

LANCASTER DISTRICT LAND ALLOCATIONS  
DEVELOPMENT PLAN DOCUMENT

REVIEW OF KEY URBAN LANDSCAPE  
ALLOCATIONS IN LANCASTER DISTRICT

Review Stage 2:  
Evaluation of Key Urban Landscapes

November 2012

# LANCASTER DISTRICT LAND ALLOCATIONS DPD

## REVIEW OF KEY URBAN LANDSCAPE ALLOCATIONS IN LANCASTER DISTRICT

### **Review Stage 2: Evaluation of Key Urban Landscapes**

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## PREFACE

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- i. This report by Woolerton Dodwell was commissioned by Lancaster City Council. It forms part of a review of areas within Lancaster District identified under 'saved' Local Plan Policy E31 as Key Urban Landscape. The policy states that these areas will be conserved and important natural features safeguarded, and that development in such areas will only be permitted where it preserves the open nature of the area and the character and appearance of its surroundings. The purpose of the review is to help inform consideration of the continued appropriateness of the Key Urban Landscape allocation in the Land Allocations Development Plan Document (DPD), which forms part of the Local Development Framework (LDF) for Lancaster District.
- ii. The review was undertaken in two stages. This Stage 2 report draws on the Stage 1 report to consider the character and qualities of each area of Key Urban Landscape in relation to a range of evaluation criteria that are relevant to the identification of valued landscapes for designation. Together the two reports provide a suitable basis for Lancaster City Council's consideration of Key Urban Landscape and the extent to which such areas should continue to be allocated as a form of local landscape designation in the Land Allocations DPD.
- iii. A further element of Woolerton Dodwell's commission involved the preparation of landscape assessments for five emerging strategic site options within the District that have been identified as having potential to accommodate significant future development. The purpose of the landscape assessments is to help inform Lancaster City Council's consideration of future growth options and ultimately the allocation of sites in the Land Allocations DPD.

# REVIEW OF KEY URBAN LANDSCAPE ALLOCATIONS IN LANCASTER DISTRICT:

## Review Stage 2: Evaluation of Key Urban Landscape Allocations

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### BACKGROUND

- 1.1 Lancaster City Council requires advice on the continued appropriateness of its Key Urban Landscape allocation - a form of local landscape designation - in the Lancaster District Local Plan (Strike-Through Edition September). Key Urban Landscapes are areas of open land protected by Policy E31 'saved' within the existing Local Plan. The policy states that these areas will be conserved and important natural features safeguarded. Development in such areas would only be permitted where it preserves the open nature of the area and the character and appearance of its surroundings. The City Council wishes to review these areas in order to determine their continued appropriateness in the Land Allocations Development Plan Document (DPD).
- 1.2 Current UK guidance on local landscape designation<sup>1</sup> was published jointly by Scottish Natural Heritage (SNH) and Historic Scotland in 2004. Since then, a number of reviews have taken place in Scotland based on this guidance. Typically, the review process has involved six stages that briefly comprise:
  1. Preparation of baseline assessments that describe and illustrate the character and qualities of areas of landscape under consideration;
  2. Evaluation of the areas of landscape under consideration, based on assessments of their character and qualities. The evaluation process typically involves the rating of landscapes (on a high, medium or low basis) according to agreed criteria.
  3. Identification of candidate areas for local landscape designation from the highest scoring landscapes.
  4. Further review of the candidate landscapes to examine their value for designation and in terms of practical considerations (such as size), support from the Council and the community etc.
  5. Preparation of a designation report for the final list of candidate landscapes, including Statements of Importance for each area
  6. Public Consultation on the designation report with its final list of candidate landscapes, followed by amendments as needed to reflect the outcome of consultation.

