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LANCASTER Hi!STREETS HERITAGE ACTION ZONE

MILL RACE AREA CONSERVATION MANAGEMENT PLAN Part 2 (June 2023)



Historic England

LANCASTER
CITY COUNCIL

Promoting City, Coast & Countryside

FOREWORD

The Mill Race Area is an often-overlooked area of Lancaster's centre that encapsulates the history of the city. There is a perception that this area is somewhat peripheral to the city centre and has consequently been afforded less attention than other parts. However, what this conservation management plan (CMP) demonstrates is that the area retains its multi-period character in terms of its street layouts, property boundaries and mix of building ages. It is significant as a place of early industry due to the presence of the mill race which has dictated the layout which we see today. It also has a story to tell about how the city developed, both in times of prosperity and decline.

The area was awarded a High Streets Heritage Action Zone (HSHAZ) in recognition of the some of the challenges this area faces, and the changes occurring within the neighbouring Canal Quarter.

This CMP seeks to ensure that the area is managed appropriately both for the life of the HSHAZ programme and beyond. However, it is hoped that it will also be used by others as an evidence base and point of reference to better understand the area, enabling its built heritage to be sustained and enhanced for the benefit of all.

Councillor Jean Parr

Cabinet Member with particular responsibility for Planning and Placemaking

CONSULTATION & ADOPTION

The Mill Race Area CMP was adopted by the Council on **XX** 2023.

A public consultation period for the draft Part 1 was held for six weeks during July and August 2021.

Draft Part 1 was subsequently amended and consulted upon again alongside draft Part 2 and the Summary Document over six weeks during November and December 2022. This included two drop-in events; at St John's Church on 5 November, and at the City Museum on 7 December 2022. Following subsequent amendments, the CMP was formally adopted in the summer of 2023.

WHY IS THE MILL RACE AREA SO SIGNIFICANT?

The Mill Race Area encapsulates Lancaster's history:

- **It retains its multi-period character:** its street layouts, property boundaries and mix of building ages. We know from below ground archaeology that the area is likely to include part of the Roman settlement.
- **It is the location of Lancaster's early industry.** A cornmill was built over the mill race around 1574. Dyers and tanners operated from the area, drawing water from the mill race. Sugar refiners, dyers, tanners and furniture makers benefitted from being near the river.
- **It has strong maritime connections.** Lancaster was an important port for West Indian trade during the C18 and maritime industries thrived. Wealthy merchants lived here, and they, together with mariners, gave generously to the new St John's Church and are commemorated there. The Ship Inn dates from the later C18 and took its name from the nearby shipyard (Brockbank's).
- **It is associated with Lancaster's role in transatlantic slavery.** Enslaved Africans produced sugar, dyes and mahogany wood used by local businesses. Resident George Burrow owned plantations in the Virgin Islands and received compensation when slavery was abolished in 1833. Slave-ship owners and importers of slave-produced goods, the Butterfields, built 7-11 Chapel Street, and Butterfield Street is named after them.
- **It was a hub for small and large-scale nineteenth century manufacturing.** Manufacturers produced carriages and harnesses, railway carriages, high quality furniture and stained glass. Surviving buildings include small-scale workshops around Pitt Street and Lodge Street and the grander Gillows Works complex.
- **It was home to the workers.** The area's population quadrupled in the 1800s. Worker housing developed piecemeal, creating courts, yards and alleys. Most worker housing has been demolished but there are some rare survivals. Bylaw housing was built to improved standards. Lodge Street has an early surviving example.
- **It inspired nineteenth century reformers.** Poor sewerage and dirty drinking water contributed to the high mortality rates there in the 1800s. Richard Owen's 1845 *Report on the State of Lancaster* resulted in improvements. Congregationalists established Centenary Chapel and School at 50 St Leonard's Gate in 1873 to supply "grace and religious education" to the growing population. Teetotalers established a coffee tavern there, drawing workers away from the beerhouses, taverns and inns.
- **It contains the work of notable architects.** St John's Church, with its landmark tower added by Thomas Harrison, provides a focal point. There are a number of buildings by the Sharpe, Paley & Austin firm, in its various forms, including the Gillow Showrooms, Phoenix Street Drill Hall and the Atkinson & Co. motorcar showroom. Their contemporary, Edward Howard Dawson, was responsible for the Phoenix Rooms Coffee Tavern and the Sunday School extension at 50 St Leonard's Gate.

- **It has strong connections to the armed forces.** Volunteer soldiers trained at Phoenix Street Drill Hall (1894). They evolved into the 5th Battalion the King's Own Royal (Lancaster) Regiment and were mobilised there in 1914 before being deployed to the Western Front. An Admiralty Recruiting Office also opened in St Leonard's Gate. Waring & Gillows produced aeroplane parts, camouflage nets and ammunition chests during both wars. Sadly, St Leonard's Gate and associated courts suffered the greatest number of casualties of any Lancaster street during the First World War.
- **It became a home for learners.** The area declined in the 1960s, which saw the closure of Waring and Gillows. Residents moved to new housing estates and terraces were demolished in anticipation of a relief road. The newly established Lancaster University made use of a number of the area's larger buildings, including St Leonard's House and the Centenary Church.

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1. Management of the Mill Race (HSHAZ) Area

identify the opportunities to address them, in order to sustain, enhance and promote the Mill Race Area's built heritage.

AIM OF THE
CONSERVATION
MANAGEMENT PLAN:

**TO MANAGE CHANGE
APPROPRIATELY TO
SUSTAIN, ENHANCE
AND PROMOTE THE
MILL RACE AREA'S
BUILT HERITAGE FOR
THE BENEFIT OF ALL**

Conservation is the process of maintaining and managing change to a heritage asset in a way that sustains and, where possible, enhances its significance. It does not seek to prevent all change. Sensitive change, informed by significance, can be essential to ensure that buildings and places can continue to be used and enjoyed.

Understanding an area's heritage significance, which is the purpose of Part 1 of this CMP, can inform conservation and act as a springboard for an area's regeneration, helping to identify opportunities which can deliver wider social, cultural and economic and environmental benefits.

Part 2 of the CMP sets out the issues faced by the Mill Race HSHAZ area, and seeks to

1.1. CMP Objectives

The following objectives, which form part of the key issues set out in the next section, should be a material consideration in decisions involving the management of the Mill Race Area:

1. To ensure that the Local Plan evidence base relating to the Mill Race HSHAZ is maintained and kept up to date.
2. To ensure that existing and new development contributes positively to the townscape.
3. Traffic and public realm:
 - I. To ensure that new development and highways and street improvements significantly advantage safe pedestrian movement including crossing, help encourage longer dwell times and opportunities for gathering and enhance the setting of the area's heritage assets.
 - II. To promote the interests of the Mill Race Area, and particularly that of St John's Church, Centenary Church and the Grand Theatre, in schemes and interventions to address city-wide traffic issues.
4. To encourage uses which are compatible with a building, and which will make a positive contribution towards the area becoming an integral part of the city centre and a desirable place in which to live, work and visit.
5. To encourage the sensitive redevelopment of gap sites which conserves or enhances the quality of the townscape and demonstrates good design, in line with national and local policy, design guidance and advice.
6. To create awareness of the Mill Race Area's heritage, including its more challenging history, through interpretation and cultural activity presented in a sensitive and engaging way which will provide a lasting legacy for the Conservation Area.
7. To ensure that archaeological considerations are at the forefront of any development scheme within the Mill Race Area and that opportunities for furthering our understanding of the area's heritage are taken and that any adverse impacts are accompanied by appropriate mitigation.
8. To take statutory action where it is justified in terms of unacceptable harm caused to the historic environment of the Mill Race Area which merits protection.
9. Flooding and climate change:
 - I. To ensure that the existing structure and capacity of the mill race are protected from damage or interference caused by development.
 - II. To maximise opportunities for the provision of sustainable drainage systems in all development and in highways and street improvements to help reduce the impact of surface water flooding, and to encourage building-appropriate flood resilience measures, within the Mill Race Area.
 - III. To promote the key role that historic buildings can play in the fight against climate change; the carbon savings associated with their reuse/adaptation and in making them more energy efficient whilst preserving their significance.

1.2 Implementing the Conservation Management Plan

Achieving the CMP's aim and objectives will involve a range of bodies, organisations, businesses, community groups, as well as building owners and occupiers themselves.

Within the Council, the lead roles will come from the Development Management (DM) Team and Conservation Team from the Planning Policy and Climate Change service, and the Regeneration and Engineering Teams, which are part of the Sustainable Growth service.

Development Management

The work of the DM Team will have a direct impact on the Mill Race Area, and how it evolves both during the life of the HSHAZ, and beyond. The objectives set out in this CMP should be a material consideration in decisions involving the Mill Race Area.

The development management process includes pre-application advice, determining planning applications, applications for demolition in a conservation area, listed building and advertisement consents,

monitoring planning permissions and planning enforcement and appeals.

Local planning authorities have a statutory duty to preserve listed buildings and their setting, and to preserve or enhance the character or appearance of conservation areas.¹

Their decisions are taken against a framework of national planning policy; the National Planning Policy Framework (NPPF), as well as local policy as set out in the district's Local Plan. In addition, both national and local policy are supported by further guidance, such as the National Planning Practice Guidance (PPG), as well as non-statutory guidance provided by bodies such as Historic England, and those documents produced at a local level, which include Supplementary Planning Documents (SPDs) and Conservation Area Appraisals, as well as area Conservation Management Plans such as this.

Planning and Housing Strategy

The Local Plan is produced and managed by the Council's Planning and Housing Strategy Team, who are also responsible for managing the production of any SPDs and gathering the evidence base used to inform these documents. The Conservation Team

¹ *Planning (Listed Buildings and Conservation Areas) Act 1990, sections 16, 66 & 72*

forms part of this team and, as well as advising the DM Team and Regeneration Team on those proposals which impact on heritage assets, they are also responsible for maintaining the evidence base in relation to the Historic Environment. There is also a key role in helping to manage change in the area and in implementing the CMP.

Regeneration

The Regeneration Team is responsible for managing the Lancaster HSHAZ Programme, which involves the Council working in partnership with Historic England, and includes Lancashire County Council, Lancaster Business Improvement District (BID) and Lancaster University as key partners and supporters. Lancaster Footlights (The Grand Theatre) and the Churches Conservation Trust (St John's Church) charitable trusts will also be key contributors to the success of interventions in the HSHAZ area, with their wider cultural and heritage remit.

The HSHAZ seeks to deliver a range of interventions including the repair and conservation of a number of heritage assets, most of which are privately owned. Public realm improvement schemes include working closely with Lancashire County Council Highways Authority. The provision of a range of heritage skills and learning opportunities should facilitate and sustain improvements, increasing understanding of

the area's heritage and through this, supporting community cohesion and well-being. A key element of this includes capacity building, for example, seeking to upskill local built environment professionals and contractors to ensure conservation-led approaches and methods are employed in the HSHAZ area and beyond.

A separate cultural consortium has been established to lead on the Cultural Programme, for the Lancaster HSHAZ, *Mill Race: Flow of Change*, involving Lancaster Arts based at Lancaster University.

A Summary Policy Implementation Plan is set out at the end of the document, which indicates who will be involved in helping to implement the CMP policies, both during the life of the HSHAZ programme and beyond.

2 Key Issues and Policies

2.1 ISSUE 1: EFFECTIVE PLANNING POLICY BACKGROUND

Objective: To ensure that the heritage evidence base of the Local Plan is maintained and kept up-to-date.

Lancaster City Council adopted its *Strategic Policies & Land Allocations Development Plan Document (DPD)* and *Development Management DPD* in July 2020. These documents form a key part of the new Local Plan for Lancaster District 2011 – 2031.

The *Strategic Policies & Land Allocations DPD* identifies land to meet specific development needs, as well as the areas worthy of protection from development due to their environmental, economic and social value. The *Development Management DPD* helps to guide development within a local planning authority area by setting out the detailed planning policies which planning officers use to make their decisions on planning applications. Policies DM37-DM42 deal with development affecting the historic environment.

All planning applications must be determined in accordance with the

provisions of the Local Plan unless material considerations indicate otherwise. It is therefore important that those documents which provide the evidence base for the Local Plan, are reviewed and kept-up-to-date. The evidence base is a collection of background documents, including appraisals and assessments, which support the policies and proposals set out in the Local Plan.

Planning legislation and the government's Planning Practice Guidance (PPG) state that 'local planning authorities must review their conservation areas from time to time'.

Historic England's guidance on *Conservation Area Appraisal, Designation and Management*, Historic England Advice Note 1 (second edition) states that ideally, conservation area appraisals should be reviewed every five years, resources permitting.²

Audits of heritage assets, including building condition assessments, which are used to inform conservation area appraisals, management plans, heritage at risk registers, as well as in the exercising of statutory planning powers, including the use of Article 4 Directions, must also be regularly monitored and maintained.

Historic England maintains a national Heritage at Risk (HAR) Register, published

² *Conservation Area Appraisal, Designation and Management, second edition, Historic England*

Advice Note 1, Historic England 2019, para. 104, p. 39

annually on a regional basis, for which local planning authorities help provide the data. The Register includes listed buildings³, listed places of worship, scheduled monuments, registered parks and gardens, conservation areas, registered battlefields and protected wreck sites that have been assessed and found to be at risk. The listed buildings assessed for the Register include:

- Grade I
- Grade II*
- Grade II listed places of worship
- Grade II listed building in London

St John's Church, as a grade II* listed building appears on the HAR Register.⁴ However, the Centenary Church is a grade II listed building and deconsecrated, therefore it does not appear on the national HAR register. However, it is certainly a building at risk, and its appearance suggests that, perhaps more so than St John's, especially due to the boarded-up door, missing glazing and vegetation growth, with its prominent position, built up to the corner of St Leonard's Gate/Rosemary Lane. However, the building has had a new owner since late

³ The Mill Race HSHAZ contains 18 listed buildings (16 separate listings). See Appendix 1 for the full list.

⁴ St John's Church is currently a Priority Category A (at immediate risk if further rapid deterioration or loss of fabric; no solution agreed) on the HAR Register 2022, and its condition 'poor'. Given its now more hopeful prospects and the work to stabilise the condition, it will hopefully be moved into category B in the 2023 HAR Register.

2018 who plan to see it used in a retail/leisure capacity. The building has benefitted from some essential internal works. However, external repairs are still outstanding.

2.1.1 Opportunities

The Council maintains a local Buildings at Risk Register, which includes grade II listed buildings, and therefore both churches within the HSHAZ boundary appear on it. The buildings on this register are those for which the Council's Conservation Team actively engages with the owners to find uses to help secure their long-term future. The Conservation and HSHAZ Team will continue to work with these building owners to see these churches removed from the at risk registers.

In addition to the designated heritage assets, there are buildings which have been identified as 'positive buildings' in the Lancaster Conservation Area Appraisal.⁵ These buildings are recognised as making a positive contribution to the character of the conservation area. The condition of the listed and 'positive' buildings has been assessed.

⁵ The 'positive' buildings identified in the Lancaster Conservation Area Appraisal meet the criteria set out in *Conservation Area Appraisal, Designation and Management, second edition, Historic England Advice Note 1*, Historic England 2019, para. 49, pp. 20-1. See also Lancaster Conservation Area Appraisal, 2013, 'Listed and Unlisted Buildings', section 2.6.3, p.21

Those buildings considered to be ‘at risk’ during a condition assessment in January 2021⁶ have been set out in the table below and on Map 1, and opportunities for the

conservation and enhancement of a number of them are being pursued or supported as part of the HSHAZ programme:

Building name/address	Listed building (LB) or positive building (PB)	Previous use(s)	Current use	Development prospects
St John’s Church, 49 North Road	LB (II*)	Church (short period as FIG Tree Fairtrade Centre)	Vacant	Plans are in progress by the Churches Conservation Trust to repair, adapt, extend and re-use the building to create a high-quality co-working and event space / enterprise hub with the Lancaster & District Chamber of Commerce provisionally acting as anchor tenant.
Centenary Church, 116 St Leonard’s Gate	LB (II)	Bar (The Friary)	Vacant	Listed building consent and planning permission have been approved for replacement windows and repairs to the building to enable it to be brought back into use as a potential bar/restaurant (19/00400/LB, 22/00768/FUL & 22/00769/LB)
113 St Leonard’s Gate	PB	Coachmaker William Richmond’s carriage showroom	Furniture shop	Comprehensive repairs, including to the roof, are underway with grant assistance from the HSHAZ.
Former Sunday School, 50 St Leonard’s Gate	PB	Sunday School and part of drill hall	Vacant	Existing planning permission for conversion to student accommodation of the former Sunday School building (18/01242/FUL)
Former Carriage Works, 1 Lodge Street	PB	Carriage works/slipper factory	Vacant. Lancaster Musician’s Co-operative have vacated due to the condition of the building.	Existing consents (20/00253/FUL, 20/00254/LB & 21/01450/NMA) and additional planning application to conserve and refurbish the building (21/01528/FUL)
25 North Road	PB	Former ‘Old Mill’, part of Gillows works. Used for machining and as workshops.	Bakery warehouse	Owner considering options.
41-45 North Road	PB	Lile Tool Shop and tattoo studio	Vacant	Planning permission was refused to demolish all buildings and replace with a student accommodation block (21/00007/FUL)

⁶ The Condition Assessments were updated in June 2023.

36 North Road	PB	Pub (Juke Joint last name, Lord Ashton prior to that)	Vacant	Permission for change of use to student accommodation with single storey extension (17/00625/FUL). Applicant seeking to discharge conditions.
Yorkshire Taps, 1 Parliament Street	PB	Pub and music venue	Vacant	Went on the market in 2020. Unclear what the current owners' plans are.
Coach House, St Leonard's Place	PB	Dance studio	Vacant	Council owned and currently reviewing options for re-use.

Table 1: HSHAZ Buildings at risk

All of the 'positive' buildings are likely to be considered non-designated heritage assets (NDHAs).⁷ Like listed buildings, NDHAs are likely to contribute to the area's architectural and historic interest. Whilst much has been learned about the buildings in the area through research undertaken for previous studies⁸, much is still being learned about other buildings in the Mill Race Area and will continue to be discovered (see Case Study A below). There is an opportunity to recognise those buildings as NDHAs and to publish the up-to-date information about them on the Council's website. This information can be used to inform and update the Historic

Environment Record (HER), as well as support a future Local List.

There is a further opportunity to make research material discovered during the HSHAZ programme more widely accessible, such as historic photographs. Such research should inform all development proposals relating to or impacting on heritage assets to avoid proposals which are either conjectural or unsympathetic. (see Issue 2: Townscape and Issue 5: Gap Sites).

