

**From:** [REDACTED]  
**To:** [Local Dev. Framework](#)  
**Subject:** CDC Local Plan Representation 1 of 2  
**Date:** 13 February 2018 10:38:05  
**Attachments:** [image001.jpg](#)  
[APC Local Plan Rep to CDC 13-02-2018 - Re Rarber Top Lane Ingleton.pdf](#)  
[App R1 - 38-2016-01-Rev A-Site Location Plan.pdf](#)  
[App R2 - 38-2016-20-Rev A-Site Layout Plan.pdf](#)  
[App R3 - APC Planning Appeal Statement - 24-11-17.pdf](#)

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Dear sir/madam,

Please find attached a Representation in relation to Policies SP4 and SP9. I would be grateful if you could acknowledge receipt. Appendices are included with this and a subsequent email.

Kind regards

[REDACTED]

[REDACTED] – Bsc (Hons) MRTPI  
Managing Director  
Addison Planning Consultants Ltd

addison\_planning\_logo\_small



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Date: 13<sup>th</sup> February 2018

Our Ref: APC00002

Planning Policy Team,  
Craven District Council,  
1 Belle Vue Square,  
Skipton,  
BD23 1FJ

Dear Sir/Madam,

**RE: LOCAL PLAN CONSULTATION – JANUARY 2018: REPRESENTATION IN RELATION TO POLICIES SP4 AND SP9 AND AN OMISSION SITE**

These Representations have been prepared by Addison Planning Consultants Ltd on behalf of [REDACTED]. These Representations specifically address the SOUNDNESS of draft Policies SP4 and SP9 in relation to the spatial strategy for Ingleton; and the omission of a proposed Allocation Site under Draft Policy SP9: Strategy for Ingleton – Tier 3.

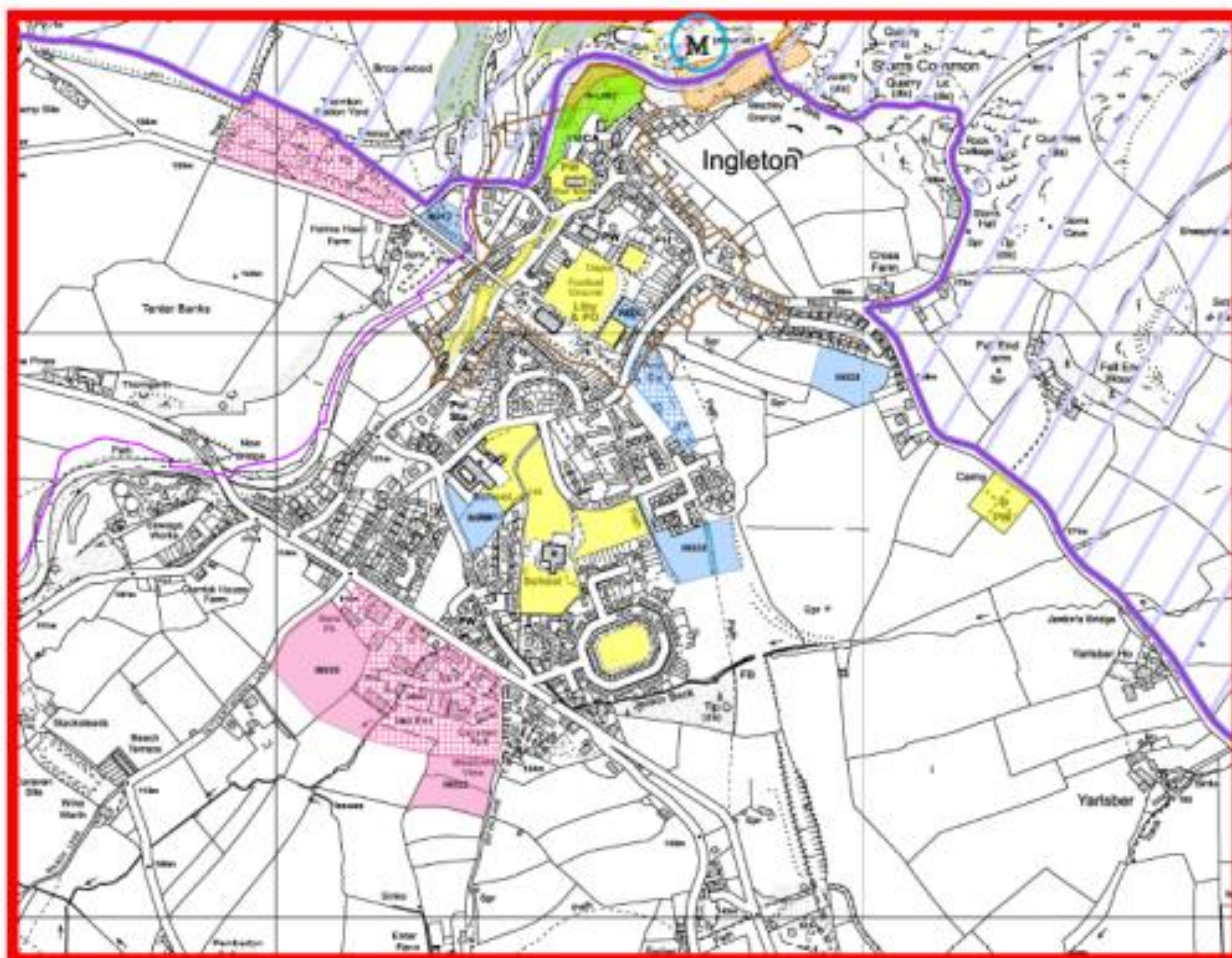
DRAFT POLICY SP4: SPATIAL STRATEGY AND HOUSING GROWTH: - this policy identifies Ingleton as a Tier 3 settlement which is a service centre with a good range of services, shops and facilities. Criterion C states:

*“Directing a proportionate level of growth to Glusburn/Crosshills, Gargrave and Ingleton to underpin their roles as Tier 3 settlements (Local Service Centres);”*

The Policy also sets out that the anticipated level of growth for Ingleton is 3.5% of the District wide requirement or the equivalent of 8 net dwellings per annum. This is reproduced in more detail at Table 5 p57 which states that the anticipated level of housing growth for Ingleton is 3.5% of the District requirement which equates to 160 dwellings as a minimum requirement for the Plan Period.

The Table states that 32 dwellings have been completed in the period 2012 to Sept 2017 which leaves a residual gross requirement of 143 dwellings (including an allowance of 15 dwellings lost). Allowing for sites with outstanding permission in Ingleton totalling 40 dwellings, the residual minimum housing requirement for Ingleton for the Plan Period is 103 dwellings.

DRAFT POLICY SP9: STRATEGY FOR INGLETON – TIER 3 then identifies 5 sites as proposed Allocations to deliver **exactly 103 dwellings** over the Plan Period. The extract from the draft Proposals Map below shows the five proposed housing sites (coloured light blue). The five draft housing Allocations are labelled with site references: IN06, IN010, IN028, IN029, and IN048.



### SOUNDNESS

Policy SP4, in relation to the Spatial Strategy for Ingleton, is not sound because it fails to allocate sufficient housing land to provide a degree of flexibility to ensure housing needs for Ingleton are met over the Plan Period.

Policy SP4 identifies a minimum housing requirement of 143 dwellings over the Plan Period. It then assumes that all 40 dwellings with planning permission will be delivered in the short term. No allowance is made for non-implementation of those 40 dwellings. Similarly, by allocating exactly enough land to meet the minimum residual requirement of 103 dwellings, no allowance is made for any difficulties that may arise with delivering those allocations. The Council, in effect, assumes that 100% of existing permissions and allocations will be delivered – but, that 100% delivery still only delivers enough housing land to meet the **minimum requirement**.

This is not a realistic scenario and will undoubtedly lead to insufficient housing land being delivered in Ingleton to meet housing needs over the Plan Period. The Policy is therefore UNSOUND because it is ineffective and fails to address the evidenced need for housing in Ingleton.

### OMISSION SITE

The lack of soundness of Policies SP4 and SP9 in relation to the spatial strategy and housing growth for Ingleton could be addressed through an additional Housing Allocation. The following site located at Rarber Top Lane and the A65 Ingleton can deliver 5 family dwellings (including ancillary office spaces) in the Plan Period.



This site is available, suitable and deliverable as a Housing Allocation, with a willing developer that will deliver housing on receipt of planning permission. Evidence has been prepared to show how the site is deliverable and sustainable. This evidence is included as Appendices with this submission:

- App - R1: 38-2016-01-Rev A-Site Location Plan
- App - R2: 38-2016-20-Rev A-Site Layout Plan
- App - R3: APC Planning Appeal Statement - 24-11-17
- App - R4: Landscape Appeal Statement GL0816 - 16-11-2017

The SOUNDNESS of Policies SP4 and SP9 in relation to Ingleton could therefore be addressed through the Allocation of this site. Five additional dwellings with ancillary office spaces will provide a minimum degree of flexibility needed to ensure the spatial strategy and housing needs for Ingleton are met and have economic development benefits.

I would be grateful if you could acknowledge receipt and confirm the Representations have been duly made.

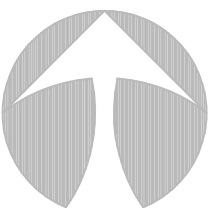
Kind Regards



MANAGING DIRECTOR  
ADDISON PLANNING CONSULTANTS LTD



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Revision	Date

## Stephen Craven Building Design

Chartered Architectural Technologist and  
Building Design Consultant

Tipperthwaite Barn Paley Green Lane  
Giggleswick Settle BD24 0DZ  
Tel: [REDACTED] Mobile: [REDACTED]  
E-Mail: [REDACTED]

<b>job:</b> Proposed Housing Development Raber Top Lane Ingleton LA6 3DN		
<b>client:</b> [REDACTED]		
<b>drawing:</b>  Location Plan		
<b>scale:</b> 1:1250 @ A4	<b>date:</b> 08/16	<b>drawn:</b> smc
<b>job no:</b> 38/2016	<b>drawing no:</b> 01	<b>rev:</b> A

Harling House

A 65

A 65

A 65

Type E

Type D

Type C

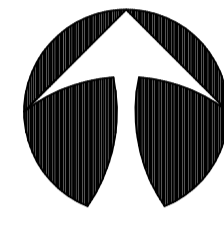
Type B

Type A

form passing place in accordance with Highway Authorities requirements

form pedestrian crossover in accordance with Highway Consultants details

form new access in accordance with Highway authorities requirements



PROPOSED LEVELS SHOWN IN BOLD RED TYPE

Revision	Date

**Stephen Craven**  
**Building Design**

Chartered Architectural Technologist and Building Design Consultant

Tipperthwaite Barn Paley Green Lane  
Giggleswick Settle BD24 0DZ  
Tel: [REDACTED] Mobile: [REDACTED]  
E-Mail: [REDACTED]

job:  
Proposed Residential Development  
Rarber Top  
Ingletton  
LA  
client:  
[REDACTED]

drawing:  
Detail Design  
Site Plan

scale: 1:200 @ A1 date: 02/17 drawn: smc

job no: 38/2016 drawing no: 20 rev: A

Rock View

# APPEAL STATEMENT

LAND ON THE NORTH SIDE OF RARBER TOP LANE,  
INGLETON, LA6 3DN

PROPOSAL: OUTLINE APPLICATION TO ERECT FIVE  
DWELLINGS WITH ANCILLARY OFFICE SPACES (ACCESS,  
APPEARANCE, LAYOUT AND SCALE SUBMITTED)

CDC APPLICATION REFERENCE:45/2017/18062

APPEAL REFERENCE: APP/C2708/W/17/3190127

Prepared by [REDACTED] BSC Hons MRTPI Director,  
Addison Planning Consultants Ltd on behalf of

[REDACTED]

24<sup>th</sup> November 2017





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## CORE DOCUMENTS

CD1a - APC ltr to CDC 260417	
CD1b - Planning Application Form 260417	
CD1c - 38-2016-01-Rev A-Site Location Plan	
CD1c - 38-2016-20-Rev A-Site Layout Plan	
CD1c - 38-2016-21-Rev A-House Type A	
CD1c - 38-2016-22-House Type B	
CD1c - 38-2016-23-Rev A-House Type C	
CD1c - 38-2016-24-Rev A-House Type D	
CD1c - 38-2016-25-Rev A-House Type E	
CD1c - 38-2016-25-Rev A-Roof Plan	
CD1c - 38-2016-26-Street Scene Elevations	
CD1c - Topographical Survey-Sheet 1	
CD1c - Topographical Survey-Sheet 2	
CD1d - Planning and Sustainability Statement - 260417	
CD1e - Transport Statement 18042017	
CD2a - 45_2017_18062-NYCC Highways CONSULTATION_RESPONSE	
CD2b - 45_2017_18062-United Utilities CONSULTATION_RESPONSE	
CD2c - 45_2017_18062-CDC EHO and NYCC Drainage	
CD2d - 45_2017_18062-Neighbour Objection Fell View	
CD2e - 45_2017_18062-Neighbour Objection Fell View no2	
CD2f - Ingleton PC Objection	
CD3a - 45_2017_18062-OFFICERS_REPORT-235635	
CD3b - 45_2017_18062-DECISION_NOTICE-235632	
CD4a 17290 - PROPOSED SITE PLAN REV A	
CD4b 17290-Consultation Responses	
CD4c 17290-Officer Report	
CD4d 17290-Decision Notice - 25-10-2016	
CD5 CDC Local Plan 1999	
CD6a Spatial_Strategy_Options_etc_(5.4.16)	
CD6b Pool_of_Site_Options_etc_(5.4.16)	
CD7a Item_6_Emerging_Preferred_Sites_report_13.07.2016	
CD7b Appendix_D_-_Emerging_preferred_housing_sites	
CD7c - Preferred Sites for Housing Consultation	
CD7d - Site Assessment for IN050	

CD8a: CDC SP Agenda\_2016-11-22  
CD8b: Item\_5\_Objectively\_Assessed\_Housing\_Need\_-\_SHMA\_Update  
CD8c: Edge Analytics Demographic Forecasting - October 2016  
CD8d: SHMA Update Report 2016 (03.11)  
CD8e: Item\_6\_Employment\_Land\_Review  
CD8f: Craven Employment Land Review  
CD9: CDC 5 Yr Housing Land Supply Nov 2016  
CD10a - Local Plan Consultation Document  
CD10b - Policies Map  
CD10c - INO50 Site Assessment  
CD11 - CDC ELR Update Report March 2017

## QUALIFICATIONS AND EXPERIENCE

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- 1.1 My name is [REDACTED] and I have been a Chartered Member of the Royal Town Planning Institute since 1993. I hold a degree in Town and Regional Planning and I am Managing Director of Addison Planning Consultants Ltd.
- 1.2 I have 26 years of experience of working in the field of town planning, including 12 years in local government working in both planning policy and development control and 14 years acting for land owners, developers, occupiers and investors throughout the North of England. My involvement in the property market involves the preparation of complex planning applications, strategic promotion of land and property through the local planning policy system, and acting as expert witness at planning appeals.
- 1.3 My evidence consists of this Statement and a set of Core Documents with the prefix 'CD'. Additional expert evidence is provided by my colleague Mr Jon Golby of Golby and Luck.
- 1.4 Mr Golby deals specifically with matters associated landscape and visual impact of the proposals with I draw upon and rely on his evidence in my assessment of planning policy and the planning case for the appeal scheme.
- 1.5 My Statement deals with the planning policy context relating to the site and specifically the history of the application site, why the appeal scheme has been developed and the planning policy context for the proposals. I then consider the planning case for the appeal scheme.
- 1.6 **Chapters 2 to 4** introduce the proposal. Chapter 3 describes the site and its environs, and the planning history. Chapter 4 examines the planning policy context for the consideration of the appeal proposals.
- 1.7 **Chapter 5** of my Statement examines the planning case for the appeal scheme.
- 1.8 **Chapter 6** summarises the principal conclusions from Chapters 5.

## INTRODUCTION & BACKGROUND INFORMATION

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- 2.1 This Appeal Statement has been prepared on behalf of the appellant [REDACTED]
- 2.2 The Appeal proposal is against Craven District Council's (CDC) refusal of an Outline Planning Permission for the erection of five dwellings with ancillary office spaces on land to the north side of Rarber Top Lane in Ingleton. The Application was received by CDC on the 28<sup>th</sup> April 2017 and given reference 45/2017/18062. Planning permission was refused by CDC on the 25<sup>th</sup> July 2017 under delegated authority.
- 2.3 The Application was submitted with details of the Access, Appearance, Layout and Scale submitted for consideration (and Landscaping details reserved).
- 2.4 The Application refused by CDC under reference 45/2017/18062 was a re-submission of Planning Application 45/2016/17290 which was also refused permission by Craven District Council (CDC) under delegated authority on the 25<sup>th</sup> October 2016. The Appeal scheme provided additional details and information to address the single Reason for Refusal on Planning Application 45/2016/17290. CDC have refused permission for the following single reason (see refusal notice at **CD3b**):

*"The application site occupies a prominent, elevated location outside the development limits of Ingleton alongside a busy thoroughfare (the A65) into and out of the settlement. The proposed development, by virtue of its size, the extent of hardstanding associated with proposed parking and access provision, the site's narrow, elongated shape and its peripheral location extending away from the settlement boundary, would introduce a sporadic form of development which would sprawl into an area of open countryside away from the built-up edge of the settlement. The proposal fails to respect the pattern of development which characterises the adjacent settlement and would have an unacceptable suburbanising effect which would erode the openness of the countryside and diminish the site's contribution to the character and quality of the area. The development's harmful visual effects would be exacerbated by its prominent, roadside location and elevated siting in relation to the A65 and would not be mitigated by the introduction of a landscape buffer which would appear as a contrived feature to the roadside. The adverse impacts arising from the development would significantly and demonstrably outweigh its benefits and, accordingly, it is not sustainable development. The proposal is therefore contrary to the requirements of saved policies ENV1 and ENV2 of the Craven District (outside the Yorkshire Dales National Park) Local Plan which seek to protect the character and appearance of the open rural countryside from urban sprawl, and the objectives of paragraphs 17, 58 and 64 of the National Planning Policy Framework which seek to ensure that development adds to the overall*

## INTRODUCTION & BACKGROUND INFORMATION

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*quality of the area, responds to local character, reflects the identity of local surroundings and takes the opportunities available for improving the character and quality of an area."*

- 2.5 The Application submitted to CDC under reference 45/2017/18062 comprised the following details/documents and plans:

- CD1a - APC ltr to CDC 260417
- CD1b - Planning Application Form 260417
- CD1c - 38-2016-01-Rev A-Site Location Plan
- CD1c - 38-2016-20-Rev A-Site Layout Plan
- CD1c - 38-2016-21-Rev A-House Type A
- CD1c - 38-2016-22-House Type B
- CD1c - 38-2016-23-Rev A-House Type C
- CD1c - 38-2016-24-Rev A-House Type D
- CD1c - 38-2016-25-Rev A-House Type E
- CD1c - 38-2016-25-Rev A-Roof Plan
- CD1c - 38-2016-26-Street Scene Elevations
- CD1c - Topographical Survey-Sheet 1
- CD1c - Topographical Survey-Sheet 2
- CD1d - Planning and Sustainability Statement - 260417
- CD1e - Transport Statement 18042017

- 2.6 The Appeal proposal in summary is for 5 dwellings. Specifically, design details have been formulated to enable an understanding of the visual impact of the scheme. Given the topography of the site, the five dwellings have been carefully designed to follow the site contours. Three of the dwellings are single storey and two are two-storey in height. Local vernacular design detailing is proposed including local stone and slate roofs.

