



Lancaster District Local Plan  
Supplementary Planning Guidance Note 8  
**Lancaster Canal Corridor - North  
Development Brief**

**Lancaster City Council**  
**[www.lancaster.gov.uk](http://www.lancaster.gov.uk)**

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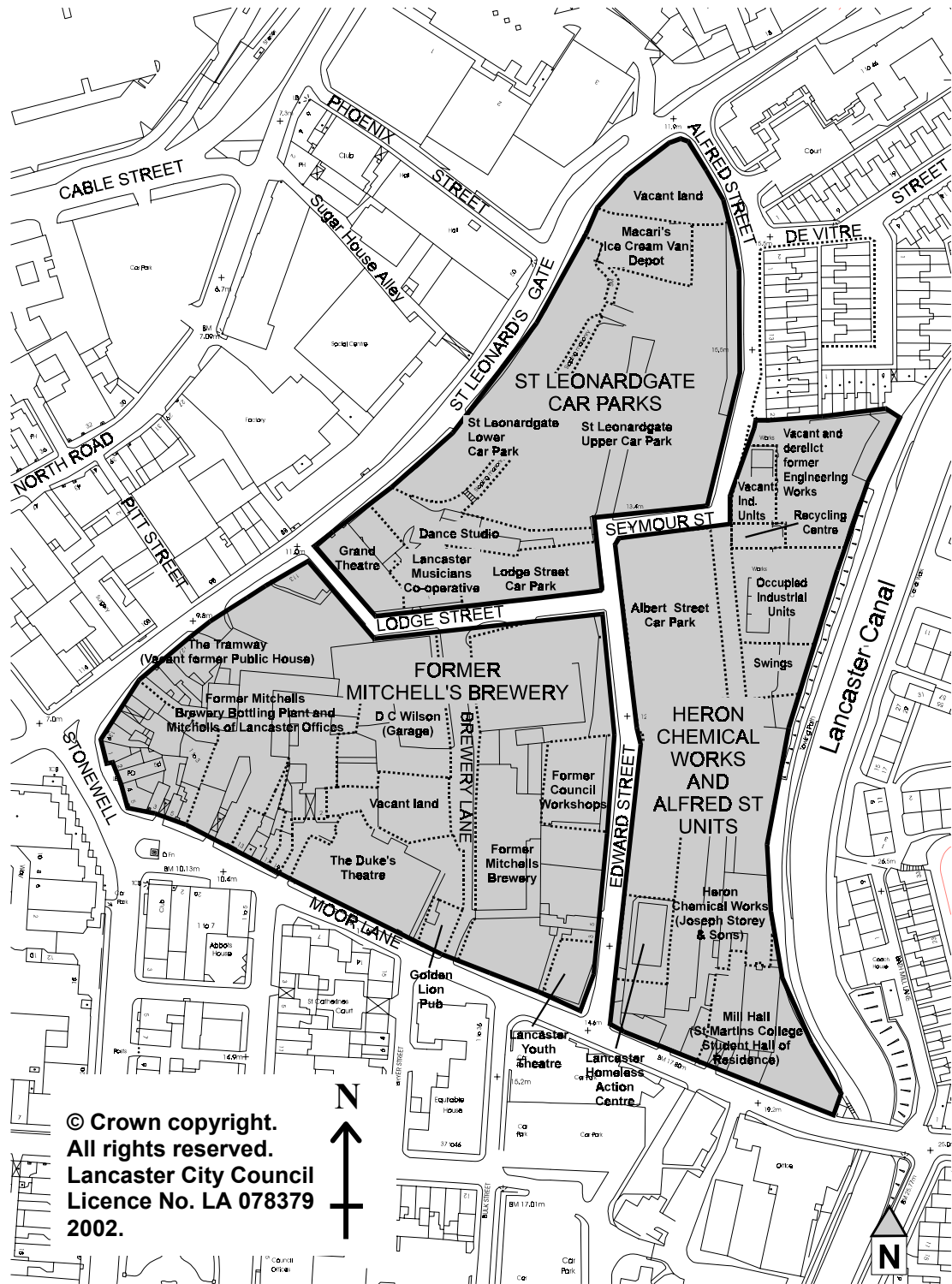


**Notes**

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Plan 1; Site Features

# 1. Foreword

## Procedural Background

- 1.1 The Council's Local Plans and Policy Section has prepared this brief pursuant to the Local Plan policies in Appendix 2. The Brief supersedes the earlier draft Brief published in March 2001.
- 1.2 The Council has considered comments received during public consultation and formally approved the revised brief. Separate briefs have been prepared for the Canal Corridor south of Nelson Street and for the Kingsway area.

## Consultations

- 1.3 Both the revised Kingsway Brief and the Canal Corridor North Development Brief were the subject of a consultation exercise in July 2001. A number of themes emerged from the consultation process. These include;
- Representations on behalf of Mitchells of Lancaster and Chelverton Properties, seeking a greater emphasis on convenience retailing on the former Mitchell's Brewery;
  - Representations from the Dukes and Grand Theatres requesting a greater acknowledgement of the importance of the area as a cultural resource;

- Representations from Joseph Storey and Co about the potential impact of new residential development on their operation and access and servicing difficulties;

- 1.4 These and other representations received have been taken into account in this revised brief.

## Status of the Brief

- 1.5 This brief will be used to guide development proposals. Once the Lancaster District Local Plan is adopted, this brief will become formal supplementary planning guidance. Local Plan policy is considered in full in Appendix 2.

## Council Interests in the Area

- 1.6 As a major land and property owner the Council has a significant interest in the area. This brief is concerned only with planning matters. Any land ownership issues should be raised with the Head of Property Services. The Council also operates most car parks. Parking management issues should be raised the Head of Engineering Services. Relevant contact details are set out in Section 11.

## 2. The Scope and Purpose of the Brief

### The Canal Corridor North area

- 2.1 The area to which this Brief relates is shown on Plans 1 & 2. It is the main regeneration opportunity in central Lancaster with several high profile major development sites on previously developed land. It contains key listed buildings and adjoins the City Centre and the Lancaster Canal. The area forms the gateway to the commercial heart of the City and links the City Centre with surrounding residential and industrial areas.
- 2.2 The area contains the former Mitchell's Brewery on Moor Lane, the Dukes and Grand Theatres, the extensive St Leonardgate Car Parks, and the Alfred Street industrial area.
- 2.3 Derelict and under-used buildings and a bleak, open aspect give much of the area a poor appearance not in keeping with the main approach to a historic city. The road network is inadequate with major congestion and a number of narrow 'rat runs', some of which affect residential streets.
- 2.4 The area needs a comprehensive approach linking new commercial development with infrastructure provision. Important listed buildings need to be protected. The relationship between major development in the area and the vitality and viability of the City Centre requires very careful consideration. The integration of major development within a historic city presents a major design challenge. The cultural

importance of the area must be safeguarded. Finally the regeneration of the area must be carried out in close consultation with local people and address their needs and aspirations.