A future review of the Lancaster Conservation Area could be phased by character area where change is most specific or anticipated. There is an opportunity to consider a new Mill Race character area.

⁷ Non-designated heritage assets (NDHAs) are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets. They can also be identified through pre-application discussions, the planning application process and by public nomination, for example. Historic England provides a list of commonly applied selection criteria for assessing the suitability of assets for inclusion on a local heritage list, which could be used (*Local Heritage Listing:*

Identifying and Conserving Local Heritage Historic Advice Note 7 (second edition), 2021, para. 11, p. 11). The Council does not currently have a formal Local List but provides a nomination form on its website which includes the criteria to be used in identifying local heritage assets.

⁸ The *Lancaster: Canal Corridor North Assessment of Heritage Values & Significance* (2011) study provided much research into the individual buildings within the now Canal Quarter area, some of which are within the Mill Race HSHAZ. This information could be used to help identify NDHAs.

2.1.2 Issue 1 Policies:

1. Ensure that Lancaster's Conservation Area Appraisal is up-to-date and reviewed every five years, resources permitting.
2. Ensure that up-to-date information about heritage assets is passed on to Lancashire County Council's Historic Environment team to update the Historic Environment Record (HER) and, where necessary, Historic England.⁹
3. Ensure that the area's Non-Designated Heritage Assets (NDHAs) are identified, through the planning process and the HSHAZ, and the evidence clearly set out and made publicly available.¹⁰
4. Continue to work with the owners of the area's two listed churches to see

- them removed from the national HAR Register and the local BAR Register
5. Continue to monitor and seek solutions for those heritage assets and 'positive' buildings identified as being 'at risk' in the regular HSHAZ-wide condition assessments.

⁹ Listed building entries can be added to via the Enrich the List process:
<https://historicengland.org.uk/listing/enrich-the-list/>

¹⁰ Planning Practice Guidance (PPG), Historic Environment, Non-designated heritage assets,

Paragraph: 040 Reference ID: 18a-040-20190723
<https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment#non-designated>

2.1.3 CASE STUDY A: 50 ST LEONARD'S GATE

The building on the corner of St Leonard's Gate and Phoenix Street has particularly interesting origins and associations, the evidence of which can still be seen. Its very neglected condition belies its heritage significance. The current building is long understood to have occupied the site of a former merchant's house, where it was known that the lower stories remained and could be identified. However, only recently has further information about the buildings come to light. This has been used to update the HER.



Figure 1: 50 St Leonard's Gate, on the corner of Phoenix Street

Buildings can be identified on the site on both Speed and Docton's C17 maps. However, during the C18, a Palladian-style house, with an elaborate external stair (which can be seen on the Mackreth and Binns maps, as well as the 1845 OS map (1:1056 scale)) to the north elevation, was built for merchant Robert Lawson, part owner of the town's sugarhouse. It is thought that this may have been the work of Richard Gillow. The Gillow family owned property in this area during the C18, on land leased from John Dalton of Thurnham, and the Gillow property portfolio expanded here throughout the C19¹¹. Evidence of the former building can be seen very clearly on the north west elevation, on what is now the rear of the property, including its heavily rusticated window surrounds to the basement level. The upper storeys' window surrounds (Figures 3 & 4) are virtually identical to those found on the pair of Gillow houses at 1-3 Cable Street (Figure 5). The Venetian window, which was re-used on the vestry when the Congregational church and school were developed on the site, shares certain similarities with that found at the rear of Gillow's Custom House (the Maritime Museum).¹² This requires further research.



Figure 2: Paley & Austin's 1873 adaptations to the former Lawson Mansion. The original south entrance and door case (St Leonard's Gate elevation) can be seen in section.



Figure 3: North elevation, basement windows (C. Stansfield)

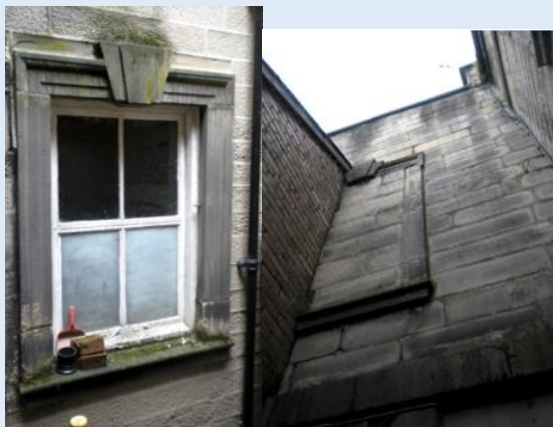


Figure 4: North elevation, ground and first floor windows (C. Stansfield)



Figure 5: 1-3 Cable Street, Lancaster

A plan of the house and gardens, dated 1794 survives (Figure 6), and may relate to its sale to George Burrow, a subsequent owner.¹³ Burrow, a West Indies merchant and owner of White Cross cotton mill,

¹¹ Colin Stansfield and Oxford Archaeology North (*Gillows Building, 23-25 North Road, Lancaster: Historic Building Survey Report 16*, OA North, February 2019) from information gathered in S. Stuart's two volume work, *Gillows of Lancaster and London, 1730-1840*, 2008

¹² Stansfield, C., 40 St Leonardgate doc. (unpublished)

¹³ Advert for sale by auction of 'The Capital Mansion, Many years the Residence of George Barrow, Esq', lists the other buildings including the coach house, stable, offices, ornamental summerhouse, together with the garden and pleasure grounds, extending from St Leonard-gate to Cable-street, *Lancaster Gazette*, 16 April 1850, and article about the Congregational Church in *Lancaster Gazette*, 4 December 1875

owned five estates in the Virgin Islands, including on Tortola and Saint Croix.¹⁴ He and his partner, James Barton Nottage, received large sums of compensation from the government following the freeing of their enslaved workforce, when slavery was abolished across the Empire in 1833. However, he was to lose his property to creditors following the bankruptcy of a business partner in 1849.¹⁵

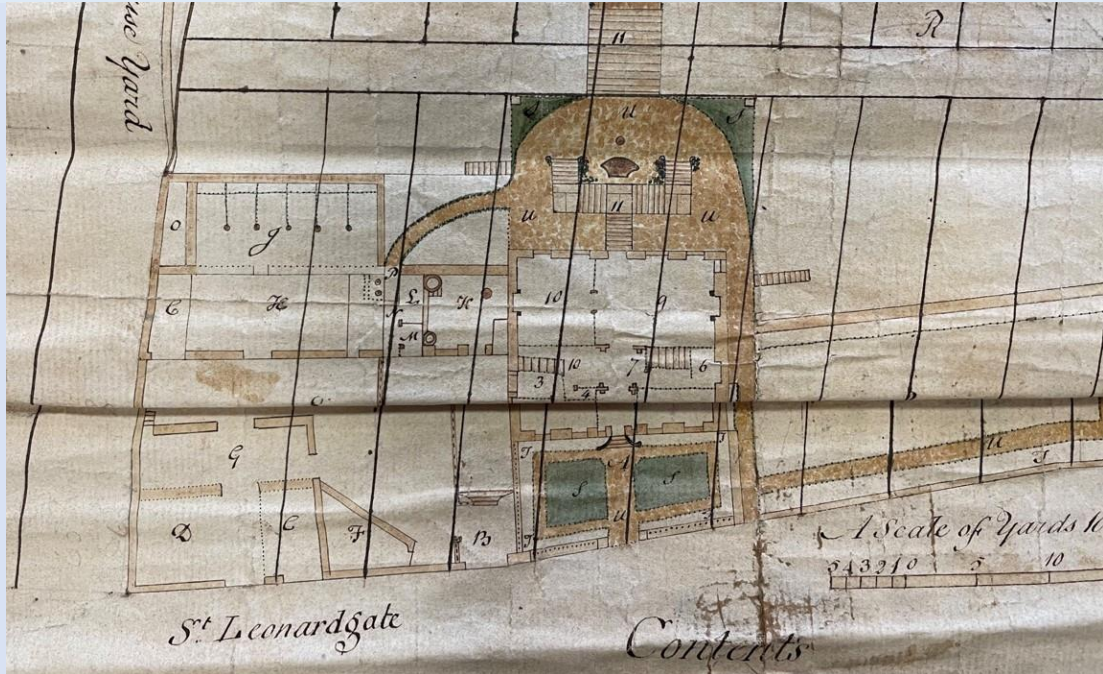


Figure 6: Plan of property at St Leonard's Gate/Sugar House Yard, dated 1794

(Lancashire Archives, DDX 70/ACC881/box 29,

bundled together with Burrows' mortgage documents for plantations in the Virgin Islands)

Thomas Winder Faithwaite, a gentleman from Littledale, bought the mansion in 1850. In 1872, the house, described as "long disused", was bought by a group from the High Street Congregational Church to create a new mission church and Sunday school for the growing worker population in the area; known as the Centenary Church. Paley and Austin were appointed to adapt the mansion, which comprised a chapel, with school rooms below. The plans show that a vestry, accessed by a long flight of stairs, replaced the external staircase on the north west elevation. Paley and Austin's arched windows can still be seen on the side elevations of the vestry. The existing first floor windows to the side elevations of the house were altered to match to form the chapel.

¹⁴ LRO DDX 70/ACC881/box 29 – Various mortgages and leases relating to plantations in Tortola and Saint Croix from the late C17 to mid-C18 of Messrs Burrow and Nottage.

¹⁵George Burrows was Mayor of Lancaster in 1828, 1833 and 1835/6. He also owned White Cross cotton mill from 1827. He lived in Fenton Street for his last years. See *Legacies of British Slave-Ownership Database* entry (UCL): <https://www.ucl.ac.uk/lbs/person/view/30073>

Interestingly, at the opening of the new church and school in 1873, Edward Bousfield Dawson of Aldcliffe Hall, whose father, John Dawson, is thought to have funded the original Independent chapel on High Street, 100 years previously, made the point “that the house in which they were assembled was originally built with money obtained in the slave trade, in the days when the trade was lawful...”¹⁶

By 1877, it had been agreed that the new church was too small for their growing congregation and they de-camped temporarily to Palatine Hall (owned by the Lancaster Total Abstinence Society, of which EB Dawson was president) whilst their new church at Stonewell was constructed between 1877 and 1881.

The growing Sunday school was able to extend into the former chapel. However, by 1887, more space was required, and they decided to extend to the front of the building (Figure 1). Edward Howard Dawson ARIBA was asked to produce the plans, and within six months, the building work had been completed. The work was funded by the architect’s father, Edward B Dawson.¹⁷

E H Dawson was an architect who is now little known, but who was held in high regard by his contemporaries. Some of his buildings have been incorrectly attributed to others, such as Paley & Austin, to whom his mature style has been likened.¹⁸ Tragically, he died aged 32, but he was responsible for several notable buildings across the district and beyond.

Of particular note for the area is the fact that EH Dawson is also responsible for the Phoenix Rooms of 1892¹⁹, later used as a Working Men’s Club, designed by him for the Lancaster Coffee Tavern Company (established in 1878). It added a concert room and supper room, with a warehouse below, to their coffee house on the corner of Parliament Street (1887). This was their fifth coffee house (four in Lancaster, one in Morecambe), illustrating how active the temperance movement was in the area.

The Sunday School was requisitioned by the military in 1914, when they extended from the Drill Hall into the school buildings. They made many alterations to the interior, and notably to the former house, which saw the valley roof removed, the walls lowered and a flat roof installed, with a fire escape. This was carried out in 1951 by architects Lillie & Kirkham of Bamber Bridge for the Army.²⁰

¹⁶ Lancaster Gazette, 1 November 1873

¹⁷ *Lancaster Gazette*, 24 March 1888 and 1 December 1888

¹⁸ Price, J., ‘Edward Howard Dawson, ARIBA, 1864-1896’, *Contrebis* Vol. 31, 2006-7, p. 62

¹⁹ Plan no. 1124 (Proposed Alterations to the Green Ayre Premises of the Lancaster Coffee Tavern Company Limited, approved 23 March 1891), Lancashire Archives and *Lancaster Gazette*, 1 October 1892. Colin Stansfield first alerted us to the fact that EH Dawson had been the architect for the Lancaster Coffee Tavern Co. on Phoenix Street.

²⁰ Stansfield, C., ‘Congregational Chapel and School for Edward Bousfield Dawson: Paley & Austin architects’ & ‘40 St Leonardgate document’ (both unpublished)

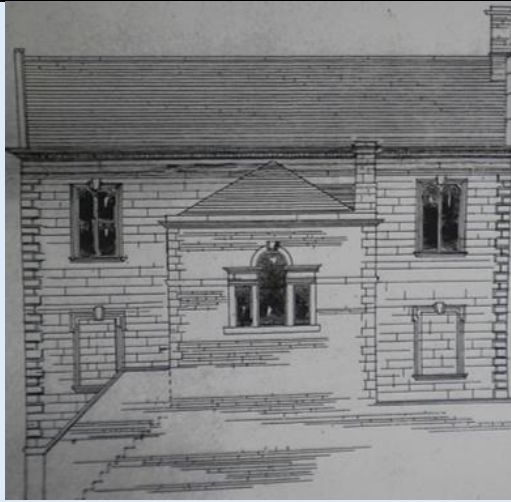


Figure 7: Paley & Austin's chapel and school 1872 alterations, north elevation (C. Stansfield)



Figure 8: East elevation, Phoenix Street (former first floor chapel alterations, north elevation (C. Stansfield) now has a flat roof, and the arched windows altered)

The former Sunday School building, along with the former Phoenix Rooms, already identified as 'positive' buildings, clearly meet the criteria for being recognised as NDHAs, and for inclusion on a future local list.

2.2 ISSUE 2: TOWNSCAPE

Objective: To ensure that new and existing development contributes positively to the townscape.

The challenge in managing the Mill Race Area is to ensure that existing and new development contributes positively to the quality of the varied townscape. The historic character is a mix of surviving industrial, commercial and residential buildings, relating to the city's history as a trading port and the industry which followed this. The fine grain, with its close network of lanes and yards, is still evident behind the principal streets, despite a number of gap sites. [See Issue 5: Gap Sites]

The area contains several significant and imposing buildings, whose scale is at odds with the surrounding buildings, but which

add to its variety. In particular, the former Gillow Works buildings on St Leonard's Gate and North Road provide a contrast to the more domestic scale of the 2 and 3 storey buildings more commonly seen in the area. However, this contrast in scale only serves to emphasise further the success of the Gillow firm, and its increasingly dominant position in the furniture trade, following its amalgamation with Waring & Sons at the end of the C19. These buildings are key landmarks which provide focal points within the area, as are the spires of the two churches, St John's and the Centenary Church and the Grand Theatre (Fig. 9). What is also interesting to note is that all of these buildings are listed. It is important that the height of any new development in the area does not diminish their impact as landmark buildings. [also see Issue 5: Gap Sites]

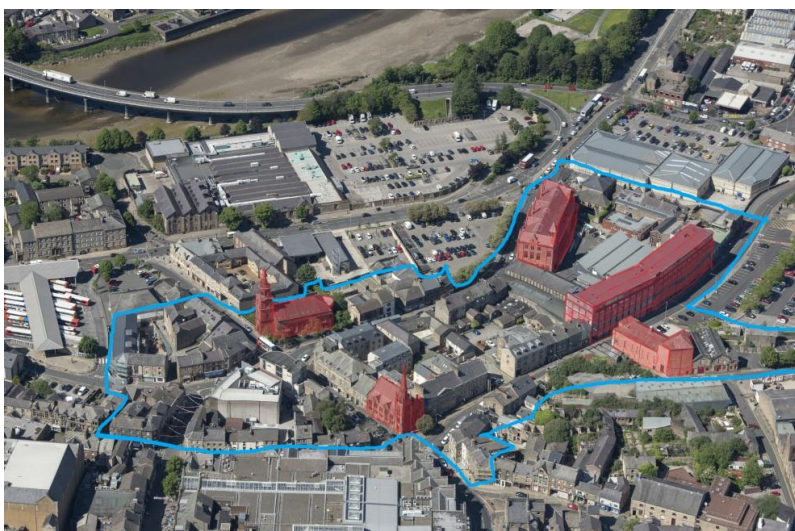


Figure 9: Lancaster HSHAZ with tall landmark buildings highlighted (all are listed buildings)

The vacancy and condition of St John's and the Centenary Church, given their prominence, does unfortunately lend an air of the neglect to the overall townscape of the area. However, finding uses compatible with the significance of these listed buildings has been a challenge, made even harder by the flooding events in recent years which has caused damage to these buildings, as it has to many in the area, as well as the dominance of traffic here. [see Issue 4: Occupancy and Use]

There are also a number of unlisted, but positive, buildings whose condition or appearance harms the overall townscape of the Mill Race Area, whether due to vacancy, lack of investment or unsympathetic alterations. Common alterations which have caused harm include inappropriate replacement windows and shopfronts, oversized and poor-quality signage, as well as works which might be considered maintenance, but often resulting in long-term damage to the buildings, such as repointing using hard cement mortar, often

inappropriately applied. Whilst individually these might represent small-scale changes, their cumulative impact on the appearance of the area can be great.

To ensure proposals for such buildings positively contribute to the townscape they should be informed by research such as the review of historic photographs, maps, plans and reports such as this to avoid changes that are either conjectural or unsympathetic to their significance. [see also guidance in Issue 5: Gap Sites]



Figure 10: This terrace of purpose-built early C19 shops on St Leonard's Gate could make a highly positive contribution to the area but it suffers from being in poor condition and from unsympathetic alterations.

2.1.4 CASE STUDY B: 4-5 STONEWELL



Figure 11: Inside the studio apartments, 4-5 Stonewell (P. Mercer)

This building is an example of the positive impact that investment in prominent gateway building can bring to the character and appearance of an historic area.

These purpose-built shops date from c.1883, and were built for the Baxter family, grocers and linen and woollen drapers, with domestic accommodation above. The building had been vacant and in a deteriorating condition for over ten years, resulting in greater repairs and interventions required to make the building fit for purpose. The ground floor will remain in a commercial use, and there is now high-quality student accommodation above (four studio apartments). This work has been supported by HSHAZ grant funding to deliver external improvements, including roof repairs and new timber sash windows. The second phase of the works has seen a new timber shopfront installed with traditional signwriting. Whilst this building had lost its original shopfront, historic photographs of the building were used to enable the new shopfront to echo the original design.

It is hoped that the building's transformation will inspire other building owners in the area to care for and invest in their properties too.



Figure 12: Before the works (2020)



Figure 13: Following the completion of phases 1 & 2 (May 2023)

2.1.5 Opportunities

The building grant element of the HSHAZ programme will help to reverse some of the decline and enhance the historic character of the area. This HSHAZ programme will support building owners and businesses in investing in their properties and establishing high quality standards of design and conservation, thereby securing the future of the area.