- 2.7 In addition, the address concerns with regard to the sustainability of the site, a new pedestrian link from the dwellings to the existing footpath infrastructure of the village is proposed.

- 2.8 Finally, the design of the proposed dwellings incorporates ancillary office spaces into four of the dwellings. These will deliver new employment space directly linked to the occupation of the dwellings and meet a need identified in the Council's Local Plan evidence base. The Proposals will therefore deliver significant economic development benefits for the local economy.

- 2.9 This Appeal Statement, read in conjunction with the Statement by [REDACTED] (re landscape and visual impacts), specifically seeks to address the above Reason for Refusal. This Statement will also refer to the list of

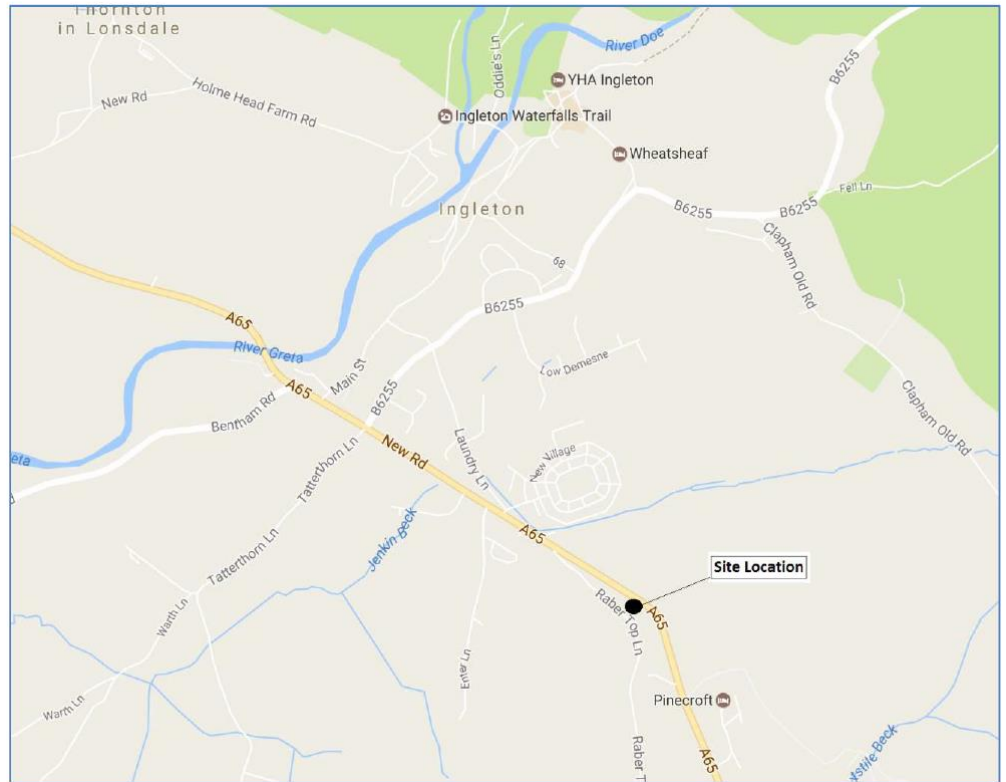
## INTRODUCTION & BACKGROUND INFORMATION

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documents, plans and correspondence set out as Core Documents (referenced with the pre-fix **CD1** to **CD9**) as set out on the contents page.

## SITE DESCRIPTION AND PLANNING HISTORY

- 3.1 The proposed development is located adjacent to the A65 New Road, to the southeast of Ingleton. Ingleton is a village and civil parish in the Craven district of North Yorkshire, England. The village is 19 miles from Kendal and 17 miles from Lancaster on the western side of the Pennines.



- 3.2 The appeal site is approximately 0.491 hectare in size and is situated between Rabber Top Land and New Road (the A65) located to the south east of Ingleton.
- 3.3 The site is enclosed by a section of trees & shrubs along the northwest, southwest and southeast boundaries with the north-west boundary enclosed by a wire fence and is separated from the A65 by a traditional stone wall. A change in topography means that the site slopes upwards towards Rabber Top Lane. The Site location plan below shows the site in more detail.

## SITE DESCRIPTION AND PLANNING HISTORY



### THE SURROUNDING AREA

- 3.4 Located adjacent to the site (southeast & northwest) are residential dwellings with a further dwelling located to the west of the site.
- 3.5 The main village of Ingleton is located to the north-west of the application site. The village is well served by existing facilities including shops, primary school and employment premises. These facilities are located within walking distance of the Appeal Site (this is evidenced in **CD1e** - Transport Statement 18042017).
- 3.6 The sustainability of the site, having regard to the characteristics of the surrounding area and access to facilities is assessed in detail in Chapter 5 of this Statement.



## SITE DESCRIPTION AND PLANNING HISTORY

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### PLANNING HISTORY

3.7 The following Planning History has been derived from the Council's Public Access database – a full Land Search has not been undertaken and there may therefore be other older planning applications relating to the site.

3.8 45/2016/17290: Outline application for residential development all matters reserved with the exception of highways. Refused Planning Permission on the 25<sup>th</sup> October 2016. The Application was refused for the following single reason:

*"The Local Planning Authority recognises that it does not have a 5-year land supply and that it needs to support residential development in locations outside of Development Limit boundaries that were identified by the 1999 Local Plan. However, it is considered that development on this site would unacceptably result in the loss of an area of land that contributes positively to the character of the open countryside. The site is detached from the village of Ingleton and does not constitute a sensible rounding off of the village. As such the proposal would fail to improve the character and quality of the area and the way it functions. Furthermore, the proposed residential development given its location outside from the existing settlement and remote from the main facilities in the village fails to comply with planning policy objectives of achieving sustainable development. There is no other special justification for these dwellings in this rural location. The adverse impacts of approving the scheme are considered to outweigh the benefits of approving development and as such the proposal is contrary to the requirements of Saved Policy ENV1 of the Craven District (outside the Yorkshire Dales National Park) Local Plan and the aims and objectives of the NPPF including the NPPF's core planning principles of preventing development that would be harmful to the intrinsic open character of the countryside."*

3.9 This refused Application was submitted in Outline with all matters reserved except for the means of access. The following information in relation to this Planning Application is referenced as followed and referred to in Chapter 5:

**CD4a:** Indicative layout submitted with the Application.

**CD4b:** Consultation responses to the Application.

**CD4c:** Officer Report (the application was determined under delegated authority).

**CD4d:** Decision Notice 45/2016/17290

3.10 45/2017/18062: Outline application to erect five dwellings with ancillary office spaces (access, appearance, layout and scale submitted). Resubmission of previous application referenced 45/2016/17290. This is

## SITE DESCRIPTION AND PLANNING HISTORY

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the Appeal scheme refused permission by CDC under delegated authority on the 25<sup>th</sup> July 2017. The Application is referenced as **CD1**.

- 3.11 The Application was the subject of an objection from the owners/occupiers of a property adjacent to the site. This is referenced as **CD2d** and **CD2e**.
- 3.12 The Application did not receive any objections from statutory consultees, including the Yorkshire Dales National Park. NYCC Highways recommended approval subject to conditions – see **CD2a**.

## PLANNING POLICY CONTEXT

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### RELEVANT ADOPTED PLANNING POLICY

- 4.1 The Development Plan consists of the saved policies of the Craven District (outside of the Yorkshire Dales National Park) Local Plan which was adopted on 2 July 1999. The majority of policies in the Local Plan have expired in anticipation of the adoption of the Local Development Framework (now known as the new Local Plan). A copy of the 1999 Local Plan (extracts of relevant policies) is referenced as **CD5**.
- 4.2 The Planning Officers Report in relation to the refused scheme (**CD3a**) listed the following saved Policies as relevant to the consideration of the previous proposals:
- ENV1: Development in the Open Countryside.
- ENV2: Requirements for Development in Open Countryside.
- T2: Road Hierarchy
- 4.3 Other material considerations to be taken into account include the National Planning Policy Framework (the Framework – March 2012); the planning guidance published in March 2014 to support the Framework; and the Community Infrastructure Levy (CIL) Regulations 2010 (as amended).

### SUPPLEMENTARY PLANNING GUIDANCE

- 4.4 The Council has no Supplementary Planning Guidance of relevance to the Application proposals. In relation to Affordable Housing, the Council produced a document entitled 'Negotiating Affordable Housing October 2015' as a basis for requiring Affordable Housing in new development schemes. This was first adopted by the Council for development management purposes in 2012 (although it has not been the subject of any public consultation). The October 2016 version was the subject of a legal challenge resulting in the 'policy document' being quashed by the Courts in March 2017.
- 4.5 The Council currently has no saved policy or supplementary guidance in relation to requirements for affordable housing provision. The Council did not require the provision of affordable housing in this scheme as part of its consideration of the proposals.

## PLANNING POLICY CONTEXT

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### EMERGING CRAVEN DISTRICT LOCAL PLAN AND EVIDENCE BASE

- 4.6 The Council is in the process of writing a new Local Plan for the District (outside the Yorkshire Dales National Park), which will replace the saved policies from the 1999 Local Plan. The new Local Plan will contain strategic policies and will identify development sites to meet the needs of Craven up to 2035. At the time of writing a full consultation draft of the Local Plan has yet to be published (this is anticipated late in December 2017/early 2018). History of relevance to this Appeal is set out below:
- 4.7 5th April 2016 – CDC publish a consultation version of the Local Plan setting out options for the spatial strategy (referenced as **CD6a**) and options for site allocations – called a ‘pool of sites’. The Application site (ref INO50) is included as a potential allocation for residential use – refer to p27 of **CD6b**. The pool of sites document which includes a sustainability appraisal of each site is Referenced as **CD6b**.
- 4.8 In relation to the subject site the sustainability appraisal classes the site as a ‘Stage 6’ site – that is an ‘*Opportunity Site -these sites are considered not to have any significant social, environment or economic constraints which have been identified at this level of the assessment*’. Refer to p58 of **CD6b** – labelled as p27 of the sustainability appraisal.
- “Stage 6 (Pass): The site has a possibility for residential development. However, it is on the edge of the current urban area of Ingleton, and would act as a new approach to the town along the A65. Therefore, it is important that a sensitive design is considered if selected.”*
- 4.9 **Nb.** The Council – in formulating its Local Plan and identifying potential housing allocations, formally assessed the site as a **sustainable housing site**.
- 4.10 13th July 2016 – CDC Spatial Planning Sub-Committee meeting. The sub-committee considers a Report *“To present recommended changes to Draft Policy SP1: Meeting Housing Need and Draft Policy SP4: Spatial Strategy and Housing Growth and to present details of and development principles for emerging preferred sites for housing arising from an interim assessment of the pool of site options based on information available to date (including consultation responses received) and to seek approval for the emerging preferred housing sites to be subject to informal consultation.”*
- 4.11 This Report includes four Appendices which set out details of the Preferred Sites for Consultation. The Report and Appendices are included as **CD7a**

## PLANNING POLICY CONTEXT

and **CD7b**. These documents identify the Appeal Site as a preferred Housing Allocation for consultation. Refer to page 23 of **CD7b**. This states:

Area Ref	Location	Uses
IN050	Land bounded by the A65 and Raber Top Lane	Residential C3
<p>Commentary</p>		
<p>A 0.491 hectare site that is allocated for residential development under use class C3. This site will deliver approximately 17 dwellings at a development density of 35 dwellings to the hectare overall. The site will be subject to the following requirements:</p> <ul style="list-style-type: none"> <li>• Development of the area should form a seamless addition to the adjacent built up area of Ingleton;</li> <li>• The site is viewed as being in a prominent location, and hence visual character with regards to housing density, building heights, and dwelling design to be considered for this site’s potential development.</li> <li>• Development should enhance the mix of dwellings available in Ingleton and include the provision of a proportion of affordable housing suitable for local people;</li> <li>• Access to be gained from the A65 and a possible secondary access from Raber Top Lane;</li> <li>• Development should be designed so that it is easily accessible by pedestrians and transport modes other than the private car;</li> <li>• The effect of traffic generated as a result of development will require assessment and possible mitigation measures.</li> </ul>		
<p><b>Delivery timeframe:</b> Years 1-5 from Local Plan adoption.</p>		

4.12 In summary, the Appeal site has been the subject of rigorous assessment by the Council to determine if it is available, suitable and deliverable as a housing allocation. In July 2016 – the Council therefore considered the site could achieve sustainable development in the short term.

4.13 22nd July 2016 - The Council publishes a Preferred Sites for Housing Consultation Document – for consultation for a short four-week period ending 19th August 2016. This includes proposed revisions to the spatial policy SP4 which deals with the amount and distribution of housing. This

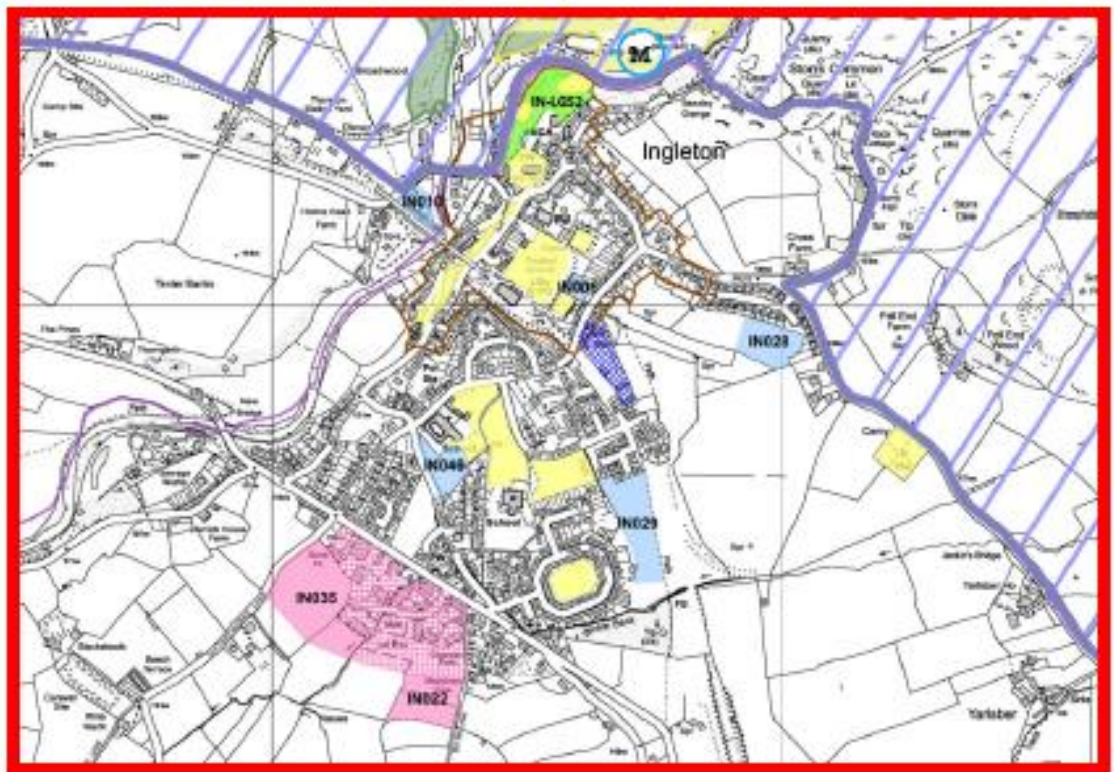
## PLANNING POLICY CONTEXT

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- is referenced as **CD7c**. The document sets out at page 68 that the Application site IN050 is identified as a ***preferred housing site***.
- 4.14 The Consultation Documents include individual Site Assessments – the Assessment for Site IN050 states that the site has been identified as a Preferred Allocation. The Site Assessment is included as **CD7d**. This confirms the Council’s detailed assessment that the development of the site ***would not cause harm to landscape character or have any other constraint to its development***.
- 4.15 The Council has also completed the following evidence base which will be referred to in the Chapter 5 of this Statement:
- CD8a:** CDC SP Agenda\_2016-11-22
  - CD8b:** Item\_5\_Objectively\_Assessed\_Housing\_Need\_-\_SHMA\_Update
  - CD8c:** Edge Analytics Demographic Forecasting - October 2016
  - CD8d:** SHMA Update Report 2016 (03.11)
  - CD8e:** Item\_6\_Employment\_Land\_Review (subsequently updated in March 2017 – see **CD11**)
  - CD8f:** Craven Employment Land Review
  - CD9:** CDC 5 Yr Housing Land Supply Nov 2016
- 4.16 14<sup>th</sup> June 2017: The Council publishes another informal consultation draft of the Local Plan (Referenced as **CD10a**). The appeal site (previously referenced as Site IN050 in earlier iterations of the Local Plan) is omitted from this consultation draft; that is the Council does not identify the site as a preferred housing site. Refer to page 83 at **CD10a** which lists the sites the Council has ‘preferred’. The proposals map which illustrates the location of these sites is included as an extract below and also referenced as **CD10b**.

# PLANNING POLICY CONTEXT

**INSET MAP No. 6: INGLETON (1:7500)**



- 4.17 The individual site assessment for IN050 was not published by the Council but has been made available to me by the Council’s officers. This is referenced as **CD10c**.
- 4.18 The site assessment shows that the site scores highly as a sustainable location for new development and is suitable for allocation as a housing site.

**Stage 1: Settlement Level Analysis (Sustainability Appraisal)**

Site reference, name/address & area	Sustainability Appraisal Objectives																				Summary of Issues and Recommendations	Mitigation and Recommendations
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20		
<b>Ingleton</b>																						
IN050; Land bounded by the A65 and Raber Top Lane; 0.491 ha.	0	0	+	0	0	+	0	0	-	0	0	0	+	-	+	0	+	0	+	+	Level 3 (Pass): The site is situated on the southern edge of the settlement, facing the A65 road. The site does not have Flood Zones 2 and 3 within its borders, although there are Flood Zone 3 areas close to its northern border, according to Environmental Agency mapping. The site is a prominent location, at the entrance to the urban area from the south, and sensitive dwelling design would be required if selected.	2, 7, 9

**Result:** Site performs satisfactorily in the Sustainability Analysis. The site is deemed sustainable in order to enter the Pool of Sites (with mitigation measures and recommendations). The site is a candidate for the Preferred Sites list for Ingleton, subject to Stage 2 analysis below, and also a possible comparison of the site’s merits with other sustainable sites in Ingleton if a surplus of sites exists.

- 4.19 The Assessment shows that the Council does not consider that the site has any potential to harm the special qualities of the designated landscapes of the YDNP or the AONB

## PLANNING POLICY CONTEXT

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- 4.20 The Assessment concludes that ***"The site passes all four District Level Analyses"*** as a suitable site for allocation. The site is not however selected on the basis there are *"other site options available"*.



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- 5.1 I consider that the main issues to be considered in the appeal are:
- (1) Whether the appeal site is sustainable having regard to accessibility to schools, shops, services and employment; and
  - (2) The landscape and visual impact of the proposal on the character and appearance of the area
- 5.2 Prior to considering these two main issues, I have set out below my assessment of the principle of the proposed residential development with ancillary offices having regard to saved Development Plan policies, and also the current level of housing need in this District. The level of housing need forms an important material planning consideration having regard to the emphasis placed on the provision of new housing at paragraph 14 and 49 of the NPPF.

