settlement character and separation, local vernacular traditions and building materials and native vegetation/planting;
- c) respect the visual amenity, views, tranquillity, dark skies, and the sense of space and place, avoiding the introduction of intrusive elements, or compromise to the skyline or settlement separation;
- d) take full account of the cumulative and incremental impacts of development having regard to the effects of existing developments (including unintended impacts and impacts of development that has taken place as a result of Permitted Development Rights, licensing, or certification) and the likely further impacts of the proposal in hand; and
- e) include a landscape assessment, the level of detail of which should be proportionate to the scale of the proposal and the level of impact of the proposed development on the landscape. For larger or otherwise more sensitive sites or schemes (including the majority of new developments), this will require a Landscape and Visual Impact Assessment (LVIA) undertaken by a qualified professional to Landscape Institute Standards, showing how impacts may be minimised or mitigated.

3.2.1 The AONB benefits from the highest status of protection in relation to landscape and natural beauty and great weight will be given to conserving and enhancing natural beauty when considering development proposals.

3.2.2 'Natural beauty' is not just an aesthetic concept, and 'landscape' means more than just scenery. The natural beauty of the AONB is strongly linked with its distinctive landscape character. The landscape of the AONB is largely due to natural features and processes such as geological diversity, landforms, climate, soil, water features, biodiversity and habitats, but is in part the product of many centuries of human modification and management, including communities, settlements, heritage assets, people and

perceptions. Many of these elements are recognised as being of national or international importance and are protected by law. The special qualities of the Forest of Bowland AONB, as set out in the Management Plan, define and describe the elements that give the area its natural beauty as well as those human elements that contribute to its unique landscape character.

- 3.2.3 The area was designated as a landscape of national significance due to a variety of factors:
- the grandeur and isolation of the upland core;
 - the steep escarpments of the moorland hills;
 - the undulating lowlands;
 - the visual contrasts between each element of the overall landscape;
 - the serenity and tranquillity of the area; the distinctive pattern of settlements; the wildlife of the area;
 - and the landscape's historic and cultural associations.
- 3.2.4 The area can be characterised as a complex interplay of many different landscape types, all intrinsic to its overall landscape character; from the dominant and wide-open moorland vistas of the high fells, to the more subtle, but no less important, lower-lying landscapes such as the rolling, pastoral farmland, woodlands, parkland, reservoirs, river valleys and floodplains. The area's distinctive character is determined not simply by the presence of particular natural elements or their rarity value, but also by the way in which they combine to form a mosaic of landscape types and reflect a rich history and cultural heritage.
- 3.2.5 The AONB forms part of the extensive Pennine Chain, which extends eastwards into the Yorkshire Dales National Park and southwards across Lancashire. The unique landscape character of the Forest of Bowland reflects its historical and present-day management for farming and sporting activities, from the royal forest of mediaeval times to the sporting estates of the present day. This has had a taming influence on the landscape.
- 3.2.6 It is the unique combination of characteristics in this area that makes the landscape so distinctive, and which creates the highly valued natural beauty of the area, resulting in a strong sense of place. The AONB is part of the cultural and natural heritage of the nation and if these characteristics are damaged, for example by insensitive development, then that will compromise the primary purpose of the AONB and the enjoyment of the area by the public.
- 3.2.7 National Character Areas (NCAs) divide England into 159 distinct natural areas. Each is defined by a unique combination of landscape, biodiversity, geodiversity and cultural and economic activity. Their boundaries follow natural lines in the landscape rather than administrative boundaries, making them a good decision-making framework for the natural environment. The Caton-with-Littledale Parish is contained within 'Bowland Fringe and Pendle Hill' (NCA 33)

- 3.2.8 In addition to the national landscape character assessment, a number of local landscape character studies have been undertaken to improve understanding of the character of the Forest of Bowland landscape and describe it. The most recent and comprehensive of these is the Forest of Bowland AONB Landscape Character Assessment:
- 3.2.9 [The Forest of Bowland AONB Landscape Character Assessment \(2009\)](#) has confirmed the diversity of the Forest of Bowland's landscapes, identifying, mapping and describing 14 Landscape Character Types and 82 Landscape Character Areas within only 803 square kilometres. The assessment seeks to provide a framework for developing a shared understanding of the current character of the Study Area's landscapes and its future management needs.
- 3.2.10 Caton-with-Littledale Parish contains seven of the Landscape Character types:
- A. Moorland Plateaux
 - B. Unenclosed Moorland Hills
 - C. Enclosed Moorland Hills
 - D. Moorland Fringe
 - F. Undulating Lowland Farmland with Wooded Brooks
 - I. Wooded Rural Valleys
 - J. Valley Floodplain
- 3.2.11 Particularly relevant characteristics of the Caton (F4) Landscape Character Area, which includes the villages of Caton and Brookhouse, are:
- a patchwork of small-to-medium pasture fields deeply incised by wooded brooks and river gorges;
 - a network of hedgerows and stone walls delineating field boundaries;
 - scattered farmsteads and clustered villages;
 - panoramic, open and framed views northwards across the wide floodplain of the river Lune; and
 - to the south, the dramatic rising profile of the moorland hills forming the skyline backdrop to views.
- 3.2.12 In the Lancaster Local Plan Part 1: Strategic Policies and Land Allocations (2011-2031), Policy SP7 seeks to maintain Lancaster's unique heritage and Policy SP8 seeks to protect the Natural Environment. Policy EN2 relates to Areas of Outstanding Natural Beauty and states that the landscape and character will be protected, conserved, and enhanced.

Justification

- 3.2.13 The character of the landscape in the Neighbourhood Plan area is a highly valued asset. The wooded valleys and field patterns stretching out to open moorland are defining features, in addition to the valley floodplain. It is the unique combination of elements and features (characteristics) in this area that makes the landscape so distinctive and resulting in a strong sense of place. The AONB is part of the cultural and natural heritage of the nation and if these characteristics are damaged, for example by insensitive

development, then that will compromise the primary purpose of the AONB and the enjoyment of the area by the public.

- 3.2.14 In order to best serve the primary purpose of AONB designation, new development must relate to the established character of the area (as described in the Forest of Bowland Landscape Character Assessment) in which it is to be located. It must integrate with its setting and be in keeping with neighbouring buildings and the landscape by appropriate siting, nature, scale, proportion, massing, design, materials and landscaping. It must respect the prevailing proportion of buildings to gardens and green space.
- 3.2.15 New development can make a positive contribution to the landscape but can also harm it in a number of ways. For example, new features that are uncharacteristic of the landscape may be introduced that detract from the local vernacular building style, intrude into skylines or obstruct or erode important views. Important landscape features such as hedges, drystone walls and mature trees may be damaged or removed. Over time, development can lead to the gradual erosion of local distinctiveness and in a protected landscape of such unique character; this sort of cumulative loss and harm must be avoided in order to serve the primary purpose of AONB designation.
- 3.2.16 Development proposals within the AONB or affecting its setting will have to demonstrate clearly that they are appropriate to the landscape character type and designation, taking into account the wealth of landscape character evidence and guidance available. Lancaster City Council may require the submission of a Landscape and Visual Impact Assessment (LVIA) undertaken to recognised Landscape Institute standards and will also expect proposals to have regard to the content of the AONB Management Plan.
- 3.2.17 When considering the cumulative and incremental impacts of development, developers and decision makers should ask themselves: 'Can the impacts of this development proposal (in the context set out in the policy) on the landscape character and visual amenity be mitigated?' If yes, proceed with considering proposal in principle, subject to all other considerations. If no, refuse permission.
- 3.2.18 The sense of tranquillity is a special quality of the AONB but is gradually being eroded by increases in noise, activity, traffic and disturbance. The scale and type of new development and level of activity along with journeys to and from a site will affect tranquillity and will be a factor in determining whether or not a proposed development can proceed.
- 3.2.19 All light pollution, however small, contributes to the general erosion of darkness in the AONB. The spilling of light beyond a site boundary and into the surrounding countryside can be disturbing to wildlife and have an intrusive visual impact. Light pollution contributes generally to the urbanisation of the rural landscape and the loss of darkness in our night skies and should be minimised in any new development.

- 3.2.20 There are many opportunities to conserve and enhance the special and distinctive character of the AONB landscapes by managing development and supporting the conservation of distinctive landscape features such as in-field trees, hedgerows, dry stone walls and ponds.

4. Policy Issues

4.1 Housing Provision

- 4.1.1 Caton and Brookhouse are identified as Sustainable Rural Settlements under Local Plan Policy SP2 as they have good access to a wide range of services and good connectivity to other larger settlements. In principle, they are a suitable location for future housing growth in the rural area to meet the needs of rural communities for various types of housing. Growth must however be achieved in the context of the surrounding national landscape designation and within the context of national planning policy. Section 5 of the CWLNP and Policies CL15 and CL16 set out the approach to site assessment and allocate a site for the development of about 12 dwellings.
- 4.1.2 The Forest of Bowland AONB is a protected landscape, within which Caton-with-Littledale Parish is located; therefore, sites that are suitable for housing should be developed specifically to help meet local affordable or other locally identified housing needs.
- 4.1.3 To do otherwise would fail to address these needs, which could then only be met by releasing more sensitive sites, causing harm, and compromising the primary purpose of the AONB designation. This policy seeks to ensure that the approach to housing delivery in the AONB reflects the local needs within the AONB and better ensures that new development supports the AONB's primary purpose and Special Qualities.

Policy CL3: House Type and Tenure

Within the NDP area, the number, size, types, and tenures of all homes provided should closely reflect identified local needs in accordance with current parish housing needs evidence at the time of the application.

Proposals for new housing development will be supported where they deliver affordable housing in accordance with the relevant policy of the Lancaster Development Management DPD (Currently Policy DM6).

Priority will be given to the delivery of affordable housing and maximising the potential for meeting identified local needs and local affordable needs from development proposals. These will be expected to demonstrate that housing densities reflect local settlement character.

- 4.1.4 The provision of new housing, especially affordable housing and first homes, is one of the highest government priorities. Section 5 of the revised NPPF sets this out in some detail, beginning with the requirement that Local Planning Authorities will use their evidence base to ensure that their area-wide Local Plan meets the full, objectively assessed needs for market and affordable housing, including identifying key sites for development. Lancaster City Council will work with the Parish Council and Housing

Associations and other providers to achieve the required mix of housing types.

- 4.1.5 New housing developments should offer a range of housing sizes, types, and tenures to meet identified local needs, including provision for vulnerable communities such as older people and people with disabilities.
- 4.1.6 Lancaster City Council has undertaken a city-wide housing needs assessment which provides up-to-date evidence about housing need and is in the process of producing a Supplementary Planning Document in relation to “Meeting Housing Needs”.
- 4.1.7 Currently the Lune Valley CLT Housing Needs Survey provides parish evidence for housing needs at present, however, this will eventually become out of date. This survey should be reviewed and updated periodically to ensure that it is kept up to date.
- 4.1.8 The Lune Valley Housing Needs Survey 2019 found that:
- “The housing profile of the area is not in step with the predicted needs of local households. Like many rural settlements the population is predominately elderly and ageing, but with some younger and newly forming households being unable to afford the premium prices associated with villages rather than town environments.
 - There has been a shift in demand for market housing, as older households seek to downsize from large houses;
 - There is significant need for affordable housing from younger and older households, with affordable products such as First Homes and shared ownership housing being potentially affordable to local households, in addition to traditional social rented housing;
 - The proportion of social rented housing is smaller in the study area than the district and England as a whole, indicating a shortage; and
 - The level of interest in cohousing is greater than in other studies. This is likely to be due to the success of the scheme that has been established locally.”
- 4.1.9 Where an up-to-date Housing Needs Assessment for the village and or parish is not available, then supporting evidence to an application must include:
- A village or parish housing need survey and an appraisal of the results, the scope of use must be first agreed with the Council.
 - Analysis of the number and type of dwellings in the village and the identification of gaps in provision.
 - A minimum of the percentage of affordable housing required by the Local Plan.

4.1.10 For an assessment of supply and need for the village / parish, the assessment must take account of:

1. Allocations or permissions in the settlement, parish or nearby settlements or parishes.
2. People on the housing register in housing need.
3. The population from the latest census, mid-year ONS estimates and population growth.
4. Age and household structure.'

4.2 Natural Environment

- 4.2.1 Biodiversity and geodiversity are key environmental concerns for the Forest of Bowland AONB. There are sites which are subject to high levels of protection in national or international law which include Calf Hill and Cragg Woods Special Area of Conservation and Bowland Fells Special Protection Area. Lancaster City Council has comprehensive policies on biodiversity and geodiversity with clear implications for their protection and enhancement. This policy clarifies and expands on these to ensure that new development supports the AONB's natural environment, primary purpose, and Special Qualities.
- 4.2.2 Natural capital assets are the elements of the natural world from which flow a series of services or benefits to society. For example, woodland, species-rich grassland, wetlands, peatland, and other soils are all aspects of natural capital, while carbon storage, clean air and water and opportunities for recreation are some of the ecosystem services which flow from them.

Policy CL4: Natural Environment

Development proposals affecting directly or indirectly an international designated site's qualifying habitat and/or species are subject to the requirements of The Conservation of Habitats and Species Regulations 2017. In accordance with these Regulations, where a proposal has implications for internationally designated sites, the proposal will be expected to be accompanied by sufficient information to inform a suitable Habitats Regulation Assessment.

The high quality of the natural environment is a key feature of the parish within the Forest of Bowland AONB. New development will conserve and enhance the biodiversity and geodiversity, avoid the fragmentation and isolation of or disturbance to wildlife, habitats, and species. It will also help to create and reinforce green corridors, blue infrastructure and ecological networks and deliver ecosystem services⁶ as a means of maximising wider public benefits and in reinforcing the local area's identity and sense of place.

Development proposals should protect and enhance biodiversity and/or geodiversity, to minimise both direct and indirect impacts. There should, as a principle, be a net gain of biodiversity assets wherever possible.

To protect and enhance the robustness, function and value of the natural environment, development proposals must protect and contribute to the appropriate enhancement of the extent, value and/or integrity of:

- a) any site or habitat protected for its biodiversity or geodiversity value, at an international, national, or local level;

⁶ Ecosystem services are the benefits provided to us by the natural environment when it is allowed to function healthily, including clean air and water, climate and disease regulation, crop pollination and cultural, health and recreational benefits.

- b) any priority habitat or species;
- c) ecosystem services;
- d) ecological networks and their connectivity, including steppingstones, buffer zones, functionally linked land, corridors and other linkages;
- e) the mosaic pattern of habitats and species and the mosaic approach to their management and protection⁷;
- f) any other natural features or assets of significance and value in the AONB or characteristic of the AONB, including those that do not enjoy formal protected status.

Exceptions will be made only where:

- g) there is an overriding public need for the development; and
- h) the development cannot be located elsewhere; and
- i) Where harm from development cannot be avoided, a developer must clearly demonstrate that the negative effects of a proposal can be mitigated, or as a last resort, compensated for.

Before works to traditional buildings or features take place, appropriate species surveys should be undertaken and an appropriate plan for their protection, mitigation and enhancement put in place.

New buildings and conversions will be required to incorporate measures to support biodiversity as part of their fabric as is appropriate, based on site-specific and other local biodiversity evidence.

Development should restore and enhance water bodies, prevent deterioration, promote recovery, reduce flood risk and conserve habitats and species that depend directly on water. Where relevant, this should involve the opening up of culverts.

Proposals that enable or facilitate specifically tailored or targeted action to restore or enhance rare or priority species or habitats will be particularly supported.

Trees and woodland

New development should protect and enhance existing trees unless there are clear and demonstrable reasons why their removal would aid delivery of a better development overall, and positively incorporate new trees.

Proposals that would result in the loss or deterioration of trees that are subject to Tree Preservation Orders, are Ancient, Veteran or located within Conservation Areas, or that are otherwise significant, will not be permitted unless:

- j) an overriding need for the development and its benefits in that location clearly outweigh the loss or harm; and
- k) compensatory planting is provided.

⁷ The Mosaic Approach integrates the requirements of species into habitat management, ensuring that plants and wildlife have the places they need to live and reproduce.

New or replacement planting in proposals for development should:

- l) be at appropriate ratio and of appropriate species to conserve and enhance the special character of the area and to reflect the purpose of the planting;
- m) promote a wider diversity of species, including diversity of height;
- n) reinforce adjacent habitats and reflect historic planting patterns in the locality;
- o) be supported by an appropriate management regime; and
- p) support the need to manage mature or over-mature trees.

Landscaping in new development should remove invasive species. Account should be taken of the needs of particular species dependent on the retention of dead wood and mature trees within woodland.

Development proposals will be accompanied by a proportionate ecological survey including an assessment of the role the site plays in the local ecological network, taking into account connectivity and activity at different times of year. There should be clear links between the survey outcomes and any protection, mitigation and enhancement measures proposed.

- 4.2.3 Traditional buildings or features include farmhouses and farmsteads, barns, cart sheds, stables, animal houses and other solid walled structures like flax and cotton mills, and other rural buildings, largely dating before 1914. The term 'traditional' relates to the materials of which they are built (in this area often sandstone or gritstone, sometimes with timber frames) and the associated craft skills handed down from generation to generation. It excludes modern methods of construction using industrialised factory-produced concrete blocks, sheet roofing and plastic products more commonly employed since the 1950s.
- 4.2.4 The Parish has important wildlife and geology, with some sites protected at the highest level in national and international law and a number of locally protected sites and priority habitats, as well as a wider environment rich in wildlife. Lancaster City Council has adopted comprehensive policies on biodiversity and geodiversity, which have clear implications for the protection of sites within the parish. However, there is scope in the NDP to expand on some of the detail, for example to ensure that biodiversity can be enhanced by creating or restoring habitats and including measures to help urban wildlife e.g., swift bricks and bat boxes. Particular measures, species, habitats, connectivity and geological features can be referenced.
- 4.2.5 The neighbourhood area's multifunctional blue infrastructure includes a network of a major river (River Lune), ponds, wetlands, watercourses and floodplains. Development should restore and enhance water bodies, prevent deterioration, promote recovery, reduce flood risk and conserve habitats and species that depend directly on water. Where relevant, this should involve the opening up of culverts."

- 4.2.6 Healthy, functioning blanket bog on the tops of the fells acts as a carbon store. Work to restore and re-wet areas of blanket bog will boost carbon sequestration. In addition, these blanket bogs are important in helping to mitigate downstream flood risk for communities, both inside and outside the parish and the AONB.
- 4.2.7 The need to protect the natural environment and develop robust ecological networks is now well established. At the time of publication, Section 15 of the revised NPPF requires Local Planning Authorities to set criteria-based policies against which to judge proposals for any development on or affecting protected wildlife or geodiversity sites.
- 4.2.8 Effective conservation and enhancement of biodiversity means taking action at a landscape scale across local authority boundaries to develop robust ecological networks. Policies should protect and enhance the hierarchy of international, national, and locally designated sites of importance for biodiversity and also wildlife habitat corridors and steppingstones that buffer and connect them.
- 4.2.9 Single trees, tree groups, woodland and hedgerows are all features of the natural environment of the AONB; in-field and boundary trees, fruit trees, mature and notable trees are particularly characteristic of the area. Ancient trees and woodland and veteran trees are an irreplaceable resource.
- 4.2.10 Habitats and species are sensitive to and can be harmed by new development, for example through degradation or absolute loss or through impacts caused by development, such as increased activity and light spillage. However, if approached imaginatively in a way that is appropriate to the context, there is scope for new development to enhance biodiversity. These should include measures such as swift bricks, hedgehog highways, bat boxes, access tiles, living roofs or walls, and special consideration for species that are dependent on the built environment.
- 4.2.11 The Forest of Bowland AONB supports many important habitats and species which contribute significantly to the area's landscape character and 'sense of place'. The Bowland fells (part of which is located in the south of the parish) support rare and endangered species associated with a very rare mosaic of upland habitats. At lower levels, the ancient woodlands contain an array of wildflowers, while the few remaining traditionally managed pastures and meadows are an oasis for wildflowers and insects. Numerous rivers and watercourses provide habitats for salmon, brown trout, and sea trout, as well as birds including kingfisher, dipper, grey wagtail, common sandpiper, and oystercatcher. Otters are also present along rivers on the northern side of the Bowland Fells.
- 4.2.12 The Forest of Bowland is an internationally important area for conservation, as nearly one fifth of the AONB is designated as a Special Protection Area under the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2010 (as amended), with a proportion being within the Parish of Caton-with-Littledale. Where a proposal has implications for internationally designated sites, the proposal

will be expected to be accompanied by sufficient information to inform a suitable Habitats Regulation Assessment.

- 4.2.13 There is a Special Area of Conservation within the parish and two Sites of Special Scientific Interest (SSSIs) designated under UK legislation. Within Bowland Fells SSSI, the AONB management (with landowners) has been implementing a peatland restoration project. There are a number of other wildlife sites in the parish, which form part of a national network of non-statutory sites that are recognised for their ecological value. These are called Biological Heritage Sites (BHS). This valuable habitat is a big attraction for visitors to the AONB – many keen birdwatchers visit Bowland just to catch a glimpse of the hen harrier, the area's iconic bird of prey, which breeds in very few other places in England. Equally impressive are wading birds such as lapwing, snipe, curlew, and redshank, which arrive in spring to nest and rear their young on the open farmland and moors of Bowland.
- 4.2.14 Restoring blanket bog so that it can become an active carbon store is a vital contribution to combatting climate change. Adapting to climate change can also be achieved through the AONB environment, especially when considering flood management.
- 4.2.15 Rivers, streams, woodland, trees and natural planting and landscaping play an important role in the local natural environment and contribute to the biodiversity of the parish. Multi-functional Green Infrastructure (GI) is important to underpin the overall sustainability of development by performing a range of functions. This means encouraging developers to incorporate landscaping, open space and enhancements for local wildlife into new developments, to respond to climate change and to provide suitable opportunities for recreation, all at the same time.

4.3 Area of Separation and Open Spaces

- 4.3.1 Open spaces are important to the health and wellbeing of a local community because of their contribution to a high-quality environment and opportunities for play, recreation, and social activities, as well as maintaining an attractive environment for tourism.
- 4.3.2 Open spaces, green gaps and corridors are an important part of the landscape and the rural character of the parish, provide views from, into and within the settlements and help keep individual settlements distinct.
- 4.3.3 The villages of Caton and Brookhouse are separated by Artle Beck and an adjacent swathe of grazed farmland, which provides an attractive rural setting to the two villages, characteristic of the wider Forest of Bowland AONB.
- 4.3.4 This Area of Separation reflects the historic character of the settlements and creates a visual separation which is considered essential to maintaining the distinct identities of the two villages.
- 4.3.5 There is a strong visual link between Brookhouse Road and Hornby Road with far-reaching views stretching both across the valley towards Aughton Woods and up to the rising land towards Littledale. The Area of Separation is also distinct in views from elsewhere in the parish.
- 4.3.6 The area consists of small irregular fields bounded by mature hedgerows and trees with Artle Beck to the west, forming an important green habitat corridor between the settlements and a direct link to surrounding open countryside. This area contributes strongly to creating a pastoral feel highly characteristic of the rural nature of the settlements. The field pattern is recognised to be ancient enclosure.

Area of Separation

Policy CL5: Area of Separation

In order to maintain the established pattern of development and conserve the character of the Forest of Bowland AONB and its distinctive villages, development should not impact on the open character of the Area of Separation identified on the Policies Map and should not result in the further coalescence of Caton and Brookhouse.

Development will be assessed in terms of its impact upon the Area of Separation, including any harm to the effectiveness of the gap between settlements and, in particular, the degree to which the development proposed would compromise the function of the Area of Separation in protecting the identity and distinctiveness of settlements.

Justification for the proposed boundaries

4.3.7 The background evidence report on the assessment of the Area of Separation sets out the rationale for defining the area, the evidence of the process of assessing alternative boundaries and the criteria used to select the boundaries. The following paragraphs detail the reasoning behind the proposed boundaries.

Northern Boundary.

4.3.8 The field adjoining the A683 is essential to visual amenity and the separation between the settlements especially when travelling from the East. The A683 therefore forms the Northern boundary.

Western Boundary.

4.3.9 The western Boundary follows the path of the Artle Beck from the A683 to the most southerly and westerly piece of woodland labelled Bridge End on the Map.