However, it is important to ensure that the investment, whether public or private, is sustained, both in terms of the individual buildings, but also within the wider area.

In terms of the buildings which benefit from HSHAZ building grants, this will be achieved through monitoring to ensure grant compliance and on-going maintenance for the duration of the HSHAZ grant agreement. However, the introduction of possible Article 4 Directions would also ensure that the quality is not reversed, once the HSHAZ grant agreement has come to an end. Whilst Article 4 directions should be considered to control changes of use to commercial buildings in the area (see Issue 4: Occupancy and Use), they can also control boundary treatments as well as exterior painting (including controlling colour).²¹

²¹ *Town and Country Planning (General Permitted Development) (England) Order 2015, Schedule 2, Part 2, Minor Operations*

One of the purposes of providing grant assistance is to raise the bar and set a standard for others to follow; they can act as a catalyst for further investment. Therefore, design guidance for building owners, on matters such as shopfronts and signage, sash windows and mortar and repointing, as well as information on repair and maintenance, for example, would be greatly beneficial. This is important for the on-going care of all the buildings in the area whether they benefit from grant funding.

Assessment of the condition of all listed and 'positive' buildings within the HSHAZ scheme should be undertaken regularly²². This information will enable the City Council to make informed decisions about proposed works to the buildings, and to consider what action may be taken in terms of the powers available to them, such as Section 215 Notices, Urgent Works or Repairs Notices. It will also help to identify breaches of planning control. [Issue 6: Exercising Statutory Planning Powers]

2.1.6 Issue 2 Policies:

2. Encourage building owners to take-up HSHAZ grant funding in order to halt and reverse the decline of the area

3. Consider the use of Article 4 Directions for 'positive' buildings within the Mill Race Area
4. Ensure that the Building Condition Assessment for the area's listed and positive buildings is kept up-to-date
5. Prepare repair and maintenance advice for building owners
6. Update or produce guidance for:
 - a. Shopfronts and signage
 - b. Sash windows
 - c. Mortar and pointing
 - d. Roofing

²² *A Condition Assessment of Listed and Positive Buildings in the Lancaster High Street Heritage*

Action Zone was first produced in November 2019 and has been updated at regular intervals.

2.3 ISSUE 3: TRAFFIC AND PUBLIC REALM

Objectives:

- I. **To ensure that new development and highways and street improvements significantly advantage safe pedestrian movement including crossing, help encourage longer dwell times and opportunities for gathering and enhance the setting of the area's heritage assets.**
- II. **To promote the interests of the Mill Race Area, and particularly that of St John's Church, Centenary Church and the Grand Theatre, in schemes and interventions to address city-wide traffic issues.**

The area contains and is surrounded by key transport nodes such as the bus station and significant off-street parking. These assist with generating footfall as has the repurposing of buildings and the addition of purpose-built student accommodation in and beyond the area.

However, the A6 gyratory runs through the centre of the Mill Race Area, effectively severing much of the area from the rest of the city centre. Vehicle movements and parking (both authorised and unauthorised) dominate all but the smallest side streets.

The design of the streets is consequently very much vehicle focused. The volume, speed and resulting noise of traffic can make

for unpleasant conditions in which to linger for pedestrians and creates a poor setting for key heritage assets such as the grade II* listed St John's Church and grade II listed Centenary Church and Grand Theatre.



Figure 14: The setting of St John's Church is currently dominated by highway (Credit: Johnny Bean Photography)

Generally street surfaces are of low-quality materials. The highest quality streetscape materials, most of which are historic, survive on the back lanes, and parts of St Leonard's Gate and Phoenix Street. There are also stretches of wide stone kerbs in the Damside area.



Figure 15: Stone setts re-laid on Calkeld Lane, along with those in other areas of the city during the 1990s



Figure 16: Historic stone paving survives on Lodge Street to the side of the Grand Theatre but the footways, including to the front of the theatre, are extremely narrow.

Pavements are generally narrow with poor crossing opportunities. Unauthorised

²³ A walking audit of the HSHAZ area was carried out in June 2019 which identified low scores against cohesion, safety, attractiveness and

parking including vehicles mounting pavements for parking and loading which presents significant challenges to pedestrians, as well as damage to kerbs and paving. There are a high number of pedestrian bollards throughout the area (see Map 6). Placed to limit pavement parking to protect pedestrians these can unfortunately also serve to restrict spaces for pedestrians, particularly those at the western end of St Leonard's Gate, in front of the listed buildings, as well as on Damside Street.

Cycle infrastructure has been retrofitted, is utilitarian in appearance and severs and confuses the legibility of routes for pedestrians, particularly in the Damside area and its junction with the gyratory.²³



Figure 17: The damaged and infilled footpath on a section of Damside Street

directness. This combined with a poor accident record creates an unwelcoming environment to support footfall and dwell time.

With opportunities for pedestrian movement very impaired and no significant space for pedestrians to gather, trading conditions and the use of buildings are negatively affected.

To increase footfall and dwell time there is need for new development and highway and public realm improvements to provide:

- safe and inviting routes for pedestrians
- well located crossings (including across the gyratory and connecting into the city's pedestrian zone)
- the creation of spaces for people to linger, rest or gather
- Better controlled on-street parking
- Off-street parking provision that discourages excess vehicle circulation and penetration of the area
- reductions in street clutter (see 2.3.1.2 below)
- Well-sited and designed new street furniture, particularly seating, which can be multi-functional and help reveal more about the area's heritage.

Improvement and enhancement of streetscape and public realm in the ways suggested would make streets safer and more pleasant for pedestrians, help with business confidence, increase appetite to invest and have a positive impact on the setting of heritage assets, especially the grade II* listed St John's Church. St John's churchyard itself is owned by the Diocese of Blackburn but maintained by Lancaster City Council. It has the potential to offer a valuable green space for people and wildlife.

2.1.7 Opportunity:

2.1.7.1 Public realm

Significant public realm improvement requires substantive reductions in how traffic and parking dominate streets within and around the Mill Race Area. This is likely achievable only via a major city centre wide intervention to rebalance the use of streets towards pedestrians and cyclists and away from vehicle movements. There has been consideration of such interventions but at the time of writing no active programme for delivery.²⁴

²⁴ The 2016 *Lancaster District Highways and Transport Masterplan* sets out a range of schemes to be developed by 2031, intended to reduce to the dominance of traffic in the city centre, with more people using sustainable transport. *Lancaster City Centre Movement and Public Realm Strategy (2020)* aims to build upon and realise the vision for the city centre as outlined in the Masterplan. The *Movement Strategy* considers

eight different route options, which formed part of a public consultation. These were narrowed down to three options, and further analysis of the of the options by Lancashire County Council, in their role as Highway Authority for the district is anticipated shortly. It is envisaged that this will include further public engagement.

Masterplanning and development proposals for the Canal Quarter area which overlaps with the HSHAZ, should continue to consider how the redevelopment of this area should work with the Mill Race street grain and reach out to strengthen and enhance both east-west connections such as at and around Stonewell but also north-south connections to North Road and beyond to enhance connections to the river with attractive, legible routes.



Figure 18: Completed Damside Street public realm improvements (2023) with bespoke bollard icons reflecting the features, industries and businesses that helped shape the Mill Race Area

Meanwhile, HSHAZ delivery presents opportunity to deliver focused public realm improvement projects which can help create a safer, healthier, distinctive and more welcoming environment to support footfall, community activities and events. Damside Street, Church Street / North Road junction

and the setting of the Grand Theatre are the priorities for public realm improvements that have the potential to be delivered through the HSHAZ and work is underway to deliver these within the time frame of the HSHAZ programme.

2.1.7.2 Street clutter

An audit of street furniture has been undertaken (see Map 6). This has revealed that there is only one bench in the area (at the bottom of Lower Church Street) which, for an area where longer dwell times should be encouraged, clearly needs addressing. However, there is also an opportunity to reduce visual clutter. For example, identifying those items which could be removed or repositioned, including management of A-boards and other free-standing signage. There may also be signs which could be amalgamated and share posts, as well as those which are no longer needed. Traffic regulations also don't always require road markings and where they do should be appropriate to the conservation area status. All these things can help improve visibility and movement, as well as enhance the appearance of the area.

2.1.8 Issue 3 Policies:

1. New development and highways and street improvement schemes will be informed by Historic England's *Streets for All: Advice for Highway and*

Public Realm Works in Historic Places,
2018.

connectivity and enhance the
settings of heritage assets.

2. A palette of materials to be used in the area, based on the area's local tradition, will be agreed.
3. On completion of any improvement schemes, an asset register, together with as-built plans, shall be provided to the County Council's Highways team and the Council's public realm team to support operational management and ensure that future interventions are like-for-like.
4. Ensure the retention and renovation of historic street signs, and the retention of ghost street signs in forthcoming planning applications.
5. Address the issues raised by the street furniture audit to help reduce street clutter, encourage longer dwell times, improve visibility, movement and the area's appearance.
6. Consider how heritage interpretation can be incorporated into city-wide public realm improvement schemes.
7. The Council will promote the interests of the Mill Race Area, in any city-wide traffic amelioration schemes and encourage new development to deliver complementary pedestrian friendly improvements to improve

2.4 ISSUE 4: OCCUPANCY AND USE

Objective: To encourage uses which are compatible with a building, and which will make a positive contribution towards the area becoming an integral part of the city centre and a desirable place in which to live, work and visit.

The only listed building in the HSHAZ area currently fulfilling the use for which it was originally intended appears to be the Grand Theatre. There are a number of listed former houses in the area, such as those at the southern end of St Leonard's Gate, which are once again in residential use. However, almost without exception, they are now student flats rather than dwelling houses.

Whilst there are a variety of different building uses within the area, student accommodation is becoming the dominant use. As well as adaptations, these include purpose-built student flats on gap sites, such as those recently completed on North Road, opposite St John's Church.

There are also large numbers of hot food takeaways in the area, and the vacancy rate

in the area is at 26%, higher than the 2014 city average of 11.7%.

With several prominent long-term vacancies, and a number of evening-only uses, the daytime-activity is reduced in this area. [see Maps 2, 3 & 4]

A key reason for this is recognised as being the effect of the gyratory traffic system, which has severed the area from the pedestrianised town centre, which impacts negatively on footfall and dwell time in the area, therefore making the retail units less attractive to potential new tenants/owners. In addition, the flooding events in recent years have also caused some of the vacancies.

2.1.9 Alternative uses:

Empty buildings are usually viewed negatively and can become eyesores very quickly since maintenance and minor repairs will often stop once they are no longer occupied, and they can fall into a cycle of decline. This can also determine how people perceive an area.

The best solution for an historic building will be one which secures its long-term future whilst preserving as much as possible of its historic fabric.²⁵ The National Planning Policy Framework (NPPF) talks about buildings

²⁵ *Managing Change in the Historic Environment: Use and Adaptation of Listed Buildings*, Historic Environment Scotland, 2019 (updated 2020). P. 10

being put “to viable uses consistent with their conservation”.²⁶

However, it is recognised that the cost of repair (and conversion to the optimum viable use²⁷) can sometimes exceed its market value on completion, resulting in a conservation deficit²⁸. It might be possible to overcome this via an additional funding source or changes to the ownership model. However, where this proves impossible then well-designed enabling development might be justified in order to secure the asset’s long-term future.

An example of a prominent listed building in the HSHAZ area which is proposed to undergo adaptive re-use is St John’s Church. [See Case Study C below]

²⁶ *National Planning Policy Framework (NPPF)*, Ministry of Housing Communities & Local Government, 2021, para. 197(a)

²⁷ Viability appraisals are produced to consider the various options for a sustainable end-use and give an idea of costs and values, including the conservation deficit.

Planning Practice Guidance (PPG), Paragraph: 015 Reference ID: 18a-015-20190723 states:

It is important that any use is viable, not just for the owner, but also for the future conservation of the asset: a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm

In order to determine what an appropriate alternative use might be, it is important first to understand what is important, or significant, about a heritage asset, and how any impact on this special interest will be minimised. This is particularly important when the asset is a listed building, since the interior is also protected. A Heritage Statement is required in order to demonstrate that this process has been followed to the local planning authority.

Where a new use might affect the external appearance of the building, then consideration must also be given to impact on the setting of any other heritage assets affected, since “Significance derives not only from a heritage asset’s physical presence, but also from its setting”.²⁹ This may

to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes. The optimum viable use may not necessarily be the most economically viable one. Nor need it be the original use. However, if from a conservation point of view there is no real difference between alternative economically viable uses, then the choice of use is a decision for the owner, subject of course to obtaining any necessary consents.

²⁸ Development appraisals are used to identify the end-use for the building or site and why it is the preferred option. They provide a full break-down of the costs, including the market value of the completed development.

²⁹ Annex 2: Glossary, ‘Significance (for heritage policy)’, *National Planning Policy Framework (NPPF)*, Ministry of Housing Communities & Local Government, 2021, p. 72

therefore include neighbouring buildings, as well as the conservation area itself.

Therefore, a Heritage Statement is required where the building itself is considered to be a heritage asset, or would impact upon the setting of one.³⁰ [See Issue 2: Townscape]

2.1.9.1 *Opportunity:*

Where a building is to be adapted for a new use, there is an opportunity to enhance the appearance of the building and the wider area. For example, it can provide the chance to restore its appearance or features of special interest, or to remove later unsympathetic alterations both externally and internally.

It has long been recognised that historic buildings are often more desirable and able to attract higher rentals and returns. Surveys of business owners and operators based in listed buildings have shown that most consider that they benefit from their historic premises.³¹ Research by Historic England has also demonstrated that historic places are more attractive to businesses and visitors, investment in historic areas delivers substantial economic as well as environmental benefits and that investment

in the historic environment significantly improves the way people feel about places.³²

The re-use or adaptation of historic buildings is sustainable, since it keeps carbon locked up. The demolition of historic buildings and their replacement with new buildings releases excessive carbon emissions which cannot be off-set, no matter how energy efficient the new building is. Their adaptation or re-use, and making them more energy efficient, will result in carbon savings in line with the local and national targets for becoming net-zero. In short, historic buildings have a key role to play in the fight against climate change. [see Issue 9: Flooding and Climate Change]

The process of determining the best use for a heritage asset also requires finding out more about them, through analysis and research, which will result in a much greater understanding of them. This in turn will result in enhancements to the Historic Environment Record (HER). It is highly likely that where a listed building is to undergo an adaptation, that there will be a requirement to record it. The level of recording required

³⁰ Lancaster City Council provides guidance on preparing a heritage statement [<https://www.lancaster.gov.uk/planning/conservation/heritage-statements>]. So too does Historic England [<https://historicengland.org.uk/images-books/publications/statements-heritage->

[significance-advice-note-12/heag279-statements-heritage-significance/](https://historicengland.org.uk/images-books/publications/statements-heritage-significance/)]

³¹ <https://historicengland.org.uk/whats-new/news/businesses-benefit-from-listed-buildings/>

³² <https://historicengland.org.uk/content/docs/planning/heritage-foundation-for-success/>

will depend on the nature of the building and the proposed interventions.

The reuse or adaptation of the existing building stock in the area should be encouraged and the HSHAZ will seek to support work to provide a robust evidence base and help build confidence in the area, where possible, including the production of condition surveys, options appraisals, an upper floors study and development briefs.

2.1.10 Student accommodation:

Recent adaptations have involved some of the area's largest buildings, many of them listed, including St Leonard's House, the former Gillow showroom, the former Phoenix Working Men's Club (built as a coffee tavern), the former warehouses at 98 St Leonard's Gate and 47 North Road, and the former townhouses of no.s 110-114 and no. 127 St Leonard's Gate. All of these buildings now provide student accommodation.

There are also a number of proposed student accommodation schemes, including those approved but not yet implemented, or only very recently completed, such as the adaptation and new-build scheme in Wood Street/Dye House Lane. Others are in the early stages of planning.

Student accommodation is often perceived negatively, due to the issues commonly associated with it, such as seasonal depopulation, a lack of community cohesion, parking provision and traffic congestion.

However, the adaptive re-use for student accommodation of a number of large vacant buildings within the HSHAZ area has ensured viable futures for these heritage assets and has resulted in their refurbishment externally. This has, in turn, helped the general appearance of the townscape and supports footfall throughout the day and evening. Purpose-built student accommodation can also help regenerate vacant brownfield and derelict sites [see Issue 5: Gap sites]. Such developments also release the pressure on the city's traditional housing stock, returning it to the open-market, providing much-needed affordable accommodation for rent or purchase.

2.1.10.1 Opportunity:

With two universities in the city, students form an important part of the local economy and the city's student population is growing each year. In 2016/17, Lancaster University's total student population was 13,686, and in 2020/21 it was 16,595.³³

A greater awareness of the area's heritage and an appreciation of the buildings offers

³³ Lancaster University, Student Statistics [https://www.lancaster.ac.uk/data-analytics/studentstatistics.html]

an opportunity to address the issue of community cohesion. [see Issue 6: Understanding and Interpretation].

Sensitive adaptations and new developments offer the opportunity to ensure that the townscape is not diminished, but enhanced, or at least sustained. It is therefore important that the design of new development is sympathetic to the existing character of the area, the surrounding built form, and wider setting. As well as satisfying the relevant Historic Environment policies in the Local Plan, schemes for purpose-built student accommodation must also comply with Policy DM7: Purpose Built Accommodation for Students.

2.1.11 Retail uses:

There are some unlisted C19 purpose-built shops within the area (e.g. 133-139 St Leonard's Gate), which retain these uses, and shopfronts, though most no longer have their original shopfronts (no. 139 has a late C19 shopfront). No. 4-5 Stonewell, is an example of a purpose-built shop, dating from c.1883, though with a modern shopfront. However, it was also a prominent long-term vacancy, but has undergone repair and refurbishment to re-establish its ground floor commercial use, with high-quality studio flats for students above, with assistance from

a HSHAZ grant [see Case Study B. Issue 2: Townscape].

There are a number of former houses which were adapted to retail uses at ground floor level during the C19 and C20. These provide active street frontages, though some are currently vacant.

It is important to retain/encourage uses which continue to give people a reason to visit the area. Vitality is essential to the viability of the High Street. Uses which provide active street frontages where retail frontages exist should be encouraged.

Changes made to the General Permitted Development Order (GPDO) from August 2021 mean that development consisting of a change of use from a building within use Class E (commercial, business and service) to a use within Class C3 (dwellinghouses) are permitted, even in conservation areas (new Class MA). However, where the building is within a conservation area and the change of use would involve the ground floor, an assessment of the impact of that change of use on the character or sustainability of the conservation area will be required.³⁴

³⁴ *The Town and Country Planning (General Permitted Development etc.) (England) (Amendment)(No.2) Order 2021*

2.1.11.1 Opportunity:

Within the Mill Race Area, consideration should be given to the introduction of an Article 4 Direction to prevent the conversion of ground floor units to residential at ground floor. There is, however, also much opportunity to make use of vacant floor space above, and this should be encouraged.