### **THE PRINCIPLE OF DEVELOPMENT**

#### **HOUSING NEED AND SUPPLY**

- 5.3 The application site lies outside of but adjacent to the existing development limits of Ingleton as defined in the 1999 Local Plan. The Council's case – as set out at paragraphs 9.1 to 9.13 of the Officers Report (refer **CD3a**) is that:
- the development of the site would represent 'sporadic development' in the open countryside and therefore be contrary to saved Policy ENV1 of the 1999 Local Plan;
  - and the site is not in a sustainable location and therefore conflicts with the objectives of the NPPF.
- 5.4 The Appellant's case is that Policies ENV1 and ENV2 are out of date and cannot be afforded any material weight in the consideration of the proposals.
- 5.5 Policy ENV1 seeks to protect the character and quality of the open countryside from being spoilt by sporadic development and restricts development to small scale proposals appropriate for the enjoyment of the scenic qualities of the countryside and other appropriate small-scale development having a rural character and where the proposal clearly benefits the rural economy; helps to maintain or enhance landscape character; is essential for the efficient operation of agriculture or forestry; or is essential to the needs of the rural community. (Referenced at page 36 at **CD5**).

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- 5.6 Saved LP Policy ENV2 seeks to ensure that any development acceptable in principle under saved policy ENV1 is compatible with the character of the area and does not have an unacceptable impact on the landscape; the design and materials used relate to the setting; that traffic generated can be accommodated satisfactorily and services and infrastructure can be provided without a serious harmful change to the character and appearance of the area.
- 5.7 That is, both policies seek to control the supply of housing in the District. Given that Policy ENV2 is linked to Policy ENV1 – in so far as Policy ENV2 only relates to proposals acceptable under ENV1 – it follows that if Policy ENV1 is out of date, Policy ENV2 must also be considered as out of date if it is determined that the Council cannot demonstrate a 5-year supply of housing land.
- 5.8 The Council considers it can demonstrate a 5.49-year supply of housing (see paragraph 9.7 of the Officers Report **CD3a**) but also states that the *“existence of a Five-Year Housing Land Supply is not a reason by itself to justify refusal of a planning application.”* The Applicant’s case is that the Council is unable to demonstrate an adequate supply of housing to meet housing needs for the reasons set out below:
- 5.9 In October 2016, an updated Strategic Housing Market Assessment (SHMA) report was produced by Arc4 Consulting for Craven District Council (CDC) – referenced as **CD8d**. This recommended a full Objectively Assessed Need for Housing (OAN) based on up-to-date evidence of **214 dwellings per annum** for the Craven Housing Market Areas (ie across the whole of the local authority area). In the officer’s report to the Craven Spatial Planning Sub Committee of 22nd November 2016 (Item 5 – referenced as **CD8b**) it was recommended that this updated OAN should be used as the OAN for the purposes of the Local Plan going forward (ie for that part of Craven District outside the Yorkshire Dales National Park Authority area). The officer’s report clearly accepts that the new OAN is based on an objective assessment of the latest evidence.
- 5.10 In contrast, the latest CDC 5 Year Housing Supply Statement (November 2016 – referenced as **CD9**) appears to entirely ignore this OAN evidence that CDC has commissioned. The statement poses the

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question: *“could the emerging housing requirement target of 256 dwellings per year in the new draft Local Plan be used to measure the 5-year housing land supply or the housing requirement target of 250 dwellings per year in the now revoked Regional Spatial Strategy, or some other measure?”*

5.11 It then draws on the well-known Hunston judgement to argue that in the absence of an adopted Local Plan with a housing requirement, the need for housing in assessing any five-year housing land supply should be set by *“the most up to date information on objectively assessed housing need in the Department of Communities and Local Government (DCLG) household projections”*.

5.12 This is an incorrect reading of what the National Planning Policy Framework and indeed national Planning Practice Guidance (PPG) were intended to mean. It is widely accepted that there is a distinction between an OAN (which is sometimes styled a “policy off” housing need) and a housing requirement (sometimes styled “policy on”). An OAN does not take into account factors that may constrain the ability of a local authority to deliver housing need or indeed the aspiration to increase housing growth faster than the OAN figure to meet some economic aspirations. In contrast a housing requirement adopted in a Local Plan may take these factors into account.

5.13 The relevant guidance is set out in PPG para 3-30 that sets out the starting point for assessing a five-year housing land supply, ie the need figure that should be used. To quote this at length:

*“Housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the five-year supply. Considerable weight should be given to the housing requirement figures in adopted Local Plans, which have successfully passed through the examination process, unless significant new evidence comes to light. It should be borne in mind that evidence which dates back several years, such as that drawn from revoked regional strategies, may not adequately reflect current needs”*.

*“Where evidence in Local Plans has become outdated and policies in emerging plans are not yet capable of carrying sufficient weight, information provided in the latest full assessment of housing needs should be considered. But the weight given to these assessments*

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*should take account of the fact they have not been tested or moderated against relevant constraints. Where there is no robust recent assessment of full housing needs, the household projections published by the Department for Communities and Local Government should be used as the starting point, but the weight given to these should take account of the fact that they have not been tested (which could evidence a different housing requirement to the projection, for example because past events that affect the projection are unlikely to occur again or because of market signals) or moderated against relevant constraints (for example environmental or infrastructure)" [our emphasis added].*

- 5.14 It is quite clear therefore from this guidance what CDC should be doing; it should be using its recent, robust assessment of full housing needs. If there were no such assessment, then the use of DCLG household projections alone would be reasonable as CDC argue. However, because CDC itself has commissioned independent robust OAN evidence this is palpably not the case. In other words, it must use its own consultant's advice on the latest OAN figure.
- 5.15 I set out below the implications for the five-year housing land supply in Craven District of using the proper housing need figure that CDC themselves have adopted. There are two columns in the table:
- The first column uses the identical approach to that adopted by CDC in the own assessment in November 2016 (**CD9**). This looks at the backlog over five years to end of March 2016. It does not consider delivery vs need in 2016/17.
  - The second column does the same exercise but in this case included the forecast delivery of 241 units for 2016/17 as assumed by CDC in November 2016 (as set out in Table 3 - Summary of all sites in five-year supply in CDC's 5YHLS Statement November 2016 **CD9**). This marginally reduces the total backlog.
- 5.16 In practice, the approach makes little difference and, based on CDC's **own assessment of its supply**, it only has a **2.9 or 3.0-year housing land supply**. Total supply over the five-year period would need to increase by around 700 (1,716 less 1,027) to reach a 5-year supply. Even in the absence of any backlog CDC would not have a 5YHLS as its requirement would be 1,284 (1,070 X 1.2).

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TABLE: Updated Estimates of 5-year Housing Land Supply in Craven

(a) Housing requirement 2012 to 2032	4,280	4,280
(b) Average annual housing requirement 1 April 2012 to 31 March 2032	214	214
(c) Five year housing requirement	1,070	1,070
Backlog Period	<b>4 Years</b> 1 April 2012 to 31 March <b>2016</b>	<b>5 Years</b> 1 April 2012 to 31 March <b>2017</b>
(d) Total net completions over backlog period	469	710*
(e) Total requirement over backlog period	856	1070
(f) Backlog (=e minus d)	387	360
(g) Total five year housing requirement 1 April 2017 to 31 March 2022 (=c plus g)	1,457	1,430
(h) 20% buffer	291	286
(i) Total five year requirement 1 April 2017 to 31 March 2022 including twenty percent buffer (=g plus h)	<b>1,748</b>	<b>1,716</b>
(j) Average annual housing requirement 1 April 2017 to 31 March 2022 (=i/5)	350	343
(k) Estimated supply (from CDC's 5YHLS Statement November 2016)	1,027	1,027
(l) Five year land supply expressed in years (=k/j)	<b>2.9</b>	<b>3.0</b>

- 5.17 My evidence has clearly demonstrated that, based simply on the Council's own evidence base on supply and the proper application of the Council's own evidence on OAN, it cannot demonstrate a five-year housing land supply.
- 5.18 Furthermore, the Council is woefully short of demonstrating a five-year housing land supply and currently can only demonstrate a 3-year supply of housing land. This is rather different to the 5.46 years of supply assessed by CDC in their 5YHLS Statement of November 2016 (**CD9**).
- 5.19 In coming to this conclusion, I have not needed to carry out a detailed site by site assessment of the housing supply that CDC propose that totals 1,027 units over the period 2017/18 to 2021/22. Such an assessment would be usual in any assessment of five-year housing land supply. This is because, on the Council's own evidence they are so clearly short of having a sufficient supply. At present their five-year supply of housing land would need to increase by around 700 units for CDC to be anywhere near having a sufficient five-year supply of housing land.

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- 5.20 As the relevant policies for the supply of housing are out of date the Appellant’s case is that the proposals should be considered in the context of the presumption in favour of sustainable development. The Appellant’s case is that the proposal would provide much needed market housing and the lack of a five-year housing land supply weighs significantly in favour of the proposal.
- 5.21 Even if I am wrong about the 5-year supply and the weight that should be attached to Policy ENV1 – the Appellant’s case is that the proposal would not in any event conflict with that Policy because the appeal site is sustainable (having regard to accessibility to schools, shops, services and employment); and because the proposal would not have a significant harmful effect on the landscape and visual character and appearance of the area. These are the two main issues I consider later in my Statement.

### **EMPLOYMENT LAND NEED AND SUPPLY**

- 5.22 The Appeal scheme also proposes new employment space in the form of ancillary offices linked to four of the five dwellings proposed. These office spaces are approximately 19 square metres – sufficient to cater for small business start-ups.
- 5.23 The proposal will generate initial jobs and investment during the construction phase; and will generate permanent employment opportunities on occupation.
- 5.24 The Council’s case (as set out at Paragraphs 9.15 to 9.22 of the Officer Report **CD3a**) is that there is no need for the proposed B1 uses in this scheme and “...that any benefits arising in this regard can be given very limited weight in the planning balance.”
- 5.25 The Officer ***ignores the evidence*** which is clearly set out in the Council’s own evidence base for its Local Plan.
- 5.26 The Council Employment Land Review November 2016 – evidence base for the Local Plan – states that there is a need for new employment spaces to cater for small/start up business. It states in the executive summary (reference **CD8f**):

*“From a more qualitative perspective, the requirement for employment space in future will be for better quality, modern space and to cater for*

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*small and start-up businesses (which Craven has a disproportionately high number of)."*

- 5.27 The ELR then sets out at paragraphs 3.15 to 3.18 (**CD8f**) that Craven has an above average proportion of self-employed people, and it recognises that Craven has a unique demand from professionally qualified people for small business work space often linked to accommodation:

*"3.15 Self-employment nationally is at its highest level for 40 years according to data from the ONS, at 4.6 million people or 15% of the total UK workforce. Since 2008 there has been a significant growth in self-employment, with two thirds of all employment growth relating to this group. Partly due to the rural nature of the District, the rise of broadband and the increasing ease with which 'homeworking' is possible (which is explored in the next section), **self-employment is at a far higher rate within Craven than both regional or national averages and therefore this issue is particularly relevant for this study.***

*3.16 While the most common jobs for the self-employed are in construction, taxi driving and carpentry, over the past five years (given the increase in the availability of broadband) there has also been significant growth in self-employment among industries such as management consultancy, information technology and chartered accountants – professions that typically have some requirement for office space. **As mentioned previously, many of those who are self-employed (such as well-educated consultants in sectors such as engineering) are drawn to Craven in order to live and work in an attractive environment.** The implication is that these self-employed workers will either work from home (see below) or seek more formal, small scale workspaces for example with access to shared facilities and opportunities to collaborate with like-minded entrepreneurs.*

*3.17 An improvement to broadband connectivity combined with more tolerance of working remotely by employers has led to a rise in the levels of home working in the UK. According to the ONS the number of homeworkers in the UK amounted to 4.2 million in the first three months of 2014, equivalent to 13.9% of the total workforce. **Craven***

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**itself shows even higher rates of those working at or from home at 4,700 (or 17% of the resident population<sup>23</sup>). Businesses are increasingly adapting their practices to account for the varying lifestyle of modern workers, many of whom often need to balance flexible working hours with family commitments and busy social schedules.**

*3.18 The changing attitudes towards homeworking have had an impact on space requirements across some sectors. For some companies increased levels of remote working can lead to a reduction in the proportion of permanent or formal desk space required and the introduction of hot desking/hoteling systems in the office."*

- 5.28 The November 2016 ELR (**CD8f**) therefore indicates there is a demand for the type of office space proposed in this Application. The Officer report (**CD3a**) ignores this evidence however and refers to a "...further Employment Land Review dated March 2017" (paragraph 9.19 **CD3a**). This 'further ELR' is actually an update, some four months after the publication of the November 2016 version with the updated elements concerned with the nature and location of potential allocations for new employment land. The Update ELR is referenced as **CD11**.
- 5.29 The exact same evidence set out in **CD8f** is reproduced at paragraphs 3.15 to 3.18 in **CD11**. The Officer Report at paragraph 9.20 mischievously tries to down play this evidence by stating that the "...the overarching aim of the ELR is however to direct employment uses towards identified sites...". The Officer view appears to be therefore that any future demand for office space arising from self-employed professionals or small start-up business (in a District where 14% of the workforce is already working from home) should only be met by allocated employment sites. That is clearly nonsense – what the ELR shows is that the working from home sector is an **essential component** of the rural economy of Craven and is one that should be nurtured and supported.
- 5.30 The Officer also misinterprets the ELR when stating at paragraph 9.20 (**CD3a**) that: "Furthermore, the document highlights that the office market remains weak (especially outside of Skipton) with concerns regarding the amount of office space required". A fair



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assessment of the ELR would have highlighted numerous references to the demand for the type of space now proposed in the appeal scheme including paragraphs 5.60 and 5.61 (**CD11**). Paragraph 6.26 states:

*“Additionally, the **rural areas were generally found to be lacking in B1(a)/(b) space** and predominantly comprised B1(c)/B2/B8 uses”.*

- 5.31 What the ELR actually shows, if the Officer had taken the time to fairly assess it, is a current **significant shortage in employment land supply in the District** (ref paragraph 8.20 **CD11**).
- 5.32 The last dismissive comment in the Officer Report is at paragraph 9.21 (**CD3a**) which suggests that the small size of office space proposed at 19sq m (in each of four of the five proposed dwellings) will yield minimal economic benefit. The implied comment is that ancillary office space catering for a small business is not in any way significant. At 19 sqm each office does in fact have the potential to generate at least 1 Full Time Equivalent (FTE). The Council’s case must be therefore that 4 FTE professional jobs in a rural economy is of no consequence.
- 5.33 The Appellant’s case is that the proposals will generate jobs and the economic development impact of the proposals should be afforded **significant material weight in favour** of the application.
- 5.34 Regarding the principle of development, the Appellant’s case is that the proposals accord with the Development Plan in so far as the saved policies are consistent with the NPPF. Having regard to the lack of 5-year land supply for housing, the second part of paragraph 14 of the NPPF is also relevant and the Appeal proposals should therefore be approved as there are no adverse impacts of doing so that would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole. The following paragraphs set out the Appellant’s case as to benefits of the Application scheme and why there are no adverse impacts that would outweigh those benefits.

### **ECONOMIC BENEFITS**

- 5.35 As set out above the Council’s ELR evidences the need for small scale office accommodation linked to dwellings to meet a growing

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need for small business start-ups linked to professional workers either starting a business or working predominantly from home. The proposal provides high quality office space to meet this need and will therefore have economic development benefits for the local area and District. There will also be short term benefits arising from construction and resident spend which was also recognised as a benefit in the Officer Report on the refused scheme (**CD1c**):

*“9.13 It is recognised however, that the proposed development of this site would provide economic benefits associated from new housing developments including the provision of construction jobs and from future residents of the proposed dwellings. In addition, the proposal would provide some social benefits and help to support the vitality of the rural community.”*

### DESIGN, HOUSING MIX AND IMPACT ON NEIGHBOURING PROPERTIES

- 5.36 The proposed scheme is for 3 three-bedroom dwellings and 2 four-bedroom dwellings designed to reflect the local vernacular with high quality finishing materials of stone and slate. Regarding the proposed mix, the Council Strategic Housing Market Area Assessment 2016 identifies the need for market housing. This states at paragraph 7.16 (table 7.3) – referenced as **CD6d** - that predominant need is for three and four-bedroom dwellings:

Overall dwelling size mix	Market (%)	Affordable (%)	Overall (%)
1/2 Beds	8.2	86.4	39.4
3 Beds	64.9	12.9	44.0
4 Beds	26.9	1.2	16.6
Total	99.9	100.5	100.0
Base	128	86	214

- 5.37 The proposed mix of three and four-bedroom dwellings therefore reflects the evidenced need as set out in the Council SHMAA. The Appellant’s case is therefore that the proposal will deliver a wide choice of high quality homes and accords with paragraph 50 of the NPPF; and that the proposal represents good design and accords with Section 7 of the NPPF.
- 5.38 The Appellant’s case is also that the proposals will not adversely affect the residential amenity of existing occupiers adjacent to the

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application site. The Officers Report on the refused scheme (**CD1c**) assessed the potential impact of the proposals on neighbours and concluded at paragraph 9.26 that the proposed development is not likely to adversely affect residential amenity for occupiers of existing properties.

*“There is no reason why a scheme could not be produced that provides adequate spacing within the layout and neighbouring properties to meet acceptable amenity and separation standards for privacy and light.”*

- 5.39 The Council in reaching its determination on the refused Application did not consider that the proposals would have any adverse effects on neighbouring residential amenities.

### ECOLOGY

- 5.40 Regarding ecology, the Appellant’s case is that the additional landscaping proposed will provide an opportunity to enhance biodiversity. The proposal therefore accords with paragraph 118 of the NPPF and that the landscaping strategy will provide a benefit by improving biodiversity in the area.
- 5.41 The Council in reaching its determination on the refused Application (**CD1**) did not consider that the proposals would have any adverse effects on ecology.

### DRAINAGE AND FLOOD RISK

- 5.42 The NPPF requires local planning authorities to adopt proactive strategies to mitigate and adapt to climate change taking full account of flood risk, water supply and demand considerations.
- 5.43 In this regard, the Appellant’s case is that the proposals will not increase the risk of flooding either on or off site and that the site can be adequately drained of both surface and foul water.
- 5.44 The Council in reaching its determination on the refused Application (**CD1**) did not consider that the proposals would have any adverse effects on drainage or flood risk. Similarly, the statutory undertaker with responsibility for drainage in this area – United Utilities – did not raise any objections to the previously refused scheme (refer to **CD1c**).

### ACCESS AND HIGHWAY IMPACTS

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5.45 The Appellant's have undertaken a systematic assessment of the highway/transport implications of the proposals. The evidence provided clearly demonstrates that the proposed development will have no material or significant residual impact on traffic or road safety and so passes the test in paragraph 32 of the NPPF.

5.46 The Council in reaching its determination on the refused Application (**CD1**) did not consider that the proposals would have any adverse effects on highway safety. A consultation from North Yorkshire County Council (NYCC) confirmed that a safe and satisfactory access to serve five dwellings was proposed (this is referenced as **CD1b**). It is of particular note that the Highway Authority did not raise any concerns about the pedestrian connectivity of the proposals or the sustainability of the location from a transport perspective.