### The Purpose of the Brief

- 2.5 Lancaster City Council's Corporate Plan identifies the Council's priorities as achieving a thriving economy, a healthy environment and a safe and attractive quality of life. These themes are developed in the Council's District Regeneration Strategy. The Strategy identifies central Lancaster as having growth potential and defines the supply of business land and property supply and improving transport as priorities. Medium term actions identified include, the identification of new retail sites and further development which exploits the commercial potential of the City. These themes are also reflected in the Lancaster District Local Plan (Deposit draft as modified) and the Lancaster City Centre Strategy. (see Appendix 2).
- 2.6 The Development Brief seeks to assist the achievement of these important corporate priorities by guiding the regeneration of this important area and setting out the main land use, design, access and infrastructure requirements. It is intended to provide certainty for the local community, potential developers and site owners;

## Key Objectives

2.7 The Council wishes to achieve the following key objectives in the area

- An attractive entrance to the City Centre forming natural extension to the City Centre and a 'seamless join' between the commercial and employment centre of Lancaster and surrounding residential areas;
- Sensitive integration of new buildings within the existing historic fabric, using of high quality designs, local styles and materials and re-using stone and architectural features from cleared buildings where possible;
- Landmark high quality, mixed-use developments on major sites;
- The accommodation of any new retail development close to Lancaster City Centre with the best possible pedestrian links;
- A significant element of residential development with a mixture of tenure types including new student housing and affordable housing;
- The retention of the employment role of the area;
- All new buildings, car parks, footpaths and open spaces to be fully accessible to people with limited mobility and other disabilities;
- The implementation of the Lancaster City Centre road improvements and pedestrian, cycle and public transport access;

- The removal of through traffic from Alfred Street and Bulk Road and the creation of a 'Home Zone';
- New and improved pedestrian and cycle routes including better linkages to Shaw Street Bridge, the creation of linkages between the Canal and River frontage and enhancements to the Canal and Canal Towpath opening up views of City;
- Significant new publicly available recreational open space including a landscaped walkway from Kingsway to the City Centre incorporating public art;
- The re-reinforcement and enhancement of the area's cultural facilities in line with the City Centre Strategy;
- Retained and enhanced of City Centre shopper and visitor parking;
- In the longer term, the redevelopment of other previously used sites and long-stay commuter car parks;
- Extensive public involvement in the development of the proposals;

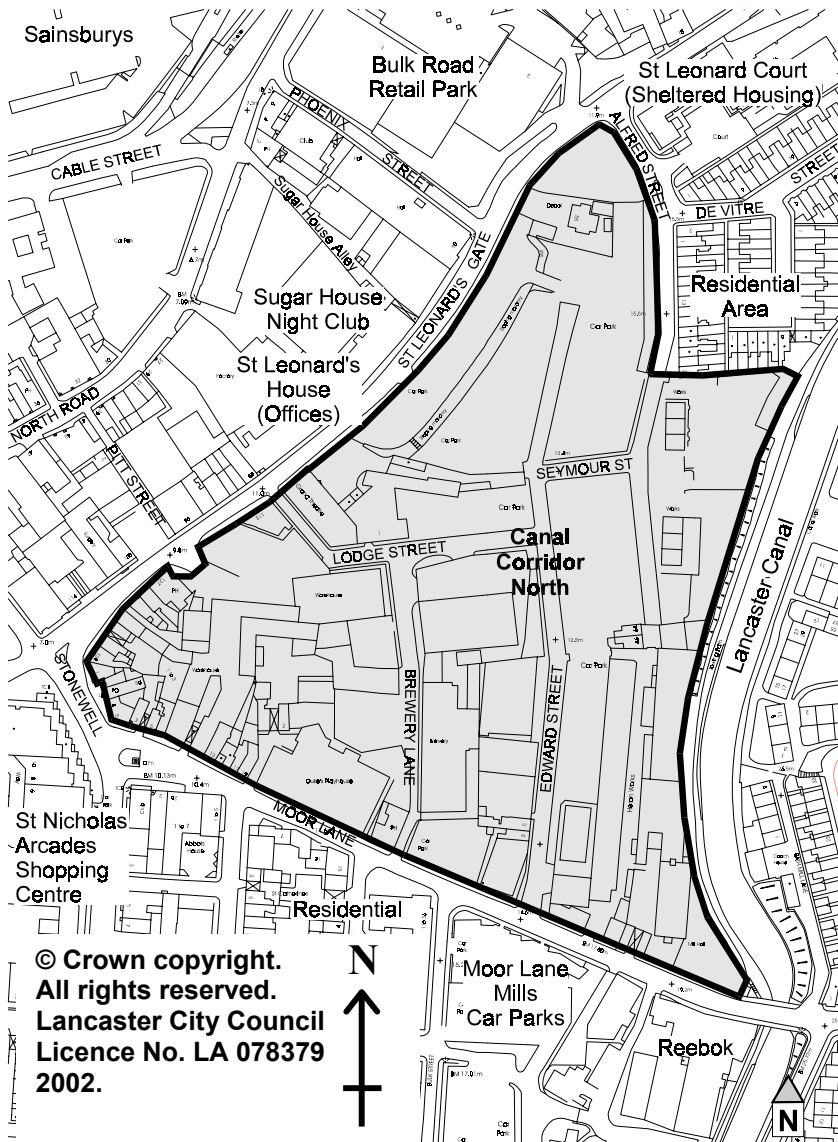
## Key Concerns

2.8 The area is large, high profile, sensitive and complex. The Council's main concerns when examining development proposals and developing solutions will focus on the following key issues:

- The need for new retail development and whether a sequential approach has been followed to site selection;



- The impact of any commercial proposals, particularly retailing and leisure, on Lancaster City centre and other shopping centres in the District and the development of strong linkages with the City Centre.
- The demand for transport, its impact on the local road network and the provision made for traffic management, public transport enhancements, pedestrians and cyclists;
- The accessibility of any development to people with disabilities;
- The impact of development proposals on the area's listed buildings and Conservation areas and approaches to the City Centre;
- The safeguarding of the area's cultural heritage;
- The impact of development on existing and proposed residential areas;