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<sup>1</sup> Scottish Natural Heritage /Historic Scotland Guidance on Local Landscape Designation  
<http://www.snh.org.uk/pdfs/publications/heritagemanagement/GuidanceonLocalLandscapeDesignations.pdf>

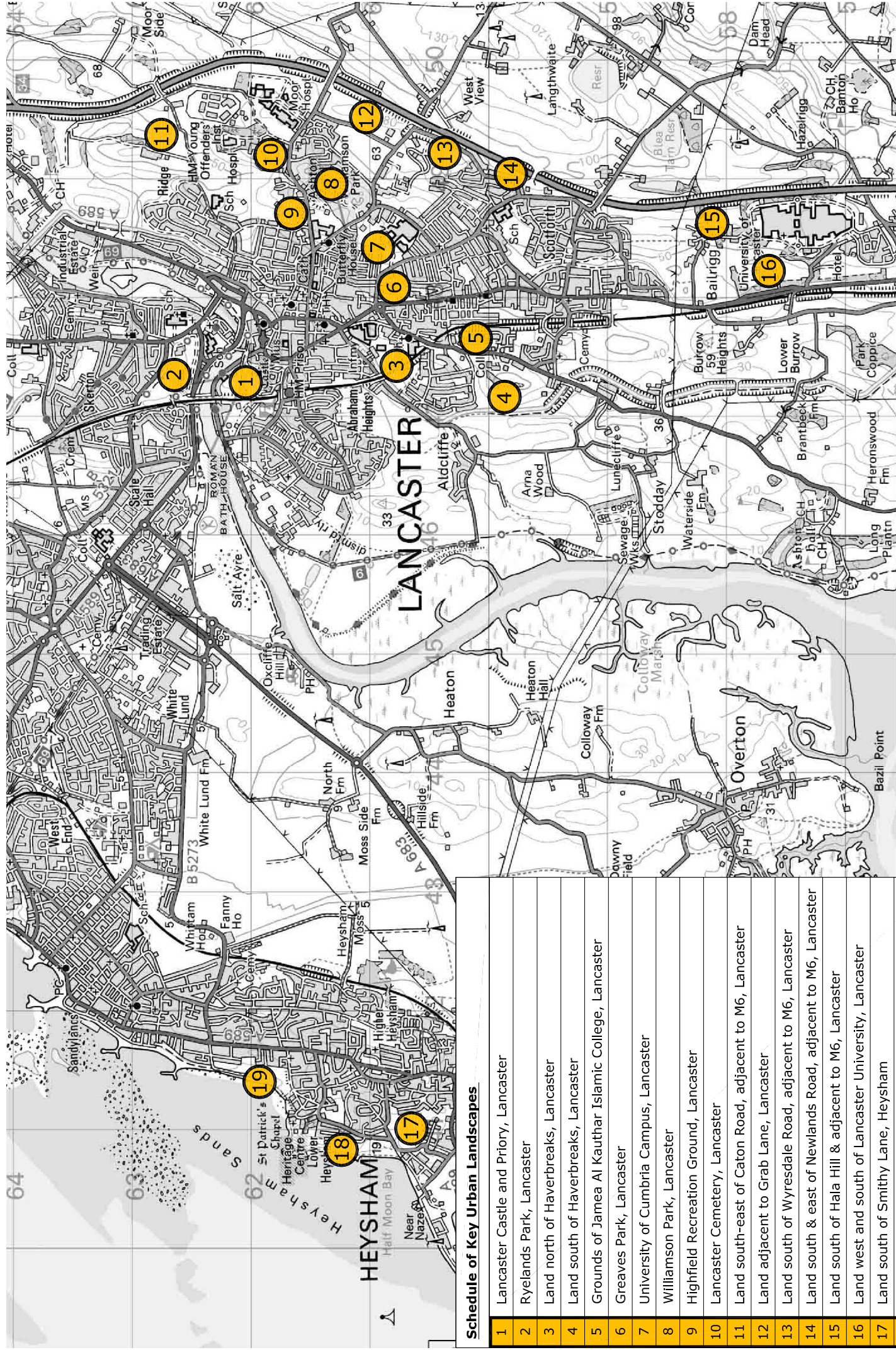
- 1.3 This report into Lancaster District's Key Urban Landscapes concerns the second stage of the review process. The first stage in the review i.e. the preparation of baseline assessments that describe and illustrate the character and qualities of areas of Key Urban Landscapes identified under saved policy E31 of the Lancaster District Local Plan is presented in the document 'Review of Lancaster City's Key Urban Landscape Allocations' which was completed in November 2012.
- 1.4 The following nineteen Key Urban Landscapes were identified and assessed as part of Stage 1 of the review process :