5.47 The Officer Report on the refused scheme also states at paragraph 9.32 and 9.33 (**CD1c**) that:

*"NYCC Highways have been consulted and have raised no objections to the use of the proposed new accesses into the site subject to the attachment of conditions relating to construction of private access/verge crossings and visibility splays.*

*It is considered that there are not sufficient grounds to refuse planning permission over matters relating to highway issues."*

5.48 The above paragraphs have set out the Appellant's case that the proposals have significant benefits including:

- Delivering much needed market housing in a District where there is a recognised significant shortage of housing.
- Delivering a wide choice of high quality homes to a high standard of design
- Delivering much needed new employment space and significant economic development benefits
- Delivering, through the landscaping strategy, improvements to biodiversity in the area

5.49 The Appellant's case is also that the proposals will not have any significant adverse effect:

- On the residential amenity of existing occupiers adjacent to the site

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- On drainage or flood risk
- On access or highway safety

5.50 None of the preceding issues formed a reason for the refusal of the previous application (**CD1**). Having regard to the Council's one stated reason for refusal my view is therefore that there are two main issues to consider:

### **ISSUE 1: WHETHER THE APPLICATION SITE IS SUSTAINABLE HAVING REGARD TO ACCESSIBILITY TO SCHOOLS, SHOPS, SERVICES AND EMPLOYMENT**

5.51 The thrust of the Council's case in relation to the refused scheme (paragraphs 9.11 and 9.12 **CD1c**) was that the proposed site is detached from the main settlement, that pedestrian connectivity was non-existent and that residents would be overly reliant on the use of private cars to travel to access shops, service, jobs etc.

5.52 The Application site is, in fact, located in a highly sustainable location. The existing Local Plan adopted in 1999 recognises Ingleton as a 'Local Service Centre' – refer to paragraph 4.6.3 of **CD2**:

*"4.6.3 These local service centres will be given a degree of priority for the development of facilities and smaller scale employment opportunities. They each fulfil an important role in providing local services and shopping facilities to a rural catchment. They also provide a centre for schooling, community facilities and provide local job opportunities, particularly important to those needing part-time work or work close to their homes."*

5.53 The emerging Local Plan also classifies Ingleton as a 'Tier 3' settlement with a range of services to which an element of growth is intended to be directed – refer to **CD3a**.

5.54 The Council also recognised in considering the refused scheme (**CD1**) that Ingleton is a sustainable settlement with a good range of services and facilities – refer to paragraph 9.18 at **CD1c**:

*"It is acknowledged that Ingleton has a range of services and facilities including shops, public house and nursery/primary schools and is*

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*served by public transport that connects Ingleton with neighbouring villages and towns.”*

- 5.55 There is no difference between the parties therefore that Ingleton is a sustainable settlement with a good range of shops, services, a school and various employment premises. The Appellant’s case is that these facilities are within established walking distances and that the proposal provides good pedestrian access to these facilities – making it a highly sustainable location for the five dwellings proposed.
- 5.56 The Appellants have provided a Transport Statement which provides technical evidence to justify this conclusion – referenced as Document **CD1e** with the Application submissions. This addresses the sustainability of the site by assessing the accessibility to it by alternative transport modes starting firstly with public transport and then examining pedestrian accessibility.
- 5.57 Regarding public transport, the site is well serviced by a frequent bus connecting it to Kirby Lonsdale and Lancaster beyond to the north; and Settle and Skipton to the south. These larger towns have an even greater range of services, schools and employment premises. The bus stops for these services are located **within 300m direct walking distance of the site**. This evidence is set out and illustrated in more detail at section 3.5 of the Transport Statement (Document **CD1e**).
- 5.58 Regarding pedestrian accessibility, it is proposed that a pedestrian crossing point is located adjacent to the proposed development, which would link the existing infrastructure along the A65 New Road. This is illustrated on the plans within the Application submission and will provide accessibility to the villages’ amenities, services and importantly the existing bus stops located on Laundry Lane.
- 5.59 The Transport Statement provides evidence (refer to detail at section 3.6 of the Transport Statement - Document **CD1e**) to illustrate that the villages services and amenities are within all established walking distance tolerances:
- Bus Stops (300m / 4 minutes’ walk);
  - Public House (Masons Arms) (750m / 9 minutes’ walk);
  - Co-Operative Food / Petrol Station (290m / 4 minutes’ walk);

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- Ingleton Primary School (1.2km / 14 minutes' walk);
- Ingleton Evangelical Church (550m / 6 minutes' walk);
- Ingleton Village Centre (1.5km / 19 minutes' walk);
- Ingleton Pharmacy (1.4km / 17 minutes' walk); and
- Ingleton Library / Community Centre (1.3km / 16 minutes' walk).

5.60 In relation to accessibility the Transport Statement summarises at 3.6.4 that:

*"In summary, the site is accessible on foot, and with the proposed pedestrian crossing point linking to New Road in place, will reduce the requirement for residents to make short car journeys to access local amenities."*

5.61 The Transport Statement concludes:

*"4.1.3 In order to improve sustainable access to the site, a dropped kerb (with tactile paving) crossing point is proposed to link the development to the existing footway along New Road. Pedestrian visibility of 90m can be achieved in both directions of the crossing point.*

*4.1.4 The proposed development consists of 5 residential dwellings, therefore in regards to traffic would generate negligible traffic levels during the morning and evening peak hours.*

*4.1.5 The recorded accident data within the vicinity of the site does not indicate any existing highway safety patterns or problems.*

*4.1.6 The proposed development is accessible by sustainable travel modes, and is well located to make use of the existing public transport links and footways. With the proposed pedestrian crossing point linking to New Road in place, will reduce the requirement for residents to make short car journeys to access local amenities.*

### *4.2 Conclusion*

*4.2.1 It is concluded that the development proposals are acceptable in highways and transportation terms. There are no highways or transportation-related reasons upon which a refusal of the planning application for the proposals would be justified."*

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- 5.62 I conclude that the appeal site is located in a highly sustainable location having regard to accessibility to schools, shops, services and employment by alternative modes of transport including pedestrians.
- 5.63 I also note that the Highway Authority did not raise any objections to the previous proposals with regard to either unsatisfactory access arrangements or with regard to the sustainability of the site.
- 5.64 Finally, with regard to this issue, the Council itself has shown that it considers this site to be a highly sustainable development site by undertaking a thorough assessment of its availability, suitability and deliverability in the context of its emerging Local Plan. That evidence has culminated in the identification of the site, by the Council, as a preferred housing Allocation. This evidence completely undermines the position taken by the Council officers in the determination of the previous application.

### **ISSUE 2: THE VISUAL IMPACT OF THE PROPOSAL**

- 5.65 The second main issue I consider raised by the Council's refusal is the landscape and visual impact of the proposals. In this regard, I rely on the evidence provided by my colleague Mr Jon Golby. I note and agree with his conclusions, as set out at paragraph 8.10 of his Statement, that:

*"This statement has set out a clear and transparent assessment of landscape and visual issues carried out in accordance with recognised guidelines. The findings of this statement have identified some short-term adverse landscape and visual effect that are of significance to the planning decision making process. These effects are restricted to the immediate setting of the site, and will not affect any designated, or valued landscape, or associated features. This statement concludes that any such effects can be mitigated in the long-term and the development proposal successfully assimilated within its landscape setting. It is respectfully requested that this appeal is upheld."*



## SUMMARY AND CONCLUSIONS

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- 6.1 Regarding existing planning policies, the Council is unable to rely on or place any material weight on Policies ENV1 or ENV2 of the Local Plan 1999. This is because the Council has a significant need to deliver new housing in the District as evidenced in its up to date evidence base for the emerging Local Plan. Further, it is unable to demonstrate a sufficient supply of housing sites to meet that identified need (a 5-year supply of housing). The NPPF therefore directs that said policies must be considered out of date and that this development proposal should be considered favourably if it can be demonstrated to be sustainable development.
- 6.2 The proposal would therefore provide much needed market housing and the lack of a five-year housing land supply weighs significantly in favour of the proposal.
- 6.3 The Application scheme also proposes new employment space in the form of ancillary offices linked to four of the five dwellings proposed. These office spaces are approximately 19 square metres – sufficient to cater for small business start-ups. The proposal will generate initial jobs and investment during the construction phase; and will also generate permanent employment opportunities on occupation.
- 6.4 The evidence base to the emerging Local Plan also indicates there is a demand for the type of office space proposed in this Application. The Appellant’s case is therefore that the proposals will generate jobs and the economic development impact of the proposals should be afforded significant material weight in favour of the application.
- 6.5 The proposals therefore accord with the Development Plan in so far as the saved policies are consistent with the NPPF. Having regard to the lack of 5-year land supply for housing, the second part of paragraph 14 of the NPPF is also relevant and the Application proposals should therefore be approved as there are no adverse impacts of doing so that would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole. The Assessment has set out that the proposals will have significant benefits including:
- Delivering much needed market housing in a District where there is a recognised significant shortage of housing.
  - Delivering a wide choice of high quality homes to a high standard of design and in accordance with the recognised need in the SHMAA
  - Delivering much needed new employment space and significant economic development benefits in accordance with the recognised need in the ELR
  - Delivering, through the landscaping strategy, improvements to biodiversity in the area

## SUMMARY AND CONCLUSIONS

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- 6.6 The proposals will also not have any significant adverse effect:
- On the residential amenity of existing occupiers adjacent to the site
  - On drainage or flood risk
  - On access or highway safety
- 6.7 Turning to the first main issue I identified, I have concluded that the application site is located in a highly sustainable location having regard to accessibility to schools, shops, services and employment by alternative modes of transport including pedestrians.
- 6.8 I also note that the Highway Authority did not raise any objections to the previous proposals with regard to either unsatisfactory access arrangements or with regard to the sustainability of the site.
- 6.9 Finally, with regard to the first main Issue, the Council itself has shown that it considers this site to be a highly sustainable development site by undertaking a thorough assessment of its availability, suitability and deliverability in the context of its emerging Local Plan. That evidence has culminated in the identification of the site, by the Council, as a preferred housing Allocation. This evidence completely undermines the position taken by the Council officers in the determination of the previous application.
- 6.10 Turning to the second Issue, my colleague Jon Golby has provided specialist opinion on the main issue raised in the Council's reason for refusal relating to the landscape and visual impact of the proposal. I note and agree with his conclusions, as set out at paragraph 8.10 of his Statement, that:

*"This statement has set out a clear and transparent assessment of landscape and visual issues carried out in accordance with recognised guidelines. The findings of this statement have identified some short-term adverse landscape and visual effect that are of significance to the planning decision making process. These effects are restricted to the immediate setting of the site, and will not affect any designated, or valued landscape, or associated features. This statement concludes that any such effects can be mitigated in the long-term and the development proposal successfully assimilated within its landscape setting. It is respectfully requested that this appeal is upheld."*

Statement of Truth

*"The evidence which I have prepared and provide for this Planning Statement is to the best of my knowledge true and has been prepared and is given in accordance with the guidance of my professional institution and I confirm that the opinions expressed are my true and professional opinions."*

## SUMMARY AND CONCLUSIONS

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Signature: .....  Date: 24<sup>th</sup> November 2017.....

 **BSc HONS, MRTPI**

**From:** [REDACTED]  
**To:** [Local Dev. Framework](#)  
**Subject:** RE: CDC Local Plan Representation 2 of 2  
**Date:** 13 February 2018 10:38:40  
**Attachments:** [image001.jpg](#)  
[App R4 - Landscape Appeal Statement GL0816 - 16-11-2017.pdf](#)

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[REDACTED] – Bsc (Hons) MRTPI  
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---

**From:** [REDACTED]  
**Sent:** 13 February 2018 10:37  
**To:** 'localplan@cravenc.gov.uk' <localplan@cravenc.gov.uk>  
**Subject:** CDC Local Plan Representation 1 of 2

Dear sir/madam,  
Please find attached a Representation in relation to Policies SP4 and SP9. I would be grateful if you could acknowledge receipt. Appendices are included with this and a subsequent email.  
Kind regards  
[REDACTED]

[REDACTED] – Bsc (Hons) MRTPI  
Managing Director  
Addison Planning Consultants Ltd  
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Registered Company Number: 08945769

VAT Registration: 186373672

## Land at Rarber Top Lane, Ingleton

### Landscape Statement

Prepared by:  BA Hons (1<sup>st</sup>) DipLA (Dist) MA CMLI

  
Date: November 2017

Ref: GL0816



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## APPENDICES

Appendix 1 Landscape and Visual Appraisal Methodology



## 1 INTRODUCTION

1.1 My name is [REDACTED]. I have a First Class Bachelor of Arts with Honour Degree, Post Graduate Diploma with Distinction and Master of Arts Degree in Landscape Architecture from Leeds Metropolitan University. I am a Chartered member of the Landscape Institute (Design). I currently run my own practice, Golby + Luck Landscape Architects that undertakes all aspect of landscape design and environmental planning across the country for a variety of national building and development firms.

1.2 I have over 20 years of experience based in the UK, gained working in private practice and for major development firms. In 2013 I established Golby + Luck Landscape Architects, a private practice based in Leicestershire, prior to which I spent 5 years as a Director of Pegasus Planning Group overseeing landscape work in the East Midlands, and 9 years at Wilson Bowden Plc running the group environmental planning and design function providing landscape services nationally across the David Wilson Homes and Wilson Bowden Developments businesses. Throughout my experience I have been involved in providing landscape and visual impact assessment work, and the detailed design and delivery of residential development schemes across the country. My experience in the assessment and design of residential schemes is extensive and I have been involved in the delivery of new housing on sensitive green field sites, urban regeneration projects and major urban extensions. In my career I have won regional and national design awards for the delivery of new residential projects.

1.3 This proof of evidence relates to [REDACTED] following the delegated decision by Craven District Council (CDC) on the 25<sup>th</sup> July 2017 to refuse outline planning permission for the erection of 5no. dwellings and ancillary office spaces (access, appearance, layout and scale submitted) on land to the north of Rarber Top Lane, Ingleton. This application (45/2017/18062) was a resubmission of a previous application referenced 45/2016/17290.

1.4 There is one reason for refusal that states:

*“The application site occupies a prominent, elevated location outside the development limits of Ingleton alongside a busy thoroughfare (the A65) into and out of the settlement. The proposed development, by virtue of its size, the extent of hardstanding associated with proposed parking and access provision, the site's narrow, elongated shape and its peripheral location extending away from the settlement boundary, would introduce a sporadic form of development*



*which would sprawl into an area of open countryside away from the built-up edge of the settlement. The proposal fails to respect the pattern of development which characterises the adjacent settlement and would have an unacceptable suburbanising effect which would erode the openness of the countryside and diminish the site's contribution to the character and quality of the area. The development's harmful visual effects would be exacerbated by its prominent, roadside location and elevated siting in relation to the A65 and would not be mitigated by the introduction of a landscape buffer which would appear as a contrived feature to the roadside. The adverse impacts arising from the development would significantly and demonstrably outweigh its benefits and, accordingly, it is not sustainable development. The proposal is therefore contrary to the requirements of saved policies ENV1 and ENV2 of the Craven District (outside the Yorkshire Dales National Park) Local Plan which seek to protect the character and appearance of the open rural countryside from urban sprawl, and the objectives of paragraphs 17, 58 and 64 of the National Planning Policy Framework which seek to ensure that development adds to the overall quality of the area, responds to local character, reflects the identity of local surroundings and takes the opportunities available for improving the character and quality of an area."*

1.5 It should be noted that the professional opinion of the Planning Officer in this reason for refusal (RfR) is not supported by any form of landscape assessment that has been carried out in accordance with recognised guidance. A review of the Planning Officers Report dated the 23<sup>rd</sup> June 2017 clearly shows that there is no separate consultation or objection to this scheme from a qualified Landscape Officer at CDC, or any objection raised by the Yorkshire Dales National Park. The RfR makes reference to a number of issues relating to the site and the proposed development that include:

- Its prominent and elevated location;
- The sporadic form of development and sprawl that would be created into the open countryside and away from the built-up edge of the settlement;
- The failure of the proposal to respect the pattern of development and character of adjoining settlement;
- The harmful visual effects of the development that are exacerbated by the sites prominent roadside location; and
- The use of a landscape buffer at the boundary of the site that is considered to be a contrived feature in this landscape setting.



- 1.6 This statement will demonstrate that CDC have incorrectly assessed the landscape effects likely to arise from the development proposal. This statement will cover two main issues:
1. The issue of the likely effect of the proposal on the character of the site and its local setting; and
  2. The issue of the likely effect of the proposal on the appearance of the site and its local setting.
- 1.7 In the production of this statement assessment work has been carried out in accordance with the Guidelines for Landscape and Visual Impact Assessment - Third Edition (2013), published by the Landscape Institute and Institute of Environmental Management and Assessment (GLVIA). An assessment methodology is set out in Appendix 1.
- 1.8 This statement is supported by a series of drawings that identify:
- Site location and context;
  - Landscape planning context;
  - Landscape character; and
  - Topographical relationship
- 1.9 This statement also includes a series of representative views that have been taken from publicly accessible locations including the public highway, public rights of way, and public access land. Site work was carried out during November 2017 in clear weather conditions that provided good visibility. The site and its local setting was assessed in late Autumn with limited leaf cover.
- 1.10 In the production of this statement reference has been made to the following documents and information:
- National Planning Policy Framework 2012 (NPPF);
  - Craven District (Outside the Yorkshire Dales National Park) Local Plan (1999);
  - Craven District Outside the Yorkshire Dales National Park and Forest of Bowland AONB Landscape Appraisal (2002);
  - Yorkshire Dales National Park Landscape Character Assessment (2001);
  - Ingleton Conservation Area Appraisal (2016)
  - DEFRA Magic online environmental database;
  - Historic England – The National Heritage List for England
  - Ordnance Survey information Explorer 1:20,000 and Street Plus 1:10,000; and



- Google Earth aerial photography.