Building owners and developers should be encouraged to ensure that day-time³⁵ active street frontages are maintained, though this need not necessarily involve retaining strictly retail uses. Cultural activity or meanwhile uses can help focus attention on a property or area, change perceptions and offer security and peace of mind to an owner as well as creating an opportunity for enterprise and community benefit.

Active street frontages are important for the vitality and safety of an area, providing informal surveillance.

Whilst Lancaster's Primary Shopping Area (PSA), as identified in the Local Plan, does not cover the whole HSHAZ area, and only the Lower Church Street properties are identified as Secondary Retail Frontages, the Council does plan to review the extent of the city's PSA following the completion of the

Canal Quarter regeneration, to ensure that it accurately reflects the core retail areas of the centre.³⁶

The Lancaster Business Improvement District (BID) also extended the BID Zone within which it operates in 2021, and this now takes in all of the Mill Race Area. This means that more businesses will benefit from their direct support.³⁷

There is an opportunity to reinstate traditional shopfronts and enhance the appearance of the building and wider area. During the life of the HSHAZ programme and while funds permit, grants are being offered to building owners and businesses in the area for the appropriate repair, conservation and re-use of key heritage assets.

Investment in the area's buildings provides a springboard for changing perceptions of the area, to one of cared for, animated and distinctive streets. This will, in turn, encourage further private investment.

³⁵ Where premises which cater for the evening-only trade are allowed, steps to better manage associated litter and off-street parking bays for delivery vehicles need to be considered.

³⁶ Policy TC2: Town Centre Designations in Local Plan, Part 1: *Strategic Policies and Land Allocations DPD*, and DM16 and DM17 in Part 2: *Development Management DPD*, July 2020

³⁷ <https://lancasterbid.org/about-us/bid-zone/>

CASE STUDY C: ST JOHN'S CHURCH

The Church of St John the Evangelist is a grade II* building, dating from 1754-5, and is thought to be by Henry Sephton of Liverpool. It was built as a chapel of ease for Lancaster Priory during the town's period of rapid growth during the mid-C18. The church was remodelled in the 1784 by Thomas Harrison, when he was working on Lancaster Castle, and the distinctive tower and spire added. The church was re-ordered in the 1870s and again in the 1920s, but its exterior and interior are pleasingly characteristic of the period in which was built. Its highly significant fine box pews remain intact, as do many of its fittings.

The building has been vacant for the past 40 years and passed into the care of The Churches Conservation Trust (CCT) in 1983. The CCT has worked hard to maintain the building during this time, but its problems were exacerbated by the severe flooding experienced by the area in 2015. The church is on both the national Heritage at Risk (HAR) Register (Priority A) and on the council's local Buildings at Risk (BAR) Register.

The CCT has stabilised the building following a number of costly works and additional maintenance, some as a direct consequence of the flooding. They also launched a Stop the Rot campaign in 2018, and identified the church as one of the Trust's four national target buildings to address.

As the CCT is already core-funded by government, St John's is ineligible for a direct HSHAZ grant. However, officers involved in delivering the HSHAZ have been supporting the CCT in bringing forward capital works to secure the building's future, which fortunately is now looking more positive. This includes a provisional contribution by the city council up to the value of £500,000 to help realise the repair and re-use of the building. Delivery will be dependent on the success of further external funding bids.

The CCT has been working with the Lancaster & District Chamber of Commerce who have identified the need for high quality co-working and event spaces to support small and medium-sized enterprises in Lancaster, helping local people to grow their businesses and the city centre to flourish.

With funding from the Architectural Heritage Fund (AHF), the CCT commissioned Buttress Architects to produce a series of options for the building, set out in the feasibility study, *Reimagining St John's*, May 2021. The study set out three options for the building, the second of which (Option B) involved the retention of the nave pews and modification of a small number of aisle pews, to improve the building's functionality. This was the preferred option. Option B involved an innovative 'Pew Toolkit', which would enable adaptations to facilitate a variety of uses, such as desks, displays for exhibitions or markets, and meeting spaces. A similar concept was to be applied to the balconies.

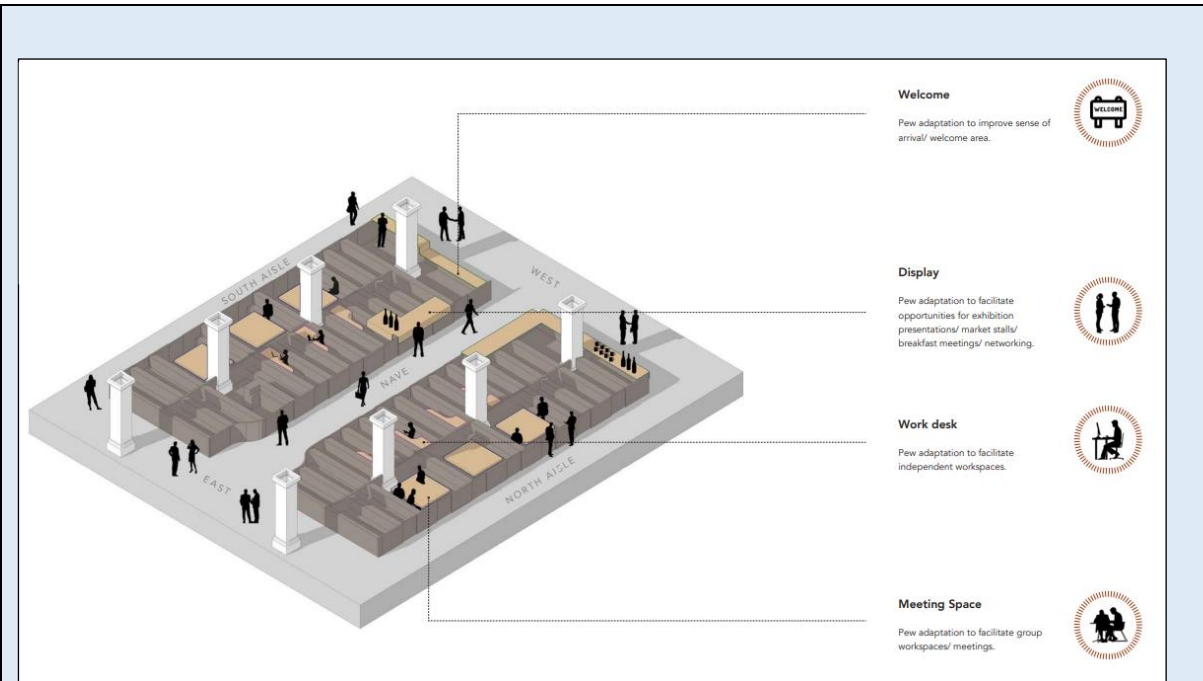


Figure 19: Reimagining St John's, Feasibility Study, May 2021, Buttress Architects Ltd.

In order to avoid significant intervention internally, an extension to the building is also required to provide the accommodation deemed necessary to make the church into a viable and sustainable centre for commerce, which includes WCs. An extension to the north of the site was shown as the preferred location in these early concepts, to minimise the visual impact on the principal elevations and the townscape. A range of extension proposals in this location is being considered.



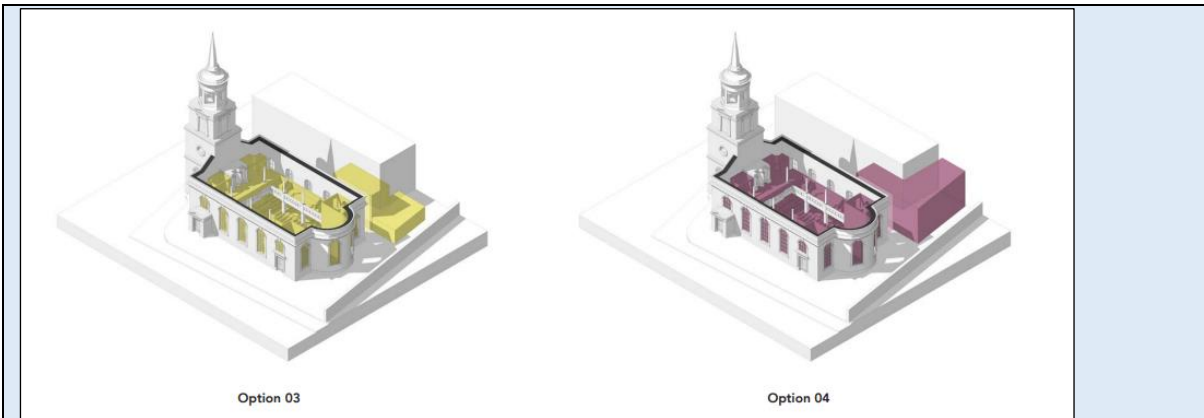


Figure 20: Reimagining St John's, Feasibility Study, May 2021, Buttress Architects Ltd.

In considering these options, the CCT have also been liaising with Historic England researchers and specialist advisors to update the building's assessment of significance to help inform key decisions as proposals are progressed.

Whilst at an early stage of the development, this was an example of an informed and creative solution for a highly significant heritage asset in order to safeguard the building for future generations and provide an exciting new destination for the local community in the heart of the Mill Race Area.

The CCT were awarded a development grant of £393,507 by the National Lottery Heritage Fund in 2022. The ideas for the repair and re-use of the church are currently being further developed, informed by further research and understanding of the building.

2.1.12 Issue 4 Policies:

1. Continue to monitor the activity and use in the area to understand the impact that the HSHAZ has on the local community and local economy and in order to support effective project planning, delivery and legacy.
2. Continue to work with the Lancaster Business Improvement District (BID) and other partners to support businesses within the Mill Race Area and to help further the collective aims of creating a more prosperous city.
3. Prioritise retention of ground floor units in active daytime uses and consider introducing an Article 4 direction to control changes of use.
4. Proactive support by the HSHAZ and encouragement of building owners to undertake historic research, the production of condition surveys, options appraisals, upper floors studies and development briefs for those buildings which are vacant or under-used.

2.5 ISSUE 5: REDEVELOPMENT OF GAP SITES

Objective: To ensure the sensitive redevelopment of gap sites which conserves or enhances the quality of the townscape and demonstrates good design, in line with national and local policy, design guidance and advice.

There are a number of gap sites within and around the HSHAZ area and the reasons for this vary. Several of them are the result of the slum clearances between the wars and other buildings, such as those on St Leonard's Gate, were swept away during the 1960s in anticipation of the proposed Eastern Relief Road which was never implemented. Many of these sites have simply been used as car parks, service yards and underused 'back land' areas since then.

Gap sites can cause harm to the appearance of an area, eroding its close grain, as well as to its vitality and viability.

2.1.13 Opportunity:

There is an opportunity to sensitively redevelop gap sites to benefit the area, both economically and physically, by improving its legibility; helping to define its street

frontages, as well as its back lanes and alleys.

One such site has recently been developed for student accommodation on North Road and another on Wood Street/Dye House. A further student accommodation scheme on Nile Street, adjacent to St John's Church was previously approved.



Figure 21: Gap site on St Leonard's Gate, at the Pitt Street entrance

All development proposals within the Mill Race HSHAZ area must comply with Policy EN1: Mill Race Heritage Priority Area in the *Strategic Policies & Land Allocations DPD* (July 2020), in addition to all relevant policies in the *Development Management DPD* (July 2020), particularly regarding the historic environment (DM 37-42) and flood risk (DM33-34). Those properties which additionally fall within the Canal Quarter boundary must also comply with Policy SG5:

Canal Quarter, Central Lancaster in the *Strategic Policies & Land Allocations DPD*.

Gap sites and areas of cleared land also present an opportunity for archaeological investigation where its archaeological potential is recognised. Desk-based assessments and, where necessary, field evaluations may be required as part of a planning application submission, in accordance with the NPPF.³⁸[see Issue 7: Archaeology]

2.1.13.1 *Heritage Statements*

Understanding the significance of any heritage assets affected is key to designing a successful development scheme, which must be accompanied by a robust Heritage Statement. A Heritage Statement is required to assess the impact of the development on the heritage assets affected, since their significance also derives from their setting. The buildings affected may not only be those immediately adjacent to the site and are likely to include the wider conservation area. The Council provides guidance on writing Heritage Statements on its website³⁹, and there is also an Historic England Advice Note on this subject: *Statements of Heritage*

³⁸ NPPF 2021, para. 194.

³⁹<https://www.lancaster.gov.uk/planning/conservation/heritage-statements>

⁴⁰ <https://historicengland.org.uk/images-books/publications/statements-heritage-significance-advice-note-12/heag279-statements-heritage-significance/>

Significance: Analysing Significance in Heritage Assets (Historic England Advice Note 12, October 2019).⁴⁰



Figure 22: View from the corner of Lodge Street/Brewery Lane capturing three heritage assets (1 Lodge Street, Coach House and 50 St Leonard's Gate)

2.1.13.2 *Designing in context*

Designing in context is crucial, and part of this is understanding the impact on the setting of the heritage assets affected.

As the NPPF states, the extent of the setting of a heritage asset, “is not fixed and may change as the asset and its surroundings evolve.”⁴¹

⁴¹ Annex 2: Glossary, ‘Setting of a Heritage Asset’, *National Planning Policy Framework (NPPF)*, Ministry of Housing Communities & Local Government (MHCLG), 2021

New buildings within the city centre have the potential to impact on the setting of numerous heritage assets, and these considerations are likely to overlap with those of townscape, urban design and the character and appearance of the conservation area.⁴²

Building heights are a key consideration and, as set out in *Issue 2: Townscape*, the scale of the buildings within the Mill Race Area tend to be of a more domestic scale of two and three-stories, other than the key landmark building of notable scale, all of which are listed, which include the Gillows Works, the two church spires and the Grand Theatre. It is important that their impact is not diminished, and their setting harmed by new buildings seeking to match their scale.

As Historic England's *Setting of Heritage Assets* good practice advice suggests, those heritage assets likely to be affected by a development proposal should be identified from the outset.⁴³ The document sets out a staged approach to assessing the impact on setting, which should be followed by the local authority and developer. This aligns closely with Policy DM39: The Setting of Designated Heritage Assets in the Local Plan.

⁴² *The Setting of Heritage Assets, Historic Environment Good Practice Advice in Planning Note 3* (second edition), Historic England, 2017, p. 4

The Council's Development Management DPD policies (DM38, 39 & 41), as well as Policy SG5 (Canal Corridor, City Centre), provide design parameters. The Canal Quarter development area also has the *Canal Quarter Strategic Regeneration Framework* (February 2021), a Supplementary Planning Document (SPG), which sets out design principles to guide future development of the area.

Historic England's *Managing Significance in Decision-Taking in the Historic Environment, Historic Environment Good Practice Advice in Planning: 2* (July 2015) sets out the factors which should be considered in determining the appropriate scale, height, massing, alignment, materials and proposed use of new development within its context:

- The history of the place
- The relationship of the proposal to its specific site
- The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept
- The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces,

⁴³ *The Setting of Heritage Assets, Historic Environment Good Practice Advice in Planning Note 3* (second edition), Historic England, 2017, 'Step 1: Identify which heritage assets and their settings are affected', pp. 9-10

public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size

- The size and density of the proposal related to that of the existing and neighbouring uses
- Landmarks and other built or landscape features which are key to a sense of place
- The diversity and uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces
- The topography
- Views into, through and from the site and its surroundings
- Landscape design
- The current and historic uses in the area and the urban grain
- The quality of materials⁴⁴

Early engagement with the Council is encouraged through pre-application discussion. The Council offers three levels of pre-application advice. The levels offered range from a desk-based assessment of the proposals (Level 1) to a more comprehensive appraisal of the proposals (Level 3), which includes the opportunity for the applicant to

⁴⁴ *Managing Significance in Decision-Taking in the Historic Environment, Historic Environment Good Practice Advice in Planning: 2*, Historic England, July 2015, para. 53, p.15
[[present their proposals to the Council's Member Engagement Forum to obtain feedback from councillors, including ward councillors. Level 3 advice is suitable for major development proposals.](https://historicengland.org.uk/images-</p></div><div data-bbox=)

Historic England also offers a Pre-Application Advisory Service. It is recommended that major development proposals also involve Historic England at an early stage.⁴⁵

2.1.13.3 Development briefs and masterplans

Development briefs and masterplans may prove beneficial for large, more complex and/or sensitive vacant sites. They are a key tool in place making, ensuring that the character and significance of the historic environment is properly referenced.

Development briefs and masterplans provide planning and design guidance on how a specific site should be developed, responding to local development needs and the townscape. They involve collaborative working between the community and stakeholders and will be encouraged by the Council.

books/publications/gpa2-managing-significance-in-decision-taking/gpa2/]

⁴⁵ <https://historicengland.org.uk/services-skills/our-planning-services/charter/our-pre-application-advisory-service/>

2.1.14 CASE STUDY D: THE GRAND THEATRE

The Grand Theatre wants to partially redevelop land adjacent to the theatre in order to develop its offer as a key cultural and heritage asset for the city. This significant grade II listed early theatre is constrained in its basic provision of access, bars and toilets, as well as ancillary space.

In 2019, planning permission and listed building consent were granted for a new foyer and studio, to provide a flexible space for related cultural activities and events, which would face onto a small new public square and parking area. These plans were updated in 2022 to include a widened public space to allow potential for improved pedestrian connectivity with the Canal Quarter. The proposed foyer was sensitively designed to respect the listed theatre building, as well as the Conservation Area. As an independent structure, it would be visually separated from the old using a glazed, light-touch approach. It would also enable the theatre's plan form and internal decoration and fittings to remain unaltered. The massing of the new building was carefully considered to ensure that it would not overpower the listed building or surrounding buildings, resulting in the proposal for a two-storey extension, with a flat roof, and a glazed atrium to the rear which would still allow Sharpe's C19 cottages to be appreciated. Whilst stone and render can be found on the theatre, and on surrounding buildings, a natural stone rainscreen system was chosen due to the new building's simple and understated design. A lightweight system would also enable the clean, square edges to be achieved. This would be combined with glass and brass coloured aluminium.⁴⁶ New Yorkstone paving to the external space would also complement the setting of the new building whilst soakaway SuDs features would be implemented below to improve drainage.