**TABLE 1: KEY URBAN LANDSCAPES**

| <i>Ref</i> | <i>KUL name:</i>  |
|------------|---|
| 1          | Lancaster Castle and Priory, Lancaster                        |
| 2          | Ryelands Park, Lancaster                                      |
| 3          | Land north of Haverbreaks, Lancaster                          |
| 4          | Land south of Haverbreaks, Lancaster                          |
| 5          | Grounds of Jamea Al Kauthar Islamic college, Lancaster        |
| 6          | Greaves Park, Lancaster                                       |
| 7          | University of Cumbria campus, Lancaster                       |
| 8          | Williamson Park, Lancaster                                    |
| 9          | Highfield Recreation Ground, Lancaster                        |
| 10         | Lancaster Cemetery, Lancaster                                 |
| 11         | Land south-east of Caton Road, adjacent to M6, Lancaster      |
| 12         | Land adjacent to Grab Lane, Lancaster                         |
| 13         | Land south of Wyresdale Road, adjacent to M6, Lancaster       |
| 14         | Land south & east of Newlands Road, adjacent to M6, Lancaster |
| 15         | Land south of Hala Hill & adjacent to M6, Lancaster           |
| 16         | Land west and south of Lancaster University, Lancaster        |
| 17         | Land south of Smithy Lane, Heysham                            |
| 18         | Heysham Head and The Barrows, Heysham                         |
| 19         | Land north of Knowlys Road, Heysham                           |

- 1.5 Map 1 indicates the broad locations of the 19 Key Urban Landscapes. The Lancaster District Local Plan Proposals Map should be referred to for more detailed information concerning the location and extent of these areas.





**MAP 1: LOCATIONS OF LANCASTER DISTRICT'S KEY URBAN LANDSCAPES**

#### Schedule of Key Urban Landscapes

|    |   |
|----|---|
| 1  | Lancaster Castle and Priory, Lancaster                        |
| 2  | Ryelands Park, Lancaster                                      |
| 3  | Land north of Haverbreaks, Lancaster                          |
| 4  | Land south of Haverbreaks, Lancaster                          |
| 5  | Grounds of Jamea Al Kauthar Islamic College, Lancaster        |
| 6  | Greaves Park, Lancaster                                       |
| 7  | University of Cumbria Campus, Lancaster                       |
| 8  | Williamson Park, Lancaster                                    |
| 9  | Highfield Recreation Ground, Lancaster                        |
| 10 | Lancaster Cemetery, Lancaster                                 |
| 11 | Land south-east of Caton Road, adjacent to M6, Lancaster      |
| 12 | Land adjacent to Grab Lane, Lancaster                         |
| 13 | Land south of Wyresdale Road, adjacent to M6, Lancaster       |
| 14 | Land south & east of Newlands Road, adjacent to M6, Lancaster |
| 15 | Land south of Hala Hill & adjacent to M6, Lancaster           |
| 16 | Land west and south of Lancaster University, Lancaster        |
| 17 | Land south of Smithy Lane, Heysham                            |
| 18 | Heysham Head and The Barrows, Heysham                         |
| 19 | Land north of Knowlys Road, Heysham                           |