## 2 SITE CONTEXT AND DESCRIPTION

- 2.1 The site is located at the south-east edge of Ingleton forming part of a framework of properties, highways, farms, and a caravan park that extend alongside the A65; see GL0816 01 and 02.
- 2.2 The site comprises a single field maintained as pasture extending to approximately 0.5 hectares. The site is set between Rarber Top Lane and a bungalow Linton Dale to the south, the A65 to the north, Harling House to the west, and a collection of properties to the east that include Rock View adjoining the site with Moorgarth Bungalow, Moorgarth Hall and the Coach House beyond; see GL0816 03.
- 2.3 Ingleton is located approximately 15km to the north-west of Settle, and 10km to the south-east of Kirby Lonsdale. Local settlements include Burton in Lonsdale approximately 4km to the west, Bentham approximately 4.5km to the south-west, and Clapham approximately 6km to the south-east.
- 2.4 Ingleton sits at the foot of Ingleborough where the River Doe and River Twiss meet to form the River Greta that is a tributary to the River Lune. The settlement sits predominantly on the south-east side of the river with the historic core identified by the designated settlement Conservation Area; see GL0816 03.
- 2.5 Historic Ordnance Survey mapping from the late 19<sup>th</sup> Century shows much of the settlement concentrated to the north of the now dismantled London and North West Railway (L&NWR) with smaller collections of houses to the south of the railway at Hollin Tree, The Bridge Inn, Clarrick House and Ingleton Hall. Harling Cottage (now Harling House) is noted to the west of the site, and Moorgarth Hall and Rarber Top to the south that were connected to Greenwood Leghe (now the Greenwood Leghe caravan park) to the east via Moorgarth Bridge. To the east the settlement extended along High Street towards Blue Hall, the police station, and Cross Farm.
- 2.6 By the mid 1950's new development was emerging in the settlement, and included the octagonal arrangement of housing at New Village. By the end of the 1970's there had been a significant amount of infill development that extended the settlement to the south to join up with New Village. By this time the schools had been developed and the modern southern extent of the settlement was established. Since this time areas of commercial development have expanded south of the A65 to form the Ingleton Industrial Estate. In



- the context of the site the former mill site to the south of Moorgarth Bungalow has been developed for housing with a single plot still under construction by the A65.
- 2.7 The settlement pattern is one of historic wayside properties extending from the historic core of the settlement that have been consolidated by modern infill development. This has left of pattern of housing following the streets and lanes of the village with tracts of open land set between them. The modern settlement dominates the southern half of the village below the former alignment of the L&NWR, within which the setting of the A65 is characterised by the modern residential setting of New Village to the north, and the industrial estate to the south.
- 2.8 Ingleton and its surrounding countryside is a popular tourism destination and this is reflected by a number of caravan sites. To the south of the site Greenwood Leghe, formerly an individual property with gardens, is now a caravan park. To the north of the village is the Holme Head static caravan park, and to the south-west on the banks of the River Greta is the larger Parkfoot Holiday Homes site.
- 2.9 Beyond the main settlement and caravan parks the local setting of farmland is pepper-potted with a number of individual properties and farmsteads.
- 2.10 In terms of infrastructure, the A65 is the main arterial road passing to the south side of Ingleton and connecting with Settle to the east and Kirby Lonsdale to the west. Beyond the A65 there are a number of smaller street and lanes associated with the settlement and surrounding farmland.
- 2.11 The site adjoins the A65 that forms its northern boundary with Rarber Top Lane to the south defining its southern boundary.
- 2.12 In terms of land use and vegetation cover, the wider setting of farmland is generally maintained as pasture for grazing. Field sizes are of a small to medium scale often defined by drystone walls. Woodland is generally limited to the banks of watercourses and small copses associated with farms. In the local context of the site there is an increase in woodland cover comprising a small copse to the south of New Village, the remnant vegetation associated with the alignment of the L&NWR, and a small block of woodland cover at Pinecroft just to the south of Moorgarth Bridge.
- 2.13 The site is maintained as pasture defined by a low drystone wall along its northern boundary with the A65, and a trimmed native hedgerow along its southern boundary with Rarber Top Lane. To the west the boundary with Harling House is define by section of



- native hedgerow, timber fencing and part of a stone outbuilding to the main property. There is also a mature Ash tree along this boundary. To the east the boundary with Rock View is defined by a timber post and wire fence, beyond which there are sections of remnant hedgerow cover and a mixture of Pine and Cypress tree that provide the setting to this domestic garden that is further defined by section of close board fencing alongside the A65.
- 2.14 To the south of the settlement tree cover associated with field boundaries increases and field sizes reduce becoming more irregular as the land falls towards Apsland beck across the drumlin landform.
- 2.15 Minerals extraction forms part of the history of this settlement and whilst there is little evidence of the former mining activities the Hanson Ingleton Quarry is a notable feature.
- 2.16 In terms of landform, the peak of Ingleborough (724m) and foothills of Wherside (736m) dominate the skyline the north and east of the settlement. The settlement sits at the foot of these hills between 110m above ordnance datum (AOD) and 150m AOD; see GL0816 04. The land to the north and east rises sharply towards Ingleborough Common and the exposed limestone scars. Ingleborough is a distinctive summit characterised by its tiered landform with the impressive limestone scars defining the steep valley setting of the River Doe to the north, beyond which Wherside rises above Chapel le Dale at the head of the valley.
- 2.17 In contrast to the south of the settlement the landform is characterised by a lower-lying drumlin field, undulating between 120m and 180m AOD. Beyond Newby Moor to the south of the River Wenning the landform rises again towards Burn Moor at approximately 402m AOD.
- 2.18 The site itself falls from its southern boundary at Rarber Top Road at a high-point of approximately 142m AOD to a low-point at the boundary with Harling House and the A65 at approximately 132m AOD.
- 2.19 In terms of access and recreation, Ingleton is a popular tourist destination at the edge of the Yorkshire Dales National Park; see GL0816 01 and 02. Local attractions include the White Scar Caves and the Ingleton Waterfalls Trail. A local trail 'A Pennine Journey' follows Fell Lane north-east of the settlement to the top of Ingleborough. Other local trails include the Pennine Bridleway and the Dales High Way. Within the National Park much of upland and limestone scars are designated as public access land.





- 2.20 In the more local context of the site, footpath 28/1 crosses the field to the north of the site on the opposite side of the A65; see GL0816 03. To the south of the site footpath 86/1 crossed the at the southern boundary of Moorgarth Hall between the A65 and Rarber Top Lane. To the west footpath 85/1 crossed between Rarber Top Lane and Enter Farm, where bridleway 83/6 follows Enter Lane north towards Meadow Views and the A65. Bridleway 44/2 follows the access lane into Pinecroft and over Moorgarth Bridge to Greenwood Leghe.
- 2.21 The site is maintained as privately owned farmland and does not provide any public access, or recreation function.
- 2.22 In terms of planning context and designations, the site is not covered by any landscape designation, or statutory/non-statutory planning designation that would prohibit its development for residential purposes; see GL0816 02 and 03. The boundary to the Yorkshire Dales National Park runs along Clapham Old Road, approximately 250m to the north-east the site.
- 2.23 The site is remote from the settlement Conservation Area that is approximately 700m to the north, and its does not contain, or adjoin any Listed Buildings (closest Listed Building is the Grade II Field House approximately 565m to the north-west of the site set within the built-form of the settlement); see GL0816 03.
- 2.24 There are 2no. Scheduled Ancient Monuments local to the site that include Meal Bank Quarry with its associated kiln and lime works set between Thacking Lane and the River Doe, and Yarlshber Camp set on higher ground above Yarlshber Farmhouse (Grade II) and Clapham Old Road; see GL0816 02.
- 2.25 Meal Bank Quarry and Thornton and Twisleton Glens to the north of Ingleton are designated Sites of Special Scientific Interest (SSSI). To the north-east Ingleborough is a Special Area of Conservation (SAC), and SSSI. North-west Ingleborough and Scales Moor and Twisleton Scars are the subject of Limestone Pavement Orders (LPO). None of these designations restrict the capacity of the site to accommodate change.



### 3 LANDSCAPE PLANNING CONTEXT

3.1 The site is located within the jurisdiction of Craven District Council (the Local Authority), with the relevant landscape planning policies set out in the Craven District Council Local Plan (1999).

National Planning Policy Framework 2012 (NPPF)

3.2 The Department for Communities and Local Government issued the National Planning Policy Framework in March 2012. The Framework states at paragraph 14:

*“At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as the golden thread running through both plan-making and decision-taking.*

*For plan-making this means that:*

- *Local planning authorities should positively seek opportunities to meet the development needs for their area;*
- *Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*
  - *Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
  - *Specific policies in this framework indicate development should be restricted*

*For decision-taking this means:*

- *Approving development proposals that accord with the development plan without delay; and*
- *Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
  - *Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
  - *Specific policies in this Framework indicate development should be restricted.”*



3.3 The 12 core planning principles are set out at Paragraph 17, those relevant to landscape issues include:

- *“Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of the land and buildings;*
- *Take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;*
- *Contribute to the conserving and enhancing of the natural environment and reducing pollution. Allocations of land for development should prefer land of lesser environmental value, where consistent with other policies in this Framework;*
- *Promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation, carbon storage, or food production);*
- *Conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.”*

3.4 This paragraph is cited in the RfR. The development will not result in any direct effects on identified heritage assets. The issues of character and visual setting are considered in detail in this statement.

3.5 At Section 7 ‘Requiring good design’ the Framework states in paragraph 58 that planning policies and decisions should aim to ensure that developments:

- *“Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*



- *Establish a strong sense of place, using streetscape and buildings to create attractive and comfortable places to live, work and visit;*
- *Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public spaces as part of developments) and support local facilities and transport networks;*
- *Respond to local character and history, and reflect the identity of local and surrounding materials, while not preventing or discouraging appropriate innovation;*
- *Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and*
- *Are visually attractive as a result of good architecture and appropriate landscaping."*

3.6 This paragraph is stated in the RfR. This statement will focus on issues that relate to character and appearance with other issues dealt with in the planning statement prepared by Addison Planning.

3.7 Paragraph 64 of the NPPF states:

*"Permission should be refused for development of poor design that fails to take the opportunities available for improving that character and quality of an area and the way it functions."*

3.8 The design and appearance of this proposal is considered in Section 4 of this statement. It is not considered that this proposal constitutes poor design, the proposal adopts both primary and secondary mitigation measures, and is detailed in a sympathetic manner reflecting the local vernacular of stone built properties.

3.9 At Section 8 'Promoting healthy communities' the Framework states in paragraph 69 that planning policies and decisions should aim to achieve places that promote:



- *“Opportunities for meeting between members of the community who might not otherwise come into contact with each other, including through mixed-use developments, strong neighbourhood centres and active street frontages which bring together those who work, live and play in the vicinity;*
- *Safe and accessible environments where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion; and*
- *Safe and accessible developments, containing clear and legible pedestrian routes, and high quality public spaces, which encourage the active and continued use of public areas.”*

3.10 In relation to Public Rights of Way paragraph 75 states:

*“planning policies should protect and enhance public rights of way and access. Local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails.”*

3.11 At Section 11 ‘Conserving and enhancing the natural environment’ the Framework in paragraph 109 states that the planning system should contribute to and enhance the natural and local environment by:

- *“Protecting and enhancing valued landscapes, geological conservation interests and soils;*
- *Recognise the wider benefits of ecosystem services;*
- *Minimise impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government’s commitment to halt the overall decline of biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;*
- *Preventing both new and existing development from contributing to or being at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and*



- *Remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.”*

3.12 Paragraph 109 of the NPPF has not been cited in the RfR.

3.13 The Framework states at paragraph 110 that:

*“In preparing plans to meet development needs, the aim should be to minimise pollution and other adverse effects on the local and natural environment. Plans should allocate land with the least environmental or amenity value, where consistent with other policies in the Framework.”*

3.14 Paragraph 115 specifically references landscape categories for which great weight should be attached to their protection, the NPPF states:

*“Great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.”*

3.15 Ingleton and the site are located at the fringe of the Yorkshire Dales National Park. It is important to note that the Yorkshire Dales National Park Authority (YDNPA) have not objected to this application, and hence this paragraph is not references in the RfR. The lack of any objection from YDNPA, alongside the absence of paragraphs 109 and 110 in the RfR confirms that the proposal will not result in unacceptable adverse effect on a valued landscape.

3.16 Paragraph 117 also addresses minimising impacts on biodiversity and geodiversity, and in relation to landscape issues states that planning policy should:

*“plan for biodiversity at a landscape-scale across local authority boundaries.”*

3.17 Paragraph 118 addresses the conservation and enhancement of biodiversity and states that when determining planning applications, local planning authorities should aim to



conserve and enhance biodiversity by applying a number of principles, one of which states:

*“planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.”*

3.18 The development of the site appeal site will not affect any such habitats.

3.19 At Section 12 ‘Conserving and enhancing the historic environment’ the Framework in paragraph 126 states that local planning authorities should take into account:

- *“The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
- *The desirability of new development making a positive contribution to local character and distinctiveness; and*
- *Opportunities to draw on the contribution made by the historic environment to the character of a place.”*

3.20 The site does not contain any identified heritage assets, and does not provide the setting to any such assets.

Craven District Council Local Plan (Outside the Yorkshire Dales National Park) 1999 (Saved Policies 2007)

3.21 The site is located in the countryside beyond the defined development limit. Development in the countryside is controlled through the provisions of policies ENV1 and ENV2 of the Local Plan. Policy ENV1 states:

*“The Council will protect the character and quality of the open countryside from being spoilt by sporadic development by defining development limits. Small scale*



*development appropriate for the enjoyment of the scenic qualities of the countryside and other appropriate small scale development having a rural character will only be permitted in the open countryside where it:*

- 1. Clearly benefits the rural economy;*
- 2. Helps to maintain or enhance landscape character;*
- 3. Is essential for the efficient operation of agriculture or forestry; or*
- 4. Is essential to the needs of the rural community.*

*Large scale development in the open countryside will only be permitted where it is demonstrated that there is an overriding need for the proposal due to the requirements of the utility services, transport, minerals supply or national security."*

3.22 This policy predates the NPPF and the presumption in favour of sustainable development that is central to the Framework. Whilst this policy seeks development that maintains or enhances landscape character, this has to be considered against the NPPF that emphasises the need for development to minimise the adverse effects of development. Policy ENV2 of the Local Plan sets out the requirements for development in open countryside stating:

*"Development acceptable in principle under policy ENV1 will only be permitted where:*

- 1. It is compatible with the character of the surrounding area, does not have an unacceptable impact on the landscape and safeguards landscape features, including stone walls and hedgerows, worthy of protection;*
- 2. The design of buildings and structures and the materials proposed relate to the setting, taking account of the immediate impact and public views of the development;*
- 3. Rural access roads can accommodate the traffic likely to be generated by the proposal;*
- 4. Services and infrastructure can be provided without causing a serious harmful change to the rural character and appearance of the locality."*

3.23 The proposal comprises 5no. dwellings that have been sited and designed in response to the landform of the site and its immediate setting of adjoin properties and highways. Materials have been selected to reflect the local vernacular, and space has been allowed





for new landscape measures that will not only soften the appearance of the proposal but also provide a more mature treed setting alongside the A65 approach to Ingleton. These issues are discussed in more detail in Section 5 of this statement.



## 4 BASELINE LANDSCAPE SETTING

4.1 The following section of this statement considers the baseline landscape setting of the site covering issues relating to character and appearance. When considering character published landscape character documents have been referenced alongside a more detailed consideration of the site and its local setting.

4.2 When considering the appearance of the site and wider landscape setting a number of representative views have been identified that provide an accurate representation of the visual setting of the site. Views have been taken from publicly accessible locations, and for each the likely receptors have been identified.

### Landscape Character

4.3 At a National level Natural England divided the country into 159 national character areas (NCA). In this study Ingleton and the site are located at the south-west boundary of NCA 21 Yorkshire Dales, with NCA 33 Bowland Fringe & Pendle Hill and NCA 34 Bowland Fells to the south.

4.4 The NCA's are broad covering large geographical areas, and in contrast the site is relatively small in scale. The location of Ingleton and the site is at the transition of these NCA's and are therefore likely to display characteristics representative of each. Paragraph 5.13 of the GLVIA recommends a review of supporting character assessment work to ensure that it is applicable to the site, including its scale. It is accepted that the NCA's provide valuable context but a review of local level landscape character assessment is considered more relevant to the site.

4.5 At a local level the Local Authority has completed the Craven District Outside the Yorkshire Dales National Park and Forest of Bowland AONB Landscape Appraisal (2002) (CDLCA). In this study Ingleton and the site are identified as being located within the Semi Enclosed Lowland - Rolling Drumlin Field Pasture landscape character type (LCT); see GL0816 05. The adjoining LCT is the Open Field – Open Upland Drumlin Pasture and Moorland Mosaic LCT.

4.6 The key characteristics of the Rolling Drumlin Field Pasture LCT are identified as:

- *“Distinctive landscape of a 'field' of rolling drumlins;*
- *Low, markedly undulating, landscape of interlocking rounded hills, with consistent orientation giving the landscape a uniform grain;*



- *Undulating drumlin topography limits views from within and provide views from drumlin tops;*
  - *Small to medium-scale irregular fields, enclosed by a mixture of dry-stone walls and hedgerows, which accentuate the relief of the hills, and enhance the landform;*
  - *Medium tree cover, with boundary and hedgerow trees, clumps and small pockets of woodland;*
  - *Boggy areas between drumlins;*
  - *Sparse road network with roads winding through area enclosed by trimmed hedgerows and walls;*
  - *Settlement scattered in small hamlets and villages, built in local stone."*
- 4.7 A number of these characteristics are present in the local landscape of the site that include the rolling drumlin landform of Rarber Top, the contrast in visual setting between the open setting of drumlin tops and more contained setting in the surrounding lower-lying land, the small to medium scale field pattern enclosed by drystone walls and hedgerows, medium level of tree cover and clumps/pockets of woodland, and scattered settlement in small hamlets and villages built in local stone.
- 4.8 Clearly the site affords a defined network of highways that contrast with the sparse network of roads associated with the wider LCT.
- 4.9 The key characteristics of the adjoining Open Upland Drumlin Pasture and Moorland Mosaic LCT are identified as:
- *"Rolling topography with subdued drumlin landform;*
  - *Mosaic of pastoral landscape with network of dry-stone walls enclosing small to medium scale fields, contrasting with unenclosed tops to hills with moorland vegetation;*
  - *Elevated moorland tops provide a feeling of openness and exposure;*
  - *Limited vegetation, with occasional groups of trees."*
- 4.10 The description of landform with associated drumlin fields is not indistinct from the setting of the site but appears to be more reflective of the slightly more elevated landform at the edge of the Yorkshire Dales National Park running alongside Clapham Old Road, Green Lane, and Lowkber Lane, as identified by the extent of this LCT; see GL0816 05.



4.11 In the CDLCA both of these LCT's have been assessed as having a strong character, and declining condition. More specifically in relation to the Rolling Drumlin Field Pasture LCT the following sensitivities to change are identified:

- *“Views are generally limited as a result of the varied topography although drumlin tops have expansive views across the rolling drumlin field landscape;*
- *Lowland areas are less sensitive to development;*
- *Copses and field boundaries rising over hillocks are very visible from surroundings and would be sensitive to change;*
- *Important habitats of nature conservation value such as Ancient Woodlands are particularly sensitive to change.”*

4.12 Both LCT's are identified as Landscape Quality 2 (in a range of 1 to 5) with a landscape strategy of conservation/reinforcement. A number of landscape recommendations are set out specific to the Rolling Crumlin Field Pastures LCT:

- *“Conserve the existing field boundary pattern, which gives the landscape a strong pattern and structure, through hedgerow and dry-stone wall conservation;*
- *Reinforce the pastoral character by considering replanting and management of hedgerow trees to strengthen the existing landscape structure;*
- *Consider reinstatement of lost hedgerows;*
- *Conserve and manage areas of Ancient Woodland/ woodland;*
- *Ensure survival of characteristic hill top copses;*
- *Conserve the site and setting of the two Parks and Gardens of Special Historic Interest.”*

4.13 In terms of the character of the site and its immediate setting key characteristics can be described as:

- Small scale pastoral field set on the middle to lower north facing slopes of the drumlin landform associated with Rarber Top;
- Boundaries defined by a combination of the drystone walls, native hedgerows, fencing and adjoining garden tree cover;
- Established setting of properties including the older stone built dwellings such as Harling House to the west and Moorgarth Hall to the east, and the modern



adjoining properties of Rock View and Moorgarth Bungalow to the east, and Linton Dale to the south;

- The immediate highway setting of the A65 to the north and Rarber Top Lane to the south; and
- An adjoining setting of more elevated pasture to the south, and lower lying pasture to the north;
- Pockets of woodland to the north and south, in combination with the treed setting of the former LNWR to the north, and Moorgarth Hall to the south;
- The modern settlement to the west that includes housing, a petrol station, shops and commercial estate; and
- Caravan parks to the east at Pinecroft and Greenwood Leghe.

4.14 In general terms, the site sits within a fringe landscape that is clearly appreciable from the A65. To the north and east the landscape is more open and elevated rising towards the Yorkshire Dale with views towards White Scars, Twisleton, and the peak of Ingleborough. To the south and west of the A65 (including the site) the landscape is lower-lying characterised by the rolling drumlin landscape that extends south towards the River Wenning. The drumlin landform associated with Rarber Top restricts views from the A65 and the site to the south. To the north the woodland cover to the south of New Village and vegetated setting of the dismantled LNWR and Pinewood, associated with the rising landform create a sense of enclosure. Further to the north and west the horizon is defined by Ingleborough Moor with views beyond to the summit of Ingleborough.