Figure 23: Indicative CGI of the proposed Grand Theatre foyer (3D Reid, 2018)

⁴⁶ *The Grand Theatre, Lancaster Design and Access Statement, Issue 1*, 3D Reid, June 2018 [Application references: 18/00832/FUL & 18/00852/LB: <https://planning.lancaster.gov.uk/online-applications/>]

2.1.15 Issue 5 Policies:

1. Ensure that development proposals are determined in accordance with the design parameters as set out in Policy DM38, DM39 and DM41 (and SG5 where relevant), as well as the factors set out in Historic England's *Managing Significance in Decision-Taking in the Historic Environment*, *Historic Environment Good Practice Advice in Planning: 2* (July 2015), also taking account of Historic England's *The Setting of Heritage Assets*, *Historic Environment Good Practice Advice in Planning Note 3* (second edition) (2017) and *Making Changes to Heritage Assets*, *Historic England Advice Note 2* (2016).
2. Proposals involving larger, more complex and/or sensitive vacant sites within the Mill Race Area should have design briefs or masterplans produced. It must also be established if any such masterplans or briefs also need specific archaeological input so that prospective developers are informed from the start.
3. Where heritage assets will be impacted, applicants should be encouraged to seek Pre-Application Advice or Specialist Heritage Advice from the Council⁴⁷ (where relevant), and also encouraged to seek advice through Historic England's Pre-Application Advisory Service. Advice should also be sought from Lancashire County Council's Historic Environment Team to ensure that potential archaeological investigation and mitigation works can be taken into account at an early stage.

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<https://www.lancaster.gov.uk/planning/planning-advice/will-i-get-permission>

2.6 ISSUE 6: UNDERSTANDING AND INTERPRETATION

Objective: To create awareness of the Mill Race Area’s heritage, including its more challenging history, through interpretation and cultural activity presented in a sensitive and engaging way which will provide a lasting legacy for the Conservation Area.

A baseline survey carried out in May/June 2021 asked HSHAZ property-owners and the wider community whether they considered that there was much awareness of the area’s heritage. A resounding 80% of respondents felt that there was not. Most agreed that heritage awareness would help create a greater sense of community. Given the increase in provision of student accommodation within the HSHAZ area in recent years with a high turnover of occupants, issues such as well-being and community cohesiveness clearly need addressing.

There is a great opportunity to promote the heritage of the area and to engage with the local community as well as other partners

such as Lancaster University and Lancaster City Museums.

2.1.16 Opportunities:

The HSHAZ Cultural Programme: *Mill Race: Flow of Change*⁴⁸ uses the area’s rich heritage to inspire and deliver a number of events and activities which seek to engage the local community. This includes collaborations with existing community cultural events, such as Heritage Open Days and Light Up Lancaster.



Figure 2: FLOW: Marking the Mill Race, April 2022. Artists David Boulton and Loz Kaye worked with Lancaster Arts to help expose the route of the Mill Race above ground using bodies and voices. (Photo credit: Richard Berry of Reel Things)

Given the area’s long history, spanning back to the Roman period, there is much that could be covered, and a number of aspects of the area’s heritage which could be highlighted to help foster a greater understanding of the area. The question is,

⁴⁸ To learn more about Mill Race: Flow of Change see www.lancaster.gov.uk/millrace

what should be highlighted and how should it be presented?

The seeming lack of awareness of the mill race has seemed like an obvious place to start. It is also the key link, connecting the HSHAZ area's long history from the Romans (as the possible extent of the river at that time), and the medieval period as the site of the town's corn mill, followed by the development of the land between the mill race and the Lune, the Green Ayre, as the town's transatlantic trade expanded, and the town's involvement in the slave trade became established. Later, when Lancaster had lost its position as one of the country's foremost trading ports, but industry was booming, the area around the mill race became home to much of the city's worker population, as well as contributing to the ill-health of the town, which acted as a catalyst

for many of the town's reforms, including its water supply and drainage system.

The area around Damside Street, and the site of the mill, would seem to be at the heart of this and the proposed public realm schemes offers an opportunity to provide interpretation in this area, whether this be incorporated into the streetscape, perhaps through seating, in the street surfaces or on interpretation boards, for example.

The use of text on street surfaces, and other low-level surfaces, has already been used to great effect elsewhere in the city and the district. This approach could be used to enhance the 'Mill Race Area Heritage Trail' experience through the Mill Race Area, which identifies those buildings or sites of heritage significance and reveals little-known aspects of the area's past (see 2.6.1.1).

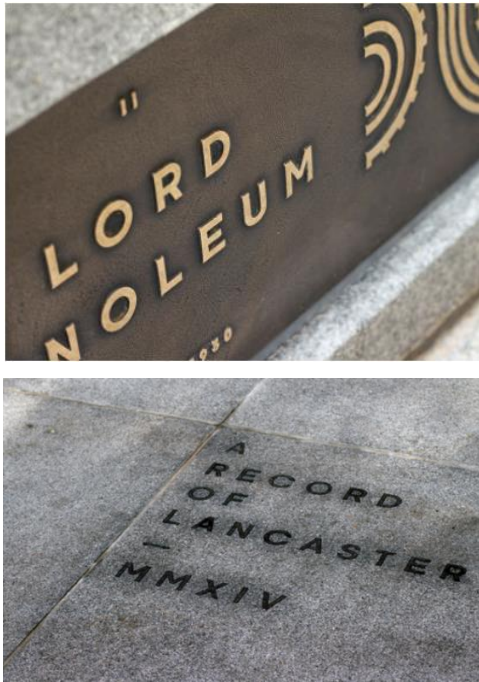


Figure 25: A Record of Lancaster ‘performance plinth’ (BCA Landscape)



Figure 26: Morecambe’s Flock of Words, 2003 (Lancaster Vision)

Another method of conveying important narrative about the city’s heritage will be through the use of the wayfinding monoliths which have proved popular in the city centre. These were based on the award-winning ‘A Record of Lancaster’ and are proposed for North Road and St Leonard’s Gate.

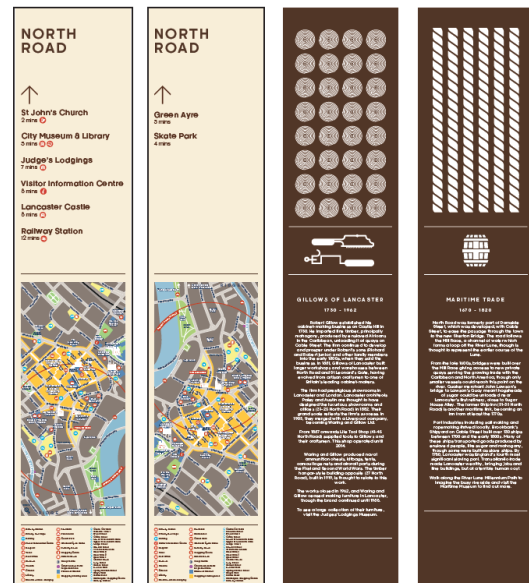


Figure 27: Draft artwork and narratives for one of the new pedestrian wayfinding monoliths

2.1.16.1 Heritage plaques

Lancaster's Green Heritage Plaque scheme is managed by Lancaster Civic Vision, and the Civic Society is responsible for having erected over 30 plaques on some of Lancaster's most historically significant buildings over the past 40 years.⁴⁹

Twelve new plaques have been designed for the Mill Race Area, with support from Lancaster Civic Vision. The plaques are linked to a Mill Race Trail (in leaflet form and online).⁵⁰ The final plaques were voted on and chosen by the public in the spring/summer of 2022.



Figure 28: One of the twelve new plaques, erected at 113 St Leonard's Gate revealing the building's original purpose as William Richmond's carriage showroom.

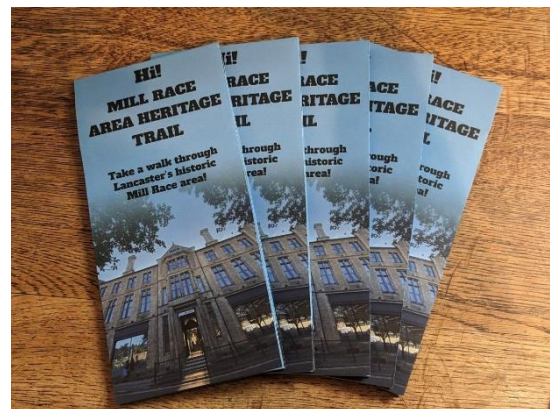


Figure 29: A series of guided walks launched the Mill Race Area Heritage Trail in March 2023.

⁴⁹ Lancaster City Council website provides a Commemorative Heritage Plaques Map, linking photographs of the buildings to a map and details on the Civic Society website: <https://lancaster.maps.arcgis.com/apps/instant/at>

[attachmentviewer/index.html?appid=c4ccf12345254ef9aa2f90a8761ba60c](https://www.lancaster.gov.uk/attachmentviewer/index.html?appid=c4ccf12345254ef9aa2f90a8761ba60c)

⁵⁰ The Mill Race Trail: www.lancaster.gov.uk/millraceheritagetrail

2.1.16.2 *Reparative history*

The area's connections to the story of slavery raises wider questions about how the buildings or sites, and artefacts, linked to the slave trade, to absentee slave and plantation owners and to early black residents of the city should be treated and interpreted.

Lancaster University together with Lancaster Black History Group (LBHG), a grassroots community group of local residents working to fight racism through education, formed in the wake of the 2020 Black Lives Matter protests, has been working on a community research project throughout 2021: 'Lancaster Slavery Family Trees Community History Project'. This is an example of reparative history which has seen LBHG collaborating with over 30 members of the community representing schools, university students, voluntary organisations, community and faith groups who have been researching the ways in which prominent C18 local families were associated with transatlantic slavery, and how this has influenced the economic growth and development of Lancaster and the surrounding areas. The aim of the project is to enable "local people to work together to

face the past, and in doing so face the future."⁵¹

In November 2021, a conference was held at Lancaster University to present the findings of this research. Invited speakers included Professor Catherine Hall, who led the Legacies of British Slave Ownership⁵² project at UCL, and Dr Richard Benjamin who heads the International Slavery Museum team for National Museums Liverpool. The conference also saw the launch of the Lancaster Slavery Family Trees Banner, a textile artwork, and the new 'Glocal Collection'⁵³, a new library collection housed and funded by Lancaster University that seeks to provide a resource for the local community by loaning books and other materials related to Lancaster's role as the fourth largest transatlantic slave-trading port during the C18, and its links with many places around the globe, through trade with colonies.

This project is just the beginning of what is anticipated to be a bigger and longer with multiple strands, that will create public resources to allow other groups to develop their own reparative local history projects.

⁵¹ Tyler, I., 'Facing the Past, Transforming the Future: Doing Reparative History with Communities in Lancaster', <https://www.lancasterslaveryfamilytrees.com>

⁵² The Legacies of British Slave-ownership Database can be found on the Centre for the Study of the Legacies of British Slavery website: <https://www.ucl.ac.uk/lbs/>

⁵³ The purpose of the Glocal collection (global and local), is to "enrich and deepen our understanding of how the city of Lancaster's history is entangled with histories of people and places in West Africa, the Americas, West-indies, and East-Indies, and was shaped by slavery, colonialism, and Empire": <https://www.lancaster.ac.uk/library/information-for-visitors-and-the-public/community-collections/>

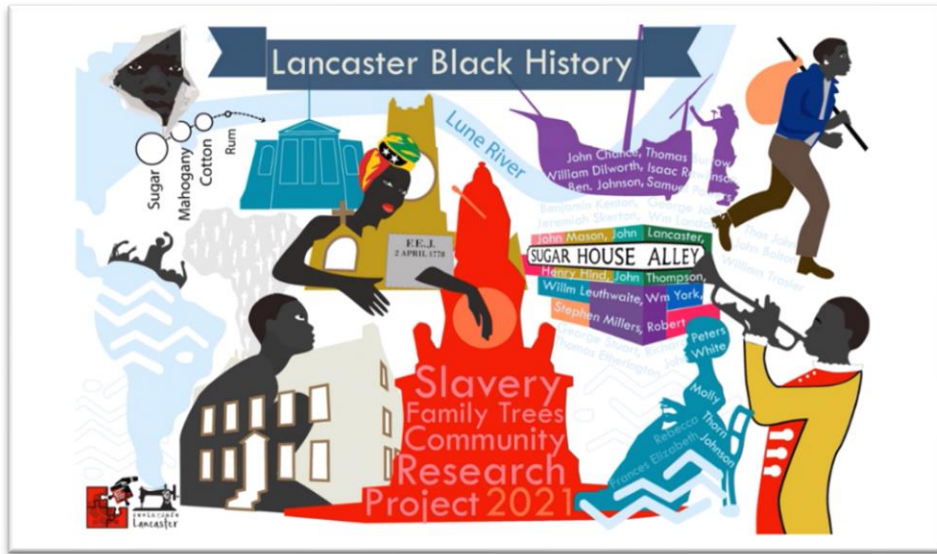


Figure 30: Lancaster Slavery Family Trees Banner design, 2021



Figure 31: The completed banner displayed at Lancaster University Library. A collaboration between Sewing Café, Lancaster and Lancaster Black History Group as part of the Slavery Family Trees Community Research Project, 2021(credit Victoria Frausin)

One of the issues the project raises is that there is a need for public education about connected histories and legacies, in the community’s understanding about the history of the city that we see today. As

Lancaster University’s Professor Imogen Tyler puts it, “In Lancaster we can trace (and can still see) legacies of both *the slave trade* and *the slavery business* in the economic, social and cultural development of the city

and the wider region, including in its woollen and cotton mills, its canal and its civic and welfare estate, including schools, hospitals and more.”⁵⁴

There is an opportunity to ensure that the interpretation of the area’s heritage does not omit or hide its challenging histories, but also to reveal the threads of connection between the transatlantic slave trade and the city’s industrial heritage and welfare heritage.

It is also about celebrating the city and district’s black heritage and making the city’s ‘hidden’ heritage more visible.

The city has a successful *Lancaster Slave Trade, Abolition & Fair Trade Trail*, produced by Professor Alan Rice, in association with Lancaster Maritime Museum. However, the trail has recently been updated to focus on abolition and place a greater emphasis on black people’s making of their own history; by telling stories of runaway servants and visiting black abolitionist speakers, for example,⁵⁵ such as Sarah Parker Remond, the African American slavery abolitionist, who spoke at Palatine Hall in October 1860. It will continue to be updated as more is learned about the individuals involved.

⁵⁴ Tyler, I., *Decolonising Lancaster: a Preliminary Resource List for local teachers and community groups working on Lancaster’s Slavery and Plantation histories*, www.stigmamachine.com

In addition to the trail, there is an opportunity for more permanent markers and memorials, representing a shift from memorialising the slave traders to one of making the voices of the enslaved people heard, and telling their stories, perhaps through the use of plaques on buildings, such as that proposed to Frances Elizabeth Johnson, an enslaved black servant who lived at Castle Park in the 1780s, or other methods. New nearby wayfinding monoliths will also be used for this purpose and to emphasise the city’s global connections, in addition to the potential for more poignant, individual markers or memorials, such as the Stolpersteine, or ‘stumbling stones’, used to great effect in many towns and cities across Europe as memorials to the individuals of Nazi extermination or persecution. Initiated by the German artist, Gunter Demnig in 1992 there are now over 100,000 Stolpersteine in 26 countries. London unveiled its first Stolperstein in May 2022. An example of a poignant artwork also found in the floorscape of London is the Marchmont Street ‘Tokens’. Designed by artist John Aldus, these metal tokens are embedded in the pavement not far from the Foundling Museum. They depict some of the objects left

⁵⁵ [<https://www.lancasterguardian.co.uk/heritage-and-retro/retro/lancaster-slave-trade-tour-makeover-3108184>]

by mothers when leaving their child in the care of the Foundling Hospital.



Figure 32: Stolpersteine in Delft. Small hand-engraved brass squares set into the paving near a victim's last known residence

A considered approach should be applied to those streets which are named after slave traders, such as 'Butterfield Street' or those named after buildings associated with the slavery business, such as 'Sugarhouse Alley'. There are, of course, many other examples across the city. Liverpool has grappled with this issue over a number of years. Large numbers of streets in their city commemorate individuals who prospered from the trade in enslaved people. In 2008, an exhibition was held at St George's Hall called 'Read the Signs', which resulted in pamphlet providing a map and information about the families involved in the trade of

enslaved people and its abolition, and how they came to have places and streets named after them.



Figure 33: 'Tokens', Marchmont Street, Bloomsbury, London



Figure 34: Liverpool's 'Read the Signs' project providing context to the city's street names, 2008

Ultimately, after many years debating the way forward, involving the National Museums Liverpool and community groups, Liverpool City Council passed a motion in January 2020 to retain its street names but to provide another plaque contextualising that name, explaining its origins and links to slavery. The same approach will be adopted for its statues, buildings, monuments. This is an example of the 'retain and explain' approach, which involves the idea of 'contested heritage' helping to educate and to "provide thoughtful, long-lasting and

powerful reinterpretation", rather than seeing its removal.⁵⁶

Lancaster is just at the beginning of its journey of acknowledging its past, and of finding appropriate ways to contextualise its links to transatlantic slavery and plantation slavery in the Caribbean, within its built environment and to bring it to a wider audience. However, the ways in which Lancaster might have been shaped by other plantation economies and slavery, colonialism, and Empire should also be considered and understood.

⁵⁶ <https://historicengland.org.uk/whats-new/statements/contested-heritage/>

2.1.17 CASE STUDY E: PRIORY CHURCH & LANCASTER'S 'FACING THE PAST' PROJECT

Lancaster's Priory churchyard contains the late C18 grade II listed Rawlinson family memorial (a family of wealthy traders who made their money through the slave trade), as well as a number of other memorials linked to the city's slave trading past both within and outside the church. The Rawlinson monument was defaced during the Black Lives Matter protests in 2020.



Figure 35: Rawlinson Memorial (grade II listed), Lancaster Priory Churchyard

Reverend Canon Chris Newlands commented at the time that, “We can’t remove our history, but we want to make sure the city and the Priory is fitting for a world in which we condemn slavery.”⁵⁷ The Priory’s approach has been to leave the graffiti in place until an appropriate way of remembering enslaved people and reflecting on the past has been established at the Priory.

A new slavery memorial is being commissioned for Lancaster Priory churchyard as part of the ‘Facing the Past’ project. Lancaster Priory, the Judges’ Lodgings, Lancaster Black History Group and More Music are collaborating deliver ‘Facing the Past’, with Shadow Justice Secretary MP David Lammy as its Patron. The project aims “to reflect, reveal and redress omissions in our collective memory of the role Lancaster played in the transatlantic slave trade and of the enslaved people who came through or stayed here”. A major aim of the project involves working with schools and ensuring that race and slavery form part of the local curriculum.