## EVALUATION OF KEY URBAN LANDSCAPE ALLOCATIONS

- 1.6 This second stage in the review of Lancaster District's Key Urban Landscapes draws on the stage one information set out within the landscape assessments included in Appendix 1 of the document 'Review of Key Urban Landscape Allocations in Lancaster District: Stage 1 Assessment of Key Urban Landscapes'.
- 1.7 It involved consideration of each of the 19 Key Urban Landscapes in relation to a range of evaluation criteria that are relevant to the identification of valued landscapes for designation. These criteria have been supplemented by further criteria that address the contribution made by Key Urban Landscapes to the historic character of Lancaster District, to the setting of the urban area and to key views, and also concerning the relationship between areas of Key Urban Landscape or between Key Urban Landscapes and open countryside landscape and seascape (connectivity).
- 1.8 The evaluation process involved the rating of landscapes in relation to each criterion, with relative ratings of high, medium and low that were subsequently converted to numeric scores of 3, 2, 1. Weightings (x 2) have been applied to scores for certain criteria (distinctiveness, scenic quality, enjoyment, naturalness and contribution to the setting of Lancaster District) that are considered to be particularly important to the purposes of Key Urban Landscape designation. Lancaster District Local Plan policy E31 and its explanatory text highlights the importance of '*natural features*' and '*character and appearance*' to the Key Urban Landscapes and of '*public access*' to them which the policy seeks to improve. The policy justification also refers to such land as being '*particularly important to the setting of the urban area*'.
- 1.9 The evaluation criteria used in the review draw on guidance prepared by SNH and Historic Scotland (2005) and on reviews undertaken on the basis of that guidance, modified to reflect the particular context of Lancaster District. A consultation exercise was undertaken in April 2012 to review the evaluation criteria and scoring system proposed for use. Consultees included officers of Lancaster City Council, Lancashire County Council, Lancaster Civic Society and Lancaster Historical and Architectural Society. This led to minor amendments in criteria descriptions and to a revision to the criteria scoring system through the addition of 'naturalness' to criteria whose scores are subject to double weighting. The final iteration of evaluation criteria and of the scoring system to be used in the review of Key Urban Landscape was agreed with Lancaster City Council officers.
- 1.10 Interpretation of criteria was also agreed with the Council. Evaluation of 'scenic quality' is concerned with the intrinsic quality of the Key Urban Landscape in question without regard to external influences, such as the presence of detracting features nearby. Evaluation of 'enjoyment' gave priority to recreational areas and facilities that are open to the public without charge over those with restricted or private access. The presence of areas or features of designated nature conservation value within a Key Urban Landscape elevated the rating score given for the 'naturalness' criterion. The rating and scoring of evaluation criteria involved the judgements of consultants and of Lancaster City Council officers.
- 1.11 Table 2 below presents the Evaluation Criteria used in Stage 2 of the review of Lancaster District's Key Urban Landscapes.

**TABLE 2: EVALUATION CRITERIA**

| <i>Criteria Description</i>  |   | <i>Rating / Scoring Guidance</i>   |
|--|---|--|
| <b>LANDSCAPE CHARACTER / IDENTITY</b>  |   |  |
| <b>1. Distinctiveness</b>  |   |  |
| Features which contribute positively to the identity of Lancaster City and surrounding District, reflecting individual features or combinations of landform, land use and land cover. Egs include natural features, cultural identity and man-made structures.                         | 6 | KUL includes highly distinctive features or combination of features which are important to Lancaster's identity  |
|  | 4 | KUL includes features that are fairly distinctive or representative of Lancaster and some key characteristics or combination of features which are important to Lancaster's identity |
|  | 2 | KUL has little or no role in relation to Lancaster's identity.   |
| <b>RELATIVE MERIT OF LANDSCAPE QUALITIES</b>   |   |  |
| <b>2. Scenic Quality</b>   |   |  |
| Combination of landscape features which contribute to scenic quality.  | 6 | KUL has a pleasing combination of features which provide a high scenic value   |
|  | 4 | KUL has some features of scenic value  |
|  | 2 | KUL has few features of scenic value   |
| <b>3. Enjoyment</b>  |   |  |
| The use and enjoyment of the landscape for recreational activity by local people and visitors, with the emphasis on areas and facilities that are open to the public and without charge  | 6 | KUL has good level of access provision/recreational use and high numbers of users and/or visual receptors  |
|  | 4 | KUL has some access provision/recreational use and medium levels of users and receptors  |
|  | 2 | KUL has very limited or no access provision/recreational use and low levels of users and receptors   |
| <b>4. Cultural Influences</b>  |   |  |
| The influence of cultural heritage. Informed by historic land use /character, heritage designations, the presence/influence of built features, landscape planting and field boundaries, or cultural associations with the landscape. (incl. literature, music, art, local history etc) | 3 | KUL has significant cultural heritage features which strongly influence the character of the landscape   |
|  | 2 | KUL has some cultural heritage importance  |
|  | 1 | KUL has limited cultural heritage importance or limited impact on landscape  |
| <b>5. Naturalness</b>  |   |  |
| Naturalness is assessed in relation to the presence of features which contribute a sense of naturalness such as water, woodland, semi-natural habitats, limited levels of management and modification. Incl. sense of remoteness, tranquillity, wildness                               | 6 | KUL has a strong sense of naturalness with limited human influence.  |
|  | 4 | KUL has some natural features with some influence from human modification  |
|  | 2 | KUL is a highly modified or managed landscape or has few or no natural features  |
| <b>6. Geology, Topography &amp; Landform</b>   |   |  |
| The influence of geological features, topography and landform on the experience of the landscape   | 3 | Geology topography and landform have a strong influence on the character of the KUL and reflect the naturalness of the landscape   |
|  | 2 | Geology topography and landform have some influence on the character of the KUL  |
|  | 1 | Geology topography and landform have a limited influence on the character of the KUL   |