Southern Boundary.

4.3.10 This extends from the Point of the woodland where the Track moves from an East to West direction to a southerly one. The line following the natural field boundaries and hedge lines carries on in a westerly direction until it meets the field boundary of the area identified as Site 39 in the LCC SHEELA.

Eastern Boundary.

4.3.11 The eastern boundary follows the natural field boundaries and hedge lines from the A683 turning in a westerly direction before moving southwards at Lane House Farm to follow the contours of the residential properties on both sides of Brookhouse Road and then forming the western boundary of Site 39.

4.3.12 It should be noted that that this area of separation is highly visible from viewing points along the Lune Valley and from Halton Park on the other side of the river Lune.

4.3.13 It is also the site of the main water pipe from the Thirlmere Reservoir supplying water to Manchester.

Protection of Open Spaces

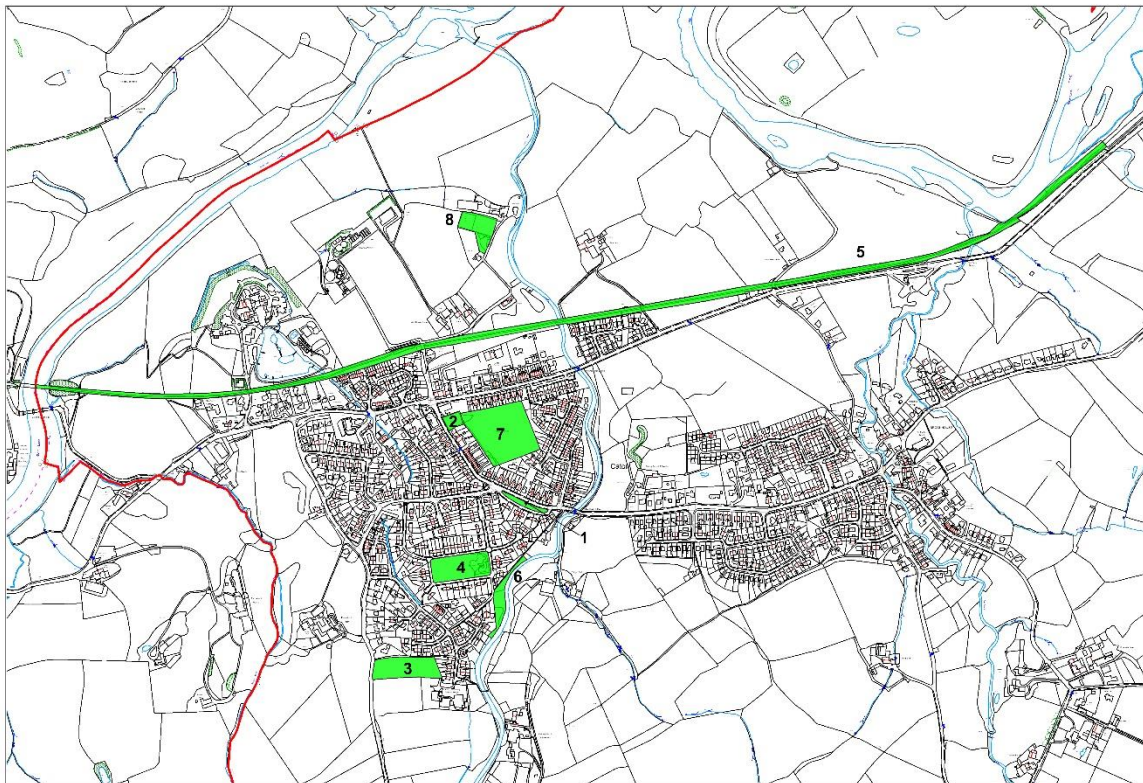
4.3.14 Local Plan Policy SC3 identifies the following areas as important for sport, recreation, and leisure, as shown on Map 3. They are safeguarded through Local Plan Policy DM27:

1. Becksde
2. Caton Bowling Green
3. Caton Primary School Fields
4. Fell View

5. The River Lune Millennium Park (Millennium Way) – Crook o’ Lune to end, including adjacent land.
6. Parish Woodland
7. Station Field
8. Lunesdale Lawn Tennis Club

4.3.15 Local Plan Policy DM27 sets out measures to protect and safeguard the areas to retain them as open areas for enjoyment for sport, recreation, and leisure.

Map 3: Important Sport Recreation and Leisure spaces



4.3.16 The following paragraphs are a description of each area.

4.3.17 **Beckside**

Beckside is an area of grassland maintained by the Parish Council, planted extensively with spring flowering bulbs. Trees were donated by a member of the community and make a valued and beautiful contribution to Beckside. It is a relaxing and tranquil area, with a Parish Council installed donated bench at the centre, which is well used. It creates a visually pleasing 'village green' feel to this area of Caton.

4.3.18 **Caton Bowling Green**

This space is a traditional outdoor bowling green and surrounds which has been at the heart of village life for over a century and makes a vital

contribution to the health, social wellbeing, and history of the community. It is bordered by substantial historic stone walls on all sides which provide shelter to both players and spectators enabling the enjoyment of fresh air and the stunning views of surrounding countryside. The upkeep of the bowling green is a matter of village pride and kept in one family for at least four generations.

4.3.19 **Caton Primary School Field**

This site is highly valued as an open green space on the edge of the village of Caton, regularly and frequently used for both formal and informal recreation by residents of all ages for many generations and crossed by a historic footpath. The field is enjoyed both for its recreational value and for its natural beauty, tranquillity, and wildlife. It forms a transition between the urban setting of the village and the surrounding open farmland with far-reaching rural views characteristic of the Forest of Bowland AONB. It is fringed by wildlife-rich hedgerows with large trees, including a particularly special veteran oak. The sights and sounds of breeding curlew on adjacent pastures can be readily enjoyed in spring and summer.

4.3.20 **Fell View**

This space is a 'green' with an open grassland area, sports facilities, trees and shrubs and a play area used daily by children of all ages throughout the year. The play area was designed with involvement from residents and plays a valuable role as a safe area in which children can play. The picnic tables are used intensively by parents and grandparents. The site is an informal meeting place and village focal point and is also used for community events, promoting a strong sense of community identity.

4.3.21 **Millennium Way**

This space is an accessible pathway following the route of the old railway line fringed by trees, verges, hedgerows and stone walls. The pathway makes a significant contribution to the health and wellbeing of the community and economy of the parish being a very well-used facility and popular visitor attraction. The pathway is also used for commuting by cycle into Lancaster. There are stunning views of the river Lune and surrounding countryside, and the path is the backbone of many popular circular walks.

4.3.22 **Parish Woodland**

This space is a distinctive 'surprise' area of natural woodland along the natural banks of Artle Beck. It is secluded with a beauty enhanced by the mottled sunlight on trees and water and the sights and sounds of the beck and is rich in wildlife. The site is used as a tranquil riverside location used by residents of all ages.

4.3.22 **Station Field**

This space is an open sports field valued as a green space in the centre of Caton, in an otherwise built-up area. It has good views of the upland moors

and a long history of use for recreational purposes and other community activities, and makes an important contribution to community identity. Formal sports pitches are managed by Caton Sports Association. The fringes of the field are left wild to attract a variety of flora and fauna.

4.3.23 **Lunesdale Lawn Tennis Club**

Lunesdale Lawn Tennis Club goes back to 1905. It now occupies a beautiful, wooded site close to the river Lune, on Ball Lane. There are three refurbished grass courts used from April to September and two all-weather courts, open all year. This thriving club welcomes children, young people and adults of all ages and abilities. League tennis and knock-out competitions. Classes and coaching provided.

4.4 Dark Skies

- 4.4.1 Over the last century large parts of Britain have rapidly lost access to naturally dark skies. Light in the wrong place, or obtrusive lighting, is one of the major unaddressed sources of pollution in this country and it affects people, wildlife, and our landscapes. In 2009 the Royal Commission on Environmental Pollution published its report on Artificial Light in the Environment and recommended that those responsible for the management of existing National Parks and Areas of Outstanding Natural Beauty and the equivalent National Scenic Areas in Scotland seek to eliminate unnecessary outdoor light and to design and manage better that which cannot be eliminated.
- 4.4.2 In the Forest of Bowland AONB the relative isolation means that there are areas of land still largely unaffected by light pollution; however, where lighting is obtrusive, this can seriously affect the quality of the landscape which was designated partly because of its tranquility and its value to heritage and biodiversity. In the words of the Royal Commission: *'we believe that access to the natural beauty of the night sky is every bit as important as the preservation of other aspects of natural beauty which society routinely seeks to protect for the enjoyment of its citizens and for posterity.'*
- 4.4.3 The Forest of Bowland is an area recognised for its dark night skies and visibility of the stars. A policy approach can ensure that any new development does not compromise this status by incorporating measures to minimise light spillage and avoid any intrusive lighting, reflecting the Forest of Bowland AONB position statement.
(http://forestofbowland.com/files/uploads/pdfs/aonb_ob_lighting_pos_stmt.pdf)
- 4.4.4 Policy DM29 of the Lancaster Development Management DPD which sets out Key Design Principles refers to the need to mitigate light pollution. This policy within the Caton-with-Littledale provides a more detailed approach to how this will be achieved.
- 4.4.5 The Institute of Lighting Professionals guidance entitled "*The Reduction of Obtrusive Light*" can be found at: <https://theilp.org.uk/publication/guidance-note-1-for-the-reduction-of-obtrusive-light-2021/>

Policy CL6 Dark Skies

To minimise light pollution and to maintain the views of our night-time skies, planning proposals that include external lighting and significant openings that would allow internal lighting to be seen externally will have to demonstrate the following:

- a) They have undertaken an assessment of the need for lighting and can demonstrate need; and

- b) The proposed lighting is the minimum required and only appropriate to its purpose, so as to protect the area's natural surroundings and intrinsic darkness; and
- c) All development with external lighting should meet or exceed Institute of Lighting Professionals guidance for the environmental zone in which the development is set to take place; and
- d) Proposals should consider whether the benefits of the lighting outweigh any harm caused. Proposals should consider the impact of external lighting on:
 - I. the character of the area; and
 - II. the visibility of the night sky; and
 - III. biodiversity (including bats and other light sensitive species; and
 - IV. viewpoints and locations used to view dark skies.

4.5 Historic Environment

- 4.5.1 The parish contains a wide range of significant historic landscapes, a conservation area and historic buildings and features. Lancaster City Council has policies on the historic environment, which include Listed Buildings, Conservation Areas, and their settings. In addition, there is a policy in relation to development affecting non-designated heritage assets and their settings.
- 4.5.2 This policy sets out additional measures to ensure that new development supports the heritage assets and historic character of the parish within the Forest of Bowland AONB and reflects the AONB's primary purpose and Special Qualities.

Historic landscape and settlement character

- 4.5.3 The rich cultural history of the parish is reflected in the landscape and settlement character, layout, form and pattern and numerous heritage features. Unlisted features, buildings, archaeology, and parts of settlement character such as field patterns may well be locally important through their contribution to the local landscape and heritage but are vulnerable to adverse effects from insensitive development. Gradual incremental erosion of historic character over time is also an issue to consider. Lancaster City Council is in the process of preparing a Local Heritage List which will identify any such buildings and features.
- 4.5.4 The NDP offers an opportunity to provide greater detail in planning policy to ensure local heritage is conserved and enhanced. Design of new development and alterations/extensions is critical to ensure that any new buildings are in keeping with the historic landscape and built environment.

Brookhouse Conservation Area

- 4.5.5 Brookhouse is a small rural village with medieval origins. The Brookhouse Conservation Area, focused on St Paul's Church, abuts open countryside to north, south and east although the village has expanded westwards (almost merging with the larger settlement of Caton).
- 4.5.6 The Conservation Area comprises over 50 dwellings, the majority of which date from 1650-1900. These historic stone-built dwellings (detached, semi-detached and in short rows) combine with a church partly dating from Norman times and restored in the 19th Century, a school, and a chapel to create a place of special historic interest with a strong local identity. In order to delineate a clear boundary, the Conservation Area includes some 20th century development that does not form part of the area's special historic interest.
- 4.5.7 The Brookhouse Conservation Area was first designated in 1981 by Lancashire County Council under provisions that are now contained in Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. This defines a Conservation Area as '*an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.*'

- 4.5.8 The Brookhouse Conservation Area Appraisal available on Lancaster City Council's website (www.lancaster.gov.uk) identifies negative features and issues in the Conservation Area. The above policy is included in the NDP to ensure that future development conserves and enhances the special characteristics of the Brookhouse Conservation Area.

Policy CL7: Historic Environment

Where development proposals may affect the significance of designated heritage assets, either directly or indirectly within their setting, they must take account of the unique heritage assets.

Before works to heritage assets take place, an assessment of its significance should be undertaken, proportionate to the asset's importance, to understand its architectural and historic interest and to assess the nature and scale of impact on its significance.

Development proposals affecting designated heritage assets or affecting non-designated heritage assets that are identified on any Local List or in the Historic Environment Record, or discovered during the application process, will be supported provided that they:

- a) conserve and enhance the significance of the asset, including its contribution to the wider historic character and landscape of the AONB. This may include schemes that specifically aim to (or include measures to) protect, restore, enhance, reveal, interpret, sensitively and imaginatively incorporate, or record historic assets or features.
- b) reflect local vernacular and the distinctive historic and settlement character.
- c) conserve and enhance the character and setting of the asset; and
- d) promote enjoyment, understanding and interpretation of the asset(s), as a means of maximising wider public benefits and reinforcing the AONB's identity and sense of place.

Development proposals will not be supported where they cause unjustified harm to the significance of heritage assets and historic landscape character, including cumulative impacts, that lack clear public benefit." Proposals affecting ancient/historic field patterns should reinforce and reflect the pattern.

Within the Brookhouse Conservation Area, all new development will be expected to satisfy the relevant Lancaster City Council policies (currently DM38 and DM39)

- 4.5.9 This topic was not directly addressed in any of the reports or surveys until the informal consultation (March 2017), and therefore was inferred from other commentary to that point. These all show the heritage is valued and developments should be in keeping with it:

- Dislike of modern developments and “off-the-peg housing” designs which do not fit the character of the villages was expressed through Parish Council meetings, verbal and “post-it note” responses at NDP public meetings and in free text answers to the 2016-17 survey. Similarly, there should be a presumption in favour of the retention of non-designated heritage assets. Any loss of the whole or part of such an asset will require clear and convincing justification. No such loss will be permitted without taking all reasonable steps to ensure that the proposed new development will proceed.
- Any special features which contribute to an asset’s significance should be retained or reinstated, where possible, in accordance with paragraph 135 of the NPPF.
- Any extensions or alterations should be designed sympathetically, without detracting from or competing with the heritage asset. Proposals should relate appropriately in terms of siting, style, scale, massing, height and materials.
- Proposals within the setting of a non-designated heritage asset will be required to give due consideration to its significance and ensure that this is protected or enhanced where possible.
- Positive settings should be protected, preserved and where possible enhanced by new development. A preference for vernacular design is clear.
- Favourite views identified as part of the NDP process include many historic features within older parts of Brookhouse, Caton and Low Mill, and wider views encompassing them. Some quotations from the 2016-2017 survey encapsulate the values attached to them: *“all are important, that’s why I came to live in Caton. If it becomes more developed and loses its village feel I will likely move.”* and *“I love the view in all directions, it’s a beautiful part of the country and the buildings are picturesque too, so fit in well with the backdrop of the countryside.”*
- The March 2017 informal consultation supported the approach of the draft NDP, some responses that disagreed with it doing so because it was not worded strongly enough rather than because of its direction. Some emphasised that conservation should *“not prevent thoughtful and well-planned development”*, but that this should include: *“Where buildings are adjacent to stone-built properties, then an appropriate match of re-constituted stone or real stone should be used to reflect the local existing stone buildings. Recent new builds ... have not been close enough and do not match the area.”*

4.6 Design

- 4.6.1 The quality of design and the character of the settlements within the parish are strongly linked to the surrounding landscape of the Forest of Bowland AONB. Settlement character is not only shaped by the landscape and topography, but also contributes to the landscape through its style, construction methods, materials, form, scale, layout and pattern. This policy ensures that new development throughout the parish continues and reinforces this mutual relationship, ensuring that the design of new development contributes fully to conserving and enhancing the landscape and settlement character and better supports the AONB's primary purpose and Special Qualities. This policy should be read in conjunction with Local Plan Policies in particular Policy DM29.

Policy CL8: Design

For development proposals within the AONB the highest standards of design and construction will be required to conserve and enhance the landscape, built environment, distinctive settlement character and historic, cultural, and architectural features.

In addition to the design requirements set out in the relevant Lancaster Development Management DPD policies, the design of development proposals should:

- a) respond to the character of the landscape and local built environment including buildings, boundary treatments, open spaces, trees, roofscapes, historic village layouts and have particular regard to local vernacular traditions, building to plot/green space ratios and to the quality, integrity, character, and settings of natural, built, and historic features; and
- b) reinforce what is special and locally distinctive about design in the AONB through careful consideration of visual amenity, layout, views, scale, height, solid form, massing, proportions, alignment, design detailing, lighting, materials, colours, finishes and the nature of the development; and
- c) provide well designed landscape schemes that retain distinctive trees and include new structural planting that contributes to the character and amenity value of the area; and
- d) ensure that boundary treatments, screening and entranceways reflect local character and context including through retention (or appropriate replacement where necessary) of existing features of value such as hedgerows, trees, verges, and traditional stone walls and through the careful consideration of materials and heights for gates, gateposts and fencing and of appropriate species for planting; and
- e) must not use existing development that is poor quality or harmful to landscape and settlement character to inform the design of new development or proximity to it as justification for further poor quality or harmful development.

- 4.6.2 High quality design is fundamental to conserving and enhancing the character of the parish and ensuring any new development reflects local traditional character wherever possible including using local stone.
- 4.6.3 Modern development has led to a wide diversity of different building styles in the parish, but the NDP offers an opportunity to promote high quality design, including contemporary designs, in any new development as long as this does not harm the landscape or historic environment. Local distinctiveness and a sense of place should be promoted in contrast with the formulaic house designs often promoted by commercial housebuilders across the country. Climate change is an issue that affects us all and sustainable, energy and water efficient design must also be promoted.
- 4.6.4 Local distinctiveness and visual harmony between buildings and the surrounding landscape are important within the parish due to its location in the Forest of Bowland AONB. This is highly significant in the visual appeal of the landscape and built environment and is valued by the public – both residents and visitors to the AONB.
- 4.6.5 Gradual erosion of local distinctiveness, character and visual harmony has occurred within parts of Caton and has seen the addition of some modern development, often with little respect for the historic settlement pattern, character or materials. Harmful modern development should not be taken to set the character or provide a reference point for new development. Similarly, being in close proximity to existing development that is harmful to the landscape or settlement character of the AONB should not be used to justify further poor quality or harmful development.
- 4.6.6 The control of design, materials and cumulative impacts is crucial. Use of appropriate materials is essential to ensure that new development is in keeping with its surroundings and avoids the gradual, incremental erosion of character.
- 4.6.7 The grouping of buildings, use of local building materials, road and footway surfaces, signs, and lighting apparatus all affect settlement character and the quality of the street scene.
- 4.6.8 To sustain character and quality, development should reflect traditional materials, styles, and proportions. For proposals affecting the street scene and local landscape and settlement character, the following factors are important:
- retaining traditional surfaces and layouts, or reintroducing them;
 - ensuring that the scale, texture, colour, finish, and patterns of new materials are sympathetic to the area's character and appearance;
 - avoiding the creation of dominant or incongruous extensions and alterations to existing buildings;

- ensuring that road layouts, construction materials, signs, lighting and markings are of appropriate scale, appearance, and quality, with no unnecessary duplication. Signs should be fixed, where possible and appropriate, to buildings or existing street furniture. Every effort should be made to avoid or minimise clutter;
- minimising the use of lighting equipment as much as possible, confining it to built-up areas and locations where it is essential for safety. Lighting should be low intensity and appropriate in colour and design to minimise light spillage and disturbance to wildlife and to conserve landscape tranquillity and dark skies.

4.7 Economic Development

- 4.7.1 This policy seeks to ensure that the NDP provides a positive approach towards the promotion of economic growth and rural diversification within the parish.
- 4.7.2 LCC has policies that protect existing employment, promote small business generation and the rural economy. It is important that new employment opportunities within the parish are addressed, and this policy seeks to promote small scale employment opportunities within the context of the Forest of Bowland AONB. This policy clarifies and expands on these to ensure that new development supports the AONB's natural environment, primary purpose, and Special Qualities.

Policy CL9 Economic Development

The development of new small-scale employment opportunities within the settlements of Caton and Brookhouse will be supported where they bring economic benefits to the AONB, the proposals allow businesses to adapt to alternative ways of working and the development:

- a) is appropriate to the village and AONB landscape setting in terms of scale, location, design, and materials;
- b) demonstrates consideration of impact on infrastructure and incorporates mitigation measures to minimise any adverse impacts;
- c) provides adequate car parking for employees and visitors;
- d) consists of small-scale business / start up units or facilities which support local services and the visitor economy linked to the enjoyment of the countryside;
- e) Business signage should be of an appropriate design and scale which is in keeping with its wider setting.

Proposals for employment uses in the wider rural area will be assessed against the relevant Lancaster City Council policies and will encourage developments that help secure the viability of local farms.

- 4.7.3 The following policy seeks to ensure that the NDP provides a positive approach towards maintaining the vitality of local shopping and business areas in the parish.
- 4.7.4 Lancaster City Council has policies that promote small business generation, the rural economy and local centres and retail development outside defined centres. It is important that the services within the parish and specifically within Caton and Brookhouse are retained for existing and future residents. This policy clarifies and expands on the overarching policies to ensure that new development supports the AONB's natural environment, primary purpose, and Special Qualities.

- 4.7.5 Lancaster City Council provides additional guidance on the design of advertisements and shopfronts within the *Shopfronts and Advertisements Supplementary Planning Document*.

Policy CL10 Maintaining the Vitality of Local Shopping/ Business Areas

Within existing shopping/business areas in Caton village centre, Brookhouse shopping area and Willow Mill business centre, development that help maintain the vitality and viability of the local shopping and employment areas will be supported subject to the following criteria:

- a) new shop frontages are of high-quality design and scale and enhance local distinctiveness of appropriate design and scale in keeping with the setting by ensuring that corporate branding is subordinate to the site and appropriate materials are used; and
- b) distinctive and detailed features of buildings are retained and enhanced; and
- c) secure areas for refuse and recycling are included; and
- d) cycle parking is included where possible.

The shared and flexible service and facility uses of buildings in Caton and Brookhouse centres will be supported where this will help the continued operation of key services.

Proposals that would result in the loss of buildings / uses, which currently (or have previously) provided the community with a local service, and which could include services such as local shops and community facilities, must provide compelling and detailed evidence as detailed within Policy DM56 of the Development Management DPD.

- 4.7.6 The centre of Caton is identified as a Rural Local Centre under Local Plan Policy TC1; guidance on development in Local Centres is set out in Policy DM18. The area contains a shop, café, pubs, petrol station and community facilities around the junction of the A683 and Brookhouse Road. Brookhouse contains three premises on Sycamore Road. Willow Mill is identified as a Rural Employment Site under Local Plan Policy EC1. Willow Mill is a converted Grade II listed stone mill which is divided into office space for 16 business units.
- 4.7.7 There are a number of community buildings which provide services to the community located throughout the two settlements. Policy DM56 sets out the approach to be taken in considering proposals for new local services and community facilities and evidence to be provided for proposals that would result in their loss.”