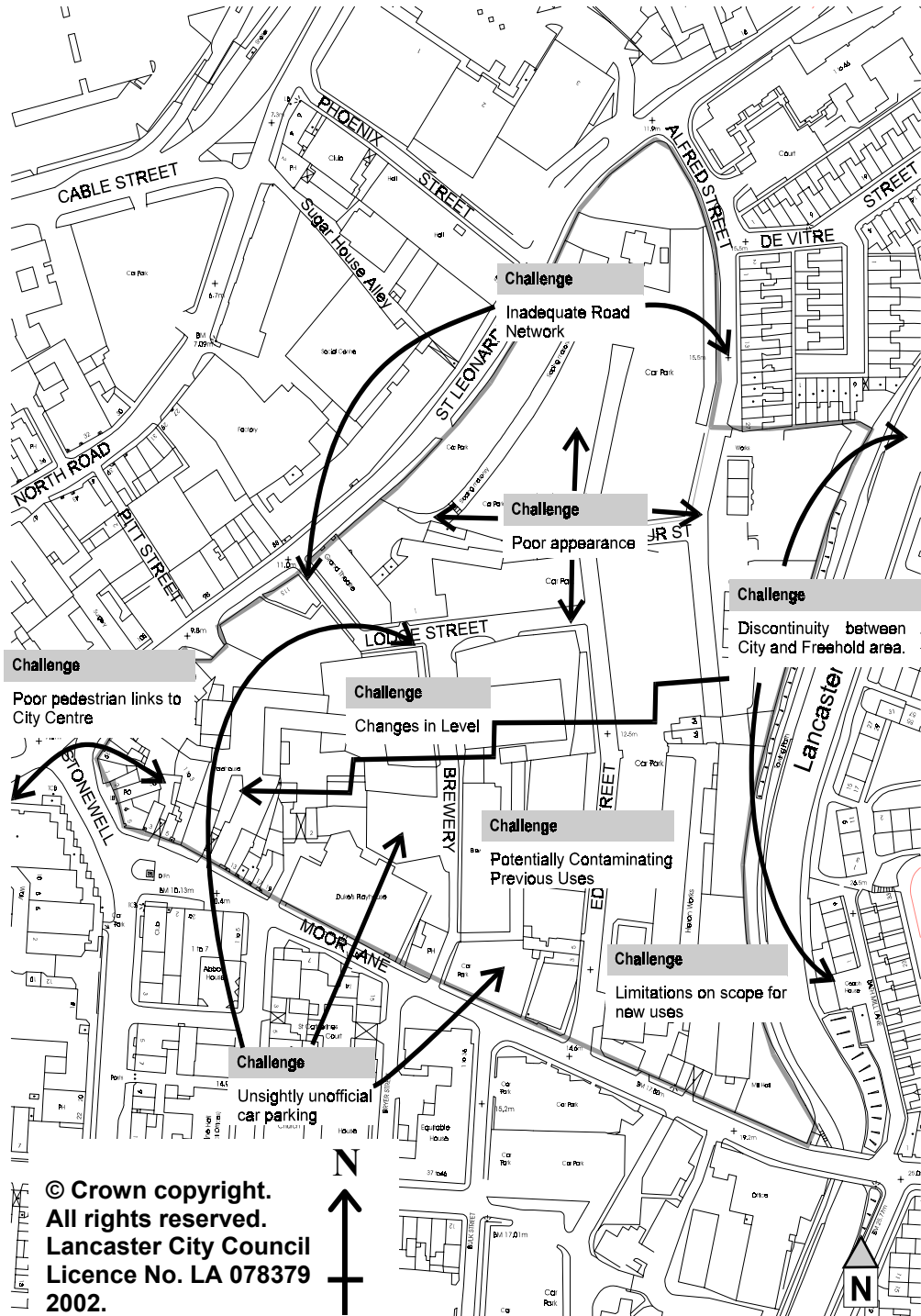


Plan 2; The Site and its Surroundings

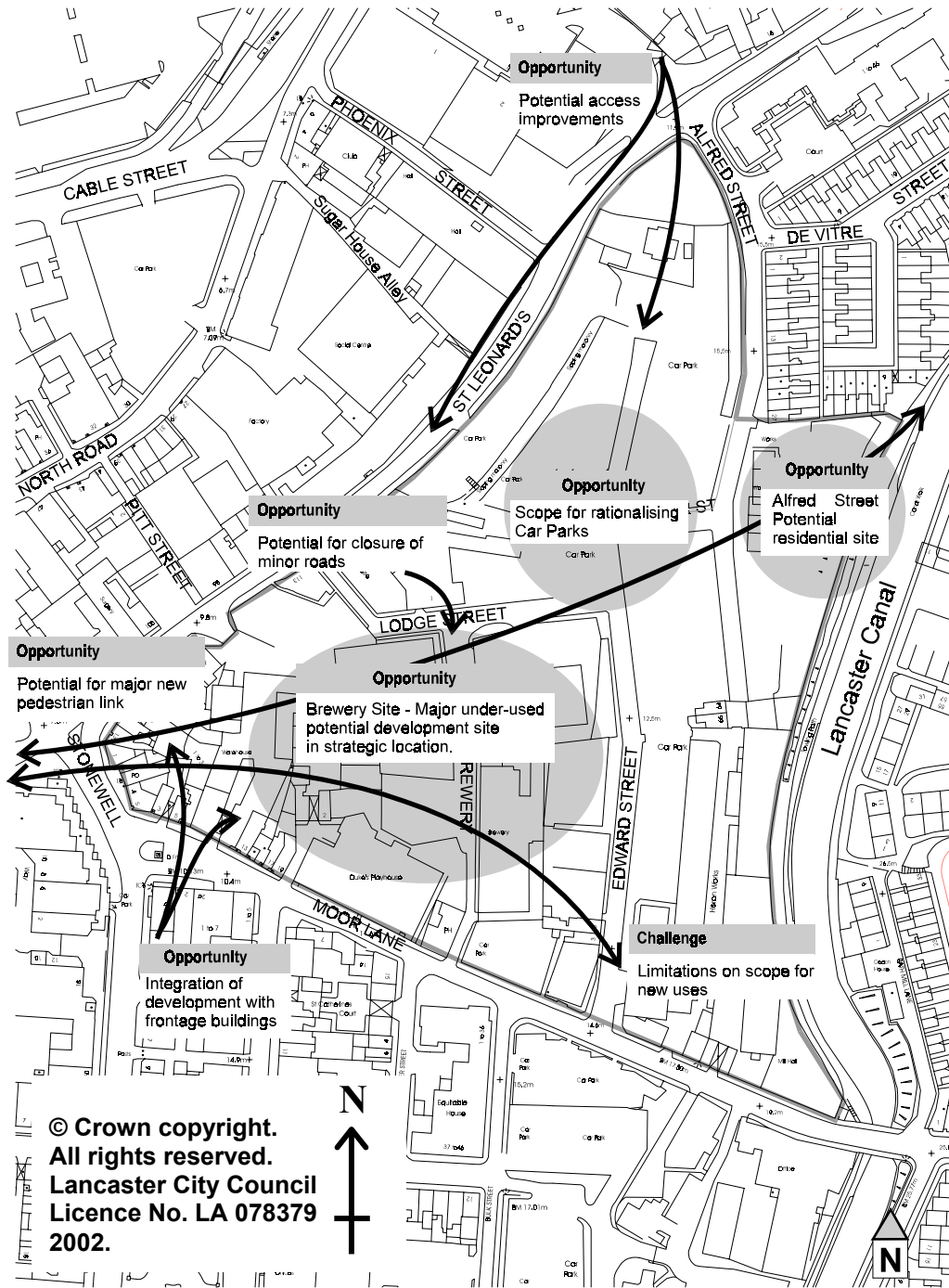
### 3. SWOT Analysis

3.1 An analysis of the strengths and weaknesses of the area is presented in Appendix 3. The

key challenges and opportunities are illustrated on Plans 3 and 4.



Plan 2; Key Challenges



Plan 3; Key Opportunities

## 4. Cross Cutting Themes

- 4.1 The Brief divides the area into three component areas, the Brewery, the Canalside and the Car Parks and these are considered in detail later in the brief. A number of important themes apply to the whole area and necessitate a comprehensive approach to the area. These are set out below.

### **Infrastructure Requirements**

- 4.2 Contributions to off site transport improvements would be required under Local Plan Policy T15. Policy T9 requires that the development maximise opportunities for public transport. The Local Plan proposes a car park access road and new bus lanes on the northern approaches to the City Centre. There is a clear relationship between major development in the Brewery area, which could generate traffic, create increased stress on residents in the Alfred Street area and contribute to congestion, which obstructs public transport.

- 4.3 It is possible that a very intensive development proposal or a proposal that would generate significant movements from the south might require limited highway works over and above those proposed in the Local Plan.

### **Cultural and Entertainment Facilities**

- 4.4 The District's Cultural industries, many of which are located in the City Gateway area, are one of its strengths. The Dukes Theatre is a live performance venue, produces

six plays annually and is an independent cinema. The eighteenth century Grand Theatre on St Leonardgate is also an important facilities. The Sugar House on the other side of St Leonardgate is a night club and music venue run by Lancaster University Students Union. These facilities give a strong cultural and entertainment 'feel' to the northern Canal Corridor area which is an essential part of its character. They also form an key element of the Cultural Quarter proposed in the City Centre Strategy.