| Criteria Description  |   | Rating / Scoring Guidance   |
|---|---|---|
| <b>VARIATIONS IN QUALITY</b>  |   |   |
| <b>Consistency of character area</b>  |   | Does all of the KUL have similar quality? Yes / No  |
| <b>Association with adjoining character areas</b>   |   | Does the KUL relate to adjoining KULs (score no if it is physically isolated)   |
| <b>7. Importance of Connectivity</b>  |   |   |
| Connectivity reflects the relationship between areas of KUL and/or between KULs and open countryside landscape/seascape.  | 3 | The KUL has a strong visual or physical relationship with adjacent KUL / open countryside   |
|   | 2 | The landscape has some relationship with adjacent KUL/ open countryside   |
|   | 1 | The landscape has a limited role in relation to other KUL/ open countryside   |
| <b>LANCASTER DISTRICT SPECIFIC QUALITIES</b>  |   |   |
| <b>8. Contribution to Historic Lancaster</b>  |   |   |
| Importance of the landscape's contribution to the historic character of Lancaster District.   | 3 | The KUL makes a very important contribution to the historic character of Lancaster District.  |
|   | 2 | The KUL makes some contribution to the historic character of Lancaster District.  |
|   | 1 | The KUL makes a limited contribution to the historic character of Lancaster District.   |
| <b>9. Contribution to the Setting of Lancaster Morecambe and Heysham</b>  |   |   |
| Importance of the landscape in contributing to the setting for Lancaster Morecambe and Heysham.<br><br><i>The landscape must have a visual relationship with the city in the context of views to and views from the area.</i> | 6 | The KUL has a strong positive visual relationship with the city and is a key feature in views/approaches to Lancaster Morecambe and Heysham.  |
|   | 4 | The KUL has some visual relationship with the city and performs a role in relation to the setting of Lancaster Morecambe and Heysham  |
|   | 2 | The KUL has a limited role in relation to the setting of Lancaster Morecambe and Heysham or is visually detached from the main urban area   |
| <b>10. Key Views</b>  |   |   |
| Importance of views to/of the KUL and from the KUL, based on a combination of prominence and visibility.  | 3 | Very prominent or good views to or from the KUL or views experienced by a high number of receptors. The KUL is important in key views from Lancaster Morecambe and Heysham, from main transport routes or viewpoints, or from locations beyond the main urban area, such as the Forest of Bowland AONB, Morecambe Bay and the river Lune valley |
|   | 2 | Fairly prominent in views to or from this KUL or quite high numbers of receptors. The KUL plays some role in key views from the city itself, main transport routes or viewpoints or from locations beyond Lancaster Morecambe and Heysham 's boundaries   |
|   | 1 | Not prominent in views to or from this KUL or experienced by only low number of receptors   |
| <b>Overall Score</b>  |   | <b>(Maximum Score = 45)</b>   |

1.12 Each of the 19 Key Urban Landscapes was assessed in relation to the evaluation criteria set out in Table 2.

Table 3 below presents the results of the Stage 2 evaluation, arranged in numeric order as set out in Table 1.