- 4.7.8 The future sustainability of the parish is dependent upon maintaining a buoyant local economy and services; otherwise, there is a risk that Caton and Brookhouse could become solely satellite, commuter settlements.
- 4.7.9 The NDP offers an opportunity to support existing local businesses and encourage appropriate new employment development within the parish. Provision of small business units, live/work units, farm diversification (e.g., farm shops and sustainable tourism) and businesses which contribute to the management of the landscape should be encouraged.
- 4.7.10 The type, location and scale of new employment opportunities should be balanced against the need to protect and value the distinctiveness of the rural character, landscapes and villagescapes which are essential for sustainable tourism. Any development will be required to meet the requirements in other policies and no major development will be permitted.
- 4.7.11 **Local Economy and Rural Services**
The NDP
- supports the retention of services (e.g., the health centres, the post office, schools, shops, public transport, public toilets and car parking) and resists developments which would result in their loss;
 - supports affordable housing and workspace initiatives within the area, where development meets local housing, employment and business need and will also conserve and enhance the landscape; and
 - supports landscape-sensitive delivery of super-fast broadband and mobile telecommunication networks.
- 4.7.12 **Sustainable Tourism**
The NDP supports the AONB stance on sustainable tourism

4.8 Community and Recreational Facilities

- 4.8.1 A vibrant and resilient local community requires services and facilities to function in a sustainable way. These make a major contribution to the health and wellbeing of local residents and their quality of life.
- 4.8.2 Caton-with-Littledale has a good range of services and facilities, which serve not only residents of the parish but also large areas of the Lune Valley. Consultation carried out so far shows that they are highly valued by local residents. As more development takes place across this whole area, demand for services and facilities is likely to increase.
- 4.8.3 Play, sport and recreation areas and facilities, both formal and informal, outdoor and indoor, enable local residents to lead healthy active lifestyles and are vital to the wellbeing of the community. These include play areas, playing fields, green spaces, footpaths and cycleways. Outdoor play areas and playing fields are of particular importance for the health of children and young people growing up in the village. There are no allotments in the parish.

Policy CL11 Community and Recreational Facilities

1. Existing Facilities

Existing Community and Recreational Facilities listed below have been identified as facilities of importance and are protected in accordance with Policies SC3 and DM56 of the Lancaster City Council Development Management DPD:

1. Station Field.
2. Fell View Children's playground and field.
3. School grounds and playing fields.
4. Bowling green.
5. Tennis Courts.
6. Millennium Way
7. Victoria Institute & Brookhouse Community Church
8. Scout Hut
9. Becksides,
10. Parish Woodland,
11. Catholic Church, Station Yard
12. Caton Methodist Church/Lune Valley Methodist Hub, Brookhouse Road
13. Caton Baptist Church, Brookhouse Road.
14. St Paul's Church of England, New Street Brookhouse
15. Church Hall in the curtilage of St Pauls C of E Church."

Proposals that would result in the loss of buildings / uses, which currently (or have previously) provided the community with a local service, and which could include services such as local shops and community facilities, must provide compelling and detailed evidence as detailed within Policy DM56 of the Development Management DPD.

2. New Facilities

The NDP will support proposals for new community facilities and improvements to existing community facilities. Development will be permitted where it is in accordance with the following criteria:

- a) the site is located in or adjacent to the existing villages;
- b) the site is accessible by walking and cycling;
- c) there are opportunities to integrate services where relevant;
- d) detrimental impacts on road safety or traffic flow can be satisfactorily mitigated in the interests of both road users and users of the proposed development; and
- e) the proposal would not have an adverse effect on residential amenity.
- f) the proposal is in accordance with all other relevant policies.

4.8.5 The following important parish facilities and services also provide local employment:

- Caton Health Centre
- Hillcroft Nursing Home at Caton Green
- a residential centre for addiction treatment at Littledale Hall
- two primary schools (both with a pre-school facility)
- a thriving village hall (The Victoria Institute) with community IT facilities and small community library
- five churches (one Church of England, one Baptist, two Methodist and one Roman Catholic)

4.8.6 Children travel to secondary schools in Kirkby Lonsdale, Lancaster, Carnforth and Milnthorpe. There is a church hall and scout hut (for Cubs, Beavers, Rainbows, Brownies, Scouts, and Guides) close to St Paul's Church and a popular Scout and Guide camp in Littledale.

4.8.7 A mobile library visits Caton and Brookhouse every 3 weeks.

4.8.8 Regarding recreation, facilities include:

- a bowling green and a large recreational field (also used for the Village Gala) behind The Station public house in the centre of Caton.
- a small sports hall and playing and recreational fields with two junior football pitches hosted at Caton Primary School.
- outdoor public play and activity area for children aged up to 14 years on Fell View green, Caton.
- activities including dance and keep fit groups and a range of social groups for all ages at the Victoria Institute, which has a sprung floor;
- a tennis club;
- an extensive network of Public Rights of Way (Map 8);

- concessionary footpaths, cycle, and bridleways – Open Access Land is mainly at the top of Littledale on Clougha and Caton Moor;
- Millennium Way, which is a real asset for walkers, runners, horse riders and cyclists from the parish and beyond. The North Lancashire Cycleway and North Lancashire Bridleway also uses part of this route and some minor roads through the parish, encouraging visitors to the village.

4.8.9 The village has been twinned with the French community of Socx, near Dunkirk, since 2008.

4.9 Supporting Infrastructure for New Development

- 4.9.1 It is recognized that Caton and Brookhouse have been designated as Sustainable Settlements; therefore, new development will provide homes and jobs for current residents of the parish.
- 4.9.2 Although development within the parish is unlikely to generate significant developer contributions, the Parish Council will work with relevant bodies to seek to ensure that new development is supported by infrastructure that is appropriate to both the character and the needs of the AONB and that supports the AONB's primary purpose and Special Qualities. This Parish Aspiration does not form part of the planning policies of the neighbourhood development plan.

Parish Aspiration 1 – Supporting Infrastructure for New Development

The Parish Council will work with relevant bodies to ensure that new development contributes towards new infrastructure or seeks to improve the capacity of existing infrastructure in a way that reflects the primary purpose of the Forest of Bowland AONB designation and conserves and enhances its landscape character and visual amenity.

Compliance with the following Development Management DPD policies is essential:

- DM60: Enhancing Accessibility and Transport Linkages,
- DM61: Walking and Cycling,
- DM62: Vehicle Parking Provision and
- DM29: Key Design Principles

in order to ensure that the issues raised for Caton-with-Littledale Parish in the City of Lancaster Highways and Transport Master Plan are fully addressed and any necessary mitigation measures identified.

The Parish Council will give high priority to supporting active travel and enhancing sustainable travel networks, including infrastructure investment to benefit walking, cycling and public transport.

Should external funds become available, the NDP priorities for spending within the parish are as follows:

- public transport links to local towns and facilities
- expansion of local routes and networks for walking, cycling and horse riding.
- accessibility for disabled people and those with limited mobility in relation to local routes and footpaths
- provision of green infrastructure
- wildlife enhancements

Opportunities will be taken to fund such improvements through planning applications. Proposals which support these aspirations are likely to be considered favourably.

- 4.9.3 A strong community requires services and facilities that contribute to its quality of life, vibrancy, and vitality. Lancaster City Council has adopted policies to ensure that there are opportunities to develop and maintain features including recreation facilities, health services, allotments, shops, places of worship, pubs, and village halls. There are also locally specific needs such as new pedestrian or cycle routes. In some cases, it will be possible for new development to contribute towards the provision or maintenance of these facilities, through the use of planning obligations, which may be sought where they are necessary to make the development acceptable in planning terms.
- 4.9.4 In the Lancaster Local Plan the following infrastructure needs have been identified:
- to investigate sustainable and innovative options for rural public transport provision in accordance with Lancaster Highways and Transport Masterplan (2016);
 - extension to the Lune Valley Cycle Network to deliver improvements and extensions to the Lune Valley Cycle Network in accordance with Lancashire Cycle and Walking Strategy (2016) & Lancaster Highways and Transport Masterplan (2016);
 - Flood Risk Prevention: Surface Water Run-Off Mitigation within new development, by the creation of permeable surfaces and other related design measures to ensure that surface water run-off is reduced to greenfield levels;
 - Sustainable Drainage Systems (SuDS) must be provided within new development to help to address matters of Climate Change and Flood Risk.
- 4.9.5 New development places a burden on existing infrastructure such as utility provision, highway capacity and school places. Planning obligations are designed to help mitigate the impact of development in a way that benefits local communities and supports the provision of local infrastructure. In addition to providing the minimum services and utilities necessary to support development proposals, it is expected that Lancaster City Council will negotiate a suitable package of supporting infrastructure to ensure proposals are self-supporting and do not harm the Special Qualities of the AONB.
- 4.9.6 Critical service and utility infrastructure can include access, clean water provision, wastewater and sewerage, power supplies and telecommunications connectivity. While the Council has cited better broadband speeds as one of the infrastructure needs, it is expected that within the duration of this plan much of the parish will have access to hyper fast broadband via the fibre optic broadband network provided by B4RN (Broadband for the Rural North).

4.10 Managing flood risk and water quality.

- 4.10.1 **Flood Risk:** Storm Desmond and a local storm in November 2017 caused extensive flooding in the parish affecting a number of houses, farms, and businesses on the flood plain of the river Lune and along the Artle Beck and Bull Beck. In addition, many areas were affected by surface water run-off, particularly buildings at Low Mill, Forge Mill and Copy Lane. This demonstrates that water flow and drainage need careful attention and improvement.

Policy CL12 Managing flood risk and water quality.

New development should be designed to ensure that runoff rates and volumes achieve greenfield rates or below. All development proposals will be expected to apply the hierarchy for the management of surface water and sustainable drainage systems (SuDS) should be implemented unless there is clear evidence that this would be inappropriate. SuDS must be considered early in the design process and must be integrated with other aspects of a site design. New development proposals will be expected to incorporate site drainage as part of a high-quality landscaped environment.

Applicants will be expected to manage surface water through sustainable drainage features with multi-functional benefits in preference to a reliance on underground conventional piped and tanked storage systems. Any sustainable drainage system should be designed in accordance with ‘Ciria C753 The SuDS Manual’ or any subsequent replacement guidance.” Development proposals on land used for public water supply catchment purposes will be required to consult with the relevant water undertaker. The first preference will be for proposals to be located away from land used for public water supply purposes. Where proposals are proposed on catchment land used for public water supply, careful consideration should be given to the location of the proposed development and a risk assessment of the impact on public water supply may be required with the identification and implementation of any required mitigation measures / management regimes.

The design of new buildings and infrastructure should take account of existing topography to manage the flow of water along specific flow routes away from property and into appropriate storage facilities and/or “slow the flow” systems.

Water attenuation facilities such as lagoons, ponds and swales should be provided within development sites.

Sustainable design of buildings which support rainwater harvesting are supported. Storage of rainwater for non-drinking water purposes such as watering gardens and flushing toilets is encouraged.

Areas of hard standing such as driveways and parking areas should be minimised and porous materials used where possible, with associated soakaway facilities.

The NDP will support initiatives that rationalise or improve the provision of wastewater treatment in areas not connected to mains drainage, including installing new treatment works.

Any development which will overload or proposes to make use of an already overloaded, leaking, or out-of-date septic tank, sewerage treatment place or cess pit infrastructure will be required to make provision for appropriate upgrading infrastructure.

For new development in locations where there are vulnerable aquifers, applicants will need to provide an assessment that demonstrates that surface and foul water will be kept out of the aquifer, and how.

Proposals for new development should reflect the specific circumstances and Special Qualities of the AONB and relevant current evidence in relation to probable impacts on and potential benefits for water quality, sewerage infrastructure and sustainable drainage.

- 4.10.2 Policy DM34 of the Lancaster City Development Management DPD relates to surface water runoff and sustainable drainage and states that *“Sustainable drainage systems should be designed with due regard to the Department for Environment, Food and Rural Affairs technical standards (2015) or any future replacement.*

All proposals for major development will require a drainage strategy to be submitted. The drainage strategy must show the type of drainage system and/or measures proposed, how minimum standards of operation are appropriate and that clear arrangements are in place for ongoing maintenance over the lifetime of the development.”

Local Evidence

- 4.10.3 Managing flood risk is an issue of great concern for local residents, particularly after the effects of Storm Desmond in 2015 and a local storm in November 2017. Lancaster City Council has adopted policies to ensure that development is directed away from areas of highest risk from flooding. Some areas are not served by mains drainage or do not have mains sewerage systems. There are also areas that can be susceptible to surface water runoff, which can lead to flooding. Through their role as Lead Local Flood Authority (LLFA), Lancashire County Council now leads on flooding and drainage issues. As such, these issues are likely to be covered at County and city area levels. The Development Management DPD contains a policy (DM34), which deals with the new requirements for surface water and sustainable drainage, following the enactment of The Floods and Water Management Act 2010.

4.11 Energy and Communications

- 4.11.1 Renewable energy is a more sustainable use of natural capital than burning fossil fuels. National planning guidance challenges all communities to respond to the need for sustainable energy generation, including through the use of renewable and low carbon technologies. Technological developments also heighten demand for telecommunications infrastructure. In practice this includes the delivery of faster broadband connections and scope for small-scale renewable and low-carbon energy schemes to be introduced in the AONB. This policy seeks to ensure that the communities of the AONB can make a contribution to and benefit from renewable and low carbon energy and up-to-date communications infrastructure in a way that supports the AONB's primary purpose and Special Qualities.

Policy CL13 Energy and Communications

Medium-to-large scale energy or communications infrastructure is likely to be major development contrary to national policy and will not be permitted in the parish owing to its location in the Forest of Bowland AONB.

Small-scale low-carbon energy, renewable energy or communications infrastructure schemes in the parish will be encouraged providing that:

- a) the siting, scale, design, and appearance will not have an adverse impact upon landscape or settlement character or views into, out of and across the AONB, including from Public Rights of Way;
- b) they do not have an unacceptable adverse impact on the significance of heritage assets and their settings, historic character, biodiversity, geodiversity assets, or catchment land used for public water supply purposes;
- c) noise, disturbance, vibration, stroboscopic effect, glint, glare, or electromagnetic interference will not have an adverse impact on adjoining uses, visual and residential amenity, tranquillity, or the quiet enjoyment of the AONB;
- d) existing public access is not impeded; and
- e) they give careful consideration to cumulative impacts, the technology used, site location and decommissioning.

Development proposals that promote the AONB as a low carbon landscape will be particularly encouraged. This includes provision of low carbon, energy efficiency and renewable energy systems within new developments and through the retrofitting of existing buildings.

New development will include superfast broadband infrastructure, if appropriate. Opportunities to share communications infrastructure in order to enhance services while avoiding or minimising landscape impacts should be fully explored before additional infrastructure is considered. Sensitive developments that enhance mobile phone coverage will be supported.

- 4.11.2 Definitions within this policy are provided within the Forest of Bowland AONB Renewable Energy Position Statement⁸.
- 4.11.3 The character of the AONB landscape is particularly vulnerable to the impacts of energy and telecommunications development. Turbines, masts, and power lines can detract from important open skylines that are otherwise free of vertical structures and can intrude into key views. Overhead cables and service poles can add visual clutter to the rural landscape. Also, turbines, buildings and other structures related to energy projects along with masts and other communications infrastructure can have an industrial character, which would be out of keeping with the rural landscape of the AONB. Such development can also detract from the character or setting of listed buildings, scheduled monuments, or conservation areas.
- 4.11.4 Renewable or low-carbon energy schemes in the parish will be supported where the nature, type, scale, design, and location of the installation does not adversely affect the Special Qualities. Whereas, for much of the country, permitted development rights apply to solar PV and solar thermal technologies, these do not automatically apply in designated landscapes including AONBs. There are also more specific restrictions that apply to the installation of renewable technologies in listed buildings or conservation areas. Potential applicants should seek guidance from the Lancaster City Council on the nature of these restrictions and the best way of accommodating renewable or low-carbon energy schemes, making use of relevant pre-application advice.
- 4.11.5 In the parish, renewable energy potential is diverse and appropriate schemes could include:
- wood fuel or wood chip boilers (biomass);
 - domestic scale solar energy;
 - anaerobic digestion plants that are fueled by agricultural feed stocks.
 - ground, air, and water source heat pumps.
 - micro hydro-electric power.
 - other microgeneration schemes.
- 4.11.6 Policy CL13 draws on the approach to energy and communications infrastructure set out in the Forest of Bowland AONB Renewable Energy Position Statement 2014. The policy aims to ensure that new energy and communications infrastructure that supports the AONB objectives and Special Qualities is encouraged while protecting the AONB from the types, sizes and scales of infrastructure that would be inappropriate and harmful to the AONB.
- 4.11.7 It is important to remember that this policy sits alongside other policies in this document, national policy and other locally applicable policies set out in the Local Plan for Lancaster. This includes protecting the setting of the AONB.

⁸ <https://www.forestofbowland.com/Renewable-Energy-Position-Statement>

5. Proposed Development Allocations

5.1 Site Assessment and Selection

- 5.1.1 This section of the Caton NDP identifies the site allocated for residential development. The selection of this site has been conducted in line with the Development Strategy set out in Policy CL1 and has been informed by a considerable number of assessments, evidence-based studies, site visits and information gathering.
- 5.1.2 Each site considered has been subject to a detailed screening process, including specialist landscape and biodiversity assessments. The main evidence-based documents for housing are the Lancaster Strategic Housing Market Assessment (Part II) February 2018 Report undertaken by ARC⁴ and the relevant sections of the SHELAA's.

Site proposed for allocation for development

- 5.1.3 This policy identifies the site that is allocated for development in the parish.

Policy CL14 Housing Allocation				
Site Ref/Policy No	Name	Gross ha	Development Platform Area	Estimated No of dwellings
CL16 (Site 98)	Land west of Quernmore Road	0.69		In the region of 12

- 5.1.4 Following publication of SHELAA by Lancaster City Council, Caton-with-Littledale Parish Council considered it appropriate to commission a Cumulative Impact Assessment by an independent consultant to look at the cumulative impact of potentially allocating the sites deemed to be deliverable or developable in the Lancaster SHELAA.
- 5.1.5 The Caton-with-Littledale NDP Steering group used the report alongside the Lancaster SHELAA to identify which sites were potentially suitable for allocation.
- 5.1.6 A public consultation event was held to engage the community in the site allocation process. Several very detailed comments were received from some residents which provided some insight into specific sites and prompted the Steering Group to engage with Lancashire County Council as Highway Authority to provide an opinion on whether suitable and safe access could be provided to the sites.
- 5.1.7 All the relevant information in relation to the site assessments can be found in the site assessment report on the Parish Council website.

5.2 Site Mini Brief

- 5.2.1 This section sets out policies detailing key expectations for the development of the allocated site. In most cases these will inform pre-application discussions between developers and Lancaster City Council.

Amount of development:

- 5.2.2 The site is capable of accommodating in the region of 12 dwellings. The site area is 0.69 hectares.

Site description:

- 5.2.3 This is a greenfield site located between Quernmore Road and Escowbeck Farm to the west of Caton village. The site is slightly sloping, rising towards Escowbeck Farm, and is currently used for grazing/pasture. Access is currently via a track located adjacent to East Lodge at the northern corner of the site. The site frontage comprises a stone wall and hedgerow.
- 5.2.4 The eastern part of site 98, closest to Quernmore Road, is low lying. The height of the site and the containment of the stone boundary wall would help mitigate development of the site and integrate it into the wider landscape. The impact of the landscape setting and character could be further mitigated by siting the housing close to the road, and for housing to be single-storey dwellings that reflect the scale of the adjacent housing. This would prevent any development becoming dominant on the edge of the village. The materials should reflect the vernacular character of mill workers' cottages off Quernmore Road and traditional farm buildings at Escowbeck Farm. The traditional boundary hedge and retaining wall should be retained as important site features.
- 5.4.5 Several water mains have been identified as being either within or in close proximity to the site. United Utilities will not allow building over or building in close proximity to the water mains. They must be protected both during and after construction and 24-hour access to them must be maintained in accordance with the requirements of United Utilities. The applicant will need to demonstrate the exact relationship between the assets, other utility services and their proposed development.
- 5.4.6 They will need to confirm the precise location of the apparatus as this could significantly impact the preferred site layout and/or a diversion of the asset(s) or protection measures may be required. Any diversion may be cost prohibitive, and applicants should not assume that the infrastructure can be diverted. The applicant should be aware that the proposed layout must accommodate United Utilities' assets, which will impact on the developable area and the number of units that can be delivered at this site. United Utilities will require a 10m easement for each water pipeline within and near to the site. The level of ground cover to the pipelines must not be compromised either during or after construction and there should be no additional load placed on the pipelines without prior agreement from United Utilities. This would include earth movement, ground re-profiling, materials

storage, site welfare cabins and the transport and positioning of construction equipment and vehicles.

CL15 (Site 98) – Land west of Quernmore Road.



Policy Guidance:

Land west of Quernmore Road, as shown on the Policies Map, is allocated for development for in the region of 12 dwellings. Detailed proposals should meet the following site-specific development requirements:

- a) A Landscape and Visual Impact Assessment (LVIA) is required to inform the design and layout of the site proposals with particular attention to siting the development close to Quernmore Road and ensuring the development is low profile and single storey to reflect the character of the surrounding area.
- b) Development proposals must ensure that development accords with Policy CL12 in relation to flood risk, sustainable drainage and water quality. In the event that infiltration is not practicable, surface water shall discharge to Escow Beck to the west.
- c) Biodiversity mitigation measures will be required, guided by existing evidence and an appropriate ecological survey of the site.
- d) Appropriate access arrangements from Quernmore Road, an extension of the footway along the length of the frontage of the site and parking arrangements are to be agreed to the satisfaction of the highway authority.
- e) Landscaping and scheme design should result in a net gain in visual amenity value in line with the local landscape character and the AONB's primary purpose and Special Qualities.
- f) Existing trees on the site boundaries should be retained.

- g) Design and materials should reflect the vernacular character of mill workers' cottages off Quernmore Road and traditional farm buildings at Escowbeck Farm.
- h) The existing traditional boundary hedge and stone boundary wall should be retained and reduced in height or set back to make provision for the new access arrangements.
- i) Development must retain and connect with existing public rights of way.
- j) The site is located on water catchment land used for public water supply purposes. Development proposals will need to demonstrate that the impact on public water supply is managed and mitigated in liaison with United Utilities.
- k) The site includes significant water supply infrastructure, which will need to be fully considered in the masterplanning / design process and during any construction. Access to such assets will need to be maintained and protective measures will need to be included to ensure any assets are fully protected both during construction and during the lifetime of the development.

All proposals will have to accord with all other relevant policies within Lancaster City Council's Development Management DPD.

6. Planning commitments

6.1 Below is a table showing the planning applications for dwellings granted within the Lancaster Development Plan period.

Table correct as of 23rd March 2021.