### **Pedestrian and Public Transport Access**

- 4.5 Most of the area is within walking distance of the Primary Bus Corridor, which runs through Lancaster City Centre. Buses also run along Moor Lane and Derwent Road to reach the Ridge Estate and Lancaster Moor areas. The canal towpath provides an important pedestrian and potentially a cycle route. A Pelican crossing close to the Stonewell Post Office gives access from the Brewery area to the St Nicholas Arcades shopping centre, the Church Street/Cheapside area and the City's new bus station.

- 4.6 Improvements to the pedestrian network could include;
- A significantly improved link between the Brewery site and the St Nicholas Centre;
  - A pedestrian and cycle route linking the Canal Towpath with the Lune River frontage.

## Road Proposals

- 4.7 The road network in the canal corridor area is made up of narrow streets with sharp bends. Alfred Street, the main approach to the area from the north, is fronted directly onto its footway by terraced houses as well as a major complex of sheltered accommodation (St Leonard's House). Bulk Road is also predominantly residential. These suffer considerably from traffic accessing the car parks and 'rat-running' to avoid the central one-way system.
- 4.8 The District Local Plan contains proposals for a new link road between Bulk Road, St Leonardgate and Edward Street. This would provide a direct access to the car parks from the north, remove 'rat running' traffic from Alfred Street and allow for the creation of a bus lane on North Road.

## Services

- 4.9 The area is affected by a number of underground services, which may affect the layout and/or the constructional details of development. If changes to the local road network are proposed it should also be borne in mind that services may lie under streets such as Edward Street and Lodge Street. It will be important for prospective developers to be aware of the constraints set by these and other services before planning the details of development proposals. Potential developers are strongly advised to contact the relevant service providers at an early stage.

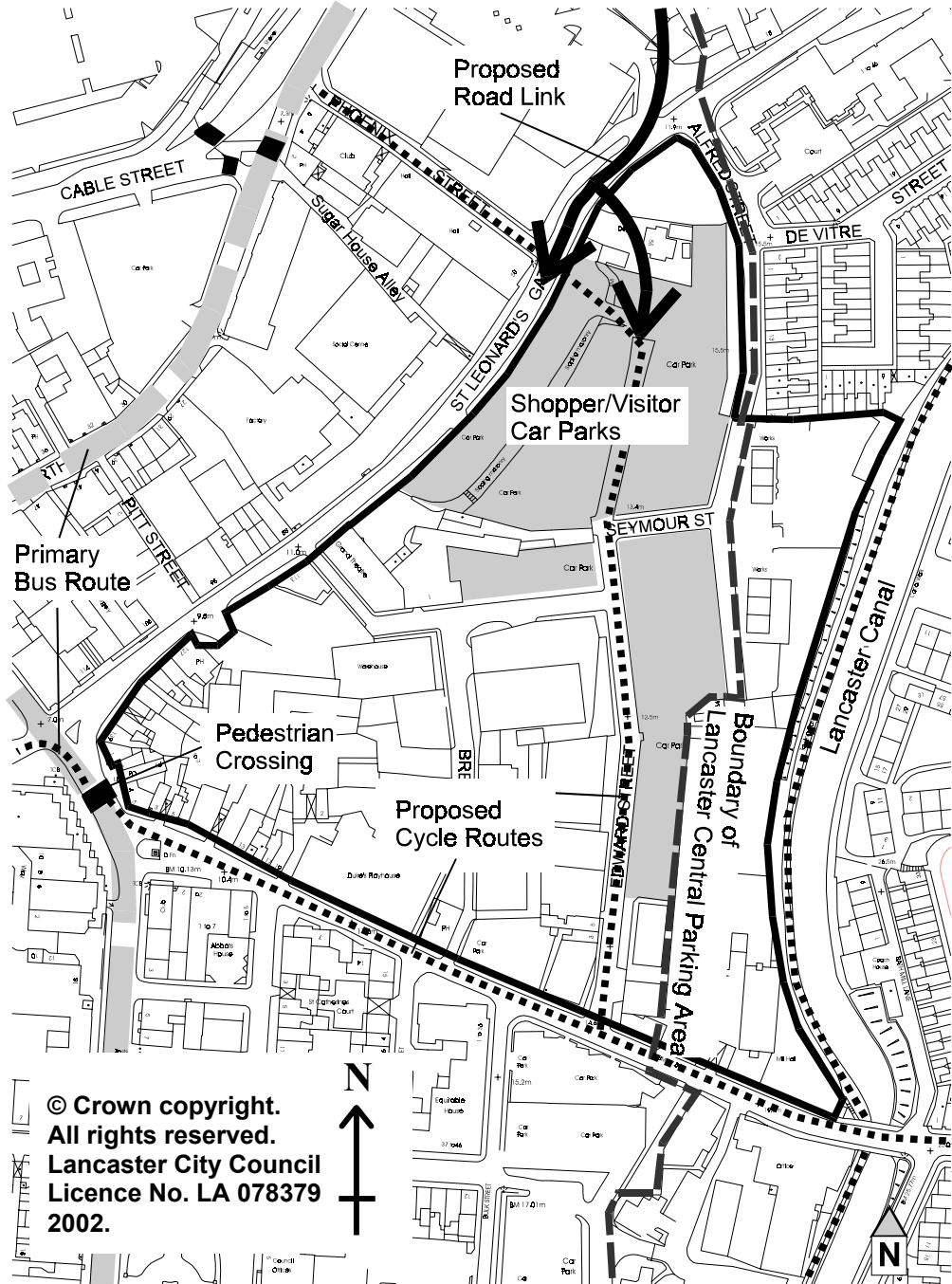
## The Lancaster Canal

- 4.10 The dominant feature of the area is the Lancaster Canal. The Canal is a wildlife site, a tourism resource and growing in importance as a leisure waterway. It has recently been connected to the national canal network via the Ribble Link and British Waterways have ambitions to restore the northern section of the Canal to Kendal. British Waterways have indicated that there is likely to be increased demand for canal moorings in Lancaster City Centre.
- 4.11 It also provides a traffic free walking (and potentially cycling) route to the countryside north and south of the city.

## Conservation Issues

- 4.12 The Canal Corridor lies partially within the Lancaster City Centre Conservation Area. The current Conservation Area boundary includes the built frontages of Moor Lane and St Leonardgate and the Grand Theatre. The Council is required to review its Conservation Areas from time to time. The current boundary of the City Centre Conservation Area was largely determined by now abandoned proposals for a City Centre Access Road. Following the abandonment of the road scheme and other changes, there is a need for a review of conservation issues in the area. The Council will undertake a formal review looking at the following issues;
- The eastern boundary of the Lancaster City Centre Conservation Area;
  - The scope for amalgamating Conservation Areas and simplifying the structure;

- The possibility of a Canalside Conservation Area; reflecting the increasing importance of more recent townscapes;
- The scope for additional conservation areas



Plan 4; Transport Issues

**Sustainability**

4.13 The Council's Regeneration Strategy and the Local Plan

are both founded on the principles of Sustainable Development. The City

Gateway will contribute to the objectives of Sustainable Development in the following ways;

- Minimising the demand for travel by promoting mixed use development and trip linkages with the City Centre;
- Promoting development close to a major public transport hub;
- Improving pedestrian linkages including making greater use of the Canal as a walking and cycling route;
- Recycling a significant quantity of previously used Land;
- Creating new greenspace and public areas;
- Improving the quality of life in existing residential areas with Home Zones and new pedestrian links;
- Encouraging energy efficient house types and high density layouts;

### **Social Inclusion**

- 4.14 The Council intends to progress the development of the area in a way which maximises the involvement of local people and which reflects local concerns as much as possible. This could mean involving local residents in the nature and detailed design of

proposed improvements and hopefully engendering a sense of ownership in the outcome. The Council will continue to consult widely as the proposals are developed and involve many different bodies in the process. The Alfred Street/Bulk Road Home Zone will offer opportunities for 'Planning for Real'.