⁵⁷ <https://www.lancs.live/news/lancashire-news/its-terrible-part-history-vicar-18402457>

2.1.3 Issue 6 Policies:

1. Engage with community groups, and on projects such as Lancaster's 'Facing the Past', to determine how interpretation projects for the area might complement or work in conjunction with current or previous projects.
2. Find creative ways to engage with the local student population and to make the area's heritage more accessible to them and identify where local projects might be useful to their coursework.
3. Engage with Lancaster University and Lancaster City Museums to identify future research and community engagement projects with links to the HSHAZ area.
4. Ensure that any interpretation is backed up by rigorous, academic research, and is widely consulted upon, engaging the whole community and other stakeholders.

2.7 ISSUE 7: ARCHAEOLOGY

Objective: To ensure that archaeological considerations are at the forefront of any development scheme within the Mill Race Area and that opportunities for furthering our understanding of the area’s heritage are taken and that any adverse impacts are accompanied by appropriate mitigation.

Heritage assets with archaeological interest can contribute directly, or indirectly, to the character of a conservation area⁵⁸, as well as providing an important resource for future research into our shared past. Particularly for the earlier phases, where there is also a lack of documentary evidence, then sub-surface

archaeology is likely to be the most important source of information.

For sites with archaeological interest, whether designated or not, the benefits of conserving them are a material consideration when considering planning applications for development.⁵⁹

It is important that opportunities to learn more about past human activity are not lost, but are investigated and recorded, and that the Historic Environment Record (HER) continues to be enhanced.

The principal of protection and mitigation is set out in Government legislation and guidance, and echoed in Lancaster’s Local Plan (*Part 2: Development Management DPD*) which includes the following policy:

POLICY DM42: ARCHAEOLOGY

Development proposals should conserve or enhance those elements which contribute towards the significance of a Scheduled Monument or an archaeological site of national importance. Harm to such elements will only be permitted where it is clearly justified and outweighed by the public benefits of the proposals. Substantial harm or total loss of the significance of a Scheduled Monument or a site of national significance will only be permitted in exceptional circumstances.

Proposals affecting archaeological sites of less than national importance should conserve those elements which contribute to their significance in line with the importance of the remains.

⁵⁸ *Conservation Area Appraisal, Designation and Management, second edition, Historic England Advice Note 1*, Historic England 2019, para. 92, p. 34

⁵⁹ *National Planning Policy Framework (NPPF) 194, 2021 and Managing Significance in Decision-Taking the Historic Environment, Historic Environment Good Practice Advice in Planning 2*, Historic England July 2015, para. 31, p. 9

Where development affecting such sites is acceptable in principle, the Council will ensure mitigation of damage through preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before or during development. Subsequent analysis, publication and dissemination of the findings will be required to be submitted to the Council and deposited with the Historic Environment Report. The ability to record should not be a factor in deciding whether such a loss should be permitted.

In situations where it is considered that archaeological sites and monuments would be affected, applicants will be required to commission a desk-based assessment with reference to the Historic Environment Record (HER), or greater investigation in some cases, before a planning application can be determined to allow for an informed and reasonable planning decision to be made.

2.1.4 Opportunities:

The archaeological potential of much of the Mill Race Area has previously been the subject of area-wide desk-based assessments, specifically the *Lancaster City Centre Desk-Based Assessment* (2011) and the *Canal Corridor North Assessment of Heritage Significance* (2011).⁶⁰ Both of which determined that the archaeological potential of the area is high.

Part 1 of this CMP summarises the significance the archaeological potential of the HSHAZ area. The HSHAZ is within the immediate vicinity of the Roman civilian settlement or *vicus*⁶¹, and has Roman routes running through it. It is located between the sites of the medieval mill and leper hospital, and contains medieval and post-medieval burgage plots, as well as the site of the town's first sugarhouse, and some of the Green Ayre's earliest development.

Therefore, the potential to encounter sub-surface archaeological remains from the

⁶⁰ NP Archaeology Ltd study was carried out on behalf of United Utilities, ahead of their sewer upgrade works. This study looks at two site boundaries within the historic core: one around Cable Street, Damside Street and Chapel Street, and the other around Parliament Street, Phoenix Street, St Leonard's Gate and Bulk Road. The CCN Heritage Assessment looks at the archaeological potential of the current Canal Quarter site, which overlaps with the HSHAZ site at Stonewell and the south-east side of St Leonard's Gate.

⁶¹ A *vicus* is a specific legal term for a Roman settlement that has been granted specific rights

and responsibilities; it is not known if Lancaster had been given this status although it is certainly possible. The word is used, however, as a convenient shorthand for an organized settlement of the period chiefly associated with the Roman governance and occupation of the country and utilizing Roman building designs and methods. Not all inhabitants will have been Roman citizens (indeed they may have been in a minority), but Roman law, lifestyles and culture would probably have been the norm and people from across the whole empire may have visited or settled here.

Roman, medieval or post-medieval periods is high (see Iles & Shotter map, and UAD map, and historic maps in CMP Part 1).⁶²

The disturbance caused by cellar construction is likely to have reduced the archaeological potential of sites, though not necessarily of Roman levels⁶³. Map 5 identifies those buildings or sites where cellars or basements are known or suspected. On the other hand, where cellars have been present in areas of cleared housing, this also presents an opportunity, as set out in the *North West Regional Research Framework for the Historic Environment*.

From the area's more recent past, there is still an opportunity to learn much about the urban complexity and density of the land use which evolved during the C18 and C19, including the court and yard housing (see HSHAZ map – 19th Century Court & Yard Housing, CMP Part 1, p.109). The *Regional Research Framework* includes an 'Industrial' research agenda (which identifies gaps in current knowledge in the archaeology and

historic environment of the North West). This includes the following research question:

Ind22: How can we take forward our understanding of the impact of industrialisation on the working class and their living conditions?

The linked strategy is as follows:

Ind7.24 – Excavate urban cellars to examine life below stairs in the middle class houses and cellar dwellings and workshops in working class houses.

Ind7.25 – Excavate areas of now undeveloped and cleared former working-class areas regarded as slums.⁶⁴

Opportunities to further knowledge on matters identified in the NW Regional Research Framework should be encouraged.

Given the high archaeological potential of the HSHAZ area, archaeological desk-based assessments of proposed development sites should be carried out by appropriately qualified and experienced experts as a minimum. Lancashire County Council's Historic Environment Team can then advise

⁶² Prehistoric remains have also been found, and it seems probable that there was a settled and organized population here by the Bronze Age, perhaps even a defensive site on Castle Hill. Later activity has, however, limited the survival of material from this period and at present we know too little to predict where further remains may be present.

⁶³ Penney, S. H., *Lancaster: The Evolution of its Townscape to 1800*, Centre for North-West Regional Studies, Occasional Paper No. 9, University of Lancaster, 1981, p. 33

⁶⁴ *North West Regional Research Framework for the Historic Environment*
<https://researchframeworks.org/nwrf/industrial/>,
date questions accepted: 16/1/2020, date of next review: 09/01/2025

whether any further investigation, such as building appraisal or trial excavation, is required in order to provide further information on the location, extent and significance of any built or sub-surface archaeological features so that an informed planning decision being made.⁶⁵

Where a development is permitted that does have an impact upon a heritage asset, works to mitigate that impact may be required as a condition of the development. Such works can range from recording a standing structure to formal archaeological excavation, and may include more than one element or phase of works. The exact scope of the work required will need to be agreed in writing with the Council and it is likely that the works will need to be carried out in

advance of a development commencing. It is sensible, therefore, for any such conditions to be addressed as early as possible, in order to minimise potential timetabling issues or to ensure that proposed methodologies (both of construction and any required mitigation) do not cause unnecessary conflicts.⁶⁶

It is also sensible, as part of the design of any new development, to examine what opportunities there may be to add value by incorporating existing heritage within the scheme, which has the added benefit of retaining features in situ and potentially reducing the levels of mitigation required.

⁶⁵ NPPF 194 states that "Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation."

⁶⁶ NPPF 204 states that: "Local planning authorities should require developers to record and advance

understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted."

2.1.5 CASE STUDY F: DYE HOUSE LANE/DAMSIDE STREET

Dye House Lane is located on the site of the mill dam, as shown on Docton's 1684 map below. Nos 12-16 Damside Street appear to be located partially over the site of the town's water corn mill and probably the original dyehouse. Much of the mill site is under Damside Street. The first reference to the mill appears in the C12, and the mill can first be seen on Speed's map of 1610.



Figure 36: Docton 1684 map overlay showing Damside and Dye House Lane (HER)

A section of the mill race to the west of Dye House Lane was reconstructed in 2013 by United Utilities, when they installed a storm water tank. As the line of the mill race is considered to represent approximately the extent of the River Lune during the Roman period, the work was monitored archaeologically. This work, along with the archaeological work undertaken on the site of 11 Damside Street, revealed a limited amount of Roman material and evidence of Pre-Conquest occupation.⁶⁷

In 2006, Oxford Archaeology (North) (OAN) undertook an Archaeological Desk-Based Assessment and Watching Brief on Dye House Lane, which monitored a mechanical excavation of a single test pit within a central part of the site. The watching brief identified cellars associated with a terrace of late C18/e.C19 houses, and it was considered possible that the waterlogged bases of the mill features survive beneath the cellars and in the uncellared 'island' previously occupied by a yard.⁶⁸

The recent student accommodation development on Wood Street/Damside has offered a further opportunity to learn more about the above ground and sub-surface archaeology of the area, and of the mill in particular.

The works included the adaptation of no. 14-16 Damside Street which offered the opportunity to analyse this building. Whilst much of the building appears to have been rebuilt, and the probability of the standing building containing evidence of milling seemed low, the re-discovered full-height loading door opening to the upper floors which suggest a mid-later C18 date⁶⁹ is certainly of interest, and its revealing has had a positive impact on the character and appearance of the conservation area. It has also influenced the design for the property's new shopfront, along with an 1895 photograph of the building (Figure 36).

The proposed new build element along Wood Street was to be supported on a piled foundation which meant that very little new ground disturbance was to occur. Areas of concrete were lifted to allow the piling to be undertaken which revealed a rubble filled cellar or cellars. Much of this rubble was cleared but it was considered that no evidence of medieval or later deposits associated with the water corn mill appear to survive on that particular site.⁷⁰ However, there may be opportunities to investigate other parts of the mill area further in the future.



Figure 37: Photo of Damside Street, 1895, with no. 14-16 shown to the right of the image. Red Rose Collection, Ref. Identifier NLA20110902001

⁶⁷ Iles, P, Letter from Lancashire Archaeological Advisory Service to Lancaster City Council, dated 2/11/2016 (planning application ref. 16/00171/FUL).

⁶⁸ Clarke, S. and Levey, K., Dye House Lane, Lancaster, Lancashire, Oxford Archaeology (North). <https://doi.org/10.5284/1008101>

⁶⁹ HER, Lancashire County Council Historic Environment Team Event/Activity Full Report (Event ID: ELA2728, ELA2729)

⁷⁰ Iles, P, Letter from Lancashire Archaeological Advisory Service to Lancaster City Council, dated 24/7/2017 (planning application ref. 16/00171/FUL).

2.1.6 Issue 7 Policies:

1. Consider preparing a technical advice note which identifies where investigation and evaluation of heritage assets with archaeological interest will be required to inform planning proposals, and what questions these should be guided to answer, with reference to NW Research Framework.
2. Seek out potential archaeological research projects⁷¹, to inform both the management of the heritage resource and to promote its wider understanding and appreciation, in line with the NW Regional Research Framework for the Historic Environment, by engaging with national and regional heritage bodies, as well as community archaeological groups.
3. Given that there is significant building stock in this area of C18-C19 origin, investigate opportunities to widen awareness of Lancaster's involvement in the trade of this period, particularly elements relating

to the slave trade and plantation goods.

⁷¹ These may focus directly on the Mill Race Area or take the opportunity to address wider themes such as the crossings of the Lune, transport and shipping of goods (what did the Romans import to

their town or export from it and where was it coming from/going to?) or the production of flour, bread and other cereals.

2.8 ISSUE 8: EXERCISING STATUTORY PLANNING POWERS

Objective: To take statutory action where it is justified in terms of unacceptable harm caused to the historic environment of the Mill Race Area which merits protection.

Where breaches of planning control take place within the HSHAZ, it is important that prompt action is taken to investigate the breach, formalise action and to remedy the effects of any wrongdoing. This will help to conserve the area's heritage assets and discourage others from undertaking works without the necessary planning permission, listed building or advertisement consent.

The Council adopted a local enforcement plan, the *Planning Enforcement Charter*, in December 2011 (updated in 2017), which sets out how the Council will address breaches of planning control and how it aims to prioritise its work.

As the Charter sets out, "In considering enforcement action, the decisive issue is

whether the breach of planning control would unacceptably affect public amenity or would unacceptably affect the existing use of land/buildings which merit protection in the public interest."⁷²

Highest priority (Priority A) is given to investigating those cases involving irreparable harm to designated heritage assets, including demolition, alteration or disrepair to listed buildings, as well as demolition of buildings in a conservation area.

The next level of priority is given for works which might include unauthorised changes of use, untidy land/buildings, breaches of planning condition and failure to comply with approved plans which have the potential to cause harm and advertisements that cause harm to visual amenity.⁷³

Policy DM65: The Enforcement of Planning Controls in the Development Management DPD sets out the Council's position on planning enforcement.⁷⁴

2.1.6.1 Section 215 (Untidy Land) powers

The HSHAZ area contains a higher-than-average number of vacant buildings⁷⁵.

Unfortunately, historic buildings are at their most vulnerable when they are empty as

⁷² *Planning Enforcement Charter*, Lancaster City Council, December 2011 (updated 2017), p.3 [https://www.lancaster.gov.uk/planning/planning-enforcement]

⁷³ *Ibid*, p. 5

⁷⁴

<https://www.lancaster.gov.uk/planning/planning-policy/development-management-dpd>

⁷⁵ See Issue 4: Occupancy & Use

they will often be neglected and can deteriorate quickly. Not only is this bad news for the building itself, but it can also have a negative impact on the surrounding buildings and wider area.

Where it can be demonstrated the condition of a building or land is adversely affecting amenity, local planning authorities have powers to use an Untidy Land or Section 215 Notice. Often referred to as a Section 215 Notice (because it relates to Section 215 of the Town and Country Planning Act 1990), it will specify the area of land/building that is untidy, and identify the precise measures

that are required to remedy the condition of the land/building.⁷⁶

Section 215 Notices can result in improvements to both listed and unlisted buildings in conservation areas without the requirement to for approval from the Secretary of State.

These notices have already been used to good effect within the area to address untidy vacant properties, and they will continue to be used where no other solution can be found.

The Council's Development Management DPD includes a policy which specifically deals with this issue:

POLICY DM66: ENFORCEMENT ACTION AGAINST UNTIDY SITES AND BUILDINGS

The Council will continuously act to improve the amenities of its area. To complement public sector improvements in urban areas and the management of the district's high quality rural areas the Council will take proactive action by the use of Section 215 Notices of the Town and Country Planning Act 1990. This will require the owners of untidy land or buildings to remedy the situation by setting out steps that need to be taken within a certain timescale, where it is considered that its condition adversely affects the amenity of the area.

The Council's adopted local enforcement plan, the 'Planning Enforcement Charter' (2011) contains further information regarding proactive, targeted action within the district.

⁷⁶ Op.cit., Planning Enforcement Charter, p. 10



Before



After

Figure 38: Section 215 initiative: Clark Street, Morecambe

In addition to Section 215 notices, local planning authorities can use a number of other planning enforcement methods to help protect the historic environment. These are set out in Historic England’s *Stopping the Rot: A Guide to Enforcement Action to Save Historic Buildings* (third edition), 2016.⁷⁷

There are a range of enforcement measures available where the building in question is listed, including Urgent Works Notices, which allows a local authority to carry out works that are urgently required to make the building weather tight and prevent further deterioration. Repairs Notices can also be used which enables the local authority to specify to the owner those works considered

necessary to secure the future of the listed building. Repairs Notices can result in a compulsory purchase order.⁷⁸

However, under Section 76 of the Listed Buildings Act 1990 Urgent Works provisions can also be applied to an unlisted building where its preservation is important for maintaining the character or appearance of a conservation area. This requires the Secretary of State to make the direction, in consultation with Historic England, following a formal request from a local authority.⁷⁹

⁷⁷ <https://historicengland.org.uk/images-books/publications/stoppingtherot/heag046b-stopping-the-rot/>

⁷⁸ *Stopping the Rot A Guide to Enforcement Action to Save Historic Buildings – Summary*, Historic England, 2016

[<https://historicengland.org.uk/images-books/publications/stoppingtherot/heag046a-stopping-the-rot-summary/>]

⁷⁹ *Stopping the Rot: A Guide to Enforcement Action to Save Historic Buildings* (third edition), Historic England, 2016, p. 29

[<https://historicengland.org.uk/images-books/publications/stoppingtherot/heag046b-stopping-the-rot/>]

2.1.7 Opportunities:

There is an opportunity to consider which enforcement measures would be most effective in achieving improvements to the quality of the historic environment within the HSHAZ. This might involve setting out priorities for a Section 215 Notice initiative in the area, informed by the building condition assessment for the area, for example.

Consideration could also be given to prioritising enforcement cases (categorising them as Priority A) which are considered to be causing harm to the HSHAZ area, and more generally where the council has specific place-led investment schemes, alongside designated heritage assets.

Monitoring is essential in order to keep track of changes in appearance and condition of a conservation area. A dated photographic record should also be regularly produced to help with any later enforcement action. [see Issue 2: Townscape, Policy 3]

2.1.8 Issue 8 Policies:

1. Ensure that planning enforcement action is pursued swiftly within the Mill Race Area to discourage others and halt further decline, and consider placing the HSHAZ within the Priority A category of the Enforcement Charter at its next review.

2. Consider the range of statutory powers available to the local planning authority (LPA), especially S215 notices, alongside pre-enforcement advice to owners and occupiers on management and maintenance, and to apply these where justified.

2.9 ISSUE 9: FLOODING AND CLIMATE CHANGE

Objective:

- I. **To ensure that the existing structure and capacity of the mill race are protected from damage or interference caused by development.**
- II. **To maximise opportunities for the provision of sustainable drainage systems in all development and in highways and street improvements to help reduce the impact of surface water flooding, and to encourage building-appropriate flood resilience measures, within the Mill Race Area.**
- III. **To promote the key role that historic buildings can play in the fight against climate change; the carbon savings associated with their reuse/adaptation and in making them more energy efficient, whilst preserving their significance.**

2.1.9 Flooding

Unsurprisingly, when residents and building owners within the HSHAZ area were asked to list those issues of most concern to them, during a survey in June 2021, flooding ranked highly.