Application Ref	Address	Development	Number of Dwellings
22/00582/VCN	Hill Farm Littledale Road Brookhouse	Change of use of barns to two dwellings (C3), demolition of existing modern barns and erection of two new dwellings (C3), creation of passing place and erection of bin store (pursuant to the variation of conditions 2, 4 and 5 on planning permission 18/01419/FUL to amend the site plan to include garden room within Plot 4, include the use of single ply flat roofing membrane to the garden room and to update the drainage strategy)	4 dwellings
22/00244/VCN	Land At Mill Lane Low Mill Mill Lane Caton	Erection of 9 dwellinghouses with associated access, engineering works to provide sustainable drainage pond, construction of internal roads and footways and the provision of a package treatment plant (pursuant to the variation of conditions 2, 5, 6, 8 and 11 on planning permission 18/00002/FUL to alter the site layout, house details, tree protection, drainage, materials and landscaping)	9 dwellings
21/01216/FUL	Woodfield House Moorside Road Brookhouse	Erection of a two storey dwelling with detached garage, creation of a new access and installation of a package treatment plant	1 dwelling
20/01218/FUL	Brookhouse Old Hall Brookhouse Road Brookhouse	Erection of a two storey detached dwelling and boundary wall, construction of a decked area to the side and a raised area of hardstanding to the front	1 dwelling

Application Ref	Address	Development	Number of Dwellings
20/00047/FUL	Escowbeck Farm Quernmore Road Caton	Demolition of existing steel/block agricultural buildings and re development of site to provide 5 residential dwellings, including conversion and extension of existing barn and outbuilding (to form 3 dwellings) and erection of 2 new dwellings with associated access.	5 dwellings
19/01048/VCN	Land west of Littledale Road Brookhouse	Erection of a detached dwelling (C3) with associated access (pursuant to the variation of condition 2 on planning permission 18/01348/FUL to amend the approved plans to include a first floor balcony, to amend windows and doors to the west elevation and to relocate the garage door)	1 dwelling
19/00867/ELDC	New Barn Deep Clough Roeburndale Road Littledale	Existing lawful development certificate for the continued use of the property as a dwelling (C3)	1 dwelling
19/00292/OUT	Bank House Fly Fishery Car Park Lancaster Road Caton	Outline application for the erection of 1 dwelling	1 dwelling
18/01114/OUT	Ball Lane Caton	Outline application for the erection of a dwellinghouse (C3) with associated access	1 dwelling
16/00932/FUL	Neville House Moorside Road Brookhouse	Demolition of domestic store/workshop and erection of a 2-storey dwelling with associated landscaping	1 dwelling
16/00104/CU	28 - 29 Low Mill Lane Caton	Change of use of one 2-bed apartment to two 1-bed apartments	1 dwelling
14/00964/CU	Former Caton Youth Club Copy Lane Caton	Change of use of office (B1) to funeral directors (A1) and one 2-bed flat (C3) and erection of a garage to the front elevation	1 dwelling

Application Ref	Address	Development	Number of Dwellings
14/00270/OUT	Land Off Sycamore Road Brookhouse	Outline application for the demolition of existing bungalow and erection of up to 31 dwellings with associated access	31 dwellings – RM – 22 dwellings
14/00459/OUT	Land to The Rear 71 Hornby Road Caton	Outline application for the erection of a detached residential dwelling	1 dwelling
14/00768/OUT	TNT Garage Hornby Road Caton	Outline application for the erection of up to 30 dwellings	30 dwellings
13/01183/CU	Land Adjacent No 8 The Croft Caton	Change of use of redundant barn to a one-bed dwelling (C3) with a single storey extension	1 dwelling
13/00668/FUL	Moor Platt Lancaster Road Caton	Demolition of the existing 2 storey disused care home and the erection of 6 two-bed houses, 15 three-bed houses and 12 four-bed houses including internal road layout and associated parking and landscaping	33 dwellings
13/00021/CU	27 - 31 Brookhouse Road Caton	Change of use from one 4 bed dwelling to one 1 bed dwelling and one 3 bed dwelling	1 dwelling
13/00017/CU	Lancashire County Constabulary 37 Hornby Road Caton	Change of use from police office and community meeting house into residential dwelling	1 dwelling
		Total	116 Dwellings

7. Implementation and Monitoring

- 7.1 The Neighbourhood Plan will be delivered and implemented over the period to 2031. Different stakeholders and partners will be involved. Flexibility will be needed as new challenges and opportunities arise over the plan period. In this respect, implementation, monitoring and review will be crucial.
- 7.2 Caton with Littledale Parish Council will be the responsible body to manage and oversee the implementation of the Neighbourhood Plan.

Key Activities

- 7.3 There will be three key strands of activity which will direct delivery, and each is important in shaping the plan area in the months and years ahead. These comprise:
- i. The statutory planning process will direct and control private developer and investor interest in the Parish in the context of the Neighbourhood Plan, Lancaster City Council Local Plan and the National Planning Policy Framework. The Parish Council (in its role as statutory consultee to planning applications) and Lancaster City Council as the Local Planning Authority will use the Neighbourhood Plan to assess the appropriateness and suitability of applications. This assessment will help inform the Parish Council's response to the application (e.g., written representations in support of, or in objection to the proposals) and will inform the Local Planning Authority's final decision. In summary, planning applications that are broadly in accordance with both the Lancaster City Local Plan, and with the Neighbourhood Plan should be supported while those that are not should be refused.
 - ii. Investment in, and management of, public services, assets and other measures to improve local services and vitality and viability for the Parish. In the context of the prevailing economic climate and public funding there is a recognition that public investment in the Parish will be challenging to secure. The Community Infrastructure Levy (CIL), if introduced by Lancaster City Council, could contribute a small amount through new development. In the meantime, Section 106 of the Town and Country Planning Act 1990 allows for agreements between developers and Lancaster City Council, with financial contributions towards necessary services and infrastructure improvements. Such contributions resulting from developments within the Neighbourhood Plan designated area should be allocated towards improvement or addition of local services and /or the securing of environmental benefits for Caton with Littledale Parish residents and community.
 - iii. The voluntary and community sector will have a strong role to play particularly in terms of local community infrastructure, events and Parish life. This sector is likely to play an important role in the future,

and includes, but is not limited to, Victoria Institute and include other key community and voluntary groups

Key Areas of Action

- 7.4 The key areas of action summarises the Parish Council's approach to delivery and implementation of the Neighbourhood Plan:

Housing Development

- 7.5 The Parish Council will work with local landowners, developers and Lancaster City Council to ensure that sustainable growth in new housing over the plan period is delivered to meet identified local needs in the Neighbourhood Plan area.

Rural Economy

- 7.6 The Parish Council will encourage businesses to improve local employment opportunities for local people and work with landowners and stakeholders to bring brownfield sites forward for redevelopment or conversion into economic use.

Natural Environment

- 7.7 The Parish Council will work with Lancaster City Council, The Forest of Bowland AONB Unit, Lancashire County Council and other statutory bodies and agencies together with landowners and stakeholders to ensure the natural environment is protected from inappropriate development.

Monitoring and Review

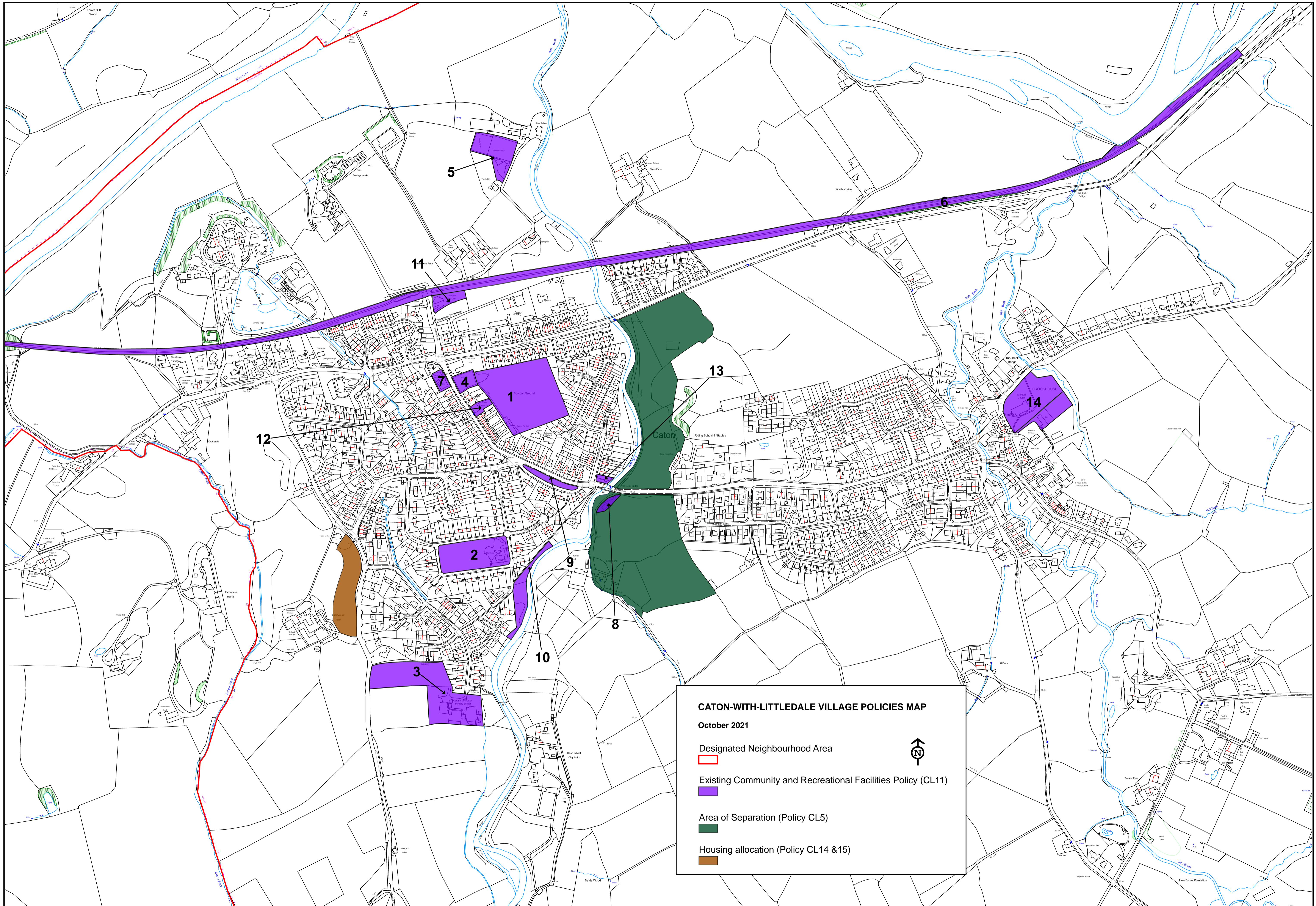
- 7.8 The Caton with Littledale Neighbourhood Development Plan is a 'living' document and as such will become an integral component of the stewardship of the Parish Council.

- a) The Parish Council meeting will include a regular agenda item to monitor and action activities to progress the implementation of the Neighbourhood Development Plan. A regular agenda item will also be included to monitor the use of policies within the plan by the City Council when determining applications in the parish.
- b) The Parish Annual Meeting will report on annual progress achieved and set out the programme aims and key activities for the subsequent year ahead integrating this within its own forward planning processes.
- c) The Parish Council will monitor the progress of implementing the Neighbourhood Development Plan every 3 years. The focus of the monitoring will be to ensure that the policies made are effectively contributing to the realisation of the vision and objectives set out in the Neighbourhood Development Plan. Any resulting proposals to correct


and improve policies to meet the vision and objectives will require to be undertaken through a review of the Neighbourhood Development Plan in full collaboration with Lancaster City Council. Evidence will also be reviewed and updated as required.”


OUR PARISH – OUR FUTURE – OUR PLAN








CATON-WITH-LITTLEDALE VILLAGE POLICIES MAP
 October 2021

Designated Neighbourhood Area 

Existing Community and Recreational Facilities Policy (CL11) 

Area of Separation (Policy CL5) 

Housing allocation (Policy CL14 & 15) 



**CATON WITH LITLEDALE
NEIGHBOURHOOD PLAN
Submission Draft Version**

**A report to Lancaster City Council
into the examination of the
Caton with Littledale Neighbourhood Plan
by Independent Examiner, Rosemary Kidd**

Rosemary Kidd, Dip TP, MRTPI
NPIERS Independent Examiner
3 November 2022

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1.0 Summary

- 1.1 The Caton with Littledale Neighbourhood Development Plan has been prepared to set out the community's wishes for the villages of Caton, Brookhouse, Caton Green, Forge Mill and Littledale and the surrounding countryside. The parish lies in the Forest of Bowland AONB; the village of Caton lies about 5 miles north east of Lancaster.
- 1.2 I have made a number of recommendations in this report in order to make the wording of the policies and their application clearer, including improvements to the mapping of sites referred to in policies to ensure that the Plan meets the Basic Conditions. Section 6 of the report sets out a schedule of the recommended modifications.
- 1.3 The main recommendations concern:
- The deletion of Policy CL6;
 - The addition of a new section on Implementation and Monitoring;
 - Clarification of the wording of policies and the supporting text; and
 - The improvement of the clarity of the Policies Map.
- 1.4 Subject to the recommended modifications being made to the Neighbourhood Plan, I am able to confirm that I am satisfied that the Caton with Littledale Neighbourhood Plan satisfies the Basic Conditions and that the Plan should proceed to referendum.

2.0 Introduction

Background Context

- 2.1 This report sets out the findings of the examination into the Caton with Littledale Neighbourhood Plan.
- 2.2 The plan area covers the parish of Caton with Littledale which is situated in the Forest of Bowland AONB. The village of Caton lies about 5 miles north east of Lancaster. At 2011 the parish had a population of 2738. The plan area includes the Calf Hill and Cragg Woods SAC and Bowland Fells SPA.

Appointment of the Independent Examiner

- 2.3 I was appointed as an independent examiner to conduct the examination on the Caton with Littledale Neighbourhood Plan (CWLNP) by Lancaster City Council (LCC) with the consent of Caton with Littledale Parish Council (PC) in March 2022. I do not have any interest in any land that may be affected by the CWLNP nor do I have any professional commissions in the area currently and I possess appropriate qualifications and experience. I am a Member of the Royal Town Planning Institute with over 30 years' experience in local authorities preparing Local Plans and associated policies.

Role of the Independent Examiner

- 2.4 As an independent Examiner, I am required to determine, under paragraph 8(1) of Schedule 4B to the Town and Country Planning Act 1990, whether the legislative requirements are met:
- The Neighbourhood Development Plan has been prepared and submitted for examination by a qualifying body as defined in Section 61F of the Town and Country Planning Act 1990 as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004;
 - The Neighbourhood Development Plan has been prepared for an area that has been designated under Section 61G of the Town and Country Planning Act 1990 as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004;
 - The Neighbourhood Development Plan meets the requirements of Section 38B of the Planning and Compulsory Purchase Act 2004, that is the Plan must specify the period to which it has effect, must not include provisions relating to 'excluded development', and must not relate to more than one Neighbourhood Area; and
 - The policies relate to the development and use of land for a designated Neighbourhood Area in line with the requirements of the Planning and Compulsory Purchase Act 2004 Section 38A.

- 2.5 An Independent Examiner must consider whether a neighbourhood plan meets the “Basic Conditions”. The Basic Conditions are set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990 as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004. The Basic Conditions are:
1. having regard to national policies and advice contained in guidance issued by the Secretary of State it is appropriate to make the neighbourhood plan;
 2. the making of the neighbourhood plan contributes to the achievement of sustainable development;
 3. the making of the neighbourhood plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area);
 4. the making of the neighbourhood plan does not breach, and is otherwise compatible with, EU obligations, as incorporated into UK law; and
 5. prescribed conditions are met in relation to the plan and prescribed matters have been complied with in connection with the proposal for the neighbourhood plan.

The following prescribed condition relates to neighbourhood plans:

- Regulation 32 of the Neighbourhood Planning (General) Regulations 2012 (as amended by the Conservation of Habitats and Species and Planning (various Amendments) Regulations 2018) sets out a further Basic Condition in addition to those set out in the primary legislation: that the making of the neighbourhood development plan does not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017.

- 2.6 The role of an Independent Examiner of a neighbourhood plan is defined. I am not examining the test of soundness provided for in respect of examination of Local Plans. It is not within my role to comment on how the plan could be improved but rather to focus on whether the submitted Neighbourhood Plan meets the Basic Conditions and Convention rights, and the other statutory requirements.
- 2.7 It is a requirement that my report must give reasons for each of its recommendations and contain a summary of its main findings. I have only recommended modifications to the Neighbourhood Plan (presented in bold type) where I consider they need to be made so that the plan meets the Basic Conditions and the other requirements.

The Examination Process

- 2.8 The presumption is that the neighbourhood plan will proceed by way of an examination of written evidence only. However, the Examiner can ask for a public hearing in order to hear oral evidence on matters which he or she wishes to explore further or so that a person has a fair chance to put a case.
- 2.9 I have sought clarification on a number of factual matters from the Qualifying Body and/or the local planning authority in writing. I am satisfied that the responses received have enabled me to come to a conclusion on these matters without the need for a hearing. One representor has requested a hearing. However, I am

satisfied that they have had the opportunity to present their evidence in writing at both Regulation 14 and 16 stages of the plan making.

- 2.10 I had before me background evidence to the plan which has assisted me in understanding the background to the matters raised in the Neighbourhood Plan. I have considered the documents set out in Section 5 of this report in addition to the Submission draft of the CWLNP.
- 2.11 I have considered the Basic Conditions Statement and the Consultation Statement as well as the Screening Opinions for the Strategic Environmental Assessment and Habitats Regulation Assessment. In my assessment of each policy, I have commented on how the policy has had regard to national policies and advice and whether the policy is in general conformity with relevant strategic policies, as appropriate.

Legislative Requirements

- 2.12 The neighbourhood plan making process has been led by Caton with Littledale Parish Council which is a “qualifying body” under the Neighbourhood Planning legislation which entitles them to lead the plan making process.
- 2.13 Paragraph 1.3 of the Consultation Statement confirms that Neighbourhood Plan area was designated by LCC on 2 July 2015. Paragraph 2.5 of the Basic Conditions Statement confirms that there are no other neighbourhood plans covering this area.
- 2.14 A neighbourhood plan must specify the period during which it is to have effect. The front cover of the Plan states that this is from 2021 to 2031.
- 2.15 The Plan does not include provision for any excluded development: county matters (mineral extraction and waste development), nationally significant infrastructure or any matters set out in Section 61K of the Town and Country Planning Act 1990.
- 2.16 The Neighbourhood Development Plan should only contain policies relating to the development and use of land. I am satisfied that the CWLNP policies are compliant with this requirement.
- 2.17 The Basic Conditions Statement confirms the above points and I am satisfied therefore that the CWLNP satisfies all the legal requirements set out in paragraph 2.4 above.

The Basic Conditions

Basic Condition 1 – Has regard to National Policy

- 2.18 The first Basic Condition is for the neighbourhood plan “*to have regard to national policies and advice contained in guidance issued by the Secretary of State*”. The requirement to determine whether it is appropriate that the plan is made includes the words “*having regard to*”. This is not the same as compliance, nor is it the same as

part of the test of soundness provided for in respect of examinations of Local Plans which requires plans to be “*consistent with national policy*”.

- 2.19 The Planning Practice Guidance assists in understanding “appropriate”. In answer to the question “What does having regard to national policy mean?” the Guidance states a neighbourhood plan “*must not constrain the delivery of important national policy objectives.*”
- 2.20 In considering the policies contained in the Plan, I have been mindful of the guidance in the Planning Practice Guide (PPG) that:
- “Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of their local area. They are able to choose where they want new homes, shops and offices to be built, have their say on what those new buildings should look like.”*
- 2.21 The NPPF of July 2021 is referred to in this examination in accordance with paragraph 214 of Appendix 1, as the plan was submitted to the Council after 24 January 2019. The CWLNP refers to the NPPF of February 2019. It is suggested that quotations and paragraph numbers should be checked before the final plan is published.
- 2.22 The Planning Practice Guidance on Neighbourhood Plans states that neighbourhood plans should “*support the delivery of strategic policies set out in the Local Plan or spatial development strategy and should shape and direct development that is outside of those strategic policies*” and further states that “*A neighbourhood plan should, however, contain policies for the development and use of land. This is because, if successful at examination and referendum, the neighbourhood plan becomes part of the statutory development plan.*”
- 2.23 Table 2 and the subsequent paragraphs of the Basic Conditions Statement includes comments on how the policies of the CWLNP have taken account of relevant sections of the NPPF. I consider the extent to which the plan meets this Basic Condition No 1 in Section 3 below.

Recommendation 1: Check and update any references to and quotations from NPPF of February 2019 to those of July 2021.

Basic Condition 2 - Contributes to sustainable development

- 2.24 A qualifying body must demonstrate how a neighbourhood plan contributes to the achievement of sustainable development. The NPPF as a whole constitutes the Government’s view of what sustainable development means in practice for planning. The NPPF explains that there are three objectives of sustainable development: economic, social and environmental.

- 2.25 Table 1 of the Basic Conditions Statement describes how the plan has drawn up to deliver the three dimensions of sustainability, namely environmental, social and economic.
- 2.26 I am satisfied that the Plan contributes to the delivery of sustainable development and therefore meets this Basic Condition.

Basic Condition 3 – is in general conformity with strategic policies in the development plan

- 2.27 The third Basic Condition is for the neighbourhood plan to be in general conformity with the strategic policies contained in the Development Plan for the area.
- 2.28 The adopted Local Plan for the plan area is the Lancaster District Local Plan (the Strategic Policies & Land Allocations DPD and reviewed Development Management DPD) were adopted by the Council on the 29 July 2020. Work is underway on the review of the Local Plan and the Council submitted the Lancaster District Climate Emergency Review of the Local Plan 2020-2031 on the 31 March 2022.
- 2.29 Table 3 of the Basic Conditions Statement assesses how the Neighbourhood Plan policies conform to the strategic and other relevant planning policies of the adopted Lancaster District Local Plan.
- 2.30 I consider in further detail in Section 3 below the matter of general conformity of the Neighbourhood Plan policies with the strategic policies.

Basic Condition 4 – Compatible with EU obligations and human rights requirements

- 2.31 A neighbourhood plan must be compatible with European Union obligations as incorporated into UK law, in order to be legally compliant. Key directives relate to the Strategic Environmental Assessment Directive and the Habitats and Wild Birds Directives. A neighbourhood plan should also take account of the requirements to consider human rights.
- 2.32 Regulation 15 of the Neighbourhood Planning Regulations as amended in 2015 requires either that a Strategic Environmental Assessment (SEA) is submitted with a Neighbourhood Plan proposal or a determination from the competent authority (LCC) that the plan is not likely to have “significant effects.”
- 2.33 A Strategic Environmental Assessment (SEA) screening opinion was prepared by LCC for the draft Pre-Submission Neighbourhood Plan in May 2021. The report was updated in September 2021 to address various concerns raised.
- 2.34 The Basic Conditions Report sets out the following conclusion of the screening outcome as set out in section 4 of the screening from the February 2020:

“4.1 Initial internal screening of the Neighbourhood Plan concludes that it is unlikely that the Neighbourhood Plan would result in a significant environmental effect. The strong focus of the Neighbourhood Plan on the protection of the environment, heritage assets, its AONB focus, and lack of allocations make it unlikely to result in significant effects.

“4.2 In order to ensure compliance with the SEA regulations it is recommended that a monitoring and implementation framework be included within the Plan to ensure that the effects of the plan are appropriately monitored and to identify what actions will be undertaken where implementation is not occurring as planned. Responsibility for actions should also be identified.

“4.3 Whilst environmental protection is at the forefront of the Plan the Plan does need to make specific reference to the Calf Hill and Cragg Woods SAC and Bowland Fells SPA and the need for development to be in compliance with the requirements of these designations and ensure their protection from both direct and indirect impacts. This amendment would ensure compliance with the SEA regulations.

“4.4 Subject to the above amendments the council is satisfied that the Plan is unlikely to result in significant effects.

- 2.35 It is noted that the Submission NDP now includes specific references to Calf Hill and Cragg Woods SAC and Bowland Fells SPA in paragraph 4.2.1.
- 2.36 The CWLNP does not include a monitoring and implementation framework as required under point 4.2. I have requested this from the PC and they have provided suitable text which I am recommending should be included as a new section 7 of the CVLNP.
- 2.37 The Basic Conditions Report states that Historic England responded to the consultation on an early version of the SEA to state that *“Based on the analysis set out in the Screening Opinion, and within the areas of interest to Historic England, we advise that the emerging plan is likely to result in significant environmental effects (positive or negative) and, therefore, it does need SEA. In coming to this view, we have taken the following factors into consideration:*
- *The plan area contains a number of heritage assets including several listed buildings, and the potential for non-designated assets.*
 - *Heritage assets are fragile and irreplaceable and can be damaged by change through development both directly and indirectly by development in their setting.*
 - *The plan is expected to allocate sites for development.*
- 2.38 Following receipt of advice from Historic England, the Conservation Team at Lancaster City Council provided information (in the form of a Heritage Assessment) to support the SEA / HRA Screening Opinion. The assessment supported the view that the plan would not have a significant effect on heritage assets. On this basis the LCC has maintained their original screening response with no further work required.