### **Community Safety**

- 4.15 The Council is wholly committed to enhancing community safety and minimising crime and the fear of crime. The proposals in this Brief will further this objective in the following ways;
- By removing dereliction and unattractive and intimidating environments;
  - By improving the appearance and security of car parks;
  - By limiting and better managing late night uses;
  - By raising the profile of the area as a residential area;
  - By better managing traffic and introducing appropriate traffic calming;
  - By adopting the principles of 'Secured by Design' in new development;
  - By avoiding the use of excessive or intimidating security measures;

## 5. Acceptable Uses

- 5.1 A number of different potential uses may be acceptable on the site, providing they comply with the relevant Local Plan policies and are part of an appropriate mix of uses. These are set out below in general terms. The sections on the individual sites set out below contain more details on the appropriate levels.

### Housing

- 5.2 There has been significant new residential development in and around Lancaster City Centre in recent years. The Council will continue its established role of promoting the Urban Renaissance with the inclusion of houses within mixed use developments in the area. The Canal Corridor and Stonewell sites are identified in the Local Plan as Housing Opportunity Sites.

### Business and Industry

- 5.3 B1 office development could form part of a mixed-use schemes in the area. Office uses may be particularly suitable for the re-use of listed buildings. The Council also sees a role for small workshop type uses. The Council would not wish to see the intensification or expansion of uses which would have significant adverse impacts on the amenities of residents. B8 Storage and Distribution uses and B2 General Industrial Uses, other than limited development associated with existing enterprises, are not likely to be acceptable within the area.

### Retail

- 5.4 The 1998 Lancaster and Morecambe shopping study indicates some capacity for both convenience and comparison retailing. Although a significant quantity of new retailing has been completed within the District since the completion of the study, there may be scope for retailing within a mixed-use scheme.
- 5.5 In line with national planning guidance and local planning policy, proposals would have to demonstrate need and that a sequential approach has been followed to site selection. This means that developers will have to demonstrate that there is a need for the type of retailing proposed which cannot be accommodated within the City Centre. Major retail schemes will need to provide an up-to-date demonstration that there is sufficient capacity within Lancaster and Morecambe for the scale of development proposed. Considerable attention would need to be paid to pedestrian linkages between any retail development and Lancaster's Primary Shopping Area. Retail proposals should be fully accessible to foot, cycle and public transport and which maximise the potential for people to move between the City Centre and new retail floorspace.
- 5.6 Retail development will not be acceptable in parts of the area which are remote from the City Centre and public Transport or have inadequate pedestrian links to the City Centre.



### **Cultural Uses**

- 5.7 As noted above, the area's cultural facilities are an essential part of its and the City's character and should be retained and reinforced as part of the development of the area.

### **Leisure Uses**

- 5.8 Leisure or community leisure uses, such as health and fitness centres are amongst the fastest growing development sectors in the country. The area could provide a suitable location for such uses.

5.10

### **Late Night Uses**

- 5.9 The Council is concerned at the concentration of late night activities at the northern end of Lancaster city centre and will adopt a cautious approach to any proposal containing a significant element of such uses. Where they are permitted, such uses will be required to incorporate sound-proofing and meet the Council's detailed requirements as licencing authority to eliminate late night disorder and anti-social behaviour.

## 6. Site 1 - The former Mitchells Brewery and Bottling Plant

### Description

- 6.1 The closure of Mitchell's Brewery leaves a substantial area of vacant land and buildings close to Lancaster City Centre. The site is divided by Brewery Lane. East of Brewery Lane is the Brewery itself. West of the lane is the former Bottling Plant.
- 6.2 The Brewery site consists of a 0.56 ha rectangular site. It is around 120m north to south and around 50m east to west. It is almost level. It contains a substantial 2-3 storey stone brick and slate 19th Century brewery building including two enclosed courtyards and a conspicuous red-brick brewery tower several more recent buildings, hard standing areas and areas in use for car parking as well as two vacant houses on Edward Street. The site also contains a landscaping strip along Edward Street with some mature trees.
- 6.3 The Bottling Plant, also known as the Stonewell site, is the nearest part of the area to the City Centre. It is an irregular 0.41 ha site containing yards and industrial buildings of varying ages, temporary car parks and a functioning garage. The frontages of the site to Moor Lane and St Leonardgate contain many listed and historic buildings including the Duke's Theatre. These frontages are part of the Lancaster City Centre Conservation Area. Listed Buildings and Key Townscape Features are described in Appendix 1.

### Ownerships

- 6.4 The main ownership in this area is believed to be Mitchells of Lancaster. Other interests include the Council, a number of different ownerships on the Moor Lane and St Leonardgate frontages, the Duke's Theatre and the garage on Brewery Lane.

### Principles of Development

- 6.5 The City Centre Strategy proposes a comprehensive mixed-use development of considerable quality making use of this major development opportunity. Options could be considered included the closure of Brewery Lane and the upgrading of surrounding car parks. The Council may be prepared to assist suitable and properly justified comprehensive development proposals by assisting with road closures, using compulsory purchase as a last resort if required for site assembly and taking a flexible approach to the use of its own car parks. The following principles should be applied to development proposals for the Brewery site including the Bottling Plant:
- A comprehensive development of the whole site incorporating the Brewery and Bottling Plant;
  - A high density of development which makes efficient use of this previously used edge of centre site;

- A mixture of uses including a residential element to create variety and vitality;
- The incorporation, where practical of the under-used frontage properties on St Leonardgate, Stonewell and Moor Lane, including Swan Yard and the former Tramway pub and adjacent buildings in particular;
- The safeguarding of the Duke's Theatre and its role as a key element of the City's cultural quarter;
- A pedestrian and cycle friendly environment with new public spaces, safe, direct walking and cycle routes between the site and the St Nicholas Centre and Church Street areas, to the surrounding car parks, to the Canal Towpath and Shaw Street Bridge;
- Provision for any necessary road improvements and traffic management measures;
- Consideration of the potential of neighbouring under-used sites and car parks such as Lodge Street and Albert Street to be incorporated within the development.
- The location of any new retail floorspace at the western end of the site linked to strong linkages to the City Centre;

### Uses

- 6.6 A number of different potential uses may be acceptable on the site, providing they comply with the relevant Local Plan policies and are part of an appropriate mix of uses. Proposals should aim to bring about a comprehensive redevelopment

of the site. Alternatively, the City Council may consider proposals for partial redevelopment provided these could be satisfactorily integrated into an overall scheme. Proposals for partial redevelopment that would prejudice the comprehensive development of the site will not be permitted.

### Housing

- 6.7 The Council sees potential for new residential development or residential conversions in the context of a mixed-use scheme for this site. The listed buildings and the upper floors of the Stonewell/Moor Lane frontage offer the scope for conversion to flats. Residential development on the site would have to take into account factors such as the potential impact of uses such as the Dukes and Grand Theatre and the Sugar House on the amenities of proposed residents.