In December 2015, the flood defences along the River Lune were overtopped during Storm Desmond. The excessively high river level (the highest flow ever recorded on the River Lune), combined with the inability to disperse surface water, caused widespread damage to hundreds of properties and businesses in Lancaster, and other parts of the catchment, as well as major disruption to infrastructure.



Figure 39: Lower Church Street flooded (image: <https://virtual-lancaster.net/>)

St John's Church was badly affected, finding itself under 2 feet of muddy water. It was painstakingly cleaned and dried out, though the effects were to be felt for a number of years, including mould growth on the panelling, and losing its user; having only become the FIG Tree Fair Trade Centre in that same year. The building has been empty ever since and has been blighted by other building issues. The Churches Conservation

Trust (CCT) has worked hard to resolve these issues, though its future is now looking more positive (see Issue 4: Activities and Use).

It was many months before a number of businesses were able to trade again, and some have never re-opened. Property flood resilience grants, with Environment Agency funding, were provided to many damaged properties. These grants funded measures to improve a property's resilience or resistance to future flooding, such as air brick covers, self-closing air bricks and the installation of flood gates.

As a result of these catastrophic floods, further funding was made available, including from the European Regional Development Fund (ERDF), to the already established Lancaster Flood Risk Management Scheme (FRMS). This enabled the Caton Road, Lancaster (Phase 3) flood defence scheme to happen. Phase 3 was completed in December 2020. This £12.1M fluvial flood risk protection scheme involved constructing a 1.7 mile long defence wall and embankment along the river from Skerton Bridge to the Lune Aqueduct. The new defences have provided a 1 in 100-year standard of protection to the industrial estates along Caton Road and the electricity substation.

However, the cause of the devastating flooding within the city centre is considered

to have been a combination of flooding from surface water run-off, overloading of the combined sewer capacity (including the Mill Race) and the impact of the Lune high tide. The area has been further affected by flash flooding (pluvial) in 2017, 2018 and again in February 2020.

Phase 4 of the Lancaster FRMS is focused on mitigation measures in the area around the mill race and the city centre, targeting pluvial and surface water flood risk. The County Council, as the Lead Local Flood Authority (LLFA), is overseeing this work. A Surface Water Management Plan is in production, which is likely to see a number of interventions required across the city centre to help improve the surface water attenuation.

Surveying the mill race, in order to fully understand its role and condition, has proved a challenge. The piecemeal way in which it was covered over from the C17 onwards, with some sections later piped, as well as more recent strengthening works, and the construction of new overflows, means that it is in varied states of repair. In addition, parts of the sewerage infrastructure is combined at the lower end of the mill race, due to the age of the urban development in that area. This means that during an extreme rainfall event, a surcharging or blockage of the combined system, there is the potential for

contaminated foul sewage to flood areas of residential property, causing risk to human health.⁸⁰ This is a problem which first emerged in the C19 when the overflow from the storm drains was directed into the Mill Race. Fortunately, modern technology has helped to provide a better understanding of the structures and 3D laser scanning has assisted in the design of a comprehensive scheme to mitigate against the effects of the surface water flooding. The Lead Local Flood Authority (LLFA) will offer advice on development proposals which may affect the Mill Race structure.

2.1.9.1 Opportunity:

2.1.9.1.1 Sustainable drainage

There is an opportunity to help alleviate the surface water run-off issue further looking at preventative measures and design best practice in development schemes within the area, public realm works or even retrofitting within individual properties.

Sustainable drainage systems (SuDS) are designed to manage stormwater locally, as close to its source as possible, and will often employ a combination of infiltration and attenuation (this involves temporarily storing the storm water before releasing it

back into a watercourse or sewer network in a controlled way). Small-scale SuDS can also be retrofitted, including micro-rain gardens, bioretention areas, underground oversized pipes and geocellular storage. They should be incorporated into development schemes, and Policy DM34 (Surface Water Run-Off and Sustainable Drainage) in the Local Plan (*Development Management DPD*, July 2020), requires that all new development will apply the Surface Water Drainage Hierarchy.⁸¹ Objective 9(I) reflects this position and aligns with the emerging Local Plan.

2.1.9.1.2 Flood resilience

It is important that new development in this area is designed to be resilient in terms of its layout, design and construction, following best practice. All new development should be capable of withstanding future flood events and to take into account the impacts of climate change. This is in accordance with Policy DM33: Development and Flood Risk, in the Local Plan.

In terms of existing properties, there is an opportunity to better inform owners and potential owners, through guidance on flood resilience and resistance, and ensure that the right approach is adopted, depending on the building's age and construction.

⁸⁰ *Lancaster Flood Alleviation Project – Phase 4* (Lancashire County Council, presentation 2016)

⁸¹ Policy DM34 para. 9.46-9.47, DM DPD

A better understanding of the resilience of traditional buildings to flooding will be obtained by following the on-going research to be carried out by Historic England and other bodies and research institutions.

2.1.10 Climate change:

In 2019, Lancaster City Council declared a climate emergency. The Council's commitments as part of its Climate Emergency Resolution includes identifying how its activities can be made net-zero carbon by 2030.⁸² UK-wide, the government has committed the whole country to being net-zero by 2050. The construction industry has a big role to play in helping to achieve this: "The construction of new buildings emits 48 mega-tonnes of carbon dioxide (CO₂) in the UK each year – that's equal to the total emissions for the whole of Scotland."⁸³

It is therefore important to ensure that carbon savings made by re-using historic buildings are not overlooked. The retention of historic buildings and their re-use

preserves the embodied energy (the carbon dioxide (CO₂) consumed by its construction and the sourcing of materials). Not only that but re-using them saves the carbon associated with new build, which includes the demolition, landfill, transport, new materials and new infrastructure.⁸⁴ Historic England's annual Heritage Counts research for 2019 and 2020 focused on carbon in the historic built environment.⁸⁵

2.1.10.1 Opportunity:

As well as their re-use rather than demolition, all historic buildings, whether they are undergoing development, can improve their energy efficiency.

There are opportunities to make them more energy efficient and resilient to climate change in ways which do not harm their character or historic fabric. The council has a role to play in helping to disseminate the existing and on-going research in a clear way, to enable historic building owners to make informed decisions about reducing their carbon emissions.⁸⁶

⁸²Lancaster City Council Climate Emergency: <https://www.lancaster.gov.uk/sites/climate-emergency>

⁸³ *There's No Place Like Old Homes: Re-use and Recycle to Reduce Carbon*, Heritage Counts 2019, Historic England, 2020, p. 15 [<https://historicengland.org.uk/content/heritage-counts/pub/2019/hc2019-re-use-recycle-to-reduce-carbon/>]

⁸⁴ *Managing Change in the Historic Environment: Use and Adaptation of Listed Buildings*, Historic Environment Scotland, 2019 (updated 2020). P. 6

⁸⁵ Op.cit., Historic England, 2020, and *Know Your Home, Know Your Carbon: Reducing carbon emissions in traditional homes*, Heritage Counts 2020, Historic England 2021

⁸⁶ Op.cit., Historic England, 2020, 'Empower members of the public to reduce carbon in their buildings', p8.

Lancaster City Council has pledged to fund up to £500,000 of the capital costs towards providing a sustainable new use for the grade II* listed St John's Church, provided the scheme considers how it might mitigate the effects of climate change. Whilst this does not form a project within the HSHAZ programme, grant funding schemes within the Mill Race HSHAZ and beyond should look to make building-appropriate energy efficiency a pre-requisite of any grant offer, within the bounds of the eligible works. This could include simple draught-proofing of windows, and may include the use of secondary glazing where single glazed windows are to be repaired or reinstated, for example.⁸⁷

2.1.11 Issue 9 Policies:

1. Promote the use of SuDs in the area, in new development and retrofitting in existing development.
2. Provide guidance and training in appropriate flood resilience measures for historic properties within the HSHAZ and wider city centre.
3. Provide property owner guidance on how to storm proof historic buildings.
4. Provide property owner good-practice guidance, based on up-to-date research and case studies, to encourage the reuse of buildings to reduce carbon emissions and to help save energy in historic buildings, including promoting the use of secondary glazing.

⁸⁷ Note: unlike modern buildings, traditional buildings require adequate ventilation for the health of the building and occupants. Traditionally

this was achieved via passive measures, such as through airbricks, and open flues, which are still appropriate.

SUMMARY POLICY IMPLEMENTATION PLAN

Number	Policy	Action	Delivery	Target	Update
ISSUE 1: EFFECTIVE PLANNING POLICY BACKGROUND					
1.	Ensure that Lancaster’s Conservation Area Appraisal is reviewed every five years, resources permitting	The current CAA was adopted in 2013 and it now requires reviewing. This could be phased by character area where change is most specific or anticipated. The City Centre and Canal Corridor North character areas may best be reviewed at the end of the HSHAZ programme, and consideration given to making a Mill Race character area.	Conservation Team	Commence as soon as possible or at least by March 2024.	
2.	Ensure that up-to-date information about heritage assets is passed on to Lancashire County Council’s Historic Environment team to update the Historic Environment Record (HER) and, where necessary, Historic England	Where new information comes light about a listed building then HE should also be contacted about any potential new listings.	Conservation Team/HSHAZ Officer/LaCoCo Historic Environment Team	Ongoing	
3.	Ensure that the area’s Non-Designated Heritage Assets (NDHAs) are identified, through the planning process and the HSHAZ, and the evidence clearly set out and made publicly available and the evidence clearly set out and made publicly available	Entries should be created as new information is discovered about the buildings	Conservation Team/HSHAZ Officer	By completion of the HSHAZ programme	
4.	Continue to work with the owners of the area’s two listed churches to see them removed from the national HAR Register and the local BAR Register	St John’s should be downgraded to a Priority B in the HAR soon.	HSHAZ Team/Conservation Team/property owners	Ongoing	
5.	Continue to monitor and seek solutions for those heritage assets and ‘positive’ buildings identified as being ‘at risk’ in the regular HSHAZ-wide Building Condition Assessment		HSHAZ Team/Conservation Team	Ongoing for the duration of the HSHAZ programme	

ISSUE 2: TOWNSCAPE					
1.	Encourage building owners to take-up HSHAZ grant funding in order to halt and reverse the area's decline		HSHAZ Team/Conservation Team/DM	Ongoing for the duration of the HSHAZ programme	
2.	Consider the use of Article 4 Directions for 'positive' buildings within the Mill Race HSHAZ	In particular, those that have benefitted from HSHAZ funding, though there may be others too.	HSHAZ Team/Conservation Team/Development Management	Prior to the end of the HSHAZ programme and beyond	
3.	Ensure that the Building Condition Assessment for the area's listed and positive buildings is kept-up-to date	Biennially for the duration of the HSHAZ programme, and the following three years, then at least every three years thereafter. This should include a dated photographic record for planning control purposes.	Conservation Team/HSHAZ Officer	Ongoing for the duration of the HSHAZ programme and beyond	Updated Summer 2023
5.	Prepare repair and maintenance advice for building owners	This should be promoted annually for the duration of the HSHAZ programme, and for three years thereafter. This should happen in conjunction with SPAB's National Maintenance Week (usually held in November)	HSHAZ Team / Conservation Team	Ongoing for the duration of the HSHAZ programme and beyond	
6.	Update or produce guidance for: <ul style="list-style-type: none"> • Shopfronts and signage • Sash windows • Mortar and pointing • Roofing 		Conservation Team/HSHAZ Officer	Prior to the end of the HSHAZ programme	Mortar and pointing guidance updated and sash window guidance in production

ISSUE 3: TRAFFIC AND PUBLIC REALM					
1.	Public realm enhancement schemes will be informed by Historic England's <i>Streets for All: Advice for Highway and Public Realm Works in Historic Places, 2018</i>		HSHAZ Team/Public Realm Team/LaCoCo Highways / Private developers	Scheme specific	
2.	A palette of materials to be used in the area, based on the area's local distinctiveness, will be agreed	This is likely to be based on those previously used in uplift schemes for the city centre. The local tradition in scale, materials, texture, colour and laying patterns should inform new paving proposals. An audit of historic paving/surfaces should be carried out for the area.	HSHAZ Team/Public Realm Team/LaCoCo Highways	By completion of the HSHAZ programme	County Highways adopted a list of acceptable materials in March 2022. The use of Yorkstone flags and setts and European Granite are generally accepted depending on the scheme specifics but are deemed 'enhanced' materials which require contributions towards future maintenance when placed

					in the adopted highway.
3.	On completion of any public realm improvement schemes, an asset register, together with as-built plans, shall be provided to the County Council's Highways team and the Council's public realm team to support operational management and ensure that future interventions are like-for-like.	As well as providing details of the materials and methods used, a specification for the fixing should also be provided.	HSHAZ Team/Public Realm Team/LaCoCo Highways / Developers	Following completion of any interventions	
4.	Ensure the retention and renovation of historic street signs, and the retention of ghost street signs in forthcoming planning applications.	Discuss with the Street Naming Team. Consider adding ghost signs to the HER (they already record WWII EWS signs)	HSHAZ Team/Conservation Team/LaCoCo Historic Environment Team	As required	
5.	Address the issues raised by the street furniture audit to help reduce street clutter, encourage longer dwell times, improve visibility, movement and the area's appearance.		HSHAZ Team/LaCoCo Highways / LCC Public realm team/Regeneration	Ongoing	
6.	Consider how heritage interpretation can be incorporated into city-wide public realm improvement schemes		HSHAZ Team/LaCoCo Highways / LCC Public realm team	Ongoing	Plaque scheme and pedestrian wayfinding schemes underway
7.	The Council will promote the interests of the Mill Race Area, in any city-wide traffic amelioration schemes and encourage new development to deliver complementary pedestrian friendly improvements to improve connectivity and enhance the settings of heritage assets.		HSHAZ Team/Public Realm Team/Regeneration	Ongoing	LaCoCo Draft Public Realm and Movement Strategy, 2021
ISSUE 4: OCCUPANCY AND USE					
1.	Continue to monitor the activity and use in the area to understand the impact that the HSHAZ programme has	This can be achieved through gathering	HSHAZ Team	Ongoing for the duration	Ground floor occupancy

	on the local community and local economy and in order to support effective project planning, delivery and legacy	occupancy information, business and market information, traffic and movement data and measuring public perception of the area. This data will come from a variety of sources including the Planning and Housing Strategy Team, the BID and County Highways.		of the HSHAZ programme and one year beyond to support evaluation	updated Summer 2023
2.	Continue to work with the Lancaster Business Improvement District (BID) to support businesses within the Mill Race Area and to help further the collective aim of creating a more prosperous city.		HSHAZ Team / BID team	For the duration of the HSHAZ programme and beyond	
3.	Prioritise retention of ground floor units in active daytime uses and consider introducing an Article 4 direction to control changes of use.	Class MA	DM/HSHAZ Team	By completion of the HSHAZ programme and beyond	
4.	Proactive support by the HSHAZ and encouragement of building owners to undertake historic research, the production of condition surveys, options appraisals, upper floors studies and development briefs for those buildings which are vacant or under-used.		Conservation Team/HSHAZ Team	Ongoing	
ISSUE 5: REDEVELOPMENT OF GAP SITES					
1.	Ensure that development proposals are determined in accordance with the design parameters as set out in Local Plan Policies DM38, DM39 and DM41 (and SG5 where relevant), as well as the factors set out in Historic England's <i>Managing Significance in Decision-Taking in the Historic Environment</i> , <i>Historic Environment Good Practice Advice in Planning: 2</i> (July 2015), also taking		Development Management/Conservation Team/HSHAZ Team/property owners and developers	Ongoing	

	account of Historic England's <i>The Setting of Heritage Assets, Historic Environment Good Practice Advice in Planning Note 3</i> (second edition) (2017) and <i>Making Changes to Heritage Assets, Historic England Advice Note 2</i> (2016).				
2.	Proposals involving larger, more complex and/or sensitive vacant sites within the Mill Race Area should have design briefs or masterplans produced. It must also be established if any such masterplans or briefs need specific archaeological input so that prospective developers are informed from the start.	In conjunction with the developer	Development Management/Planning and Housing Strategy/Conservation Team/ HSHAZ team/LaCoCo Historic Environment Team/property owners and developers	Ongoing	
3.	Where heritage assets will be impacted, applicants should be encouraged to seek Pre-Application Advice or Specialist Heritage Advice from the Council (where relevant), and also encouraged to seek advice through Historic England's Pre-Application Advisory Service. Advice should also be sought from Lancashire County Council's Historic Environment Team to ensure that potential archaeological investigation and mitigation works can be taken into account at an early stage.		Development Management/Conservation Team/LACoCo Historic Environment Team/property owners and developers	Ongoing	
ISSUE 6: UNDERSTANDING AND INTERPRETATION					
1.	Engage with community groups to determine how interpretation projects for the area might complement or work in conjunction with current or previous projects.	Current projects 'Facing the Past' and the Slave Family Trees, for example.	HSHAZ Team/Lancaster Museums/Cultural Programme and other community project organisers	Ongoing	
2.	Find creative ways to engage with the local student population and to make the area's heritage more accessible to them.	E.g. ask for student perspectives on what it means to live in a historic building for a possible 'Path of Knowledge'	HSHAZ Team/Lancaster Museums/ Cultural Programme and other community project organisers	Ongoing	

3.	Engage with Lancaster University and Lancaster City Museums to identify future research and community engagement projects with links to the HSHAZ area.	Potential for projects with the 'Lancaster Slavery Family Trees Community History Project' (LU Sociology)	HSHAZ Team	Ongoing	
4.	Ensure that any interpretation is backed up by rigorous, academic research, and is widely consulted upon, engaging with the community and stakeholders.	Lancaster Museums and Lancaster University	HSHAZ Team/Lancaster Museums/and other community project organisers	Ongoing	e.g. Heritage Plaques and Wayfinding scheme
ISSUE 7: ARCHAEOLOGY					
1.	Consider preparing a technical advice note which identifies where investigation and evaluation of heritage assets with archaeological interest will be required to inform planning proposals, and what questions these should be guided to answer, with reference to NW Research Framework.		Conservation Team/LaCoCo Historic Environment/HSHAZ Officer	Before completion of the HSHAZ programme	Oxford Archaeology North (OAN) are involved in the proposed works at St John's which could help inform
2.	Seek out potential archaeological research projects, in line with the NW Regional Research Framework for the Historic Environment, by engaging with national and regional heritage bodies, as well as community archaeological groups.		LaCoCo Historic Environment Team/HSHAZ Team/Conservation Team/Local heritage groups	Before completion of the HSHAZ programme	Recording of headstone and memorial inscriptions at St John's as a potential project
3.	Given that there is significant building stock in this area of 17 th -18 th century origin, investigate opportunities to widen awareness of Lancaster's involvement in the trade of this period, particularly elements relating to the slave trade and plantation goods.		LaCoCo Historic Environment Team/HSHAZ Team/Conservation Team/Local heritage groups	Ongoing	
ISSUE 8: EXERCISING STATUTORY PLANNING POWERS					