- 2.39 The Environment Agency commented on an early version of the SEA that *“We have reviewed the draft reports and agree with the conclusions that in both instances SEA and HRA are not required.”*
- 2.40 It is unclear whether the statutory environmental bodies were consulted on the revised report at September 2021 so LCC has consulted them during the examination for confirmation. Historic England and the Environment Agency have confirmed that they are happy with the conclusions of the SEA screening report. Natural England has made no comments on the SEA.
- 2.41 It is recommended that the SEA screening opinion and the Basic Conditions Report should be updated to record the findings consistently of the latest screening opinion and the response to consultation with statutory environmental bodies.
- 2.42 In the context of neighbourhood planning, a Habitats Regulation Assessment (HRA) is required where a neighbourhood plan is deemed likely to result in significant negative effects occurring on a Special Area of Conservation or Special Protection Area, or other ecologically important European site (Ramsar) as a result of the plan’s implementation.
- 2.43 LCC prepared a screening opinion to determine whether or not the content of the proposed CWLNP is likely to require a Habitats Regulation Assessment (HRA). The HRA noted that there are a number of Natura 2000 designated sites that could potentially be affected by the Caton-with-Littledale Neighbourhood Plan. This includes two Natura 2000 sites within the boundary of the plan area as well as Natura 2000 sites which whilst outside of the boundary could potentially be affected by the Neighbourhood Plan.
- 2.44 The Habitats Regulation Assessment (HRA) screening opinion was prepared by LCC for the draft Pre-Submission Neighbourhood Plan in May 2021. The report was updated in September 2021 to address various concerns raised.
- 2.45 The Basic Conditions Report sets out the following conclusion of the screening outcome as set out in section 6 of the screening determination from the HRA of February 2020:
- “6.1 The HRA Screening Report of the Caton-with-Littledale Neighbourhood Plan has considered the potential implications for European designated sites within and near the Neighbourhood Plan area boundary.*
- “6.2 The detailed screening of policies within table 3 has identified that several policies require amendments to their wording to improve the clarity of the policies. The City Council wish to make clear that the suggested amendments relate to improving the wording of policies and are not suggested mitigation measures. The need for mitigation measures has not been suggested through this process.*
- “6.3 Following the initial HRA screening the City Council are satisfied that the Neighbourhood Plan would not have any likely significant effects on the designated sites identified either alone, or in-combination with other plans or projects.*

“6.4 The views of the three statutory bodies is required to confirm this conclusion.”

- 2.46 The Basic Condition Report states that Natural England were consulted on the HRA Screening Report in February 2020. It is unclear whether the statutory environmental bodies were consulted on the revised report (September 2021) so LCC has consulted them in June 2022 during the examination for confirmation.
- 2.47 Natural England responded in 2020 to say that because there are general policies supporting development in the neighbourhood plan and this neighbourhood plan is advancing ahead of an up-to-date Lancaster Local Plan, the neighbourhood plan needs a good environmental policy. This environmental policy will cover all existing site allocations, the policies which support development and other developments coming forward in the neighbourhood plan area.
- 2.48 They advised that Policy CL4: Natural Environment should be strengthened to include a reference to the Habitats Regulations and net gain. Part (IX) of the policy also needs to be revised as it currently confuses net gain with mitigation or compensation.
- 2.49 In their response to the consultation in June 2022, Natural England commented that they welcomed the reference to net gain being included however they continued to recommend including reference to the Habitats Regulations in Policy CL4.
- 2.50 If these changes were made, they advised that the HRA can then conclude no likely significant effects for all the general policies which support development because of the strengthened environmental policy.
- 2.51 I have recommended a modification to Policy CL4 in accordance with the recommendation from Natural England.

Recommendation 2:

Update the background evidence to include the SEA and HRA Screening Opinions of September 2021. Ensure that the Basic Condition Report is consistent with and refers to the updated screening opinions of September 2021. Include the latest responses from the statutory environmental bodies to the consultation on the Screening Opinions.

Add the following new section 7 to the Plan on Implementation and Monitoring:

“7. IMPLEMENTATION AND MONITORING

“7.1 The Neighbourhood Plan will be delivered and implemented over the period to 2031. Different stakeholders and partners will be involved. Flexibility will be needed as new challenges and opportunities arise over the plan period. In this respect, implementation, monitoring and review will be crucial.

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These comprise:

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- III The voluntary and community sector will have a strong role to play particularly in terms of local community infrastructure, events and Parish life. This sector is likely to play an important role in the future, and includes, but is not limited to, Victoria Institute and include other key community and voluntary groups**

“Key Areas of Action

“7.4 The key areas of action summarises the Parish Council’s approach to delivery and implementation of the Neighbourhood Plan:

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the plan period is delivered to meet identified local needs in the Neighbourhood Plan area.

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“7.7 The Parish Council will work with Lancaster City Council, The Forest of Bowland AONB Unit, Lancashire County Council and other statutory bodies and agencies together with landowners and stakeholders to ensure the natural environment is protected from inappropriate development.

“Monitoring and Review

“7.8 The Caton with Littledale Neighbourhood Development Plan is a ‘living’ document and as such will become an integral component of the stewardship of the Parish Council.

- a) The Parish Council meeting will include a regular agenda item to monitor and action activities to progress the implementation of the Neighbourhood Development Plan. A regular agenda item will also be included to monitor the use of policies within the plan by the City Council when determining applications in the parish.***
- b) The Parish Annual Meeting will report on annual progress achieved, and set out the programme aims and key activities for the subsequent year ahead integrating this within its own forward planning processes.***
- c) The Parish Council will monitor the progress of implementing the Neighbourhood Development Plan every 3 years. The focus of the monitoring will be to ensure that the policies made are effectively contributing to the realisation of the vision and objectives set out in the Neighbourhood Development Plan. Any resulting proposals to correct and improve policies to meet the vision and objectives will require to be undertaken through a review of the Neighbourhood Development Plan in full collaboration with Lancaster City Council. Evidence will also be reviewed and updated as required.”***

2.52 Subject to the recommendations above and to Policy CL4, I am satisfied that the SEA and HRA assessments have been carried out in accordance with the legal requirements.

2.53 The Basic Conditions Statement on page 60 considers how the plan has taken Human Rights into account. and states that: *“The Submission Neighbourhood Plan is fully compatible with the European Convention on Human Rights. It has been*

prepared with full regard to national statutory regulation and policy guidance, which are both compatible with the Convention. The Plan has been produced in full consultation with the local community. The Plan does not contain policies or proposals that would infringe the human rights of residents or other stakeholders over and above the existing strategic policies at national and district-levels.”

- 2.54 From my review of the Consultation Statement, I have concluded that the consultation on the CWLNP has had appropriate regard to Human Rights.
- 2.55 I am not aware of any other European Directives which apply to this particular Neighbourhood Plan and no representations at pre or post-submission stage have drawn any others to my attention. Taking all of the above into account, I am satisfied that the CWLNP is compatible with EU obligations and therefore with Basic Conditions Nos 4 and 5.

Consultation on the Neighbourhood Plan

- 2.56 I am required under The Localism Act 2011 to check the consultation process that has led to the production of the Plan. The requirements are set out in Regulation 14 in The Neighbourhood Planning (General) Regulations 2012.
- 2.57 The Consultation Statement sets out a full account of the consultation process, the method of consultation and the responses received at each stage. Consultation during the preparation the plan was carried out as follows:
- 9 October 2015 - a public meeting was held in the Victoria Institute attended by approximately 60 residents to assess support for developing a Neighbourhood Development Plan and identify possible project leaders. Some initial ideas and concerns were gathered.
 - 12 November 2016 - A consultation drop-in event was held at Victoria Institute Autumn Fair on 12 November 2016. This included a display stand and members of the Steering Group in attendance to discuss issues with local residents. 56 people including 3 children/young people commented.
 - Between November and January 2017 - two surveys were carried out in the parish. One was for adults to complete and the other the young people in the parish.
 - February / March 2017 Informal Consultation on a draft Caton-with-Littledale Neighbourhood Development Plan Issues and Options. The Draft Neighbourhood Plan was posted on the website and a summary of the document was posted to very household between 4 - 6 March 2017. Drop in sessions for residents to discuss the plan were held at the Victoria Institute on 9, 11 and 14 March.
 - 15 May to 26 June 2017 – Regulation 14 Consultation – An e-mail or letter was sent to all Consultation Bodies, including neighbouring Parish Councils, providing information about the consultation dates and the locations where the Draft Plan and accompanying documents could be viewed and downloaded. The consultation process was also promoted through the use of posters on the

village notice board and a summary document and comments form to all households in the parish.

- Over the course of 2018 and early 2019, several meetings took place with officers from Lancaster City Council to discuss the content of the re-worked Neighbourhood Development Plan, including the potential allocation of sites for housing development.
- September 2019 Informal Consultation - Following the production of further studies on the cumulative site assessments and ecology, it was decided to hold consultation drop in sessions with residents and developers to allow the villages to comment on aspects of the plan: including the designation of Green Spaces, the Area of Separation and potential Development Sites. Two events were held: on 24 September at Caton Victoria Institute and on 25 September at Brookhouse Methodist Church.
- October 2019 – consultation with the Highway Authority in relation to whether a safe access could be provided to each of the development sites.
- 3 March 2020 - The developers of potential development sites were invited to speak to the Steering Group.
- 7 May to 20 June 2021 – Second Regulation 14 Consultation– An e-mail or letter was sent to all Consultation Bodies, including neighbouring Parish Councils, providing information about the consultation dates and the locations where the Draft Plan and accompanying documents could be viewed and downloaded. The consultation process was also promoted through the use of posters on the village notice board and a summary document and comments form to all households in the parish. There were 2 responses from residents, 9 from stakeholders and statutory consultees and 3 submissions from local developers/ land agents and their agents proposing sites for residential development.

2.58 Consultation on the Regulation 16 Submission draft Plan was carried out by LCC from 18 November 2021 to 6 January 2022. In total 10 responses were received.

2.59 I am satisfied that from the evidence presented to me in the Consultation Statement that adequate consultation has been carried out during the preparation of the CWLNP.

2.60 I am satisfied that the pre-submission consultation and publicity has met the requirements of Regulations 14, 15 and 16 in the Neighbourhood Planning (General) Regulations 2012.

3.0 Neighbourhood Plan – As a whole

- 3.1 The Neighbourhood Plan is considered against the Basic Conditions in this section of the Report following the structure and headings in the Plan. Given the findings in Section 2 above that the plan as a whole is compliant with Basic Conditions No 4 (EU obligations) and other prescribed conditions, this section largely focuses on Basic Conditions No 1 (Having regard to National Policy), No 2 (Contributing to the achievement of Sustainable Development) and No 3 (General conformity with strategic policies of the Development Plan).
- 3.2 Where modifications are recommended, they are presented and clearly marked as such and highlighted in bold print, with any proposed new wording in italics.
- 3.3 Basic Condition 1 requires that the examiner considers whether the plan as a whole has had regard to national policies and advice contained in guidance issued by the Secretary of State. Before considering the policies individually, I have considered whether the plan as a whole has had regard to national planning policies and supports the delivery of sustainable development.
- 3.4 The PPG states that *“a policy should be clear and unambiguous. It should be drafted with sufficient clarity that a decision maker can apply it consistently and with confidence when determining planning applications. It should be concise, precise and supported by appropriate evidence. It should be distinct to reflect and respond to the unique characteristics and planning context of the specific neighbourhood area”*. I will consider this requirement as I examine each policy.
- 3.5 The CWLNP is a clear, well presented plan that identifies policies on development, landscape, housing, environment, dark skies, historic environment, design, economic development, community facilities and infrastructure.
- 3.6 LCC has noted that Caton and Brookhouse are identified as Sustainable Rural Settlements under Local Plan Policy SP2 and have been since 2004 in previous local plan policies as they have good access to a wide range of services and good connectivity to other larger settlements. They state that *“In principle, they are a suitable location for future growth in the rural area and a focus for growth over other, less sustainable, locations within the vicinity. Whilst growth is supported in this area, the City Council would recognise that growth must be achieved in the context of the surrounding national landscape designation and in the context of national planning policy.”* I have considered the approach taken to future development in the plan under relevant policies.
- 3.7 There are several references in the Plan to policies in the Arnside and Silverdale AONB DPD. The CWLNP lies within the Forest of Bowland AONB which has its own distinctive character and care is therefore needed to ensure that the policies as applied in the CWLNP are relevant to and reflect its characteristics and special qualities. I have carefully considered each policy to ensure that it is applicable to the Plan area and provides land use planning policy; that it is clearly worded and is capable of being applied consistently by decision makers.

- 3.8 The introductory sections of the Plan set out the background to the preparation of the plan, the reasons for preparing the Plan and the planning policy context.
- 3.9 The policies are clearly distinguishable from the supporting text by surrounding coloured boxes. The justifications to the policies are clear and succinct and set out the background to the policies and the strategic context. A number of the justifications include a summary of the points raised in the consultations by way of supporting the policy. Whilst this provides a useful context of the views of the community, it does not constitute evidence. Where relevant I have recommended that these sections should be reduced or deleted and reference made to relevant background evidence reports.
- 3.10 The Policies Map has been prepared for the parish as a whole with an inset map for the villages of Caton and Brookhouse. It is clear and legible. Other maps are included within the text to show areas in more detail.
- 3.11 LCC has proposed a revision to paragraph 1.6.1 which the CWLPC has agreed to.

Recommendation 3:

Revise the second sentence of paragraph 1.6.1 to read: “This will be detailed in the Consultation Statement *which can be read in conjunction with this Plan.*”

The Neighbourhood Plan

Vision and Objectives

- 3.12 The Plan includes a detailed Vision statement, an overall aim and seven objectives. The objectives clearly form the basis for the plan’s policies.
- 3.13 A representation seeks a revision to the 4th paragraph of the Vision to refer to the provision of “*identified local and strategic housing needs as a minimum*”. Also an amendment to the 3rd objective to refer to the provision of a sufficient supply of suitable land to meet the needs of the plan area and the strategic needs of the District as a minimum.
- 3.14 I have given consideration under Policy CL15 to whether the plan has made appropriate provision for housing to deliver the Local Plan policy, both through the allocation and potential windfall development. In the circumstances, I consider that the wording of the Vision and Objective is satisfactory and no modifications are proposed.

Policy CL1: Development Strategy

- 3.15 This policy has been adapted from Policy AS01 in the adopted Arnside and Silverdale AONB DPD. It is considered that parts 1 – 3 of the policy have struck an appropriate balance in the landscape capacity led approach to development in

accordance with national policy for safeguarding AONBs and making provision for development in the sustainable settlements and more rural areas in accordance with NPPF and Local Plan Policy SP2.

- 3.16 Section 3 of the policy refers to development on the edge of and outside Sustainable Settlements. It sets out the “exceptional” forms of development that will be permitted in these locations. NPPF paragraph 80 and 84 define the types of housing and business development that may be acceptable in rural areas. These forms of development are not described as “exceptional” and it is not considered appropriate for Policy CL1 to define them as such. It is considered that the types of development set out in criteria d) to h) accord with the NPPF guidance.
- 3.17 Section 4 on Major Development repeats NPPF para 177 and footnote 60 without adding any locally specific guidance on the matter. It is considered unnecessary for a neighbourhood plan to repeat national or strategic policies. I am proposing therefore that section 4 on Major Development should be deleted from the policy and an explanation added to the justification to explain that major development proposals will be considered against national planning policy. The PC has suggested that an additional paragraph on high quality design should be included in the justification. It is considered that the subject of design is adequately addressed under Policy CL9 and it not necessary or appropriate to introduce additional text in Policy CL1. I have recommended appropriate revisions to the wording of the policy text to address my concerns.
- 3.18 The penultimate paragraph of the policy should be included in the justification by way of an explanation of Major Development in the AONB. LCC has highlighted that the word “intimate” in this paragraph is inappropriate and does not reflect the landscape character of the AONB which is better described as “expansive”. The PC has proposed that it should be deleted.
- 3.19 Under the heading of “Brownfield Land” the text is a reminder that the assessment of a development on brownfield land should give full and careful consideration to the impacts of the development on the AONB. The section adds no locally specific guidance and it is therefore recommended that it should be deleted from the policy. It would be helpful to plan users to include explanatory text in the justification to provide general guidance on how development on brownfield sites should be considered. The PC has supplied suitable text which I am recommending to be included in the justification.
- 3.20 The justification under this policy includes a section headed Housing Growth in the Parish. This section explains the process that has been undertaken in assessing potential housing sites. It would be helpful to plan users if reference were made to the strategic policy on housing growth in Sustainable Settlements and the proposed housing allocation in the Plan under Policy CL15.
- 3.21 A representation has been made seeking a revision to part 2 of the policy to include reference to development on the edge of the settlement meeting the strategic needs of the wider District and reference to the site allocation under Policy CL15.

- 3.22 The representation also seeks a revision to part 3 of the policy to delete “on the edge of” and include “*in the countryside outside and remote from Sustainable Settlements.*”
- 3.23 No change is recommended in response to this representation. It is considered that the wording of this section of the policy provides an appropriate approach to consider development proposals on the edge of and outside settlements. Subject to the deletion of the reference to them being “exceptional” it accords with national and strategic policies.
- 3.24 Representations have been made supporting the landscape-led approach, given the AONB status of the Neighbourhood Plan Area. However, they state that “*given the serious need for an increase in housing delivery within the District, sustainable rural settlements including Caton and Brookhouse must allocate more land for residential growth. The location within the AONB should not be a reason to prevent development that will help to underpin the vitality and viability of the settlements.*”
- 3.25 I am satisfied that subject to the modifications, the policy accords with the strategic approach in general terms to provide the framework for considering development proposals.

Recommendation 4: Revise Policy CL1 as follows:

Delete “will be treated as exceptional” from Section 3 on Developments on the edge of and outside Sustainable Settlements.

Delete the section on Major Development and add the following text in the justification: after paragraph 3.1.4.

“Proposals for major development in Caton-with-Littledale Parish will be considered against the guidance in the NPPF and the additional local guidance:

“Whether a proposal is ‘Major Development’ is a matter for the decision-maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined and taking into account CWLNP Policy CL2 Landscape and other relevant planning policies.

“In determining whether exceptional circumstances exist, Lancaster City Council will assess the proposal using the criteria set out in the NPPF paragraph 177 (or as revised).

“The nature of the AONB landscape means that even some smaller-scale proposals may be considered to be major developments depending on the local context.”

Delete the section on Brownfield Land. Include the following explanatory text in the justification after the section on Major Development to provide general guidance on how development on brownfield sites should be considered:

“Whilst the Plan seeks to promote the role of brownfield sites for new development, proposals on such sites should be assessed against whether they help to deliver the primary purposes of the designation of the area as AONB.

“In determining planning applications, the Local Planning Authority will seek to carefully assess the ambitions of securing the long-term and productive re-use of brownfield sites against the importance of protecting this nationally important landscape. In doing this, careful consideration will be given to wider policy ambitions within the Lancaster District Local Plan, specifically Policy DM46 which relates to development and landscape impact.”

Add the following to paragraph 3.1.10: “Local Plan Policy SP2 sets out the settlement hierarchy and the strategic approach to development in sustainable rural settlements in the AONB and other rural villages. An allocation for “in the region of 12 dwellings” is included in the CWLNP under Policy CL15.”

“In determining the suitability of any development site in relation to the settlements of Caton and Brookhouse, a planning judgement will have to be applied as to how well the site relates to the built form of the settlement.

Revise paragraph 3.1.11 to read: “.....will be made. Residential development proposals should demonstrate that they contribute towards meeting a proven housing need in the parish and surrounding area through an up to date housing needs survey. They should be in accordance with Local Plan Policy SP2 and contribute to the delivery of the housing requirement set out in Local Plan Policy SP6. They should also include a landscape assessment..... or mitigated.”

Policy CL2: Landscape

- 3.26 This policy has been adapted from Policy AS02 in the adopted Arnside and Silverdale AONB DPD.
- 3.27 LCC has commented on criterion (d) which requires the decision maker to make a decision over the cumulative and incremental impacts of development, specifically referring the impact of existing development in relation to ‘unintended impacts’, Permitted Development Rights and licensing certification.
- 3.28 LCC has commented that *“Whilst there is no objection in considering the cumulative impacts on the landscape through the application process the policy gives no guidance on how such consideration should be achieved and what requests are being made of applicants to achieve this expectation. A good example of this in the use of reference to ‘unintended impacts’ without giving any reference to what is meant by this term.”* The PC has referred me to a document on the implementation of this Policy which contains explanatory text. I am recommending a modification to include this text in the justification to better explain the implementation of the plan.

- 3.29 The supporting text to the policy includes a section headed Local Evidence. However, this is a summary of the responses that have been received at various consultations on the Plan. It is useful contextual material but does not provide an evidential basis for the policy. I am proposing that this section of the justification is deleted.
- 3.30 Representations have been made supporting the landscape-led approach when assessing allocations and planning applications. However, they state that *“it must also be recognised that good design and landscaping can mitigate against harms. In many instances, it can help to promote landscape character.”*
- 3.31 I am satisfied that the policies of the plan seek to ensure that development proposals respect and enhance the landscape features.

Recommendation 5: Revise Policy CL2 as follows:

Delete the section Local Evidence and paragraphs 3.2.13 – 3.2.18.

Add the following text to explain the implementation of the policy to the justification:

“3.2.13 The character of the landscape in the Neighbourhood Plan area is a highly valued asset. The wooded valleys and field patterns stretching out to open moorland are defining features, in addition to the valley floodplain. It is the unique combination of elements and features (characteristics) in this area that makes the landscape so distinctive and resulting in a strong sense of place. The AONB is part of the cultural and natural heritage of the nation and if these characteristics are damaged, for example by insensitive development, then that will compromise the primary purpose of the AONB and the enjoyment of the area by the public.

“3.2.14 In order to best serve the primary purpose of AONB designation, new development must relate to the established character of the area (as described in the Forest of Bowland Landscape Character Assessment) in which it is to be located. It must integrate with its setting and be in keeping with neighbouring buildings and the landscape by appropriate siting, nature, scale, proportion, massing, design, materials and landscaping. It must respect the prevailing proportion of buildings to gardens and green space.

“3.2.15 New development can make a positive contribution to the landscape but can also harm it in a number of ways. For example, new features that are uncharacteristic of the landscape may be introduced that detract from the local vernacular building style, intrude into skylines or obstruct or erode important views. Important landscape features such as hedges, drystone walls and mature trees may be damaged or removed. Over time, development can lead to the gradual erosion of local distinctiveness and in a protected landscape of such unique character; this sort of cumulative loss and harm must be avoided in order to serve the primary purpose of AONB designation.

“3.2.16 Development proposals within the AONB or affecting its setting will have to demonstrate clearly that they are appropriate to the landscape character type and designation, taking into account the wealth of landscape character evidence and guidance available. Lancaster City Council may require the submission of a Landscape and Visual Impact Assessment (LVIA) undertaken to recognised Landscape Institute standards, and will also expect proposals to have regard to the content of the AONB Management Plan.

“3.2.17 When considering the cumulative and incremental impacts of development, developers and decision makers should ask themselves: ‘Can the impacts of this development proposal (in the context set out in the policy) on the landscape character and visual amenity be mitigated?’ If yes, proceed with considering proposal in principle, subject to all other considerations. If no, refuse permission.

“3.2.18 The sense of tranquillity is a special quality of the AONB but is gradually being eroded by increases in noise, activity, traffic and disturbance. The scale and type of new development and level of activity along with journeys to and from a site will affect tranquillity and will be a factor in determining whether or not a proposed development can proceed.

“3.2.19 All light pollution, however small, contributes to the general erosion of darkness in the AONB. The spilling of light beyond a site boundary and into the surrounding countryside can be disturbing to wildlife and have an intrusive visual impact. Light pollution contributes generally to the urbanisation of the rural landscape and the loss of darkness in our night skies and should be minimised in any new development.

“3.2.20 There are many opportunities to conserve and enhance the special and distinctive character of the AONB landscapes by managing development and supporting the conservation of distinctive landscape features such as in-field trees, hedgerows, dry stone walls and ponds.”

Policy CL3: Housing Provision

- 3.32 Local Plan Policy H2 states *“Within the settlements of Caton & Brookhouse..... the Council expects, via the Neighbourhood Plan process, the respective Parish Council’s to proactively and positively plan for housing growth within their communities in the context of this DPD.”*
- 3.33 LCC has commented that *“Caton and Brookhouse are identified as Sustainable Rural Settlements under Local Plan Policy SP2 and have been since 2004 in previous local plan policies as they have good access to a wide range of services and good connectivity to other larger settlements. In principle, they are a suitable location for future housing growth in the rural area to meet the needs of rural communities for various types of housing. They should be the focus for growth over other, less sustainable, locations within the vicinity. Growth must however be achieved in the*

context of the surrounding national landscape designation and the in context of national planning policy.”