4.15 The factors set out under Box 5.1 of the GLVIA provide a basis for determining the value of the landscape associated with the site. These include:

- Landscape quality;
- Scenic quality;
- Rarity;
- Representativeness;
- Conservation interests;
- Recreational value;
- Perceptual aspects; and
- Associations



- 4.16 In terms of landscape quality, the site presents as permanent pasture set within a framework of highways and properties. The boundaries of the site are of variable quality and condition but are indicative of this LCT.
- 4.17 In terms of scenic quality, the immediate setting of the A65 and adjoining modern properties with associated boundary features such as close board fencing dilute the visual quality of the landscape associated with the site. Beyond the site the rising landform associated with the Yorkshire Dales National Park is a landscape of outstanding scenic quality. However this is a landscape that is appreciated from the site, and whilst this may impart an increased value onto the wider setting of Ingleton it is clearly distinguishable from the more limited scenic quality of the site and its local setting.
- 4.18 In terms of rarity and representativeness, the features of the site are not rare and can be replaced. The pastoral land use, drystone walls, and native boundary hedgerows are representative of this landscape but they are both common and widespread in this locality.
- 4.19 In terms of conservation interest, the site is not covered by any wildlife, nature conservation, or heritage designation. The site is remote from the settlement Conservation Area and does not provide an important setting to any Listed Buildings.
- 4.20 In terms of recreational value, the site is maintained as private farmland and does not provide any public access or recreation function.
- 4.21 In terms of perceptual aspects, the immediate setting of properties and highways is not indicative of a landscape displaying wilderness qualities, or high levels of tranquillity.
- 4.22 In terms of associations, whilst there are a number of cultural associations with the wider settlement of Ingleton and the adjoining setting of the Yorkshire Dales National Park that have been recorded in literature and works of art, there are no such known associations with the site.
- 4.23 In overall terms, the local landscape setting of the site that includes its pastoral setting on the north side of Rarber Top, set between Rarber Top Lane, the A65 and the collection of properties associated this road corridor, is considered to be of medium value. To the north entering the settlement the value associated with local setting of the settlement reduces to a low value. This is mainly due to the immediate setting of the modern settlement, and the commercial setting of Ingleton Industrial Estate.



4.24 To the north the value of the landscape increases. This is reflected by an increased concentration of designations, leisure and tourism destinations, and outstanding and rare features such as the limestone scars rising above the settlement, and the striking landform of the summits within the Yorkshire Dales National Park that define the horizon to the north. Whilst this is a very high value landscape setting, this is separate and distinct from the medium value setting of the site, and low value setting of the wider A65 road corridor associated with the southern fringes of the settlement.

#### Visual Setting

4.25 As part of the baseline assessment a number of representative views towards the site and settlement have been identified in the surrounding landscape. The following section summaries these views making a judgement of value.

4.26 Views of an increased value are those within designated landscapes or from scenic routes; advertised on signs, or highlighted on guides and maps; views recognised or protected in relation to designated landscape and/or historic assets. Views of a lower value are those from undesignated landscapes that are not advertised or formally recognised on guides or maps; not concerned with designated landscape and/or historic assets.

4.27 Each view has been recorded as part of this appraisal; see GL0816 06 to 15, with the view locations identified on the Settlement Context, Site Context and Site Location plans; see GL0816 01, 02 and 03.

4.28 The zone of visual influence associated with the site is reflected by the number and location of views recorded. The receptors groups identified can be summarised as:

- Private residential views from the collection of properties surrounding the site;
- Highway views from sections of Rarber Top Lane and the A65 passing the site;
- Public views from footpath 85/1 crossing the top of the drumlin landform at Rarber Top to the south of the site;
- Public views from the section of footpath 28/1 to the north of the site;
- Public views from the footpath on the pastoral slopes below Clapham Old Road (footpaths 45/1 and 42/1);
- Public views from the southern boundary of the cemetery on Clapham Old Road;
- Views from the public bridleway 'A Pennine Journey' and the public access land at Storrs Cave; and
- Public views from Fell Lane the public bridleway 'A Pennine Journey' rising across Ingleborough Common to the summit of Ingleborough.



- 4.29 Views 1 to 7 are all taken to the boundaries of the site from Rarber Top Lane and the A65. These views illustrate the immediate visual setting of the site and provide an understanding of the visual setting afforded by the users of the highway and the properties that adjoin the site. None of these views are taken from designated landscapes or view locations that are noted on maps or guides. They are representative of the setting of the site and whilst some of the views from Rarber Top Lane looks out across the site towards the Yorkshire Dales National Park and the summit of Ingleborough this cannot be considered as either a rare, or unusual opportunity to view these features from this landscape.
- 4.30 View 1 is taken from Rarber Top Lane looking across the site towards the A65 and the stone barn in the fields beyond. Ingleborough is just in view to the left, as is Linton Dale to the right.
- 4.31 View 2 is taken from Rarber Top Lane at Linton Dale looking north towards Harling House, beyond which is the wooded setting at the southern edge of New Village. In the foreground of this view is the recently trimmed native hedgerow at the southern boundary of the site.
- 4.32 View 3 is taken from the same location looking east across the southern boundary of the site towards the Yorkshire Dales and Ingleborough. The roof of the stone barn is just visible beyond the A65. To the right of the view the Pine and Cypress trees are visible at the eastern site boundary with Rock View.
- 4.33 View 4 is taken from Rarber Top Lane close to the eastern boundary with Rock View. To the north the wooded setting at New Village is visible, beyond which there is a view towards Gragareth. On the opposite side of the A65 the vegetated setting of the former LNWR is visible, as is the wooded setting of Fell Wood End.
- 4.34 View 5 is taken from the same location looking north-east across the site. The garden boundary with Rock View and associated garden sheds are visible to the right of the view. To the centre of the view Ingleborough is notable on the horizon. In the middle-distance beyond the A65 the stone barn is visible set in the backdrop of the vegetation cover associated with the former LNWR.
- 4.35 View 6 and 7 are both taken from footpath on the northside of the A65. View 6 is taken from the north-west corner of the site looking towards Linton Dale and the garden boundary of the Rock View. View 7 is taken from the south-east corner of the site looking





- towards Linton Dale and Harling House, with the wider settlement setting of Ingleton visible further to the west. The boundary of the site from the road is defined by a low stone wall and timber post and wire fence with the pastoral setting of the site rising and restricting views of the wider landscape setting beyond.
- 4.36 These views are considered to be of medium and medium-low value (the views from the A65 are considered to be of least value).
- 4.37 View 8 is taken from public footpath 28/1 approximately 125m from the site looking south. From this location the site is viewed set between the settled and treed setting of Moorgarth Hall to the south and Harling House to the north. Linton Dale is visible at the mid-point of the southern site boundary at Rarber Top Lane with the drumlin landform rising beyond. Further to the left of this view is the wooded setting of Moorgarth Bridge at the access to Pinecroft and the Greenwood Leghe caravan park. This view is considered to be of medium value.
- 4.38 View 9 is taken from the A65 approximately 95m from the site looking north. From this location only the north-east edge of the sites stone wall boundary is visible. This view provides an understanding of the visual setting to the site approaching Ingleton from the south along the A65. The land to the south of the highway is defined by the established modern residential setting with on-going construction. The immediate highway is characterised by close board fencing and domesticated gardens. To the north in contrast is a setting of open pasture, stone barns and wider views towards the hills within the Yorkshire Dales National Park that define the visual horizon. This is considered to be a medium-low value view.
- 4.39 View 10 is taken public bridleway 42/1 at the access road to Pinecroft and the Greenwood Leghe caravan park, approximately 185m from the site looking north-west. From this location the visual setting is contained by the immediate setting of woodland with filtered views towards the site seen in the context of Harling House and the settlement beyond. This view is considered to be of medium-low value.
- 4.40 View 11 is taken from the A65 approximately 80m from the site looking south-east. From this location there is a view looking past Harling House across the northern half of the site. To the west views beyond the site are restricted by intervening landform, and to the north-east there are views across the open pasture set within the wider framework of woodland and field boundary vegetation cover. This view is considered to be of medium-low value.



- 4.41 View 12 is taken from public footpath 85/1 approximately 145m from the site looking north-east. From this location there is an elevated and more open view across the site towards the rising pasture to the north with Ingleborough rising beyond to create a dramatic and notable feature on the skyline. From this location landform restricts views into the site but the roof of Rock View and Linton Dale are visible. The intervening landform also screens views of the A65 providing an attractive view from this drumlin top setting towards the Yorkshire Dales National Park considered to be of high value.
- 4.42 View 13 is taken from Enter Lane, public bridleway 83/6 approximately 265m from the site looking east. From this location there is a filtered view across the adjoining fields towards the south-west corner of the site viewed in the immediate context of Harling House. To the north and west the wider settlement is visible with the skyline setting of the Yorkshire Dales National Park beyond. This view is considered to be of medium value.
- 4.43 View 14 is taken from the junction of the A65 and Laundry Lane approximately 275m from the site looking east. From this location there is a channelled view towards the site that is viewed just beyond Harling House. The foreground setting of this view is defined by the modern settlement to the north side of the A65, and the commercial setting to the south, and is considered to be low value.
- 4.44 View 15 is taken from public footpath 45/1 at Yarlsber approximately 780m from the site looking west. From this location there is a view looking across the site towards Linton Dale at Rarber Top Lane. The ground plane of the site is just out of view but the top of the white caravan within the site at the time of survey is just visible. To the west the wider residential and commercial setting of Ingleton is visible. To the south and east of the site the wooded setting at Moorgarth Bridge is visible. This view is considered to be of medium value.
- 4.45 View 16 is taken from the southern boundary wall of the cemetery at Clapham Old Road, approximately 680m from the site looking south-west. From this location there is an open view across the wider drumlin field landscape to the south. There is an open view of the site towards the centre of which is Linton Dale set on higher ground beyond. Wider views of the site are restricted by intervening vegetation cover. To the north and west there are views of the wider setting of Ingleton. This view is considered to be of medium value.
- 4.46 Views 17 and 18 are both taken from public bridleway 26/18 ('A Pennine Journey') within the area of public access land at Storrs Cave, and are 1.08km and 1.28km from the site respectively. Both views provide an elevated and open appreciation of the valley landscape to the south of Ingleton and the rising landscape beyond. From both locations



the site is seen as a small element forming part of a settled section of the A65 extending to the south-east of Ingleton. Both views are considered to be of very high value.

- 4.47 View 19 is taken from public bridleway 26/18 ('A Pennine Journey') approximately 2.4km from the site looking south-west. This view is taken from Ingleborough Common just below White Scars at the edge of the public access land. From this location there is a long distance view towards the site that is viewed as a very small part of an extensive and elevated panorama. This view is considered to be of very high value.



## 5 THE DEVELOPMENT PROPOSAL

- 5.1 The development proposes 5no. dwellings with highway access taken from Rarber Top Lane.
- 5.2 The proposal includes 3no. bungalow dwellings that have been set on the slightly higher eastern end of the site, and 2no. two storey dwellings that have been placed at the western end of the site on the slightly lower lying land adjoining Harling House.
- 5.3 In this respect the proposal has considered its immediate setting of landform, and the scale of adjoining built-form and made an appropriate landscape response. The arrangement of housing runs alongside Rarber Top Lane following the landform in an arrangement that will minimise the need to engineering solutions that would at odds with the domestic nature of the proposal.
- 5.4 In landscape terms, it is considered that the proposal has responded to its immediate setting of landform and built-development, adopting appropriate primary mitigation measures that will limit the adverse effect of the proposal on the character and appearance of the surrounding landscape.
- 5.5 Secondary mitigation measures have been adopted in the form of:
- The use of local stone in the fabric of the buildings to respond to the local vernacular of rural dwellings in this location;
  - The use of stone walls to the boundaries of the dwellings, again responding to the materials associated with the historic settlement and buildings found in the wider setting of farmland;
  - The restriction to 2no. access points to minimise the removal of the hedgerow alongside Rarber Top Lane;
  - The provision of an appropriate area of open space to retain the mature tree at the boundary of Harling House; and
  - The creation of a landscape verge at the northern boundary of the site to accommodate new planting measures that will soften the appearance of the proposal over time.



- 5.6 The Local Authority in the RfR is wrong to suggest this proposal “*occupies a prominent, elevated location*”. The proposal is of a considered scale and form set within an established framework of built-form, located on the middle to lower slopes of the drumlin landform associated with Rarber Top. The site may be prominent when viewed at its immediate boundary with the A65 but development within it will be read as part of the settled setting of housing at its boundaries, and alongside the adjoining section of the A65
- 5.7 In terms of the wider context of the site, the proposal will be set on the middle to lower northern slope of the drumlin landform, screened from wider views to the south and west. To the north the proposal will read as part of the linear form of development that extends south from Ingleton alongside the A65, set on the lower-lying landform associated with the drumlin fields and wider valley. Comparatively, this is not a prominent, or elevated location.
- 5.8 The Local Authority is wrong to suggest that this proposal will result in a “*sporadic form of development which would sprawl into an area of open countryside away from the built-up edge of the settlement*”. The baseline assessment in this statement confirms that the proposal is set within an established framework of built-form and highways that extends alongside the A65 that whilst strictly being in the open countryside (i.e. beyond the defined development limits) has an urbanising influence on this highway approach to the settlement distinct from the wider setting of pastoral farmland.
- 5.9 The Local Authority is also wrong to suggest that this proposal “*fails to respect the pattern of development which characterises the adjacent settlement*”. Ingleton is a settlement defined by a wayside pattern that has created a loose fabric of built-form that does not have a distinct, or well defined boundaries with the surrounding farmland. Successive phases of building has resulted in the extension of the settlement to the south, creating a modern setting of properties and commercial development associated with the A65 corridor with a mixed character. The proposal sits within a wider extension of wayside settlement that extends south alongside the A65 and Rarber Top Lane. This is not indistinct from the settlement pattern at Clapham Old Road, Betham Road, and Thacking Lane where the modern settlement extends alongside the highway into the wider setting of farmland.
- 5.10 The Local Authority is also wrong to suggest that the introduction of new landscaping alongside the A65 would represent a contrived feature. The local setting of this highway has a mixed character that in the immediate context of the site includes increased levels of tree cover associated with the grounds of Moorgarth Hall, Moorgarth Bridge and



Pinecroft, and the garden setting to the properties that runs alongside this section of the A65. Woodland cover, tree belts and mature trees are common features, local to the site, and additional tree planting at the boundary of the site would not represent a contrived feature.

- 5.11 Landscaping is yet to be submitted in detail and for that reason the Local Authority must have made assumptions as to the character and specification of tree planting at the northern boundary of the site. Space has been provided in the development layout to accommodate the planting of new broadleaved trees at the boundary with the A65. Species will include Oak, Field Maple, Rowan, and Downy Birch that will be planted as advanced specimens in groups alongside the highway boundary. Over time this will have matured to secure a treed setting to the highway in keeping with the existing framework of mature tree and woodland cover that is common to the boundaries of the A65 on this approach to the settlement.



## 6 ISSUE 1 – THE LIKELY EFFECTS OF DEVELOPMENT ON LANDSCAPE CHARACTER

- 6.1 The following section considers the susceptibility of the receiving landscape to the proposed changes taking into consideration its individual elements and overall appearance and condition. Judgements of susceptibility are then combined with value as identified in the baseline assessment to identify an overall sensitivity.
- 6.2 A judgement is then made as to the likely magnitude of effect. This includes the consideration of the features and elements of the site to be affected; the size or scale of those effects; the geographic extent of the effects; and the duration and reversibility of the effect.
- 6.3 The sensitivity of the receiving landscape is then considered against the likely magnitude of effect to make an overall judgement of significance.
- 6.4 As identified in the baseline assessment the site is located within the Rolling Drumlin Field Pasture LCT that in the context of the site is assessed as being of medium landscape value. To the north the landscape associated with the southern fringes of the settlement and A65 road corridor is assessed as being of low landscape value. The wider setting of the Rolling Drumlin Field Pasture LCT and adjoining Open Upland Drumlin Pasture and Moorland Mosaic LCT is assessed as being of high landscape value, increasing to very high value moving into the Yorkshire Dales National Park where there is a concentration of designated and rare landscapes.
- 6.5 In terms of landscape susceptibility, the proposal seeks the introduction of new dwellings into a field that is currently maintained as permanent pasture. The site is set within a framework of existing properties that are of a scale and appearance not unlike that proposed within the site, and these properties have associated gardens, boundaries and landscaping that imparts a more domesticated character to the immediate setting of the site. The existing land use of the site is clearly susceptible to the proposed change. However, the existing framework of modern properties that border the site and the wider approach along the A65 towards Ingleton reduce the overall susceptibility of this location to the proposed change. The development of modern housing as proposed within the site will not introduce a new landscape component, or an element that is discordant to the existing character of the site and its local setting. The immediate setting of the site that includes the linear form of development associated with Rarber Top Lane, the wider



- caravan parks, and adjoining setting of pastoral farmland is considered to be of medium susceptibility to the proposed change, and in overall terms medium landscape sensitivity.
- 6.6 Moving away from the site into the settlement the setting of A65 with adjoining modern settlement and commercial development is considered to be of low susceptibility to the proposed change, and in overall terms low landscape sensitivity.
- 6.7 The wider setting of rolling pastoral farmland, moving away from the settlement and the site is clearly more susceptible to the proposed change, and in overall terms considered to be of high landscape sensitivity.
- 6.8 Moving into the National Park there is almost no settlement or built-form making this valued landscape very high susceptibility to the proposed change, and in overall terms very high landscape sensitivity.
- 6.9 In terms of magnitude and significance of effect, the proposal is relatively small in size in a location where the immediate character is already influenced by development of a similar scale and appearance.
- 6.10 The site is set on the middle to lower slopes of the drumlin landform associated with Rarber Top, and the development within the site has been designed in response to the landform and the framework of built-development that already exists to its southern, eastern and western boundaries. The proposal affords a lower-lying setting, and will not impact on the more prominent drumlin top. The proposal retains the stone wall boundary to the A65, and will retain the roadside hedgerow to Rarber Top Lane, except for two short sections removed to provide access to the site. The proposal will also secure new tree planting alongside the A65 to help strengthen the existing landscape structure, in accordance with the guidance set out in the CDLCA for this LCT.
- 6.11 It is accepted that the development of the site will materially change the character of the site from an open pastoral field to housing development. This effect will result in high magnitude of change leading to an adverse effect of major significance. It should be noted that this level of effect will not extend beyond the immediate site level and is common to the assessment of effects for the development of green field sites.
- 6.12 At a local level, the proposal has been carefully considered to secure a scale and form of development that will not be conspicuous, or represent a discordant element, more easily assimilated within the established setting of housing that surrounds the site and characterises this section of the A65 approaching Ingleton. At this level the proposal is





likely to result in a medium magnitude of change, leading to an adverse effect of moderate significance in the short-term.

- 6.13 In the wider setting of the Rolling Drumlin Field Pasture LCT, and adjoining Open Upland Drumlin Pasture and Moorland Mosaic LCT, the site is experienced as a relatively small element in the landscape that is already characterised by its setting of highways and housing. From much of this landscape the site also seen in the wider context of the modern residential and commercial settlement that defines the southern fringes of Ingleton. From these landscapes the proposal is likely to result in a low magnitude of change, leading to an adverse effect of moderate significance.
- 6.14 The long term mitigation provided by the tree planting measures at the northern boundary of the site will secure the successful assimilation of this proposal within the landscape, limiting any likely adverse effect on landscape character to minor significance.
- 6.15 In terms of the setting of the landscapes associated with the Yorkshire Dales National Park, any magnitude of effect is likely to be negligible, resulting in an adverse effect of minor significance in the short-term, reducing to minimal in the long-term once the tree planting has matured at the northern boundary of the site.