**TABLE 3: EVALUATION OF KEY URBAN LANDSCAPES**

|             | <i>Evaluation Criteria<br/>(* denotes 2x weighting)</i> | Distinctiveness* | Scenic Quality* | Enjoyment* | Cultural heritage | Naturalness* | Geology, landform | Connectivity | Contribution to historic character | Contribution to setting* | Key views | Overall Score |
|-------------|---|------------------|-----------------|------------|-------------------|--------------|-------------------|--------------|------------------------------------|--------------------------|-----------|---------------|
| <i>Area</i> | <i>KUL</i>  |                  |                 |            |                   |              |                   |              |                                    |                          |           | <i>Total</i>  |
| 1           | Lancaster Castle and Priory                             | 6                | 6               | 6          | 3                 | 4            | 3                 | 1            | 3                                  | 6                        | 3         | 41            |
| 2           | Ryelands Park   | 4                | 6               | 6          | 3                 | 4            | 1                 | 1            | 3                                  | 4                        | 2         | 34            |
| 3           | Land adjacent to canal, N of Haverbreaks                | 4                | 4               | 4          | 2                 | 4            | 2                 | 1            | 1                                  | 4                        | 2         | 28            |
| 4           | Land adjacent to canal, S of Haverbreaks                | 4                | 6               | 2          | 1                 | 4            | 3                 | 2            | 1                                  | 4                        | 2         | 29            |
| 5           | Grounds of Islamic college                              | 4                | 4               | 2          | 3                 | 4            | 2                 | 2            | 2                                  | 4                        | 1         | 28            |
| 6           | Greaves Park  | 4                | 6               | 6          | 3                 | 4            | 2                 | 2            | 2                                  | 4                        | 2         | 35            |
| 7           | University of Cumbria                                   | 4                | 4               | 4          | 1                 | 4            | 2                 | 2            | 2                                  | 4                        | 2         | 29            |
| 8           | Williamson Park   | 6                | 6               | 6          | 3                 | 4            | 3                 | 2            | 3                                  | 6                        | 3         | 42            |
| 9           | Highfield Recreation Ground                             | 2                | 2               | 6          | 1                 | 2            | 3                 | 2            | 1                                  | 2                        | 2         | 23            |
| 10          | Lancaster Cemetery                                      | 4                | 4               | 4          | 3                 | 4            | 2                 | 2            | 3                                  | 4                        | 2         | 32            |
| 11          | Land SE of Caton Road, adjacent M6                      | 4                | 6               | 4          | 1                 | 6            | 3                 | 2            | 1                                  | 6                        | 3         | 36            |
| 12          | Land adj. Grab Lane, adjacent. M6                       | 4                | 4               | 2          | 1                 | 6            | 3                 | 2            | 1                                  | 6                        | 3         | 32            |
| 13          | Land S of Wyresdale Road, adjacent. M6                  | 4                | 4               | 2          | 1                 | 4            | 2                 | 2            | 1                                  | 6                        | 3         | 29            |
| 14          | Land S & E of Newlands Road, adjacent M6                | 4                | 4               | 2          | 1                 | 2            | 3                 | 2            | 1                                  | 6                        | 3         | 28            |
| 15          | Land S of Hala Hill & adjacent M6                       | 4                | 4               | 2          | 1                 | 4            | 3                 | 2            | 1                                  | 6                        | 3         | 30            |
| 16          | Land W and S of Lancaster University                    | 4                | 4               | 4          | 1                 | 4            | 3                 | 2            | 1                                  | 4                        | 2         | 29            |
| 17          | Land south of Smithy Lane, Heysham                      | 2                | 2               | 6          | 1                 | 6            | 2                 | 2            | 1                                  | 4                        | 2         | 28            |
| 18          | Heysham Head and The Barrows                            | 6                | 6               | 6          | 3                 | 6            | 3                 | 3            | 3                                  | 6                        | 2         | 44            |
| 19          | Land north of Knowlys Road, Heysham                     | 4                | 4               | 4          | 1                 | 6            | 2                 | 2            | 1                                  | 6                        | 2         | 32            |

1.13 The review of Lancaster's Key Urban Landscapes concludes with this Stage 2 evaluation of the 19 areas of Key Urban Landscape. Stage 1 and Stage 2 of the review together provide a suitable basis for Lancaster City Council's consideration of Key Urban Landscape and the extent to which such areas should continue to be allocated as a form of local landscape designation in the Land Allocations DPD.