- 3.34 To provide the strategic context to housing development in the plan area, it is recommended that the justification to the section should explain the strategic approach to development in the plan area as advised by LCC above.
- 3.35 Policy CL3 is titled ‘Housing Provision’, but actually addresses house type and tenure. Policies CL15 and CL16 address the housing allocation. It would be helpful to include a reference to these policies within the justification to Policy CL3. It would also be helpful to plan users to place all three housing policies together in the plan.
- 3.36 LCC has commented that paragraph 4.1.3 should refer to “first homes” instead of “starter homes” in view in the changed government guidance on the subject. The paragraph should also refer to LCC working with the Parish Council and housing associations and other providers.
- 3.37 The size, type and tenure of housing required should be evidenced by an up to date local housing needs study. The plan makers have sought to identify the type of housing required from the results of the surveys undertaken as part of the plan preparation. However, it is not clear whether this is sufficiently robust to be relied upon in discussions about development proposals. It is recommended that the findings of the Lune Valley CLT Housing Needs Survey 2019 which is the most recent survey for the parish should be included in the justification to replace paragraph 4.1.6.
- 3.38 Representations seek a higher level of housing growth in the plan area and that the plan should proactively and positively look for opportunities to accommodate strategic housing growth. They state that the CWLNP should not just provide for affordable and locally identified housing needs. They state that *“the Council has been keen to advocate a supply-led approach to housing delivery in their locality and look positively at available and suitable sites in their locality.”* to help support the strategic plans for housing.
- 3.39 A representation proposes a revision to the first part of the policy to include reference to *“strategic needs of the wider District as a minimum”* and to up to date housing needs evidence.
- 3.40 I have recommended modifications to explain the strategic development policy that forms the context for Policy CL3; and to refer to up to date housing needs surveys.

Recommendation 6: Revise the title of Policy CL3 to “House Type and Tenure” and revise the justification as follows:

Add the following new paragraph before paragraph 4.1.1: “Caton and Brookhouse are identified as Sustainable Rural Settlements under Local Plan Policy SP2 as they have good access to a wide range of services and good connectivity to other larger settlements. In principle, they are a suitable location for future housing growth in the rural area to meet the needs of rural

communities for various types of housing. Growth must however be achieved in the context of the surrounding national landscape designation and the within the context of national planning policy. Section 5 of the CWLNP and Policies CL15 and CL16 set out the approach to site assessment and allocate a site for the development of about 12 dwellings.”

Revise the first sentence of paragraph 4.1.3 to read “.....affordable housing and first homes.....”

Revise the last sentence of paragraph 4.1.3 to read: “*Lancaster City Council will work with the Parish Council and Housing Associations and other providers to*”

Delete paragraph 4.1.6.

Revise paragraph 4.1.7 as follows: “....Housing Needs Survey 2019 provides...at present. *This survey should be reviewed and updated periodically to ensure that it is kept up to date.*”

Add the following after paragraph 4.1.7:

“The Lune Valley Housing Needs Survey 2019 found that:

- *The housing profile of the area is not in step with the predicted needs of local households. Like many rural settlements the population is predominately elderly and ageing, but with some younger and newly forming households being unable to afford the premium prices associated with villages rather than town environments.*
- *There has been a shift in demand for market housing, as older households seek to downsize from large houses;*
- *There is significant need for affordable housing from younger and older households, with affordable products such as First Homes and shared ownership housing being potentially affordable to local households, in addition to traditional social rented housing;*
- *The proportion of social rented housing is smaller in the study area than the district and England as a whole, indicating a shortage; and*
- *The level of interest in cohousing is greater than in other studies. This is likely to be due to the success of the scheme that has been established locally.”*

Policy CL4: Natural Environment

3.41 This is a wide ranging policy covering many aspects of the natural environment. LCC has commented to say that it is consistent with the Lancaster Local Plan but has suggested that it could be improved by making reference to blue infrastructure. The PC has agreed to this and proposed text to describe the blue infrastructure in the plan area and the measures that could be undertaken to improve it. I have recommended a modification to include the text in the justification.

- 3.42 The policy proposes that species surveys should be carried out before works to “traditional buildings or features” take place. It is considered that this is unclear and imprecise. The PC has provided me with a definition of traditional buildings and features which I am recommending should be included in the justification.
- 3.43 The sixth paragraph of the policy starting with “New buildings and conversions” includes examples of the types of measures to be included to support biodiversity. As such it is not policy and should be included in the justification to explain how the policy will be applied.
- 3.44 Paragraph 4.2.9 should be revised to refer to the correct legislation.
- 3.45 Paragraph 4.2.13 refers to the results of consultation on the pre-submission draft which is reported in the Consultation Statement and is unnecessary in the final plan.
- 3.46 Natural England commented on the HRA screening that reference to the Habitats Regulations should be included in Policy CL4. LCC has provided me with text to address their concerns. I have recommended a modification to include the text at the beginning of the policy and in the justification to highlight its significance.
- 3.47 Representations have been made supporting the policy.

Recommendation 7: Revise Policy CL4 as follows:

Add the following text at the beginning of Policy CL4: “Development proposals affecting directly or indirectly an international designated site’s qualifying habitat and/or species are subject to the requirements of The Conservation of Habitats and Species Regulations 2017. In accordance with these Regulations, where a proposal has implications for internationally designated sites, the proposal will be expected to be accompanied by sufficient information to inform a suitable Habitats Regulation Assessment.”

Revise the third sentence of the first paragraph of the policy to read: “It will also help to create and reinforce green corridors, blue infrastructure and ecological networks....”

Add the following text to the justification:

“The neighbourhood area’s multifunctional blue infrastructure includes a network of a major river (River Lune), ponds, wetlands, watercourses and floodplains. Development should restore and enhance water bodies, prevent deterioration, promote recovery, reduce flood risk and conserve habitats and species that depend directly on water. Where relevant, this should involve the opening up of culverts.”

Add the following definition of traditional buildings or features in the justification:

“Traditional buildings or features include farmhouses and farmsteads, barns, cart sheds, stables, animal houses and other solid walled structures like flax and cotton mills, and other rural buildings, largely dating before 1914. The term ‘traditional’ relates to the materials of which they are built (in this area often sandstone or gritstone, sometimes with timber frames) and the associated craft skills handed down from generation to generation. It excludes modern methods of construction using industrialised factory-produced concrete blocks, sheet roofing and plastic products more commonly employed since the 1950s.”

Move the following text from the sixth paragraph of the policy to the end of paragraph 4.2.7: “These should include measures such a swift bricks, hedgehog highways, bat boxes, access tiles, living roofs or walls, and special consideration for species that are dependent on the built environment.”

Revise paragraph 4.2.9 to read: “ ...as a Special Protection Area under the Wildlife and Countryside Act 1981 (as amended) and the Conservation (Natural Habitats & c) Regulations 2010 (as amended).....”.

Add the following at the end of paragraph 4.2.9: “Where a proposal has implications for internationally designated sites, the proposal will be expected to be accompanied by sufficient information to inform a suitable Habitats Regulation Assessment.”

Delete paragraph 4.2.13.

Policy CL5: Area of Separation

- 3.48 The policy designates an area of open land between the two villages of Caton and Brookhouse as an Area of Separation with the aim of maintaining a visual separation between the two settlements. LCC has commented that there is a lack of robust proportionate evidence to justify the selection of the boundaries for the area. The justification to the policy sets out the boundaries for the area and states that there has been much deliberation about them. I have asked the PC to prepare a robust background evidence report to set out the rationale for defining the area, the evidence of the process of assessing alternative boundaries and the criteria used to select the boundaries. This report was prepared during the examination and has been placed on the Council’s website. Reference to this background evidence report should be included in the justification. I am satisfied that this report provides an appropriate robust assessment to support the identification of the proposed Area of Separation.
- 3.49 NPPF paragraph 2 states that applications for planning permission should be determined in accordance with the development plan. It is recommended that the policy guidance in Policy CL5 is revised to delete reference to “will be permitted”. The policy also refers to “all future development minimising the impact on the open character of the Area of Separation”. It is considered that many developments at a

distance from the area will have no impact on it and this policy requirement is excessive. The policy should also refer to the site being shown on the Policies Map. A modification is recommended to clarify the wording of the policy to ensure that it can be applied consistently by decision makers.

- 3.50 Paragraph 4.3.14 refers to site 39 being “designated”. It would be better described as “identified”.
- 3.51 A respondent states that they are not entirely convinced of the need for the Area of Separation. They consider that Artle Beck would be a suitable boundary and the fields in the Area of Separation could be developed with housing.
- 3.52 A representation has been submitted stating that the Area of Separation is not required. If the area is to be identified the respondent seeks a revision to the south western boundary of the Area of Separation. It is proposed that the area to be excluded to the west would be suitable for housing development.
- 3.53 The proposed amendment to the boundary does not follow any natural features or field boundaries. As stated under paragraph 2.5 it is my role to consider whether the Plan as submitted meets the Basic Conditions, it is not my role to consider whether any additional land should be identified for housing development. I am satisfied that the PC has carried out a robust assessment of the boundaries of the proposed Area of Separation and has chosen to include the area proposed for housing in this representation.

Recommendation 8: Revise Policy CL5 as follows:

Revise the first paragraph to read: “....and its distinctive villages, development should not impact on the open character of the Area of Separation identified on *the Policies Map* and should not result in the further coalescence of Caton and Brookhouse.”

Delete the first sentence of paragraph 4.3.11 and replace with the following: “*The background evidence report on the assessment of the Area of Separation sets out the rationale for defining the area, the evidence of the process of assessing alternative boundaries and the criteria used to select the boundaries.*”

Revise paragraph 4.3.14 to read “....field boundary of the area identified as Site 39 in the LCC SHEELA.”

Policy CL6: Protecting Local Green Space

- 3.54 This policy proposes to designate 7 areas as Local Green Space (LGS). A Local Green Space Assessment report has assessed each area against relevant criteria based on the NPPF and the methodology used by LCC in assessing potential sites for designation under LP Policy SC2.

- 3.55 LCC has lodged an objection to the policy stating that the policy is unnecessary as all the sites are identified and protected under LP Policy SC3, and in addition Policy DM27 sets out measures to protect such sites.
- 3.56 The LCC has referred to the NPPG that asks “*What if land is already protected by designations such as National Park, Area of Outstanding Natural Beauty, Site of Special Scientific Interest, Scheduled Monument or conservation area?*” The response is that “*Different types of designations are intended to achieve different purposes. If land is already protected by designation, then consideration should be given to whether any additional local benefit would be gained by designation as Local Green Space.*”
- 3.57 The Local Plan Adopted Strategic Policies and Land Allocations Policy Maps for Sustainable Settlements shows all seven proposed Local Green Space sites plus additional land at the school, tennis club and adjacent to the Millennium Way as identified under Policy SC3 as sites of importance for sport, recreation and leisure. It is considered that Policy DM27 provides appropriate safeguarding of these sites from development for these uses.
- 3.58 LCC states that they considered three of the proposed LGS sites (sports ground, bowling green and school grounds) in their District wide assessment and concluded that they did not meet the criteria for designation. The NPPF requires that, amongst other things, sites have to be demonstrably special to the local community to qualify for designation. I have considered the CWLNP assessment of the sites and am satisfied that the assessors have explained why the sites are demonstrably special and satisfy the other criteria set out in NPPF paragraphs 101 – 102. However as they are already identified and adequately and appropriately safeguarded under adopted planning policy, it is considered that there is no merit in designating them as LGS in addition.
- 3.59 Furthermore, five of the sites are listed and protected under Policy CL12 as existing recreational facilities. It is considered that there is no merit in designating them as LGS in addition.
- 3.60 I am therefore recommending that Policy CL6 should be deleted. As a consequence, the introductory text to section 4.3 should be revised to refer to the protection of the areas under the Local Plan Policy SC3 and DM27. It would be helpful to provide the link to the Local Plan map for Caton and/or insert it within the text. The sites should be deleted from the CWLNP Policies Map. The descriptions of the sites in paragraphs 4.3.21 – 4.3.27 may be retained in the text.

Recommendation 9: Delete Policy CL6.

Revise the heading of 4.3 to read “*Area of Separation and Open Spaces*”.

Revise the order of the introductory text as follows: paras 4.3.1, first sentence of 4.3.2, followed by 4.3.7 – 4.3.10. Delete the remaining text in the introduction to the section.

After the justification to Policy CL5 add a new section: “*Protection of Open Spaces*” and the following text:

“Local Plan Policy SC3 identifies the following areas as important for sport, recreation and leisure, as shown on Map X. They are safeguarded through Local Plan Policy DM27:

1. Becksid
2. Caton Bowling Green
3. Caton Primary School Fields
4. Fell View
5. The River Lune Millennium Park (Millennium Way) – Crook o’ Lune to end, including adjacent land.
6. Parish Woodland
7. Station Field
8. Lunesdale Lawn Tennis Club

“Local Plan Policy DM27 sets out measures to protect and safeguard the areas to retain them as open areas for enjoyment for sport, recreation and leisure. The following is a description of each area. Paragraphs 4.3.21 - 4.3.27 and add a description of the tennis club.

Delete paragraphs 4.3.28 – 4.3.32.

Delete the sites and reference to Policy CL6 from the CWLNP Policies Map.

Policy CL7 Dark Skies

- 3.61 The policy sets out matters to be taken into account in the design of development to minimise light pollution and to promote dark skies in the Forest of Bowland AONB.
- 3.62 The policy sets out a number of matters to be considered in the implementation of Policy DM29 on key design principles which includes the need to minimise light pollution.
- 3.63 The second sentence of criterion c) refers to the guidance note prepared by the Institute of Lighting Professionals. It would be helpful to users of the plan to include further information about this guidance note in the justification including a link. Criterion c) repeats the requirement to assess the need for lighting which is covered by criterion a). I am recommending a modification to ensure that this guidance is applied as part of the policy and in order to clarify the application of this criterion so that it can be used consistently by decision makers and plan users.
- 3.64 LCC has commented that they have concerns about the application and implementation of criterion d) in terms of making robust judgements, particularly on significance. They have also commented that the purpose of the final sentence of the policy is unclear. I am recommending a modification to clarify the application of criterion d) so that it can be used consistently by decision makers and plan users and the deletion of the final paragraph of the policy.

Recommendation 10: Revise Policy CL7 as follows:

Revise criterion c) to read: ***“All development with external lighting should meet or exceed Institute of Lighting Professionals guidance for the environmental zone in which the development is set to take place.”***

Revise criterion d) to read: ***“Proposals should consider whether the benefits of the lighting outweigh any harm caused. Proposals should consider the impact of external lighting on:***

- I. Biodiversity (including bats and other light sensitive species); and***
- II. Viewpoints and locations used to view dark skies.”***

Delete the final sentence of the policy on traditional buildings.

Add the following to the justification: ***“The Institute of Lighting Professionals guidance entitled “The Reduction of Obtrusive Light” can be found at: <https://theilp.org.uk/publication/guidance-note-1-for-the-reduction-of-obtrusive-light-2021/>.”***

Policy CL8: Historic Environment

- 3.65 LCC has proposed revisions to the first, second and fourth paragraphs of the policy which the PC has agreed to. I am recommending a modification to incorporate them in the text of the policy. Revisions to the first paragraph are to delete reference to the AONB as that is a designation of landscape value and not a designation relating to historic matters. Not all development proposals will affect heritage assets. Amendments to the second and fourth paragraphs help to align the text more closely with national planning policy.

Recommendation 11: Revise Policy CL8 as follows:

Revise the first paragraph of the policy to read: ***“Where development proposals may affect the significance of designated heritage assets, either directly or indirectly within their setting, they must take account of the unique heritage assets.”***

Revise the second paragraph of the policy to read: ***“Before works to heritage assets take place, an assessment of its significance should be undertaken, proportionate to the asset’s importance, to understand its architectural and historic interest and to assess the nature and scale of impact on its significance.”***

Revise the fourth paragraph of the policy to read: ***“Development proposals will not be supported where they cause unjustified harm to the significance of heritage assets and historic landscape character, including cumulative impacts, that lack clear public benefit.”***

Policy CL9: Design

- 3.66 The design policy adds to those in the Development Management DPD. LCC has commented that they have concerns about criterion e) and have proposed a revision to strengthen it, which the PC has agreed to.
- 3.67 The justification includes views expressed at the consultation to provide context for the policy content. This is not evidence to justify the design considerations and should be included in the Consultation Statement.
- 3.68 United Utilities has proposed the inclusion of a new policy concerning the location of new development near to water and wastewater treatment infrastructure to ensure that the amenity of neighbouring uses is not affected. The PC has suggested that this should be included in Policy CL9. I am satisfied that Local Plan Policy DM29 includes adequate safeguards on pollution to address the concerns of United Utilities. No modification is proposed in this respect other than adding a reference to Policy DM29.
- 3.69 Representations have been made supporting the policy However, they state that *“given the AONB status of the Neighbourhood Plan area, it must go further to recognise how good design and landscaping can help to mitigate against landscape impacts.”*
- 3.70 I am satisfied that the policies of the plan as modified seek to ensure that development proposals accord with national and strategic policies to respect and enhance the landscape features.

Recommendation 12: Revise Policy CL9 as follows:

Revise criterion e) to read: “*Must not use existing development that is poor quality or harmfulfor further poor quality or harmful development.*”

Add the following at the end of paragraph 4.6.1: “*This policy should be read in conjunction with Local Plan policies in particular Policy DM29.*”

Delete paragraphs 4.6.9 - 4.6.10.

Policy CL10 Economic Development

- 3.71 The policy builds on Local Plan Policy DM15 and supports the development of small scale employment opportunities by setting out locally important considerations.
- 3.72 LCC has commented that signage is subject to a separate consenting regime and can't be included within a planning application. They have suggested revisions to this wording of this criterion which the PC has agreed to.

Recommendation 13: Revise Policy CL10 as follows:

Revise criterion e) to read: “*Business signage should be of an appropriate design and scale which is in keeping with its wider setting.*”

Policy CL11 Maintaining the Vitality of Local Shopping/ Business Areas

- 3.73 The centre of Caton is identified as a Rural Local Centre under Local Plan Policy TC1; guidance on development in Local Centres is set out in Policy DM18. The area contains a shop, café, pubs, petrol station and community facilities around the junction of the A683 and Brookhouse Road. Brookhouse contains three commercial premises on Sycamore Road. Willow Mill is identified as a Rural Employment Site under Local Plan Policy EC1. Willow Mill is a converted Grade II listed stone mill which is divided into office space for 16 business units. There are a number of community buildings which provide services to the community located throughout the two settlements.
- 3.74 The first paragraph of the policy includes reference to Willow Mill but then lists criteria to be applied to the local shopping area. It is suggested that the wording should be revised to refer to “local shopping and employment areas” so as to apply to the business centre as well as the local shopping centre. It would be helpful to plan users to include a reference in the justification to the relevant Local Plan policies.
- 3.75 Paragraphs 4.7.9 – 4.7.17 and 4.7.20 set out comments received during the consultations on the CWLNP to provide context for the policy content. This is not considered to be robust evidence of local business need and should be included in the Consultation Statement.

Recommendation 14: Revise Policy CL11 as follows:

Revise the first paragraph of the policy to read: “.....vitality and viability of local shopping *and employment areas* ...”

Add the following paragraphs before paragraph 4.7.6 as follows: “*The centre of Caton is identified as a Rural Local Centre under Local Plan Policy TC1; guidance on development in Local Centres is set out in Policy DM18. The area contains a shop, café, pubs, petrol station and community facilities around the junction of the A683 and Brookhouse Road. Brookhouse contains three premises on Sycamore Road. Willow Mill is identified as a Rural Employment Site under Local Plan Policy EC1. Willow Mill is a converted Grade II listed stone mill which is divided into office space for 16 business units.*”

“*There are a number of community buildings which provide services to the community located throughout the two settlements. Policy DM56 sets out the approach to be taken in considering proposals for new local services and community facilities and evidence to be provided for proposals that would result in their loss.*”

Delete paragraphs 4.7.9 – 4.7.17 and 4.7.20.

Policy CL12 Community and Recreational Facilities

- 3.76 The policy lists existing community and recreational facilities which are to be protected in accordance with Policy DM56. This list of open spaces differs from that set out in Local Plan Policy SC3 as it omits the sites at Beckside and the Parish Woodland and includes the Memorial Gardens. The PC has agreed that the sites in the CWLNP should be consistent with those designated and protected in the Local Plan.
- 3.77 The list refers to places of worship and church halls in general terms. To improve the clarity of the policy and to ensure that it is applied consistently by decision makers, it is recommended that they are named and the boundaries of the properties are shown on the Policies Map. The PC has provided me with a list of the buildings which I have recommended for inclusion in the policy.
- 3.78 The first paragraph of the policy is truncated and the PC has agreed that it should be deleted. Paragraph 4.8.10 refers to the results of the consultations and refers to the enhancement of facilities. This has not been included in the policy and the PC has agreed that it should be deleted.

Recommendation 15: Revise Policy CL12 as follows:

Delete the first paragraph of the policy.

Revise the second paragraph to read: “...are protected in accordance with Policies SC3 and DM56 of the Development Management DPD:

Delete Memorial Gardens, Places of Worship and Church Halls from the list.

Add the following to the list:

- **“Beckside,**
- **Parish Woodland,**
- **Catholic Church, Station Yard**
- **Brookhouse Community Church, Victoria Institute**
- **Caton Methodist Church, Artlebeck Bridge**
- **Caton Baptist Church, Brookhouse Road.**
- **Lune Valley Methodist Hub, Brookhouse Road**
- **St Paul’s Church of England, New Street Brookhouse**
- **Church Hall in the curtilage of St Pauls C of E Church.”**

Show the sites and boundaries of the properties on the Policies Map.

Delete paragraph 4.8.10.

Supporting Infrastructure for New Development

Parish Aspiration 1 – Supporting Infrastructure for New Development

- 3.79 This section of the Plan sets out the Parish Council's aspirations for the use of developer contributions towards the provision or improvement of infrastructure and their priorities for improvements to various forms of travel.
- 3.80 The NPPG sets out guidance on whether a neighbourhood plan should consider infrastructure. Amongst other things it states that the plan should consider:
- what additional infrastructure may be needed to enable development proposed in a neighbourhood plan to be delivered in a sustainable way; and
 - how any additional infrastructure requirements might be delivered.
- 3.81 As the CWLNP allocates only a small area for development, it is unlikely to give rise to any significant requirements for new or improved infrastructure. It will also give rise to limited developer contributions. The justification details a list of infrastructure needs identified in the Local Plan and it is not clear whether any of these are specific to the plan area. There is no evidence about how any of these infrastructure improvements are to be delivered.
- 3.82 Nevertheless, as this section is set out as a Parish Aspiration it is clearly not to be delivered through the CWLNP itself and stands as the Parish Council's priorities for any future discussions with relevant bodies in supporting investment in transport and other infrastructure in the plan area. It is aspirational and covers matters that cannot be addressed in the policies of Neighbourhood Plan. It would be helpful to plan users to amend paragraph 4.9.2 to make it clear that this section does not form part of the Neighbourhood Development Plan.

Recommendation 16: Revise paragraph 4.9.2 to read: “....developer contributions, the Parish Council will work with relevant bodies to seek to ensure that new development....Special Qualities. This Parish Aspiration does not form part of the planning policies of the neighbourhood development plan.”

Policy CL13 Managing flood risk and water quality.

- 3.83 Local Plan Policy DM33 sets out the approach to managing development and flood risk; Policy DM34 addresses surface water run-off and sustainable drainage. Policy CL13 sets out a number of more detailed design considerations relevant to the rural area.
- 3.84 LCC has commented that the first paragraph of the policy is unclear. They have suggested a revision which the PC has agreed to. LCC has also commented on paragraph 4.10.4 that neither the policy nor the background has provided the detail referred to. The PC has agreed that the paragraph should be deleted.

- 3.85 United Utilities has proposed additional text to prioritise multi-functional sustainable drainage systems over traditional underground piped and tanked storage systems. They have also suggested additional text to highlight the implications of development on public water supply catchment land. The PC has agreed to the additional text. I am recommending that it should be included to improve the clarity of the policy.
- 3.86 Representations have been made supporting the policy.

Recommendation 17: Revise Policy CL13 as follows:

Revise the first paragraph of the policy to read: “New development should be designed to ensure that runoff rates and volumes achieve greenfield rates or below. All development proposals will be expected to apply the hierarchy for the management of surface water and sustainable drainage systems (SuDS) should be implemented unless there is clear evidence that this would be inappropriate. SuDs must be considered early in the design process and must be integrated with other aspects of a site design. New development proposals will be expected to incorporate site drainage as part of a high-quality landscaped environment. Applicants will be expected to manage surface water through sustainable drainage features with multi-functional benefits in preference to a reliance on underground conventional piped and tanked storage systems. Any sustainable drainage system should be designed in accordance with ‘Ciria C753 The SuDS Manual’ or any subsequent replacement guidance.”