## 7 ISSUE 2 – THE LIKELY EFFECTS OF DEVELOPMENT ON VISUAL AMENITY

### Visual Setting

- 7.1 The following section considers the susceptibility of the receptors common to each of the views identified in the baseline assessment to the changes proposed through the development. Whilst certain receptors are considered to be more susceptible to change by virtue of the nature of activity they are engaged in, this has to be considered alongside the specific nature of the proposal and how it is likely to affect each receptor. Judgements of susceptibility are then combined with values identified in the baseline assessment to gauge overall sensitivity.
- 7.2 A judgement is then made as to the likely magnitude of effect. This includes the consideration of the features and elements of the site to be affected; the size or scale of those effects; the geographic extent of the effects; and the duration and reversibility of the effect.
- 7.3 The sensitivity of the visual receptor is then considered against the likely magnitude of effect to make an overall judgement of significance.
- 7.4 Receptors local to Views 1 to 5 include private residential views that are considered to be of high susceptibility to change, and users of Rarber Top Lane including walkers, cyclist, horse riders and car users that are considered to be of medium susceptibility to change. In overall terms private residential views in this location are considered to be of high visual sensitivity, and receptors local Rarber Top Lane medium visual sensitivity.
- 7.5 In the short-term the development will materially alter the setting of these views mainly due to the proximity of the receptor to the proposed change. In the short-term this is likely to result in a high magnitude of change, leading to adverse visual effects of major significance.
- 7.6 Over time the landscaping associated with the site will have matured, alongside the development of the roadside boundary hedgerow that will be maintained at a height between 1.5m to 1.8m, softening the setting of the built-form and filtering views of it. This in turn is likely to reduce any long-term adverse effect to moderate significance.
- 7.7 Receptors local to Views 6 and 7 include users of the A65 that includes pedestrians, cyclists and car users that are considered to be of medium to low susceptibility to the proposed change, and in overall terms medium visual sensitivity to the proposed change. In the



- short-term the development within the site will be apparent from the highway resulting in a high magnitude of change, leading to an adverse effect of major significance. In the long-term the treed setting at the boundary with the highway will have matured to create a setting similar to the highway boundary at Moorgarth Hall. Views of the development will become softened and filtered, limiting any adverse visual effect to moderate significance.
- 7.8 Receptors local to View 8 includes walkers on the public footpath that are considered to be of high susceptibility to the proposed change, and in overall terms high visual sensitivity. Whilst the proposal will be set below the visual horizon and viewed in the immediate context of the existing properties the change will be apparent in this relatively contained setting resting in the short-term in a high/moderate magnitude of change, leading to an adverse effect of major significance. Over time views of the development will become softened and filtered by the roadside tree cover limiting any adverse visual effect to moderate significance.
- 7.9 Receptors local to Views 9 and 10 include users of the A65 and walkers, cyclist, horse riders and guest using the access road/bridleway to Pinecroft and Greenwood Leghe that are considered to be of medium susceptibility to the proposed change, and in overall terms medium visual sensitivity. In both the short and long-term views of the development will be restricted by intervening development in the case of View 9, and intervening woodland cover in the case of View 10, resulting in a negligible magnitude of change, and leading to an adverse visual effect of minimal significance.
- 7.10 Receptors local to View 11 include users of the A65 and secondary views from the settlement to the south that are considered to be of medium susceptibility to the proposed change, and in overall terms medium visual sensitivity. As with views 9 and 10 there will be restricted views of the development within the site from this location resulting in a low magnitude of change, and leading to an adverse visual effect of minor significance in the short-term. Over time the mature treed setting at Harling House will have been extended along the boundary of the highway towards the treed setting of the visual horizon, softening and filtering views of the development and limiting any adverse visual effect to minimal significance.
- 7.11 Receptors local to View 12 include walkers using the public footpath crossing the drumlin landform between Moorgarth Hall and Enter Farm. Receptors local to this views are considered to be of high susceptibility to change, and in over all terms high visual sensitivity. In the short-term there are likely to be views towards the upper-most sections of



- the development roofscape set low down in this view, and seen in the immediate context of Linton Dale and Rock View, resulting in a low magnitude of change, leading to an adverse effect of moderate significance. Of key consideration is that the impressive view of Ingleborough will remain uninterrupted.
- 7.12 In the long-term the backdrop of tree cover to the site will have matured to soften the setting of the site. Again, this will not interrupt views of Ingleborough but will soften the context of the proposals, limiting any adverse visual effect to minor significance.
- 7.13 Receptors local to View 13 include walkers, cyclists, horse riders and car users along the public bridleway (Enter Lane). These receptors are considered to be of medium susceptibility to the proposed change, and in overall terms medium visual sensitivity. In both the short and long-term there are only likely to be oblique and filtered views from a restricted section of the highway resulting in a negligible magnitude of change, and leading to an adverse effect of minimal significance.
- 7.14 Receptors local to View 14 include pedestrians, cyclists and car users at the A65 and surrounding streets that are considered to be of low susceptibility to the proposed change, and in overall terms low visual sensitivity. From this location there is the possibility if very restricted view of development within the site set just beyond Hayling House likely to result in a negligible magnitude of change, leading to an adverse effect of minimal significance.
- 7.15 Receptors local to view 15 include walkers along the public footpath between Yarltsber and Green Lane that are considered to be of high susceptibility to the proposed change, and in overall terms high visual sensitivity. In the short-term there are likely to be very restricted views of the proposed development roofscape set low down in the landscape and viewed in the immediate context of Linton Dale, resulting in a negligible magnitude of change, leading to an adverse effect of minor significance. Over time the tree planting at the northern boundary of the site will have matured to soften and filter views of the new housing limiting any adverse visual effect to minimal significance.
- 7.16 Receptors local to View 16 include visitors to the cemetery on the south side of Clapham Old Road that are considered to be of medium susceptibility to change, and in overall terms medium visual sensitivity. It should be noted that whilst the landscape setting to the cemetery is important, it is not the primary focus of its visitors. From this location there will be a view towards the development within the site. The new housing will be viewed set below the drumlin landform of Rarber Top, and set below Linton Dale. The development will also be viewed in the wider panorama of the properties at Moorgarth Hall to the south-



east, and the settlement of Ingleton to the north-west. In the short-term the development is likely to result in a low magnitude of change, leading to an adverse effect of minor significance. Over time the tree planting at the northern boundary of the site will have matured to soften and filter views of the development, limiting any adverse visual effect to minimal significance.

- 7.17 Receptors local to Views 17, 18 and 19 include walkers, cyclists, and horse riders using 'A Pennine Journey' trail within the National Park that are considered to be of very high susceptibility to the proposed change, and in overall terms very high visual sensitivity. From Views 17 and 18 there will be distant views of the development comprising a very small part of the much wider and elevated panoramic view. The site will be seen in the context of the wider settlement as part of the built-form that already extends along the A65. This is likely to result in a low magnitude of change, leading to an adverse visual effect of moderate significance. View 19 is taken over greater distance where the site comprises a very small part of the view. Development will be visible within the site but is only likely to result in a negligible magnitude of change, leading to an adverse visual effect of minor significance. From all of these location the long-term effect will be mitigated by the development of the tree planting at the northern boundary of the site, limiting any adverse visual effect minor/minimal significance.



## 8 SUMMARY AND CONCLUSIONS

- 8.1 This statement has identified the landscape and visual issues that relate to the proposal for the construction of 5no. dwellings to the north of Rarber Top Road, Ingleton.
- 8.2 The Local Authority refused planning permission on the 25<sup>th</sup> July 2017 stating one reason for refusal:

*“The application site occupies a prominent, elevated location outside the development limits of Ingleton alongside a busy thoroughfare (the A65) into and out of the settlement. The proposed development, by virtue of its size, the extent of hardstanding associated with proposed parking and access provision, the site's narrow, elongated shape and its peripheral location extending away from the settlement boundary, would introduce a sporadic form of development which would sprawl into an area of open countryside away from the built-up edge of the settlement. The proposal fails to respect the pattern of development which characterises the adjacent settlement and would have an unacceptable suburbanising effect which would erode the openness of the countryside and diminish the site's contribution to the character and quality of the area. The development's harmful visual effects would be exacerbated by its prominent, roadside location and elevated siting in relation to the A65 and would not be mitigated by the introduction of a landscape buffer which would appear as a contrived feature to the roadside. The adverse impacts arising from the development would significantly and demonstrably outweigh its benefits and, accordingly, it is not sustainable development. The proposal is therefore contrary to the requirements of saved policies ENV1 and ENV2 of the Craven District (outside the Yorkshire Dales National Park) Local Plan which seek to protect the character and appearance of the open rural countryside from urban sprawl, and the objectives of paragraphs 17, 58 and 64 of the National Planning Policy Framework which seek to ensure that development adds to the overall quality of the area, responds to local character, reflects the identity of local surroundings and takes the opportunities available for improving the character and quality of an area.”*



- 8.3 This statement has set out a detailed assessment of landscape and visual issues relating the site and local setting, taking into consideration the likely effect of the development proposal on its character and appearance.
- 8.4 Through the detailed consideration of the landscape resource this statement has identified that the site is not cover by any landscape designation that would suggest increased value or sensitivity to change. The features of the site are not covered by any statutory or non-statutory designation; its features are both common and widespread in the locality and should not present a significant constraint to development. The effects of the proposal on the landscape resource are limited to the immediate loss of the pastoral setting of the site, and the removal of two short sections of hedgerow to provided vehicular access from Rarber Top Lane. Whist this will result in a material change to the immediate setting of the site that is of some significance to the planning decision making process, this scale of effect is limited to the site level, and is set within an established framework of highways, residential properties as well as surrounding pastoral farmland.
- 8.5 In terms of landscape character, this statement has considered the setting of the Rolling Drumlin Field Pasture LCT, and adjoining Open Upland Drumlin Pasture and Moorland Mosaic LCT, and confirmed that the proposal will not result in any short or long-term adverse effect considered to be of significance to the planning decision making process. This statement has also considered the character and setting of the landscape associated with the Yorkshire Dales National Park, and again confirmed that the proposal will not result in adverse effect considered to be of significance to the planning decision making process.
- 8.6 This assessment has also considered the specific issues raised and in RfR and demonstrated that the proposal will not result in *“sporadic form of development which would sprawl into an area of open countryside away from the built-up edge of the settlement”*. This statement has also considered the scale, pattern and morphology of the settlement and demonstrated that Local Authority is wrong to suggest that the proposal *“fails to respect the pattern of development which characterises the adjacent settlement and would have an unacceptable suburbanising effect which would erode the openness of the countryside and diminish the site’s contribution to the character and quality of the area”*.
- 8.7 The settlement pattern is defined by its wayside character that is loose in structure with irregular edges formed by ribbon development that bleeds into the surrounding countryside. The site forms part of an established extension of properties set alongside the

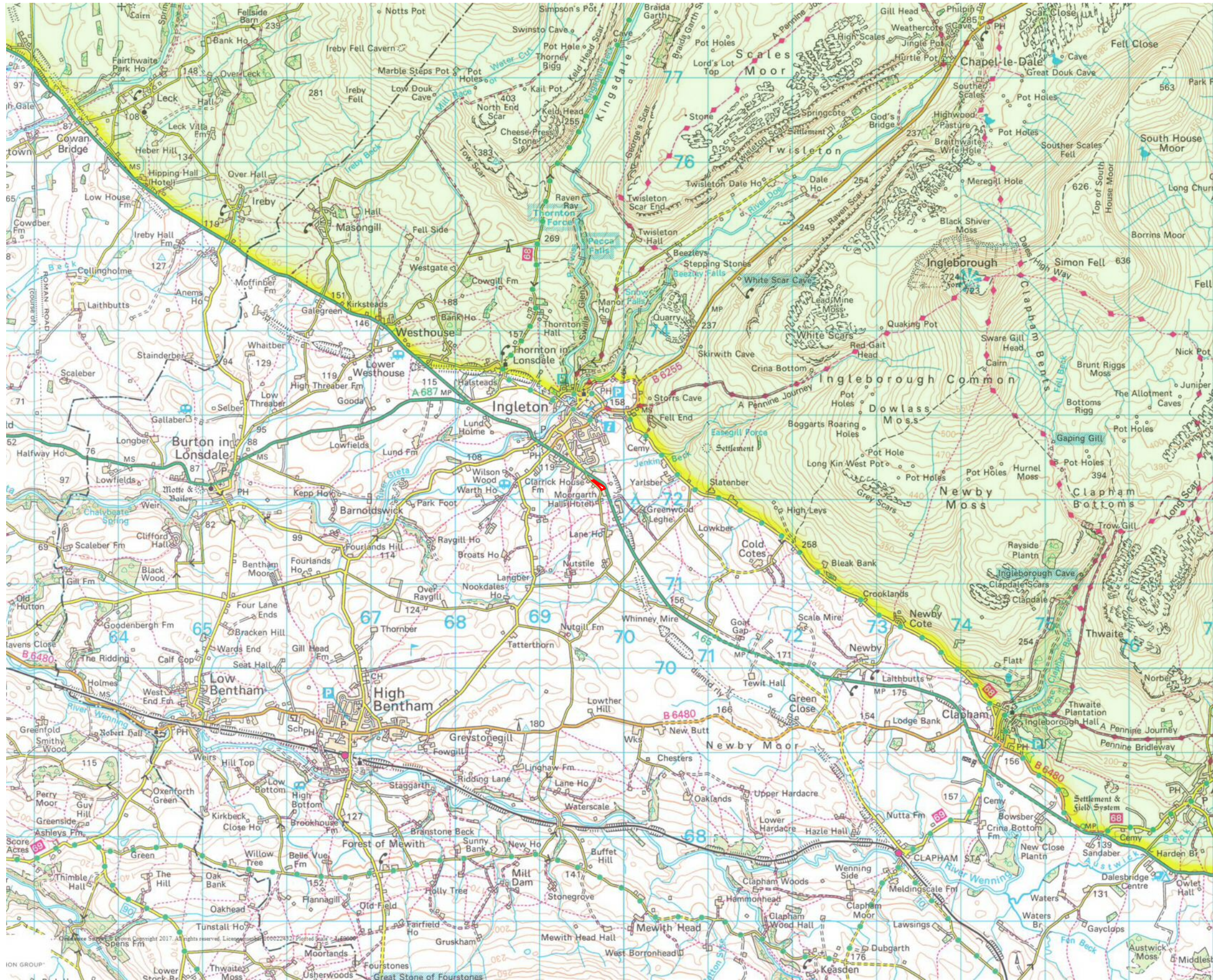


- A65. This part of the highway is defined by these properties, their boundaries and associated gardens that impart a domesticated appearance on the highway and the site, limiting their contribution to the wider setting of open and undeveloped pastoral farmland. Whilst the development of the site will affect the immediate character of the site, any wider effect on the undeveloped setting of pastoral farmland will be limited.
- 8.8 In terms of visual effects, this statement has considered a number of representative views taken from publicly accessible locations in the landscape local to the site. The assessment of visual effects has confirmed that any short-term visual effects of significance to the planning decision making process are restricted to receptors groups at the immediate boundaries of the site, its adjoining highways and public rights of way. Moving away from the site the short-term visual effects are more limited and not considered to be of significance.
- 8.9 This statement has considered the opportunity for landscape mitigation that includes primary measures that have informed the scale and location of the housing within the site, and secondary measures that include materials selection and new planting. This statement has summarised the opportunity for new planting measures within the site, and its consistency with the existing character and visual setting of the site. This in turn has demonstrated that the Local Authority is wrong to suggest in the RfR that the proposal for new planting "*would not be mitigated by the introduction of a landscape buffer which would appear as a contrived feature to the roadside*". This statement has demonstrated that new planting measures will mitigate the proposal in the long-term, and that these measures will not appear as a contrived feature at the roadside.
- 8.10 This statement has set out a clear and transparent assessment of landscape and visual issues carried out in accordance with recognised guidelines. The findings of this statement have identified some short-term adverse landscape and visual effect that are of significance to the planning decision making process. These effects are restricted to the immediate setting of the site, and will not affect any designated, or valued landscape, or associated features. This statement concludes that any such effects can be mitigated in the long-term and the development proposal successfully assimilated within its landscape setting. It is respectfully requested that this appeal is upheld.





# Figures



Key

-  Site boundary
-  Yorkshire Dales National Park
-  Public footpath
-  Public bridleway
-  Recreational route
-  Viewpoint

Number/Figure  
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 Date  
 09/11/2017  
 Checked  
 AL

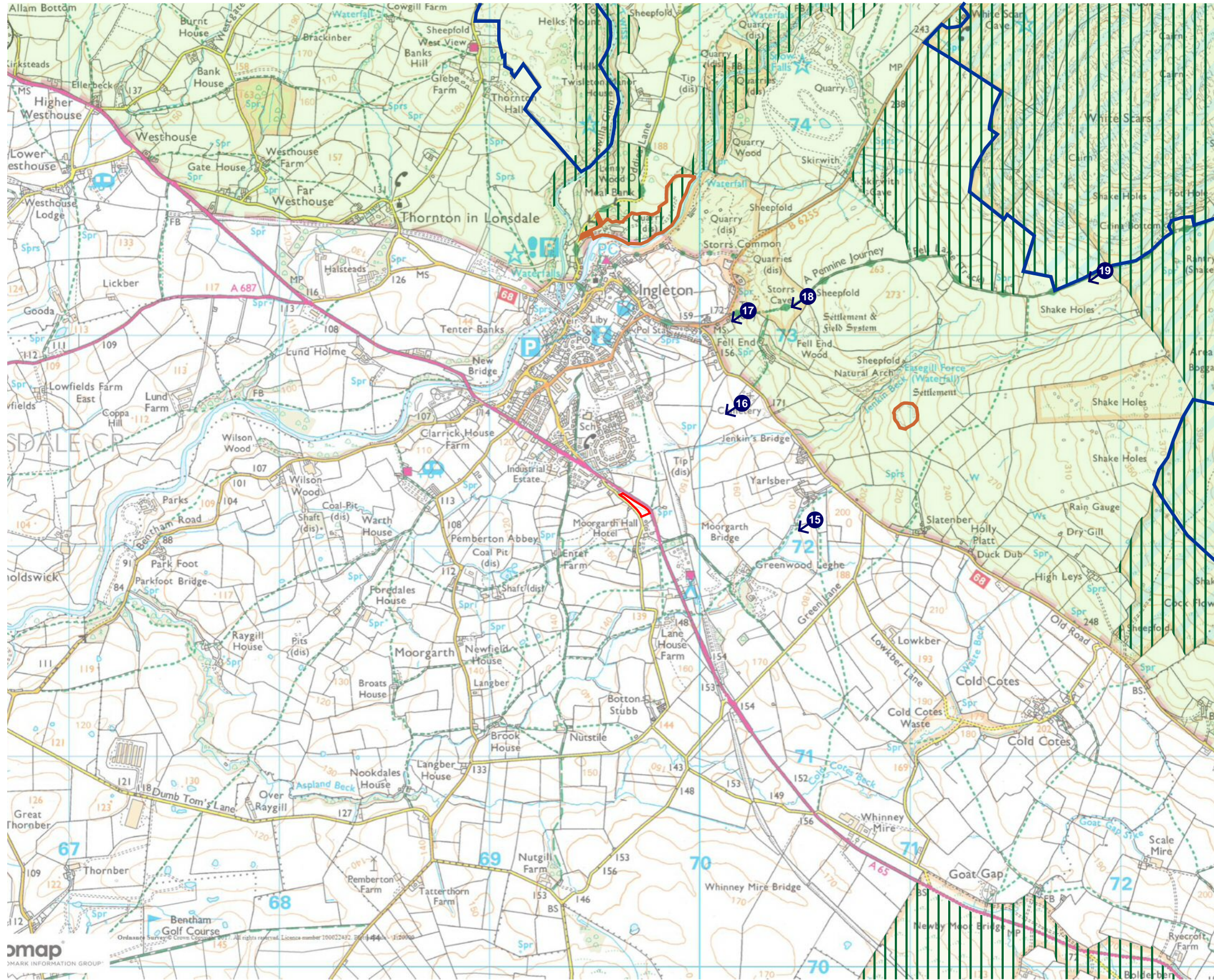
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 Ingleton  
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 Settlement Context  
 Client  
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north