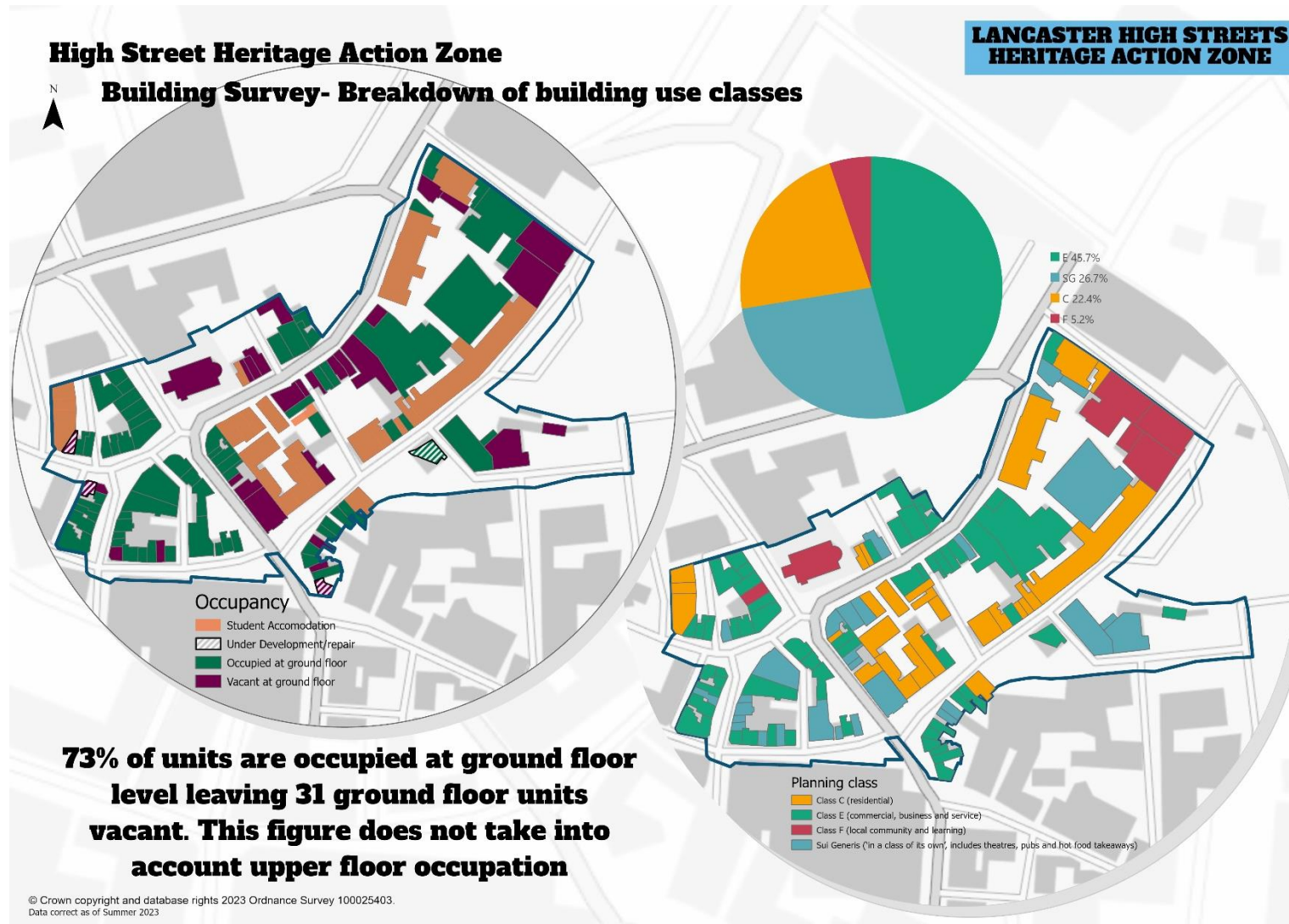
1.	Ensure that planning enforcement action is pursued swiftly within the Mill Race Area to discourage others and halt further decline and consider placing the HSHAZ within the Priority A category of the Enforcement Charter at its next review.	A Review of the Enforcement Charter is anticipated and will provide an opportunity for more subtle, site-specific categories (subject to approval via Regulatory Committee and Cabinet)	Development Management /Conservation Team	Subject to Charter review and / or on a site specific basis	
2.	Consider the range of statutory powers available to the local planning authority (LPA), especially S215 notices, alongside pre-enforcement advice to owners and occupiers on management and maintenance, and to apply these where justified	On a site-by-site basis	Development Management /Conservation Team/Regeneration Team	By completion of the HSHAZ programme and beyond	
ISSUE 9: FLOODING AND CLIMATE CHANGE					
1.	Promote the use of SuDs in the area, in new development and retrofitting in existing development.	Utilise the opportunity presented by the public realm projects to provide case studies.	Development Management /Conservation Team/HSHAZ Team / Engineering Team / LaCoCo Highways/ Flood Risk Management Team (LLFA)	Ongoing	
2.	Provide guidance and training in appropriate flood resilience measures for historic properties within the HSHAZ and wider city centre.	Produce a guidance document, and provide workshops for architects and property owners and residents, ensuring that the local student population is well represented.	HSHAZ Team / Engineering team / LaCoCo Flood Risk Management Team (LLFA)	Ongoing	CPD Session held for local architects and LCC officers by James Innerdale, SPAB Scholar, May 2021
3.	Provide property owner guidance on how to storm proof historic buildings.		HSHAZ Team/Conservation Team	By completion of the HSHAZ programme	

4.	Provide property owner good-practice guidance, based on up-to-date research and case studies, to encourage the reuse of buildings to reduce carbon emissions and to help save energy in historic buildings, including promoting the use of secondary glazing.	This should also be promoted through the administering of HSHAZ grants	HSHAZ Team/Conservation Team	Ongoing and by completion of the HSHAZ programme	
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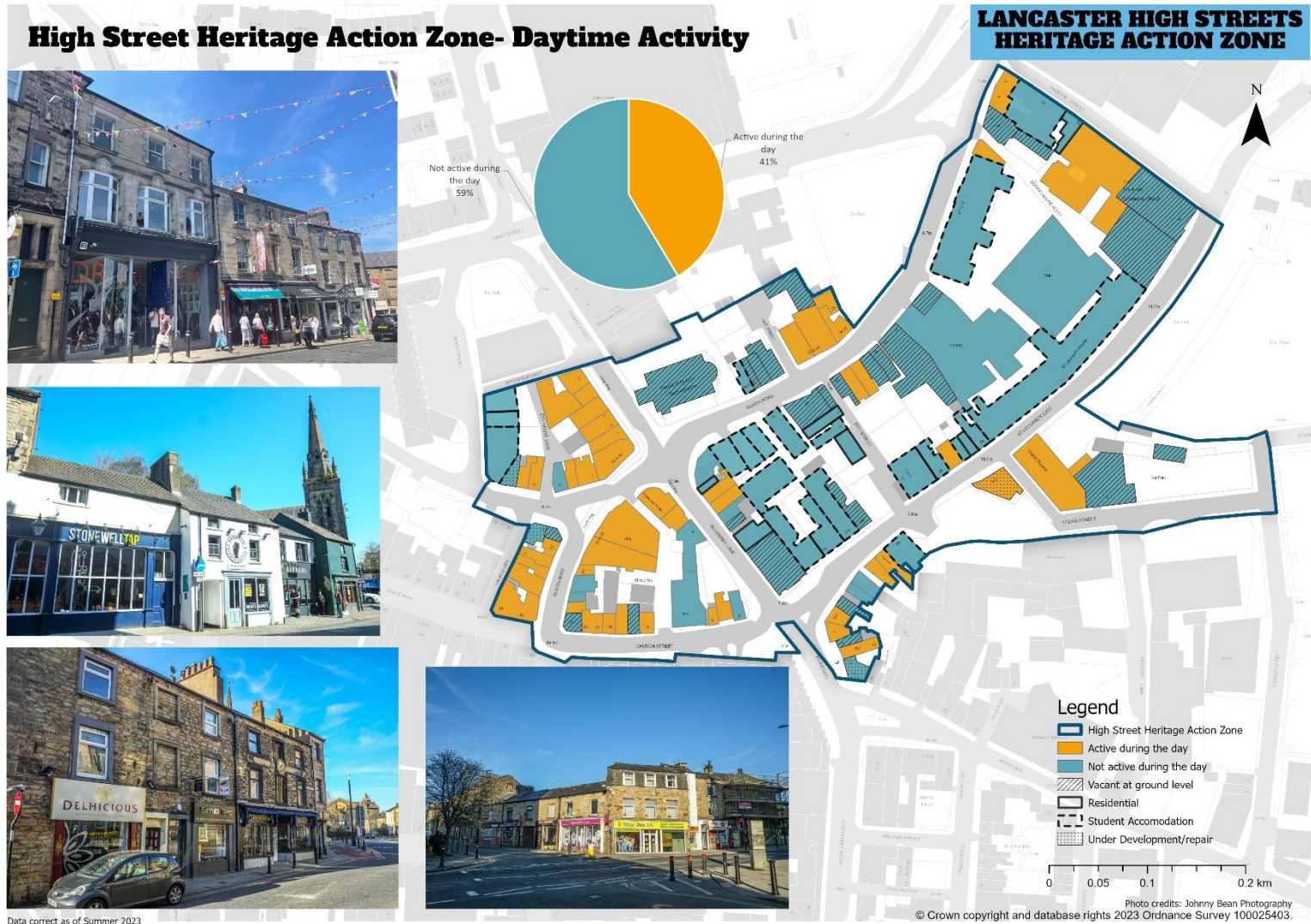
BUILDINGS AT RISK - MAP 1



OCCUPANCY AND USE - MAP 2



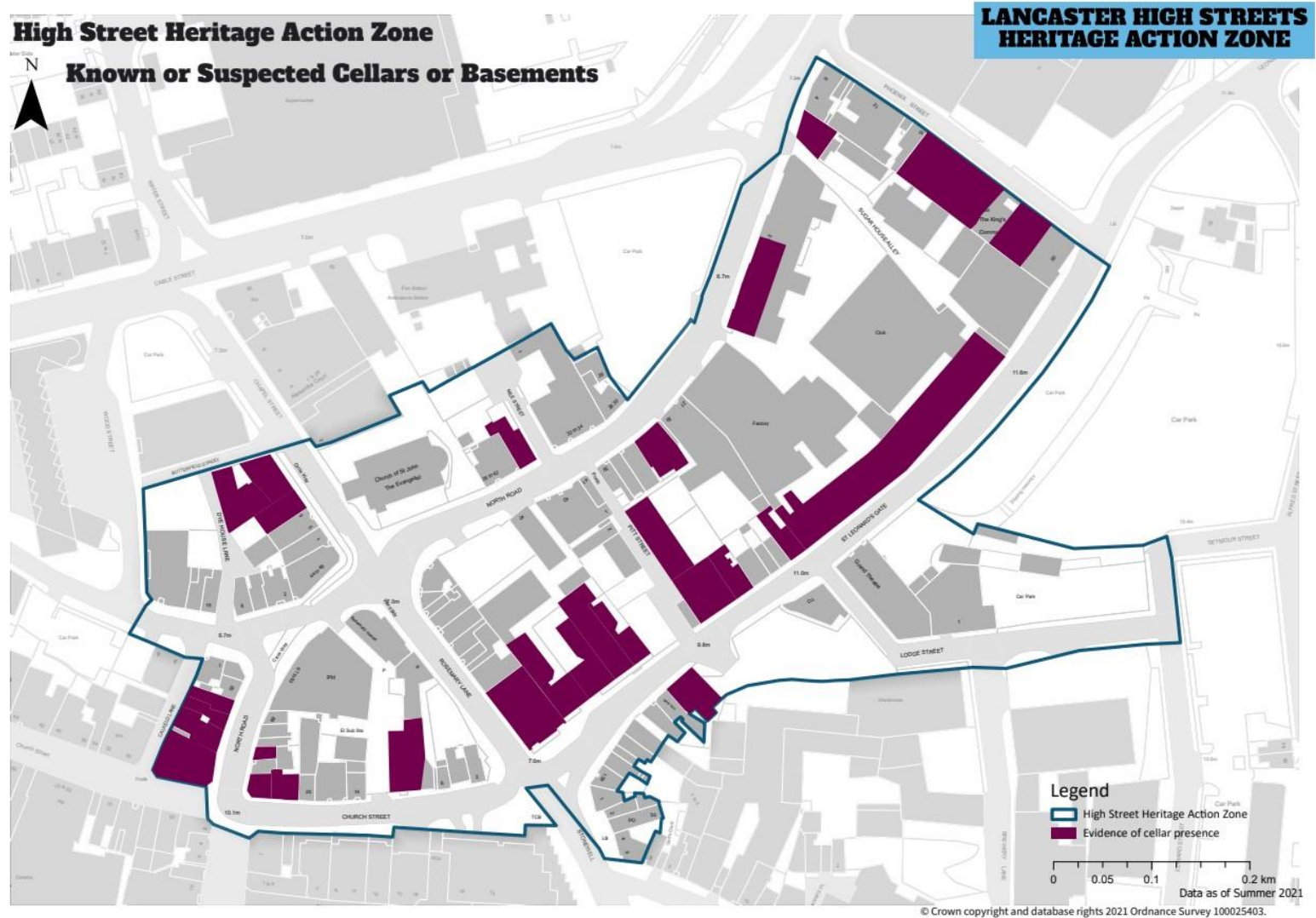
DAYTIME ACTIVITY – MAP 3



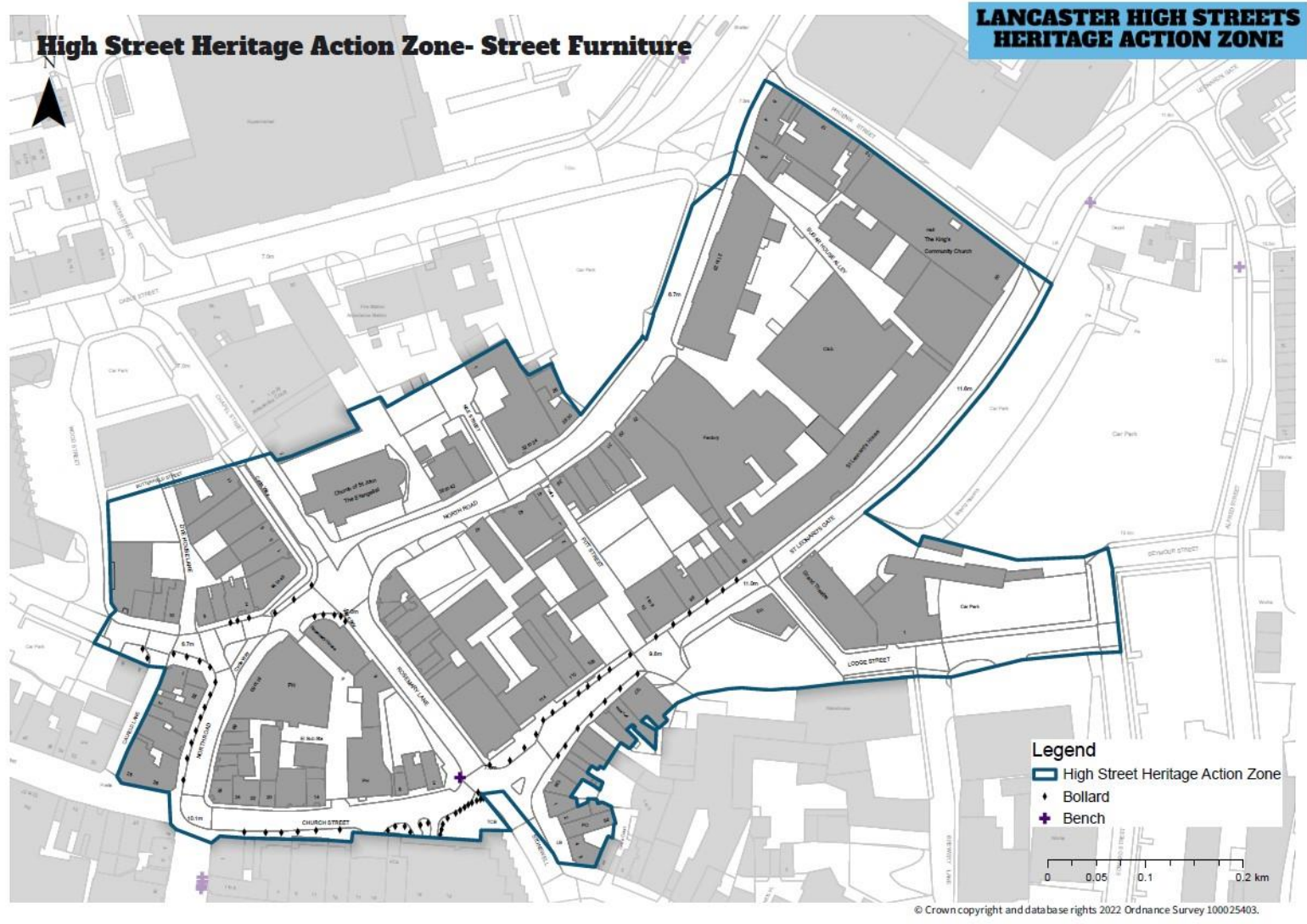
NIGHT-TIME ACTIVITY – MAP 4



KNOWN OR SUSPECTED CELLARS – MAP 5



STREET FURNITURE – MAP 6



APPENDIX A

Listed buildings within the Mill Race
HSHAZ

Listed building	Grade	Year first listed	List entry no.
Church of St John, North Road	II*	1953	1289679
St Leonard's House, St Leonard's Gate	II	1970	1214180
Waring and Gillow's Showrooms, 1-23 North Road	II	1989	1212101
Grand Theatre, St Leonard's Gate	II	1974	1195050
108 and 110, St Leonard's Gate	II	1953	1195047
112 and 114, St Leonard's Gate	II	1953	1195048
Tramway Hotel, 127, St Leonard's Gate	II	1995	1214107
129 and 131, St Leonard's Gate	II	1995	1195049
Centenary Church, St Leonard's Gate/Rosemary Lane	II	1995	1288711
6, Church Street	II	1974	1210214
Stonewell Tavern, 8, Church Street	II	1974	1194911
22 and 24, Church Street	II	1995	1210225
7, Chapel Street	II	1990	1194909
9, Chapel Street	II	1990	1194910
Abbotts Stained Glass Workshop, 11, Chapel Street	II	1995	1290590
47, North Road	II	1995	1194982

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