- 6.8 In view of the proximity of the sites to the city centre and to public transport, the Council is willing to consider proposals on the site which increase residential densities by reducing the on site provision made for car parking. The Council will encourage sustainable high density terraced and flatted house types with minimal car parking.

### Business and Industry

- 6.9 Given poor access to the area for HGVs and the prospect of greater residential development in the area, neither the continuation of B2 use nor the introduction of B8 uses would be desirable. Some existing light industrial uses and workshops in the area contribute to its character.

Their inclusion or relocation within a mixed-use development, subject to safeguards to protect residential amenity, would be desirable.

- 6.10 There is no reason why B1 business use could not form part of a mixed-use scheme. Proposals for employment uses would be considered against the criteria set out in Policies EC6 and EC14 of the District Local Plan.

### **Retail**

- 6.11 The Brewery site is an edge of centre site for the purposes of PPG6. Any proposed retail development would have to meet the requirements set out in Paragraph 5.5 above. New retail development should be linked directly to Lancaster's existing shopping area.

- 6.12 Major developments incorporating elements of convenience or other retail development affecting this site will have to address the following issues in addition to general retail policy requirements;

- A full Transport Impact Assessment which addresses the need for major improvements to road, public transport, pedestrian and cycle access to cater for the numbers of people likely to be attracted by the proposal and the need to cater for movements from all directions without further exacerbating traffic and the impact of traffic on the central one-way system;
- Measures to encourage access by non-car-borne modes including good pedestrian routes to the

store from bus stops and surrounding residential areas, secure cycle parking and links to the District Cycle Network and strong linkages with the City Centre to encourage trip linkages;

- The creation of strong linkages to the City Centre. Possibilities could include major improvements to the pedestrian crossing or the investigation of the feasibility of a level pedestrian bridge across Stonewell linking into the St Nicholas Centre. A large retail unit on the Brewery site could be linked with the City Centre via an arcade of smaller shops
- The design challenge of integrating a new development into historic street frontages with an intimate and varied character. This should include the incorporation and enhancement of existing under-used frontage properties with particular attention being paid to listed buildings such as the former Tramway. Development proposals should seek to achieve a predominantly two storey built frontage of variable height along Moor Lane. Particular attention should be paid to the setting of listed buildings such as the Grand Theatre. Long straight frontages of uniform height and proportion should be avoided.

### **Restaurants and Public Houses**

- 6.13 The Brewery site is fronted by a theatre which contains a bar

and two public houses, the Golden Lion and the Tramway. The latter has been closed for a considerable time. Such could contribute to the diversity of uses in the area. However the impacts on existing and proposed residents and on community safety require very careful consideration. New food and drink uses having an adverse impact on residential properties on Moor Lane or Stonewell are unlikely to be acceptable. There may be some scope to mitigate impacts with limits on the type of food and drink use proposed (a restaurant or café may be

acceptable where a pub or hot food takeaway would not).

There may also be controls on hours of opening, requirements for sound insulation and fume ventilation. The bringing back into use of the Tramway Pub could have benefits.

- 6.14 As noted above, the area's cultural facilities are an essential part of its and the City's character and should be retained and reinforced as part of the development of the area. The Grand Theatre and Duke's Theatre are major elements of the City's cultural life.

## 7. Site 2 -The Alfred Street Workshops and the Heron Chemical Works

### Description

7.1 East of Alfred Street is a row of six small industrial units with a derelict former industrial site behind adjoining the Lancaster Canal. The northern three units are now unoccupied and together with land to the rear form a potential development site

7.2 The southern units are occupied by a car repair business and a pet supplies business. There is also a waste recycling point adjacent to the units. These units adjoin the Heron Chemical Works – a functioning chemical plant manufacturing fire retardants. There are some children's swings between the units and the chemical works. In front of the chemical works is a centre for the homeless and a further car park whilst to the rear is a student hall of residence which lies within the Moor Lane Mills Conservation Area.

### Principles of Development

7.3 The following principles should apply to developments in these areas;

- The creation of a Home Zone in the Alfred Street/De Vitre Street and Bulk Road areas following the completion of the proposed road improvements. This could include the restriction of traffic to residents only and the removal of through traffic, new surfacing and landscaping, a review of parking provision, improved pedestrian and cycle

provision and linkages to Shaw Street Bridge and the creation of new public open space and children's play facilities. Details will be worked up in consultation with local residents.

- A major review of the role of the Canal, to include better linkages to surrounding areas, the opening up of views over the city, enhancements to the Shaw Street bridge, a landscaping strategy and measures to secure better quality development and boundary treatment on sites adjoining the Canal.
- In the shorter term, the redevelopment of the Alfred Street north site for residential purposes having regard to any technical limitations imposed by the canal retaining wall;
- The phasing of residential development to ensure that such development does not take place close to industrial uses which could adversely effect its amenity;
- The relocation of the Recycling Point to the area currently occupied by the swings and the creation of a new public open space separating the new housing from the remaining industrial area incorporating a pedestrian link to the Canal towpath.
- Consideration of the scope for rationalising the design and appearance car parks and the existing road

network whilst retaining the overall quantity of car parking;

- Implementation of the relevant elements of the Lancaster Cycling Strategy and the creation of new pedestrian and cycle links between the Lancaster Canal and the City Centre and a footpath/cycle link between the canal and Phoenix Street via a new connection to the proposed new housing at Alfred Street.
- Improvements to the appearance of, and access arrangements for, the Heron Chemical Works in connection with proposed road improvements.

### **Ownership**

- 7.4 The units and the land to the rear are currently owned by the City Council as is the Homeless Action Centre. The Chemical Works is believed to be owned by Joseph Storey and Co who are believed to be owned by Banner Chemicals Limited Group. The Halls of Residence are linked to St Martin's College. Another interest in this area is British Waterways as the eastern boundary of the site is formed by a canal embankment.

### **Uses**

#### **Housing**

- 7.5 The site lies within the Canal Corridor Housing Opportunity Site and the northern end of this site has some potential for residential development. This must be accompanied by measures to provide effective screening from the Heron Chemical Works and the remaining industrial units. The west facing orientation of the

site offers the opportunity to maximise light penetration and may also offer the opportunity to design in solar panels.

### **Employment**

- 7.6 The Heron Chemical Works and the two businesses in the remaining Alfred Street units are functioning uses and local employers. They are however uses which place limitations on the uses of adjoining land. Their appearance, the traffic including heavy goods vehicle traffic generated by them and other impacts limits the scope for new residential development in close proximity to them. There is, at present, no intention to relocate these businesses. In the event of the cessation or relocation of these uses in the longer term however the Council would favour the residential redevelopment of the area subject to the identification and remediation of any contamination.

### **Open Space**

- 7.7 There is a need for clear separation between existing industrial and proposed residential areas as well as the need to relocate the poorly located children's play area. is also a wider shortage of public open space in the area. The relocation of the recycling point could also allow for the creation of an open space and buffer strip which could also accommodate a pedestrian and cycle link to the canal towpath. The completion of the car park access road and the redesign of car parking that would follow from it could allow for the creation of further public open space as well as the possibility of the creation of 'home zones' on nearby streets.

**Retail and Commercial**

7.8 This area is relatively remote from the City Centre and the Primary Bus Corridor and has a residential emphasis. The Council would not wish to

encourage retail, commercial leisure, food and drink uses and other uses likely to attract a lot of people.