Add the following new paragraph to the policy: “Development proposals on land used for public water supply catchment purposes will be required to consult with the relevant water undertaker. The first preference will be for proposals to be located away from land used for public water supply purposes. Where proposals are proposed on catchment land used for public water supply, careful consideration should be given to the location of the proposed development and a risk assessment of the impact on public water supply may be required with the identification and implementation of any required mitigation measures / management regimes.”

Delete paragraph 4.10.4.

Policy CL14 Energy and Communications

- 3.87 LCC has commented that criterion b) should make reference to the effect of the development on the “significance” of heritage assets to be consistent with national planning policy. The PC has agreed to this revision.
- 3.88 United Utilities has proposed additional text to criterion b) to refer to catchment land used for public water supply purposes. The PC has agreed to this revision.
- 3.89 LCC has commented that the final paragraph of the policy referring to up to date evidence is unclear. The policy does not explain whether this is to be evidence

provided by the applicants or other evidence that may be collected for other purposes. The PC has agreed that the first sentence of the last paragraph should be deleted.

- 3.90 The second sentence of the final paragraph referring to definitions is an explanation of the source of definitions and should be placed in the justification.
- 3.91 There is a typographical error in paragraph 4.11.5.

Recommendation 18: Revise Policy CL14 as follows:

Revise criterion b) to read: “they do not have an *unacceptable adverse impact on the significance* of heritage assets and their settings, historic character, biodiversity, geodiversity assets, or *catchment land used for public water supply purposes*;

Delete the first sentence of the final paragraph of the policy commencing “Up to date evidence...”

Move the second sentence of the final paragraph of the policy to the justification.

Correct paragraph 4.11.5 to read: “Policy CL14”.

Policy CL15 Housing Allocations

Policy CL16 (Site 98) – Land west of Quernmore Road.

- 3.92 The National Planning Policy Framework expects most strategic policy-making authorities to set housing requirement figures for designated neighbourhood areas as part of their strategic policies. In response to my question about the housing requirement, LCC has stated that *“the Parish Council have not requested, nor the LPA provided, an indicative figure for the numbers of housing which would be considered acceptable or appropriate within the plan area. The use of an arbitrary figure which would be used as a benchmark by all parties was not considered appropriate and was well explored during the Examination of the District-wide Local Plan.”*
- 3.93 Furthermore, LCC states that *“The Council has been keen for the neighbourhood plan itself, through robust site assessment and proactive consideration, to identify all sites which are concluded to be suitable, achievable and deliverable to ensure that opportunities are maximised within the plan area. The LPA notes the balances which are required in terms of maximising such housing opportunities in the context of a nationally designated landscape.”*
- 3.94 As stated under Policy CL3, Caton and Brookhouse are considered by LCC to be suitable locations for future growth in the rural area and a focus for growth over other, less sustainable, locations within the vicinity. Whilst growth is supported in this area, LCC recognises that growth must be achieved in the context of the surrounding

national landscape designation of the AONB and in the context of national planning policy.

- 3.95 The CWLNP has adopted a landscape capacity approach that is one that seeks to identify land suitable for housing development within an assessment of the potential of the landscape to accommodate development, including any mitigation needed. The principle behind this approach is that it is a supply led approach to determining the amount of housing development that can be accommodated within the landscape, rather than the CWLNP having to find sufficient sites to deliver a housing requirement set by LCC.
- 3.96 The landscape capacity led approach to development is considered to be consistent with national policy and that adopted in other plans in the Forest of Bowland AONB. A Cumulative Landscape and Visual Impact Assessment was undertaken by independent consultants which included an assessment of 4 potential sites (Site 39, Site 98, Site 99 and Site 100). As a result of this assessment, the CWLNP includes one allocation for 12 houses.
- 3.97 NPPG states that *“Proportionate, robust evidence should support the choices made and the approach taken. The evidence should be drawn upon to explain succinctly the intention and rationale of the policies in the draft neighbourhood plan”*
- 3.98 LCC is satisfied that the PC has robustly assessed all known development opportunities within the plan area and come to a conclusion on their suitability, achievability and deliverability for future development. LCC has raised no issues in relation to the scope of sites which have formed part of the assessment process and have stated that they have no reason to doubt the conclusions reached by the PC in terms of the suitability of sites.
- 3.99 The PC has responded to say that *“This policy is driven by the need to avoid encroachment on the surrounding countryside; to conserve the setting of the villages and hamlets in the landscape; to minimise harmful visual impact of development on the Forest of Bowland AONB and the Brookhouse Conservation Area. Caton with Littledale Parish Council is mindful of overall housing need identified at District level but this must be balanced against the potential harm to the Forest of Bowland AONB and notes that a similar landscape-capacity led approach has been proposed in the Arnside & Silverdale AONB DPD.”*
- 3.100 It is considered that it would be helpful to plan users to make reference to the statement recommended to be added to the justification to Policy CL3 to set out the strategic policy position and the need to balance this with safeguarding the AONB through a landscape capacity led approach to housing allocation and windfall development.
- 3.101 Lancashire County Council has commented on the possible impact of the proposed housing allocation and housing commitments at 2021 (of 108 dwellings) on school places.

- 3.102 The Plan includes one site allocation of land to the west of Quernmore Road for an estimated number of 12 dwellings. Policy CL16 sets out policy guidance for the development of the site.
- 3.103 In the Site Assessment Report, the plan makers have assessed eight sites (sites 38, 39, 40, 89, 92, 98, 99 and 100) taking account of the 2015 SHLAA assessment and the 2018 SHELAA assessment prepared by LCC. In addition, the following studies have informed the assessment:
- Cumulative Landscape and Visual Impact Assessment (by Motmot Consulting)
 - Ecology Assessments (by GMEU)
 - Access and Highway Safety (by Lancashire County Council)
- 3.104 The plan makers have relied on the assessments of sites submitted to LCC in their Call for Sites for the Local Plan. They have had discussions with landowners and their agents to seek to understand the potential proposals for each site. They have carried out further assessments on landscape and visual impact assessment, ecology and highway safety to provide further information about the sites.
- 3.105 I am satisfied that the plan makers have made reasonable efforts to identify and assess the impact of development on the sites and have selected those that best meet the selection criteria in accordance with the guidance in the NPPG: *“A neighbourhood plan can allocate sites for development, including housing. A qualifying body should carry out an appraisal of options and an assessment of individual sites against clearly identified criteria.”*
- 3.106 The assessment concluded that two sites were considered suitable for allocation in the CWLNP. The assessment considered a larger parcel of land (site 98) and concluded that the evidence suggested that the site to the west of Quernmore Road is capable of accommodating some development subject to the landscape impacts on the AONB. This conclusion has resulted in part of the site being proposed for allocation in the Plan. The other preferred site was site 89 at Mill Lane, which together with site 38, now has the benefit of planning permission.
- 3.107 A representation has been received from the landowner of the proposed allocation asserting that the proposed allocation is not financially viable in the current proposed form and policy terms. They are seeking the enlargement of the site to include adjacent land in their ownership up to 3.5 hectares to provide an estimated number of 50 dwellings.
- 3.108 I am not in a position to consider the claims made by the landowner concerning viability. The land value will need to take account of the policy requirements and any significant abnormal costs. The profit should also reflect the scale and type of development.
- 3.109 United Utilities has commented that this site includes significant existing water infrastructure that passes through and adjacent to the defined allocation boundary. They reiterated that all of their assets will need to be afforded due regard and applicants should be aware that serious complications could arise. It is essential that

United Utilities is involved in early dialogue on the potential masterplanning and mitigation measures for the development of the site, in a bid to highlight any matters that may have a significant impact upon the site layout, access, and landscaping. Their water infrastructure will need to be afforded appropriate offset distances to allow for access, maintenance and repair. Any changes in levels, proposed crossing points (including the details for newly proposed services) and any mitigating measures required to protect their assets will need to be agreed with United Utilities in writing. They have proposed an additional criterion and text for the justification to improve the clarity of the policy in this respect. The PC has agreed with these revisions and I am recommending a modification to include them for improved clarity. I have viewed the map of United Utilities Infrastructure and consider that the location on the infrastructure as shown would mean that the site would be developable although the developable area may be reduced.

- 3.110 United Utilities has also proposed additional text to reflect the principles of SuDS as proposed to be modified under Policy CL13. It is considered that this is adequately addressed in the modification to Policy CL13 and it would be sufficient to make a cross reference to that policy.
- 3.111 United Utilities has proposed the inclusion of a new policy on water efficiency requiring as a minimum the optional requirement set out in the Building Regulations. The Written Ministerial Statement of 2015 makes it clear that where there is evidence, these can be applied through a policy in Local Plans and that *“Neighbourhood plans should not be used to apply the new national technical standards.”* No modification is proposed in this respect.
- 3.112 Representations have been made disputing the assessments, asserting that the single allocation for 12 dwellings is not sufficient to address longer term housing needs and seeking the allocation of additional areas of land for housing in the Plan at:
- a. Land to the southwest of Brookhouse Road near Artle Beck (no details supplied)
 - b. Land to south and west of Caton Primary School (site 100, 4.2 ha, approx. 90 dwellings)
 - c. Land off Hawthorn Close (site 39, 2.18 ha, 25 adaptable bungalows)
 - d. Land west of Quernmore Road (a larger area than that allocated of 3.5 ha, approx. 50 dwellings)
- 3.113 As noted in paragraphs 2.5 – 2.6 above, my role as examiner is limited to considering whether the Plan meets the Basic Conditions; it does not extend to considering whether other areas of land should be allocated in addition to or instead of the proposed housing allocation. I make no comments on these proposed additional housing sites.
- 3.114 I am satisfied that the landowners / developers who have made representations have had the opportunity to present their proposals for consideration during the preparation of the plan.

- 3.115 The title of Policy CL15 should be revised to “Housing Allocation” as only one site is proposed.
- 3.116 The Site Description included in Policy CL16 is descriptive and not planning policy and should be placed in paragraph 5.2.3.
- 3.117 LCC has commented that without details of the design and layout of the site, reference to the housing number is too prescriptive. They have suggested that it should be revised to “in the region of 12 dwellings”. They also suggest that Policy CL16 criterion b) should be revised to improve its clarity. The PC has agreed with these comments. They have suggested that the policy should include clarification of how access to the site is to be achieved in criterion d). The PC has commented that there are two alternative options available and it would be for the developer to determine the most suitable.
- 3.118 NPPF paragraph 2 states that applications for planning permission should be determined in accordance with the development plan. It is recommended that the policy guidance in Policy CL16 is revised to refer to delete reference to “will be permitted”.
- 3.119 The existing development on the east side of Quernmore Road is mainly late 20th century two storey housing with some bungalows set back from the road behind a stone wall. In response to my question, the PC has stated that they consider single storey housing as required under criterion a) would be more appropriate in the context of the landscape.
- 3.120 The site is bounded on the roadside partly by a high stone wall and partly by a hedge. It is unclear whether there is likely to be any conflict between criterion h) which requires the retention of the traditional boundary hedge and stone boundary wall and the provision of appropriate access arrangements which will require visibility splays. A modification is recommended to remove the prescription to ensure that provision can be made for the new access requirements.
- 3.121 Paragraph 5.2.1 refers to indicative plans for the site. The PC has confirmed that these have not been prepared and have requested that reference to them should be deleted.
- 3.122 Section 6 of the plan sets out the housing commitments in the plan area at 23 March 2021. This shows that planning permission has been granted for 108 dwellings in the plan area during the Local Plan period which commenced in 2011. These figures should be updated in the final plan.

Recommendation 19: Revise Policy CL15 as follows:

Revise the title of Policy CL15 to “Housing Allocation”

Revise the Estimated number of Dwellings to “*in the region of 12*”.

Recommendation 20: Revise Policy CL16 as follows:

Move the Amount of Development and Site Description from the policy to the beginning of paragraph 5.2.3. Revise the Amount of Development to “*in the region of 12 dwellings*”.

Revise the first paragraph of Policy Guidance to read “allocated for development of *in the region of 12 dwellings*. Detailed proposals *should* meet the following site specific development requirements.”

Revise criterion b) to read “*Development proposals must ensure that development accords with Policy CL13 in relation to flood risk, sustainable drainage and water quality. In the event that infiltration is not practicable, surface water shall discharge to Escow Beck to the west.*”

Revise criterion h) to read “*....wall should be retained.....features and reduced in height or set back to make provision for the new access arrangements.*”

Add a new criterion: “*(j) The site is located on water catchment land used for public water supply purposes. Development proposals will need to demonstrate that the impact on public water supply is managed and mitigated in liaison with United Utilities.*”

Add a new criterion: “*(k) The site includes significant water supply infrastructure, which will need to be fully considered in the masterplanning / design process and during any construction. Access to such assets will need to be maintained and protective measures will need to be included to ensure any assets are fully protected both during construction and during the lifetime of the development.*”

Delete the 3rd, 4th and 5th sentences from paragraph 5.2.1 “The mini brief is accompanied by....meet policy requirements.”

Add the following after paragraph 5.2.3: “*Several water mains have been identified as being either within or in close to proximity to the site. United Utilities will not allow building over or building in close proximity to the water mains. They must be protected both during and after construction and 24 hour access to them must be maintained in accordance with the requirements of United Utilities. The applicant will need to demonstrate the exact relationship between the assets, other utility services and their proposed development. They will need to confirm the precise location of the apparatus as this could significantly impact the preferred site layout and/or a diversion of the asset(s) or protection measures may be required. Any diversion may be cost prohibitive and applicants should not assume that the infrastructure can be diverted. The applicant should be aware that the proposed layout must accommodate United Utilities’ assets which will impact on the developable area and the number of units that can be delivered at this site. United Utilities will require a 10m easement for each water pipeline within and near to the site. The level of ground cover to the pipelines must not be compromised either during or after construction and there should be no additional load placed on the pipelines without prior agreement from United Utilities. This would include*

earth movement, ground re-profiling, materials storage, site welfare cabins and the transport and positioning of construction equipment and vehicles.”

4.0 Referendum

- 4.1 The Caton with Littledale Neighbourhood Plan reflects the views held by the community as demonstrated through the consultations and, subject to the modifications proposed, sets out a realistic and achievable vision to support the future improvement of the community.
- 4.2 I am satisfied that the Neighbourhood Plan meets all the statutory requirements, in particular those set out in paragraph 8(1) of schedule 4B of the Town and Country Planning Act 1990 and, subject to the modifications I have identified, meets the Basic Conditions namely:
- has regard to national policies and advice contained in guidance issued by the Secretary of State;
 - contributes to the achievement of sustainable development;
 - is in general conformity with the strategic policies contained in the Development Plan for the area; and
 - does not breach, and is otherwise compatible with, EU obligations and human rights requirements
- 4.3 **I am pleased to recommend to Lancaster City Council that the Caton with Littledale Neighbourhood Plan should, subject to the modifications I have put forward, proceed to referendum.**
- 4.4 I am required to consider whether the referendum area should be extended beyond the Neighbourhood Plan area. In all the matters I have considered I have not seen anything that suggests the referendum area should be extended beyond the boundaries of the plan area as they are currently defined. I recommend that the Neighbourhood Plan should proceed to a referendum based on the neighbourhood area designated by Lancaster City Council on 2 July 2015.

5.0 Background Documents

5.1 In undertaking this examination, I have considered the following documents

- Caton with Littledale Neighbourhood Plan 2021-2031 Submission Draft Version with Parish Policies Map and Village Policies Map
- Caton with Littledale Neighbourhood Plan Basic Conditions Statement September 2021
- Caton with Littledale Neighbourhood Plan Consultation Statement September 2021
- Caton with Littledale Neighbourhood Plan SEA Screening Opinion on Submission Draft Plan, undated
- Caton with Littledale Neighbourhood Plan HRA Report undated.
- Lune Valley Housing Needs Survey 2019 - Parishes of Halton with Aughton, and Caton, Slyne, Quernmore and Skerton Housing Needs Survey for the Lune Valley Community Land Trust Final Report November 2019.
- Caton with Littledale Neighbourhood Plan – Area of Separation Assessment Report June 2022
- Caton with Littledale Neighbourhood Plan Site Assessment Report, undated.
- Caton with Littledale Neighbourhood Plan Local Greenspace Site Assessment report, undated.
- Caton with Littledale Neighbourhood Plan Cumulative Landscape and Visual Impact Assessment
- National Planning Policy Framework July 2021
- Planning Practice Guidance (as amended)
- The Town and Country Planning Act 1990 (as amended)
- The Localism Act 2011
- The Neighbourhood Planning (General) Regulations 2012
- A Local Plan for Lancaster District 2011-2031
 - Part One: Strategic Policies and Land Allocations DPD, adopted July 2020
 - Part Two: Review of the Development Management DPD, adopted July 2020
- Arnsdale & Silverdale Area of Outstanding Natural Beauty (AONB) Development Plan Document (DPD), adopted March 2019
- Institution of Lighting Professionals Guidance on Dark Skies: CIE EN 2001

6.0 Summary of Recommendations

Recommendation 1: Check and update any references to and quotations from NPPF of February 2019 to those of July 2021.

Recommendation 2:

Update the background evidence to include the SEA and HRA Screening Opinions of September 2021. Ensure that the Basic Condition Report is consistent with and refers to the updated screening opinions of September 2021. Include the latest responses from the statutory environmental bodies to the consultation on the Screening Opinions.

Add the following new section 7 to the Plan on Implementation and Monitoring:

“7. IMPLEMENTATION AND MONITORING

“7.1 The Neighbourhood Plan will be delivered and implemented over the period to 2031. Different stakeholders and partners will be involved. Flexibility will be needed as new challenges and opportunities arise over the plan period. In this respect, implementation, monitoring and review will be crucial.

“7.2 Caton with Littledale Parish Council will be the responsible body to manage and oversee the implementation of the Neighbourhood Plan.

“Key Activities

“7.3 There will be three key strands of activity which will direct delivery and each is important in shaping the plan area in the months and years ahead. These comprise:

IV The statutory planning process will direct and control private developer and investor interest in the Parish in the context of the Neighbourhood Plan, Lancaster City Council Local Plan and the National Planning Policy Framework. The Parish Council (in its role as statutory consultee to planning applications) and Lancaster City Council as the Local Planning Authority will use the Neighbourhood Plan to assess the appropriateness and suitability of applications. This assessment will help inform the Parish Council’s response to the application (e.g. written representations in support of, or in objection to the proposals) and will inform the Local Planning Authority’s final decision. In summary, planning applications that are broadly in accordance with both the Lancaster City Local Plan, and with the Neighbourhood Plan should be supported while those that are not should be refused.

V Investment in, and management of, public services, assets and other measures to improve local services and vitality and viability for the Parish. In the context of the prevailing economic climate and public funding there is a recognition that public investment in the Parish will be challenging to secure. The Community Infrastructure Levy (CIL), if introduced by

Lancaster City Council, could contribute a small amount through new development. In the meantime, Section 106 of the Town and Country Planning Act 1990 allows for agreements between developers and Lancaster City Council, with financial contributions towards necessary services and infrastructure improvements. Such contributions resulting from developments within the Neighbourhood Plan designated area should be allocated towards improvement or addition of local services and /or the securing of environmental benefits for Caton with Littledale Parish residents and community.

VI The voluntary and community sector will have a strong role to play particularly in terms of local community infrastructure, events and Parish life. This sector is likely to play an important role in the future, and includes, but is not limited to, Victoria Institute and include other key community and voluntary groups

“Key Areas of Action

“7.4 The key areas of action summarises the Parish Council’s approach to delivery and implementation of the Neighbourhood Plan:

“Housing Development

“7.5 The Parish Council will work with local landowners, developers and Lancaster City Council to ensure that sustainable growth in new housing over the plan period is delivered to meet identified local needs in the Neighbourhood Plan area.

“Rural Economy

“7.6 The Parish Council will encourage businesses to improve local employment opportunities for local people and work with landowners and stakeholders to bring brownfield sites forward for redevelopment or conversion into economic use.

“Natural Environment

“7.7 The Parish Council will work with Lancaster City Council, The Forest of Bowland AONB Unit, Lancashire County Council and other statutory bodies and agencies together with landowners and stakeholders to ensure the natural environment is protected from inappropriate development.

“Monitoring and Review

“7.8 The Caton with Littledale Neighbourhood Development Plan is a ‘living’ document and as such will become an integral component of the stewardship of the Parish Council.

a) The Parish Council meeting will include a regular agenda item to monitor and action activities to progress the implementation of the Neighbourhood Development Plan. A regular agenda item will also be

included to monitor the use of policies within the plan by the City Council when determining applications in the parish.

- b) The Parish Annual Meeting will report on annual progress achieved, and set out the programme aims and key activities for the subsequent year ahead integrating this within its own forward planning processes.*
- c) The Parish Council will monitor the progress of implementing the Neighbourhood Development Plan every 3 years. The focus of the monitoring will be to ensure that the policies made are effectively contributing to the realisation of the vision and objectives set out in the Neighbourhood Development Plan. Any resulting proposals to correct and improve policies to meet the vision and objectives will require to be undertaken through a review of the Neighbourhood Development Plan in full collaboration with Lancaster City Council. Evidence will also be reviewed and updated as required.”*

Recommendation 3:

Revise the second sentence of paragraph 1.6.1 to read: “This will be detailed in the Consultation Statement *which can be read in conjunction with this Plan.*”

Recommendation 4: Revise Policy CL1 as follows:

Delete “will be treated as exceptional” from Section 3 on Developments on the edge of and outside Sustainable Settlements.

Delete the section on Major Development and add the following text in the justification: after paragraph 3.1.4.

“Proposals for major development in Caton-with-Littledale Parish will be considered against the guidance in the NPPF and the additional local guidance:

“Whether a proposal is ‘Major Development’ is a matter for the decision-maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined and taking into account CWLNP Policy CL2 Landscape and other relevant planning policies.

“In determining whether exceptional circumstances exist, Lancaster City Council will assess the proposal using the criteria set out in the NPPF paragraph 177 (or as revised).

“The nature of the AONB landscape means that even some smaller-scale proposals may be considered to be major developments depending on the local context.”

Delete the section on Brownfield Land. Include the following explanatory text in the justification after the section on Major Development to provide general guidance on how development on brownfield sites should be considered:

“Whilst the Plan seeks to promote the role of brownfield sites for new development, proposals on such sites should be assessed against whether they help to deliver the primary purposes of the designation of the area as AONB.

“In determining planning applications, the Local Planning Authority will seek to carefully assess the ambitions of securing the long-term and productive re-use of brownfield sites against the importance of protecting this nationally important landscape. In doing this, careful consideration will be given to wider policy ambitions within the Lancaster District Local Plan, specifically Policy DM46 which relates to development and landscape impact.”

Add the following to paragraph 3.1.10: *“Local Plan Policy SP2 sets out the settlement hierarchy and the strategic approach to development in sustainable rural settlements in the AONB and other rural villages. An allocation for “in the region of 12 dwellings” is included in the CWLNP under Policy CL15.”*

“In determining the suitability of any development site in relation to the settlements of Caton and Brookhouse, a planning judgement will have to be applied as to how well the site relates to the built form of the settlement.

Revise paragraph 3.1.11 to read: “.....will be made. Residential development proposals should demonstrate that they contribute towards meeting a proven housing need in the parish and surrounding area through an up to date housing needs survey. They should be in accordance with Local Plan Policy SP2 and contribute to the delivery of the housing requirement set out in Local Plan Policy SP6. They should also include a landscape assessment..... or mitigated.”

Recommendation 5: Revise Policy CL2 as follows:

Delete the section Local Evidence and paragraphs 3.2.13 – 3.2.18.

Add the following text to explain the implementation of the policy to the justification:

“3.2.13 *The character of the landscape in the Neighbourhood Plan area is a highly valued asset. The wooded valleys and field patterns stretching out to open moorland are defining features, in addition to the valley floodplain. It is the unique combination of elements and features (characteristics) in this area that makes the landscape so distinctive and resulting in a strong sense of place. The AONB is part of the cultural and natural heritage of the nation and if these characteristics are damaged, for example by insensitive development, then that will compromise the primary purpose of the AONB and the enjoyment of the area by the public.*

- “3.2.14 In order to best serve the primary purpose of AONB designation, new development must relate to the established character of the area (as described in the Forest of Bowland Landscape Character Assessment) in which it is to be located. It must integrate with its setting and be in keeping with neighbouring buildings and the landscape by appropriate siting, nature, scale, proportion, massing, design, materials and landscaping. It must respect the prevailing proportion of buildings to gardens and green space.**
- “3.2.15 New development can make a positive contribution to the landscape but can also harm it in a number of ways. For example, new features that are uncharacteristic of the landscape may be introduced that detract from the local vernacular building style, intrude into skylines or obstruct or erode important views. Important landscape features such as hedges, drystone walls and mature trees may be damaged or removed. Over time, development can lead to the gradual erosion of local distinctiveness and in a protected landscape of such unique character; this sort of cumulative loss and harm must be avoided in order to serve the primary purpose of AONB designation.**
- “3.2.16 Development proposals within the AONB or affecting its setting will have to demonstrate clearly that they are appropriate to the landscape character type and designation, taking into account the wealth of landscape character evidence and guidance available. Lancaster City Council may require the submission of a Landscape and Visual Impact Assessment (LVIA) undertaken to recognised Landscape Institute standards, and will also expect proposals to have regard to the content of the AONB Management Plan.**
- “3.2.17 When considering the cumulative and incremental impacts of development, developers and decision makers should ask themselves: ‘Can the impacts of this development proposal (in the context set out in the policy) on the landscape character and visual amenity be mitigated?’ If yes, proceed with considering proposal in principle, subject to all other considerations. If no, refuse permission.**
- “3.2.18 The sense of tranquillity is a special quality of the AONB but is gradually being eroded by increases in noise, activity, traffic and disturbance. The scale and type of new development and level of activity along with journeys to and from a site will affect tranquillity and will be a factor in determining whether or not a proposed development can proceed.**
- “3.2.19 All light pollution, however small, contributes to the general erosion of darkness in the AONB. The spilling of light beyond a site boundary and into the surrounding countryside can be disturbing to wildlife and have an intrusive visual impact. Light pollution contributes generally to the urbanisation of the rural landscape and the loss of darkness in our night skies and should be minimised in any new development.**
- “3.2.20 There are many opportunities to conserve and enhance the special and distinctive character of the AONB landscapes by managing development and**

supporting the conservation of distinctive landscape features such as in-field trees, hedgerows, dry stone walls and ponds.”

Recommendation 6: Revise the title of Policy CL3 to “House Type and Tenure” and revise the justification as follows:

Add the following new paragraph before paragraph 4.1.1: “*Caton and Brookhouse are identified as Sustainable Rural Settlements under Local Plan Policy SP2 as they have good access to a wide range of services and good connectivity to other larger settlements. In principle, they are a suitable location for future housing growth in the rural area to meet the needs of rural communities for various types of housing. Growth must however be achieved in the context of the surrounding national landscape designation and the within the context of national planning policy. Section 5 of the CWLNP and Policies CL15 and CL16 set out the approach to site assessment and allocate a site for the development of about 12 dwellings.*”

Revise the first sentence of paragraph 4.1.3 to read “.....affordable housing and first homes.....”

Revise the last sentence of paragraph 4.1.3 to read: “*Lancaster City Council will work with the Parish Council and Housing Associations and other providers to*”

Delete paragraph 4.1.6.

Revise paragraph 4.1.7 as follows: “....Housing Needs Survey 2019 provides...at present. *This survey should be reviewed and updated periodically to ensure that it is kept up to date.*”

Add the following after paragraph 4.1.7:

“*The Lune Valley Housing Needs Survey 2019 found that:*

- ***The housing profile of the area is not in step with the predicted needs of local households. Like many rural settlements the population is predominately elderly and ageing, but with some younger and newly forming households being unable to afford the premium prices associated with villages rather than town environments.***
- ***There has been a shift in demand for market housing, as older households seek to downsize from large houses;***
- ***There is significant need for affordable housing from younger and older households, with affordable products such as First Homes and shared ownership housing being potentially affordable to local households, in addition to traditional social rented housing;***
- ***The proportion of social rented housing is smaller in the study area than the district and England as a whole, indicating a shortage; and***

- *The level of interest in cohousing is greater than in other studies. This is likely to be due to the success of the scheme that has been established locally.*

Recommendation 7: Revise Policy CL4 as follows:

Add the following text at the beginning of Policy CL4: “Development proposals affecting directly or indirectly an international designated site’s qualifying habitat and/or species are subject to the requirements of The Conservation of Habitats and Species Regulations 2017. In accordance with these Regulations, where a proposal has implications for internationally designated sites, the proposal will be expected to be accompanied by sufficient information to inform a suitable Habitats Regulation Assessment.”

Revise the third sentence of the first paragraph of the policy to read: “It will also help to create and reinforce green corridors, blue infrastructure and ecological networks....”

Add the following text to the justification:

“The neighbourhood area’s multifunctional blue infrastructure includes a network of a major river (River Lune), ponds, wetlands, watercourses and floodplains. Development should restore and enhance water bodies, prevent deterioration, promote recovery, reduce flood risk and conserve habitats and species that depend directly on water. Where relevant, this should involve the opening up of culverts.”

Add the following definition of traditional buildings or features in the justification:

“Traditional buildings or features include farmhouses and farmsteads, barns, cart sheds, stables, animal houses and other solid walled structures like flax and cotton mills, and other rural buildings, largely dating before 1914. The term ‘traditional’ relates to the materials of which they are built (in this area often sandstone or gritstone, sometimes with timber frames) and the associated craft skills handed down from generation to generation. It excludes modern methods of construction using industrialised factory-produced concrete blocks, sheet roofing and plastic products more commonly employed since the 1950s.”

Move the following text from the sixth paragraph of the policy to the end of paragraph 4.2.7: “These should include measures such as swift bricks, hedgehog highways, bat boxes, access tiles, living roofs or walls, and special consideration for species that are dependent on the built environment.”

Revise paragraph 4.2.9 to read: “as a Special Protection Area under the Wildlife and Countryside Act 1981 (as amended) and the Conservation (Natural Habitats & c) Regulations 2010 (as amended).....”.

Add the following at the end of paragraph 4.2.9: “Where a proposal has implications for internationally designated sites, the proposal will be expected to be accompanied by sufficient information to inform a suitable Habitats Regulation Assessment.”

Delete paragraph 4.2.13.

Recommendation 8: Revise Policy CL5 as follows:

Revise the first paragraph to read: “....and its distinctive villages, development should not impact on the open character of the Area of Separation identified on the Policies Map and should not result in the further coalescence of Caton and Brookhouse.”

Delete the first sentence of paragraph 4.3.11 and replace with the following: “The background evidence report on the assessment of the Area of Separation sets out the rationale for defining the area, the evidence of the process of assessing alternative boundaries and the criteria used to select the boundaries.”

Revise paragraph 4.3.14 to read “....field boundary of the area identified as Site 39 in the LCC SHEELA.”

Recommendation 9: Delete Policy CL6.

Revise the heading of 4.3 to read “Area of Separation and Open Spaces”.

Revise the order of the introductory text as follows: paras 4.3.1, first sentence of 4.3.2, followed by 4.3.7 – 4.3.10. Delete the remaining text in the introduction to the section.

After the justification to Policy CL5 add a new section: “Protection of Open Spaces” and the following text:

“Local Plan Policy SC3 identifies the following areas as important for sport, recreation and leisure, as shown on Map X. They are safeguarded through Local Plan Policy DM27:

- 1. Becksid**
- 2. Caton Bowling Green**
- 3. Caton Primary School Fields**
- 4. Fell View**
- 5. The River Lune Millennium Park (Millennium Way) – Crook o’ Lune to end, including adjacent land.**
- 6. Parish Woodland**
- 7. Station Field**
- 8. Lunesdale Lawn Tennis Club**

“Local Plan Policy DM27 sets out measures to protect and safeguard the areas to retain them as open areas for enjoyment for sport, recreation and leisure.

The following is a description of each area. Paragraphs 4.3.21 - 4.3.27 and add a description of the tennis club.

Delete paragraphs 4.3.28 – 4.3.32.

Delete the sites and reference to Policy CL6 from the CWLNP Policies Map.

Recommendation 10: Revise Policy CL7 as follows:

Revise criterion c) to read: *“All development with external lighting should meet or exceed Institute of Lighting Professionals guidance for the environmental zone in which the development is set to take place.”*

Revise criterion d) to read: *“Proposals should consider whether the benefits of the lighting outweigh any harm caused. Proposals should consider the impact of external lighting on:*

- III. Biodiversity (including bats and other light sensitive species); and
- IV. Viewpoints and locations used to view dark skies.”

Delete the final sentence of the policy on traditional buildings.

Add the following to the justification: *“The Institute of Lighting Professionals guidance entitled “The Reduction of Obtrusive Light” can be found at: <https://theilp.org.uk/publication/guidance-note-1-for-the-reduction-of-obtrusive-light-2021/>.”*

Recommendation 11: Revise Policy CL8 as follows:

Revise the first paragraph of the policy to read: *“Where development proposals may affect the significance of designated heritage assets, either directly or indirectly within their setting, they must take account of the unique heritage assets.”*

Revise the second paragraph of the policy to read: *“Before works to heritage assets take place, an assessment of its significance should be undertaken, proportionate to the asset’s importance, to understand its architectural and historic interest and to assess the nature and scale of impact on its significance.”*

Revise the fourth paragraph of the policy to read: *“Development proposals will not be supported where they cause unjustified harm to the significance of heritage assets and historic landscape character, including cumulative impacts, that lack clear public benefit.”*

Recommendation 12: Revise Policy CL9 as follows:

Revise criterion e) to read: *“Must not use existing development that is poor quality or harmfulfor further poor quality or harmful development.”*

Add the following at the end of paragraph 4.6.1: ***“This policy should be read in conjunction with Local Plan policies in particular Policy DM29.”***

Delete paragraphs 4.6.9 - 4.6.10.

Recommendation 13: Revise Policy CL10 as follows:

Revise criterion e) to read: ***“Business signage should be of an appropriate design and scale which is in keeping with its wider setting.”***

Recommendation 14: Revise Policy CL11 as follows:

Revise the first paragraph of the policy to read: ***“.....vitality and viability of local shopping and employment areas ...”***

Add the following paragraphs before paragraph 4.7.6 as follows: ***“The centre of Caton is identified as a Rural Local Centre under Local Plan Policy TC1; guidance on development in Local Centres is set out in Policy DM18. The area contains a shop, café, pubs, petrol station and community facilities around the junction of the A683 and Brookhouse Road. Brookhouse contains three premises on Sycamore Road. Willow Mill is identified as a Rural Employment Site under Local Plan Policy EC1. Willow Mill is a converted Grade II listed stone mill which is divided into office space for 16 business units.”***

“There are a number of community buildings which provide services to the community located throughout the two settlements. Policy DM56 sets out the approach to be taken in considering proposals for new local services and community facilities and evidence to be provided for proposals that would result in their loss.”

Delete paragraphs 4.7.9 – 4.7.17 and 4.7.20.

Recommendation 15: Revise Policy CL12 as follows:

Delete the first paragraph of the policy.

Revise the second paragraph to read: ***“...are protected in accordance with Policies SC3 and DM56 of the Development Management DPD:***

Delete Memorial Gardens, Places of Worship and Church Halls from the list.

Add the following to the list:

- ***“Beckside,***
- ***Parish Woodland,***
- ***Catholic Church, Station Yard***
- ***Brookhouse Community Church, Victoria Institute***
- ***Caton Methodist Church, Artlebeck Bridge***
- ***Caton Baptist Church, Brookhouse Road.***
- ***Lune Valley Methodist Hub, Brookhouse Road***
- ***St Paul’s Church of England, New Street Brookhouse***

- ***Church Hall in the curtilage of St Pauls C of E Church.”***

Show the sites and boundaries of the properties on the Policies Map.

Delete paragraph 4.8.10.

Recommendation 16: Revise paragraph 4.9.2 to read: “....developer contributions, the *Parish Council* will work with relevant bodies to seek to ensure that new development....Special Qualities. *This Parish Aspiration does not form part of the planning policies of the neighbourhood development plan.*”

Recommendation 17: Revise Policy CL13 as follows:

Revise the first paragraph of the policy to read: “New development should be designed to *ensure that runoff rates and volumes achieve greenfield rates or below. All development proposals will be expected to apply the hierarchy for the management of surface water and sustainable drainage systems (SuDS) should be implemented unless there is clear evidence that this would be inappropriate. SuDs must be considered early in the design process and must be integrated with other aspects of a site design. New development proposals will be expected to incorporate site drainage as part of a high-quality landscaped environment. Applicants will be expected to manage surface water through sustainable drainage features with multi-functional benefits in preference to a reliance on underground conventional piped and tanked storage systems. Any sustainable drainage system should be designed in accordance with ‘Ciria C753 The SuDS Manual’ or any subsequent replacement guidance.*”

Add the following new paragraph to the policy: “*Development proposals on land used for public water supply catchment purposes will be required to consult with the relevant water undertaker. The first preference will be for proposals to be located away from land used for public water supply purposes. Where proposals are proposed on catchment land used for public water supply, careful consideration should be given to the location of the proposed development and a risk assessment of the impact on public water supply may be required with the identification and implementation of any required mitigation measures / management regimes.*”

Delete paragraph 4.10.4.

Recommendation 18: Revise Policy CL14 as follows:

Revise criterion b) to read: “they do not have an *unacceptable adverse impact on the significance* of heritage assets and their settings, historic character, biodiversity, geodiversity assets, *or catchment land used for public water supply purposes;*

Delete the first sentence of the final paragraph of the policy commencing “Up to date evidence...”

Move the second sentence of the final paragraph of the policy to the justification.

Correct paragraph 4.11.5 to read: "Policy CL14".

Recommendation 19: Revise Policy CL15 as follows:

Revise the title of Policy CL15 to "Housing Allocation"

Revise the Estimated number of Dwellings to "*in the region of 12*".

Recommendation 20: Revise Policy CL16 as follows:

Move the Amount of Development and Site Description from the policy to the beginning of paragraph 5.2.3. Revise the Amount of Development to "*in the region of 12 dwellings*".

Revise the first paragraph of Policy Guidance to read "allocated for development of *in the region of 12 dwellings*. Detailed proposals *should* meet the following site specific development requirements."

Revise criterion b) to read "*Development proposals must ensure that development accords with Policy CL13 in relation to flood risk, sustainable drainage and water quality. In the event that infiltration is not practicable, surface water shall discharge to Escow Beck to the west.*"

Revise criterion h) to read "*....wall should be retained.....features and reduced in height or set back to make provision for the new access arrangements.*"

Add a new criterion: "*(j) The site is located on water catchment land used for public water supply purposes. Development proposals will need to demonstrate that the impact on public water supply is managed and mitigated in liaison with United Utilities.*"

Add a new criterion: "*(k) The site includes significant water supply infrastructure, which will need to be fully considered in the masterplanning / design process and during any construction. Access to such assets will need to be maintained and protective measures will need to be included to ensure any assets are fully protected both during construction and during the lifetime of the development.*"

Delete the 3rd, 4th and 5th sentences from paragraph 5.2.1 "The mini brief is accompanied by....meet policy requirements."

Add the following after paragraph 5.2.3: "*Several water mains have been identified as being either within or in close to proximity to the site. United Utilities will not allow building over or building in close proximity to the water mains. They must be protected both during and after construction and 24 hour access to them must be maintained in accordance with the requirements of United Utilities. The applicant will need to demonstrate the exact relationship between the assets, other utility services and their proposed development.*"

They will need to confirm the precise location of the apparatus as this could significantly impact the preferred site layout and/or a diversion of the asset(s) or protection measures may be required. Any diversion may be cost prohibitive and applicants should not assume that the infrastructure can be diverted. The applicant should be aware that the proposed layout must accommodate United Utilities' assets which will impact on the developable area and the number of units that can be delivered at this site. United Utilities will require a 10m easement for each water pipeline within and near to the site. The level of ground cover to the pipelines must not be compromised either during or after construction and there should be no additional load placed on the pipelines without prior agreement from United Utilities. This would include earth movement, ground re-profiling, materials storage, site welfare cabins and the transport and positioning of construction equipment and vehicles."

CATON-WITH-LITLEDALE NEIGHBOURHOOD DEVELOPMENT PLAN

Regulation 19 (Draft) Decision Statement

This Statement was published on **?? ???? 2023**, pursuant to Section 38A(9) of the Planning and Compulsory Purchase Act 2004 and Regulation 19 of the Neighbourhood Planning (General) Regulations 2012/637.

Lancaster City Council has 'made' the Caton-with-Littledale Neighbourhood Development Plan under Section 38A(4) of the Planning and Compulsory Purchase Act 2004 (as amended). The Caton-with-Littledale Neighbourhood Development Plan now forms part of the Development Plan for Lancaster District.

1.0 Summary

- 1.1 This document is the Decision Statement required to be prepared under Section 38A(9) of the Planning and Compulsory Purchase Act 2004 (as amended) and Regulation 19 of the Neighbourhood Planning (General) Regulations 2012 (as amended). It sets out the Council's considerations and formal decision in bringing the Caton-with-Littledale Neighbourhood Development Plan into legal force.
- 1.2 Following an independent examination and positive referendum result, held on 4th May 2023, Lancaster City Council decided to make the Caton-with-Littledale Neighbourhood Development Plan under Section 38A(4) of the Planning and Compulsory Purchase Act 2004 (as amended).

2.0 Background

- 2.1 On 9th March 2015, Caton-with-Littledale Parish Council (the Parish Council), as the appropriate qualifying body for their area, submitted proposals to Lancaster City Council (the Council) to designate the boundary of the Caton-with-Littledale Neighbourhood Plan Area.
- 2.2 The Council approved the Neighbourhood Area application on the 2nd July 2015 in accordance with the Neighbourhood Planning (General) Regulations 2012 (as amended).
- 2.3 Following initial consultation stages, a Draft Caton-with-Littledale Neighbourhood Development Plan (the Plan) was publicised, and representations were invited in accordance with Regulation 14 of the Neighbourhood Planning (General) Regulations 2012 (as amended) between 7th May and 20th June 2021.
- 2.4 The Plan was submitted to the Council in the Autumn of 2021. A final, formal, stage of publicity was undertaken over a 7-week period (an additional week was given due to the Christmas period) in accordance with Regulation 16 of the Neighbourhood Planning (General)

Regulations 2012 (as amended), between 18th November 2021 and 6th January 2022 to determine if there were any unresolved objections to the Plan.

- 2.5 The Council, with the agreement of the Parish Council, appointed an independent Examiner, to review whether the Plan met the 'Basic Conditions' and legal requirements for plan-making as required by legislation and whether it could proceed to referendum.
- 2.6 An independent Examiner was appointed in May 2022 to undertake the examination of the Submission version of the Plan. This this was completed with the final examination report dated 3rd November 2022 sent to both the Parish Council and the Council.
- 2.7 The Examiner concluded that subject to recommended modifications, the Plan would meet the basic conditions set out in paragraph 8(2) of Schedule 4B of the Parish and Country Planning Act 1990, is compatible with EU obligations and the Convention rights and complies with relevant provision made by or under Section 38A of the Planning and Compulsory Purchase Act 2004 (as amended). The Parish Council made the recommended modification to the Plan. The Council accepted that the modifications recommended in the Examiner's Report were necessary for the Plan to meet the basic conditions and subject to these amendments the Plan should proceed to Referendum.
- 2.8 A local referendum was held in Caton-with-Littledale Parish on 4th May 2023 to decide whether the local community were in favour of the Plan. From the votes recorded, 733 of the 909 votes received were in favour of the Plan. The turnout of electors was 39.03%.

3.0 Decisions and Reasons

- 3.1 Lancaster City Council decided by resolution of Full Council on 19th July 2023 to make the Caton-with-Littledale Neighbourhood Development Plan.
- 3.2 Lancaster City Council as the local authority 'makes' the Caton-with-Littledale Neighbourhood Development Plan as part of the Development Plan in accordance with Section 38A (4) of the Planning and Compulsory Purchase Act 2004 (as amended). The Caton-with-Littledale Neighbourhood Development Plan now forms part of the Development Plan for Lancaster District. Planning applications in the Neighbourhood Plan Area (Caton-with-Littledale Parish) must be considered against the Caton-with-Littledale Neighbourhood Development Plan, as well as existing national planning policy and the Local Plan.
- 3.3 On 4th May 2023 the Plan was subject to a referendum which returned a vote in favour of the Plan being used to help decide planning applications. Section 38A (4) of the Planning and Compulsory Purchase Act 2004 (as amended) requires that the Council must 'make' the Plan if more than half of those voting have voted in favour of the plan.
- 3.4 The Council has assessed the Plan and concluded that the Plan, including its preparation, is compatible with EU obligation and the Convention Rights (within the meaning of the Human Rights Act 1998) and complies with the relevant provisions within the Planning and Compulsory Purchase Act 2004 (as amended).
- 3.5 The adopted version of the Caton-with-Littledale Neighbourhood Development Plan (as approved by Full Council) was published on the Council's website, alongside this Caton-with-Littledale Neighbourhood Development Plan Decision Statement, on **????**.

Mark Cassidy, Chief Officer – Planning and Climate Change Service

COUNCIL**Appointments to Outside Bodies – Rural Services Network****19 July 2023****Report of the Senior Manager, Democratic Support and Elections****PURPOSE OF REPORT**

To consider nominating a Councillor and a substitute to be appointed to the Rural Services Network.

This report is public

RECOMMENDATION

- (1) That Council notes that the Rural Services Network has requested that a Councillor be appointed to represent Lancaster City Council.**
- (2) That Council considers the basis of appointment to the Network.**
- (3) That, should Council determine the basis of appointment to be nomination and voting at Council, nominations be made and voted upon at this meeting and an appointment made until the next City Council elections in 2027.**

1.0 Introduction

- 1.1 The City Council is a member of the Rural Services Network. The Network is a membership organisation that exists as the national champion for rural services. It works to share best practice and network across its wide membership.
- 1.2 On 30 June 2023, Democratic Support were contacted by the Network requesting Councillor representation on that body in the form of an appointed Councillor and a substitute, stating that these councillor roles are vital to the organisation. They will be the representatives of Lancaster City Council who link between the City Council and other organisations, sharing learning and key messages from campaigns and service provider experience of the challenges facing rural communities.

2.0 Proposal Details

- 2.1 In the first instance, the Council is asked to consider the basis of appointment to the Network and decide and whether that should be by nomination and voting

at Council, or by virtue of position, such as Cabinet Member or Ward Member, for example.

- 2.2 If the basis agreed is nomination and voting at Council, Members are asked to appoint a Councillor and a substitute to the Network at this meeting. Since the particular focus of this outside body is rural services, it would seem appropriate for Councillors representing rural wards to be nominated for appointment.

3.0 Meetings of the Network

- 3.1 The appointed Councillor would be expected to attend two meetings per year, all held online via Zoom. They generally last two hours. Invitations to the meetings are circulated in advance and the Councillor can book on through Eventbrite and they will then receive joining instructions and full papers for the event via email.

4.0 Conclusion

- 4.1 Council is asked to consider the basis of appointment to the Network first of all. If that basis is determined to be nominating and voting at Council, Members are asked to appoint a Councillor and a substitute to the Network at this meeting.

<p>CONCLUSION OF IMPACT ASSESSMENT (including Health & Safety, Equality & Diversity, Human Rights, Community Safety, Sustainability and Rural Proofing) None directly arising from this report.</p>	
<p>LEGAL IMPLICATIONS None directly arising from this report.</p>	
<p>FINANCIAL IMPLICATIONS Members of outside bodies are entitled to travel expenses. Costs resulting from this appointment should be minimal and would be met from existing democratic representation budgets.</p>	
<p>OTHER RESOURCE IMPLICATIONS None</p>	
<p>SECTION 151 OFFICER'S COMMENTS The Section 151 Officer has been consulted and has no comments.</p>	
<p>MONITORING OFFICER'S COMMENTS The Monitoring Officer has been consulted and has no comments.</p>	
<p>BACKGROUND PAPERS None</p>	<p>Contact Officer: Debbie Chambers Telephone: 01524 582057 E-mail: dchambers@lancaster.gov.uk Ref:</p>