## 8. Site 3 - St Leonardgate Car Parks

<b>Description</b>	<b>Principles of Development</b>
<p>8.1 The area between St Leonardgate and the Canal currently comprises a number of long-stay surface car parks on different levels and of variable quality. Some of the car parks are not marked out and the overall impression of a large expanse of tarmac is not an inviting one. Upper St Leonardgate is also used by coach and lorry drivers. Whilst the area is not visually attractive, it performs an important function as City Centre car parking for shoppers and visitors. Before the area was cleared in the 1960s, it was an area of densely packed terraced houses.</p>	<p>8.4 The following principles apply;</p> <ul style="list-style-type: none"><li>• The retention and enhancement of a significant quantity of city centre shopper and visitor related car parking on the site with the subdivision of car parking into visually contained areas by the use of tree and shrub planting;</li><li>• The retention and enhancement of the Grand Theatre as a cultural resource and a historic building;</li><li>• The completion of a car park access road;</li><li>• The creation of a network of pedestrian and cycle routes linking the Brewery area Phoenix Street and the Canal Towpath; .</li></ul>
<p>8.2 The site also contains a number of the District's cultural facilities. The Grade II Listed Grand Theatre is more than two hundred years old and is owned and operated by the Lancaster Footlights Club. Other arts facilities in the area include the Lancaster Musicians Co-Operative who operate a recording studio, equipment hire and rehearsal space in a former industrial building in Lodge Street and the Ludus Dance Studio.</p>	<b>Ownerships</b>
<p>8.3 Other uses in the area include Macari's Ice Cream who have a depot at the north end of St Leonardgate and a small landscaped area on the corner of St Leonardgate and Alfred Street. There is also a landscaping strip comprising a number of trees separating Alfred Street from the St Leonardgate Car Park.</p>	<p>8.5 The car parks are in Council ownership. Other interests in the area are believed to be Macari's Ice Cream, the Grand Theatre, Ludus Dance Studio and the Lancaster Musician's Co-operative.</p>

## **Uses**

### **Cultural Facilities**

- 8.6 The concentration of cultural facilities around the Grand Theatre is an important element in the Cultural Quarter being proposed through the City Centre Strategy. The Grand Theatre is also an important Listed Building which derives much of its importance from the continuation of its historic use. The Council will encourage the development of this important cultural facility and will resist development proposals which would adversely effect it.

### **Car Parking**

- 8.7 Car parking in this area is vital to the vitality and viability of the City Centre. The Council will ensure that the overall stock of shopper/visitor parking will be maintained and that the quality of parking will be improved. The Strategy also aims to improve access to car parks. Development of, and provision of pedestrian linkages through the Brewery Quarter will create

better links between this area and the City Centre.

- 8.8 As noted above, the Council will take a flexible approach to development affecting car parks provided that the importance of the car parks to the City Centre as a whole is taken into account. Development proposals affecting car parks in this area will be considered if equivalent replacement provision is provided. The possibility also exists of building over car parks or introducing multi-level parking although the basic operational needs of the car parks must take precedence. If this were to be permitted, the management, lighting and security measures provided in the car parks would require very careful consideration.

### **Open Space**

- 8.9 If the proposed road results in the loss of the landscaped area on the corner of St Leonardgate and Alfred Street, compensatory open space provision will be provided.

## 9. Phasing and Implementation

- 9.1 Development proposals in this area will be designed and implemented by the Private Sector guided by the provisions of the Local Plan, the City Centre Strategy and the provisions of this Brief. The role of the Council as planning authority will be to assess development proposals against these criteria and negotiate with potential developers to achieve the objectives of this brief. There are a number of factors which will influence the phasing of development. These are;
- The need to co-ordinate new development with the provision of infrastructure;
  - The need to relate development of the site with the development of the Kingsway site;
  - The need for any new retail development to follow a sequential approach to site selection;
  - The need to avoid conflicts between new residential development and industrial uses;
  - The need for site assembly including land assembly, relocations of existing uses and road closure processes;
  - The need to minimise disruption to Lancaster City Centre whilst work is in progress.
- 9.2 Phases which could proceed at an early date might include residential development in the Alfred Street area.
- 9.3 Development of the Brewery site is constrained by existing uses, by fragmented ownership and by the need for road improvements. Development of these two sites is seen as a medium term prospect and could not take place in advance of the construction of a Car Park Access Road.
- 9.4 Longer term development could include measures such as the provision of new open space and further residential development of former industrial sites.
- 9.5 The phasing of development and the co-ordination of new development and infrastructure provision is essential.
- 9.6 Where suitable proposals emerge, the Council may be able to assist in terms of supporting appropriate road closure proposals and taking a flexible attitude to suitable development proposals affecting car parks subject to suitable replacement provision being made. As a last resort, the Council may consider using its compulsory purchase powers to assist in the implementation of suitable schemes.
- 9.7 The area also lies within the Lancaster SRB area. The SRB programme has limited funds available to support suitable projects which promote physical regeneration and mixed-use development. Other initiatives are the District Cultural Strategy and the Local Transport Plan which proposes various measures to support public transport, walking and cycling.

## Appendix 1: Listed Buildings and Key Townscape Features

### Listed Buildings

#### 17-19 Moor Lane

Grade II - House, now shop. Late Seventeenth Century with Nineteenth and twentieth Century alterations;

#### Dukes Theatre – Moor Lane

Grade II - Former Parish Church (1796) converted and extended in 1971.

#### Moor Lane Mills North

Grade II – Former worsted factory (c1800) subsequently used as cotton mill and substantially extended in the 1880s converted into student accommodation in 1988-9.

#### Tramway Hotel (127 St Leonardgate)

Grade II – 3 storey House now vacant public house, late eighteenth century.

#### 129-31 St Leonardgate

Grade II – pair of 3 storey houses now vacant shops, late eighteenth century.

#### Grand Theatre – St Leonardgate

Grade II – Theatre (1782) with subsequent extensions and alterations

### Key Townscape Features

- Golden Lion Pub – Moor Lane
- 13 Moor Lane
- 9 Moor Lane
- 1-5 Stonewell
- 133-139 St Leonardgate
- 113 St Leonardgate

## Appendix 2: Relevant Local Plan Policies and Supplementary Planning Guidance

The adopted Local Plan for the area is the Lancaster Local Plan, adopted in 1989. This is now somewhat dated. It will be replaced by the Lancaster District Local Plan. The Local Plan is at an advanced stage of preparation with modifications published on 23<sup>rd</sup> February 2001. The relevant policies are the following (relevant modification numbers are listed in brackets).

### Housing Policies

Policy H2 (7) identifies the following sites as Housing Opportunity Sites;

- Canal Corridor (120 Units),
- Stonewell (70 Units).

Paragraph 2.3.24 (7) states that there may be scope for car-free housing on Housing Opportunity Sites.

Policy H9 (15) seeks to ensure that 20% of housing completions on the sites are affordable.

Policy H11 (17) seeks to ensure that new housing development reflects local distinctiveness.

Policy H12 (18) is concerned with sustainable development and density considerations in new housing.

Policy H20 identifies the Stonewell/St Leonardgate frontage as a priority area for the residential conversion of upper floors.

Policy H21 and Appendix 2 set out criteria for flatted development.

The Council has also produced a Residential Design Code as

Supplementary Planning Guidance to the Plan. This provides guidance on the design and layout of new housing with a particular emphasis on achieving local distinctiveness.

### Employment Policies

Policy EC14 deals with proposals for employment development outside employment areas.

Policy EC16 deals with proposals for new office development.

Policy EC17 (35) identifies the Kingsway site as an employment opportunity site and sets out criteria for new development proposals

### Shopping Policies

Policy S1A (36) sets out criteria for retail development outside existing centres.

Policy S17 (48) sets out criteria for food and drink uses outside shopping centres.

### Transport Policies

Policy T1A (55) restricts development that would have a harmful effect on the ease of use of a pedestrian, cycle or public transport route.

Policy T5 identifies a Primary Bus Route running along Thurnham Street, Great John Street, North Road and Parliament Street.

Policy T7 (62) identifies the possibility of a Park and Ride site on the Kingsway site.

Policy T9 (64) requires major development to maximise opportunities for using public transport.

Policies T10 and T11 (65) safeguard land between Back Caton Road, St Leonardgate and Edward Street for road construction.

Policy T13 (67) identifies the following as Shopper/Visitor Parking;

- St Leonardgate (Upper and Lower),
- Albert Street,
- Lodge Street, and,

states that these will not be developed unless replacement provision is made.

Policy T15 (70) defines a Central Parking Area including most of the Canal Corridor areas with the exception of the Canalside site on Alfred Street. Within this area new non-residential development will only be permitted where no car parking is provided and states that where a development would increase the demand for travel, the Council will seek a commuted sum for transport improvements.

Policy T16 (71) states that outside the Central Parking area, non-residential schemes must meet County Car Parking standards and allows for the payment of a commuted sum towards transport improvements in lieu of on-site provision.

Policy T16A (72) requires major development proposals to be accompanied by Green Travel Plans.

Policy T24 (Pre-Inquiry Change 121) seeks to ensure that development adjacent to the Strategic Cycle Network provides cycle links to that network.

## Environmental Policies

Policy E7 (Pre-Inquiry Change 130-134) deals with pollution and contamination issues.

Policy E14 identifies and safeguards the Lancaster Canal as a County Biological Heritage Site.

Policy E27 identifies the following the Lancaster Canal as a Green Corridor to be protected and enhanced with new woodland, landscaping and access improvements.

Policies E29-E40 deal with Listed Buildings and Conservation Areas.

Policies E41-E43 deal with archaeology issues.

## Recreation Policies

Policy R9 identifies the following Lancaster Canal as an Informal Recreation Area within which the Council will seek to improve recreational opportunities.

Policy R11 and Local Plan Appendix 1 set out the Council's requirements for open space and children's playspace provision in new housing development.

Policy R21 safeguards land for the expansion of the Duke's Theatre.

## The Lancaster City Centre Strategy

The Draft Lancaster City Centre Strategy (SPG 6) published in April 2001 as identifies the Canal Corridor and Northern approaches to the City Centre as priority areas. The Strategy seeks to:

- Significantly improve the appearance of the northern approaches to the City Centre;

- Improve the relationship between Lancaster City Centre and surrounding residential areas with an attractive and varied townscape and a mixture of tenure types;
- Make a significant contribution to meeting the District's housing target by making efficient use of previously used sites to provide a mixture of uses and tenure types including new student housing;
- Achieve a varied townscape with a series of distinct 'quarters' with individual distinctive characteristics building on existing strengths;
- Develop a 'cultural quarter' incorporating the Duke's Theatre, Church Street, the new Cinema and the restaurants and galleries on Sun Street;
- Create better pedestrian and cycle linkages between the City Centre the Kingsway area, surrounding residential areas and with the canal and riverside;
- Soften the harshness of the environment with new tree planting, landscaping and open space.
- Develop better road links to the north and remove through traffic from residential streets;
- Rationalise and improve the appearance of the car parks in the area, maintain the supply of shopper and visitor parking and manage car parks to favour short stay shopper parking over long-stay employment parking.

## Appendix 3: Area Analysis

### Strengths

The key strengths of the area are the following:

- Proximity to the City Centre with its shops, employment opportunities, cultural and leisure facilities and public transport links.
- A substantial resident population within walking distance.
- A number of attractive historic buildings including Bridge Houses and the frontages of St Leonardgate and Moorgate.
- Prominent sites at the entrance to Lancaster City Centre;
- Proximity to the Lancaster Canal, the River Lune and Green Ayre Park which are both attractive visual features and walking and existing and potential cycle route to many parts of Lancaster.
- A mixture of different uses which contribute to its character;
- A vibrant cultural life with the Dukes Theatre and other arts facilities in the area.
- It can be accessed from the north without negotiating Lancaster's central one-way system and contains major car parks.
- Finally, it is a major resource of previously used land and buildings with significant potential for more intensive use.

### Challenges

The key challenges facing the area are the following:

- A poor visual appearance with many vacant and under-used buildings, large expanses of tarmac and a sense of discontinuity between the City Centre and the Freehold and Ridge areas.
- A number of listed buildings some of which are of Grade II\* quality which are not currently in use;
- Areas which suffer greatly from the environmental impact of traffic as well as major barriers to pedestrian movement;
- No public amenity spaces other than the swings on Alfred Street that cannot reasonably be argued to be of amenity value and major roads separating the area from Green Ayre Park.
- A number of changes in level, stepping down from the canal to the Stonewell area and the River;
- Some potentially contaminative uses;
- Some uses such as the Chemical Works, the Alfred Street units and the Recycling Point place limitations on the scope for new uses;
- The road network is congested, predominantly narrow, contains a number of sharp bends and passes very close to residential property in places. Some potential development sites are also divided by minor



roads such as Lodge Street and Brewery Lane.

- A high incidence of unofficial and uncontrolled parking both on areas of derelict land and on road verges;
- Parts of the area have little 'presence' from the City Centre, from the northern approaches and from the Lancaster Canal;
- Pedestrian linkages to the City Centre and to the Caton Road employment area are inadequate.

### **Opportunities**

There are a number of major opportunities which include the following

- The former Brewery which occupies a strategic location adjacent to the City Centre and is the key to developing better linkages;
- The opportunity to use road closure and compulsory purchase powers as a last resort if necessary to create a substantial development site;
- The major opportunity offered by the Kingsway site
- The road proposals set out in the Local Plan which offer the opportunity to improve the local road network, remove traffic from residential roads and review the role of some local roads;
- The scope for rationalising of car parking;
- The Alfred Street area which offers a potential residential development opportunity;

- The opportunity to create a better living environment for existing residential areas;
- The opportunity exists to combine development of the Stonewell/Bottling Plant site with the residential conversion of upper floors of the frontage uses.
- The opportunity to achieve a better relationship between the Heron Chemical Works and its surroundings;

### **Threats**

- The danger that in the event of no development taking place, much of the area will fall further into dereliction and produce an area where people do not feel comfortable;
- The threat to the cultural heritage of the City posed by the continued neglect of important listed buildings;
- The danger of piecemeal development taking place in an incremental way without addressing important urban design and infrastructure issues;
- The danger of a pattern of development or roads which is excessively car dominated and exacerbates the degree of separation between the Freehold area and the City Centre;
- The danger of excessive, unsuitable or unjustified commercial or retail development which could have a detrimental effect on Lancaster City Centre;
- The danger of designs which are out of character with the intimate and varied frontages of Moor Lane and St Leonardgate;

- The danger of a development of uniform character or use which lacks variety and vitality;
- The danger of losing the area's cultural assets;

The danger of losing the opportunity to improve pedestrian links.

## Appendix 3: Contact Addresses

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