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Key

-  Site boundary
-  Yorkshire Dales National Park
-  Public footpath
-  Public bridleway
-  Recreational route
-  Public access land
-  Site of Special Scientific Interest (SSSI)
-  Special Area of Conservation
-  Limestone Pavement Order
-  Scheduled Ancient Monument
-  Photographic view locations

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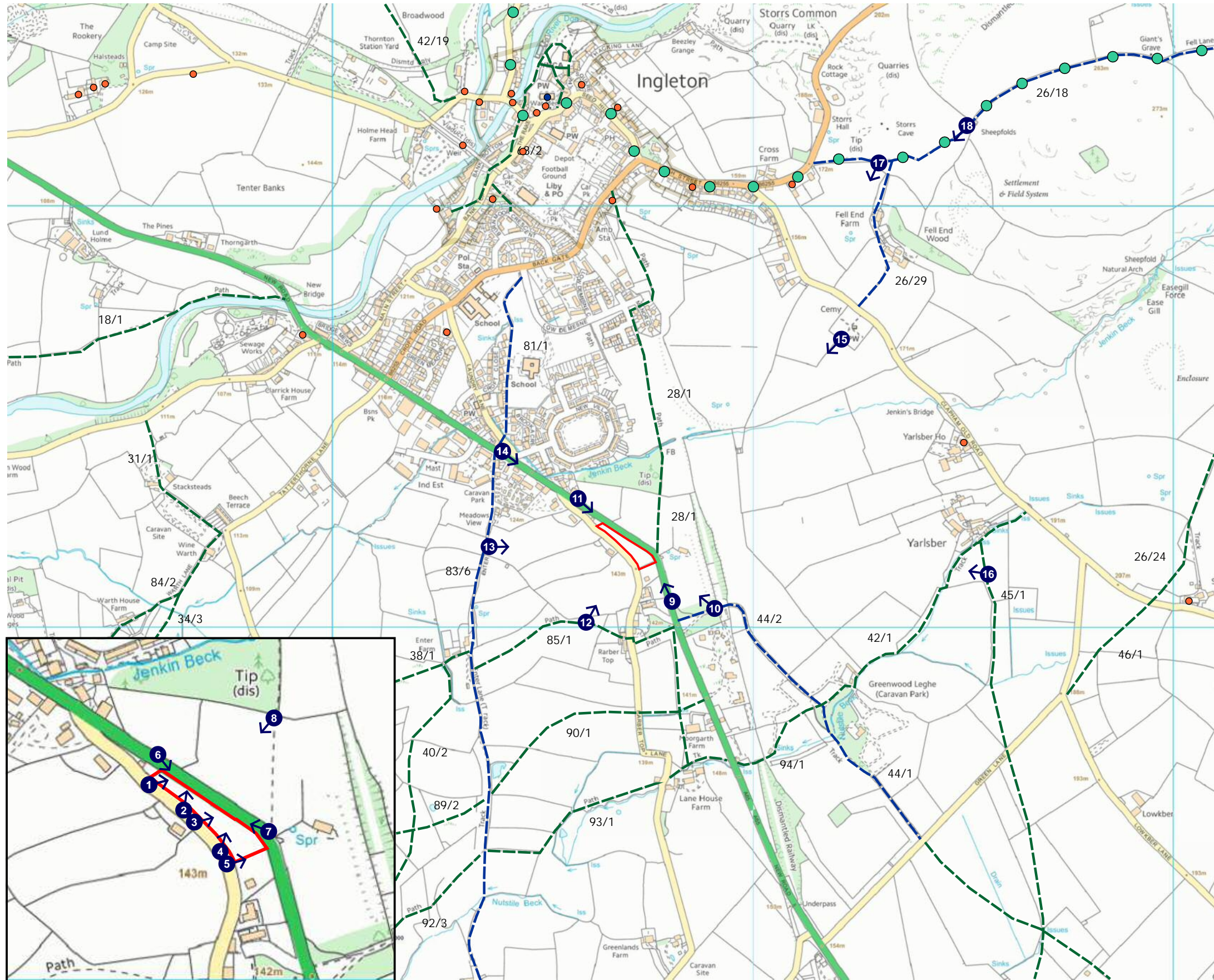
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







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Key

-  Site boundary
-  Public brideway
-  Public footpath
-  Recreation route 'A Pennine Journey'
-  Conservation Area
-  Grade II\* Listed Building
-  Grade II Listed Building
-  Photographic view locations

Number/Figure  
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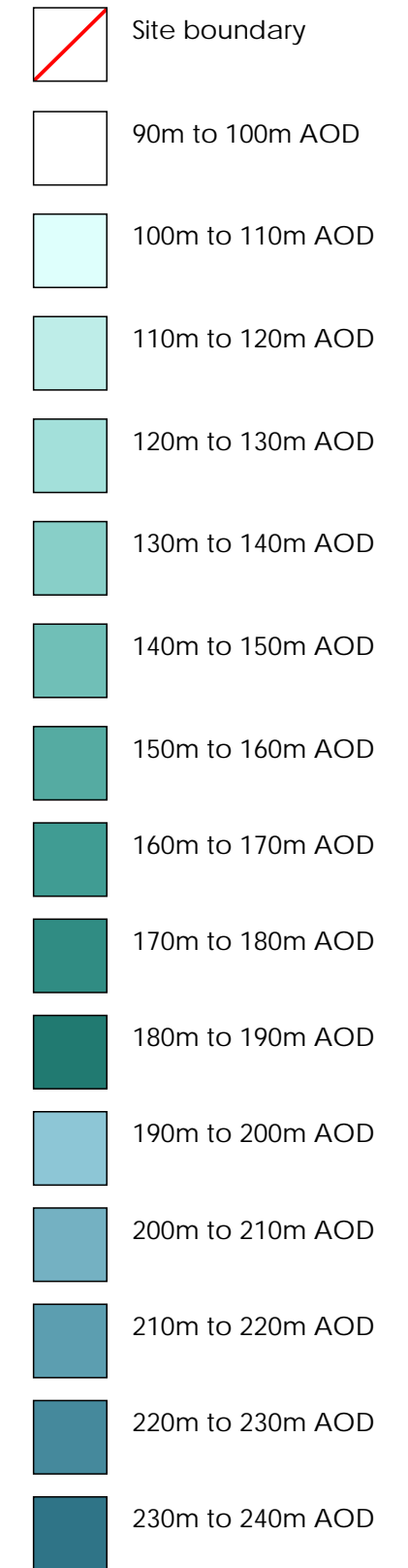
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Key



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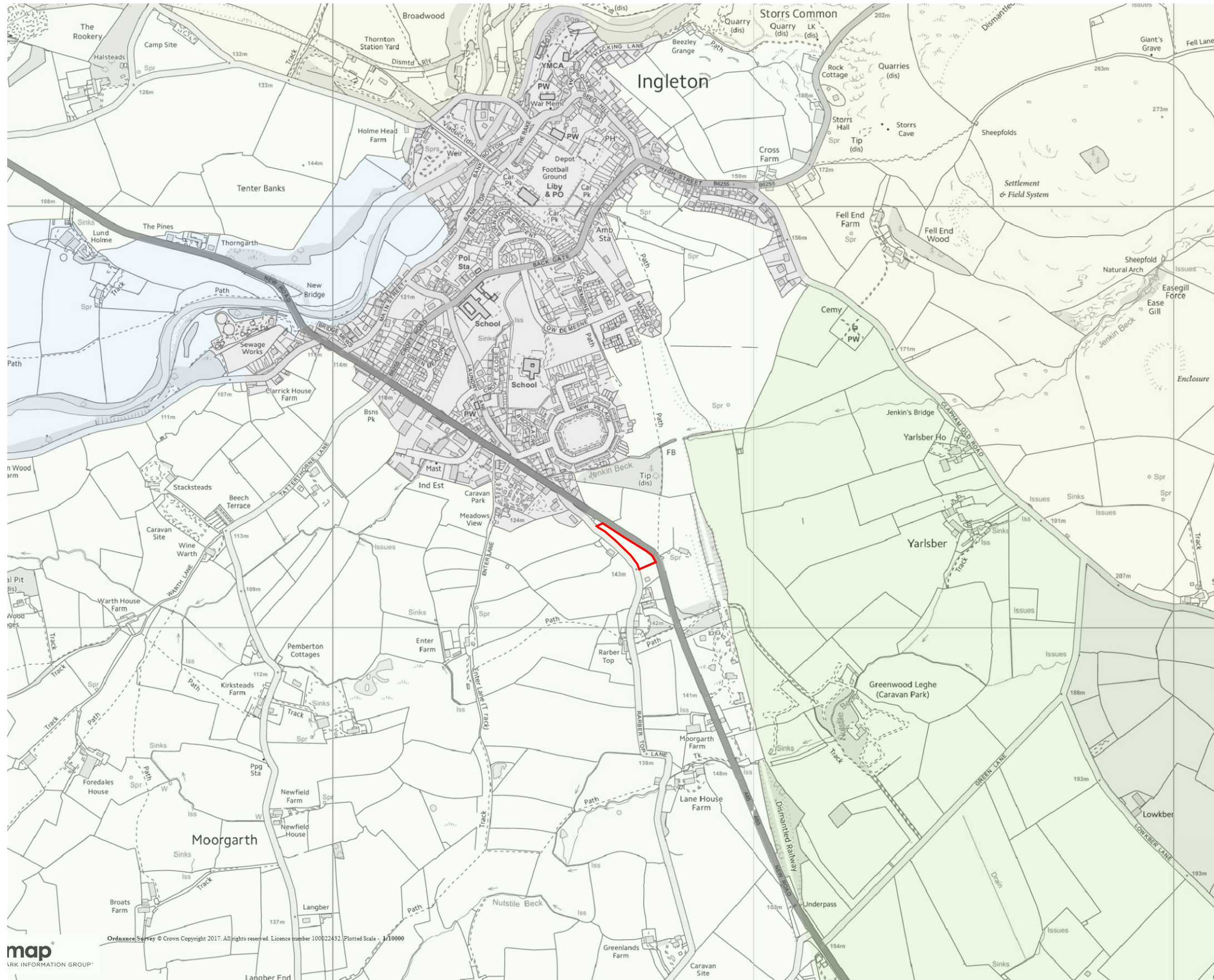
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Key

-  Site boundary
-  Semi-enclosed Lowland - Rolling Drumlin Farmland
-  Open Upland - Open Undulating Drumlin Pasture and Moorland Mosaic
-  Semi-enclosed Intermediate Landscapes - Drumlin/Upland Fringe Pasture
-  Valley Pasture Landscapes - Small Scale Drumlin Valley
-  Excluded settlements
-  Yorkshire Dales National Park

map  
ORdnance Survey

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Project  
Land at Rarber Top Lane  
Ingleton  
Drawing title  
Landscape Character  
Client  
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View 1 - From Rarber Top Lane at the site boundary next to Harling House looking north-east



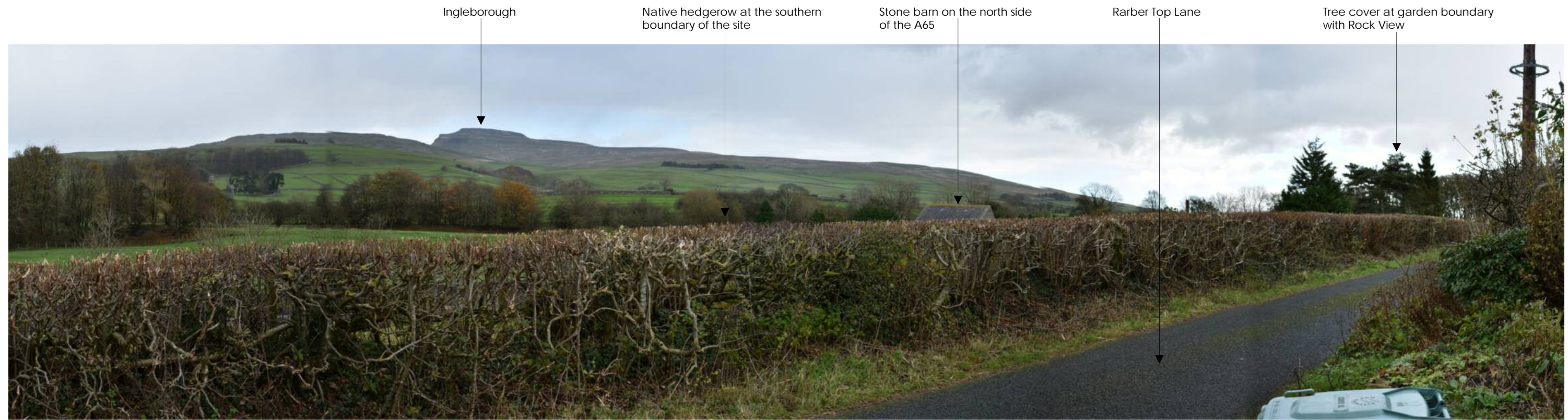
View 2 - From Rarber Top Lane at Linton Dale looking north-west across the site

Number/Figure GL0816 06	Project Land at Rarber Top Lane Ingleton
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Date 09/11/2017	Client [REDACTED]
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View 3 - From Rarber Top Lane at Linton Dale looking north-east across the site



View 4 - From Rarber Top Lane at the boundary with Rock View looking north-west across the site

Number/Figure	Project
GL0816 07	Land at Rarber Top Lane Ingleton
Scale	Drawing title
NTS@A3	Photographic Views 3 & 4
Date	Client
09/11/2017	[REDACTED]
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AL	





View 5 - From Rarber Top Lane at the boundary with Rock View looking north



View 6 - From the bench at the junction of Heol-y-Castell and Stryd Duffryn approximately 1.2km from the site looking east

Number/Figure GL0816 08	Project Land at Rarber Top Lane Ingleton
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View 7 - From the A65 at the northern boundary of the site looking west



View 8 - From public footpath 28/1 approximately 125m from the site looking south

Number/Figure	Project
GL0816 07	Land at Rarber Top Lane Ingleton
Scale	Drawing title
NTS@A3	Photographic Views 7 & 8
Date	Client
09/11/2017	[REDACTED]
Checked	
AL	

Emerging housing development on north side of Rarber Top Lane

Rock View and associated gardens

A65

Stone barn on north side of A65



View 9 - From the A65 approximately 95m from the site looking north

Access to Pinewood and Greenwood Leghe

Filtered view towards the site



View 10 - From public bridleway 42/1 at the access to Pinewood and Greenwood Leghe approximately 185m from the site looking north-west

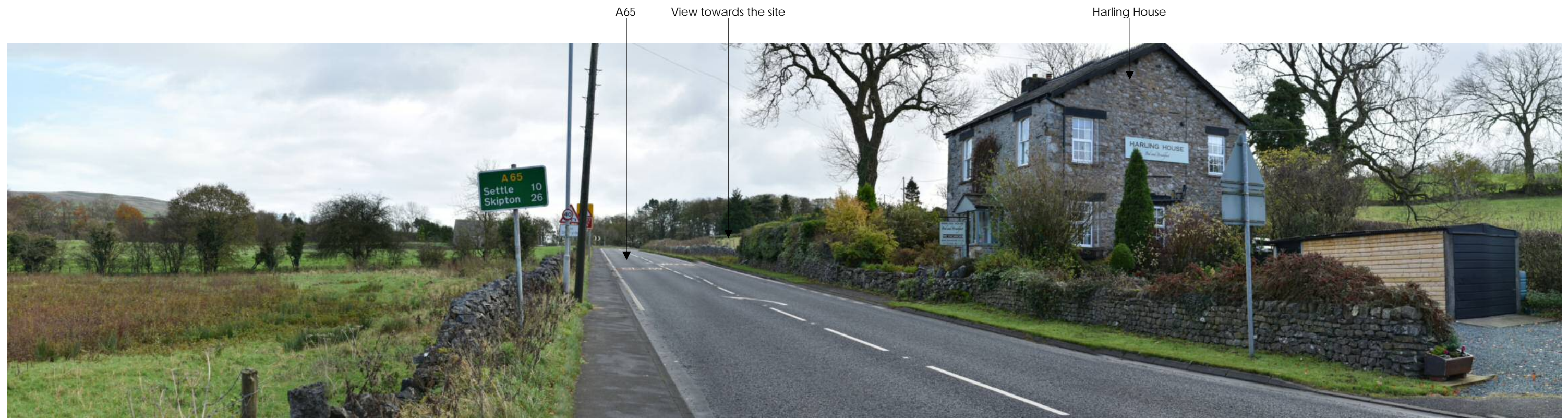
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Photographic Views  
9 & 10  
Client  
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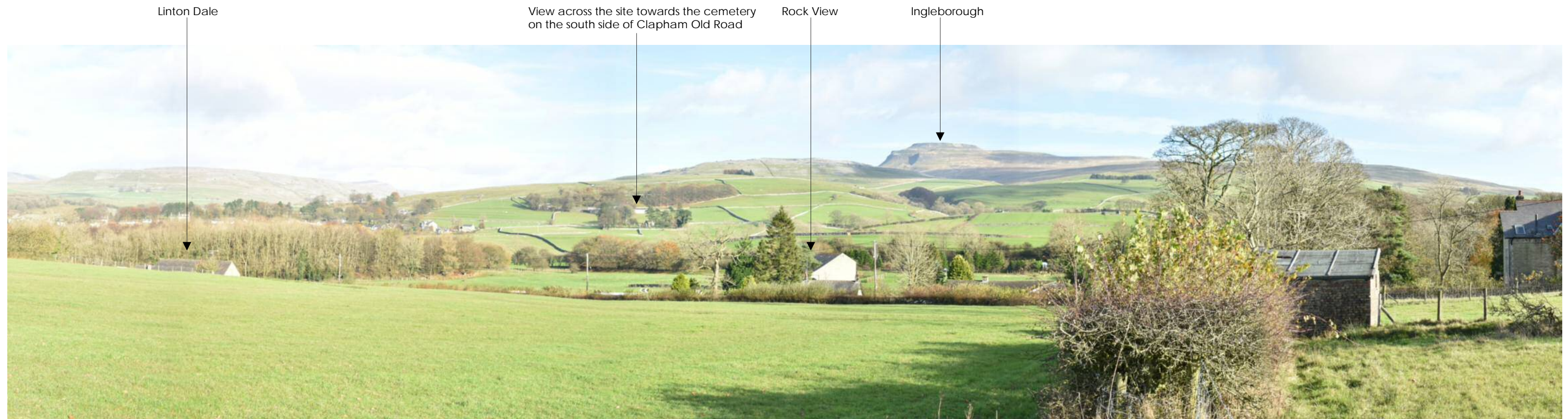
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View 11 - From the A65 approximately 80m from the site looking south-east



View 12 - From public footpath 85/1 approximately 145m from the site looking north-east

Number/Figure	Project
GL0816 11	Land at Rarber Top Lane Ingleton
Scale	Drawing title
NTS@A3	Photographic Views 11 & 12
Date	Client
09/11/2017	[REDACTED]
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View 13 - From the junction of Heoly-y-Tyla and Heol-y-Gadarn approximately 630m from the site looking east



View 14 - From the A65 at the junction with Laundry Lane approximately 275m from the site looking east

Number/Figure	Project
GL0816 12	Land at Rarber Top Lane Ingleton
Scale	Drawing title
NTS@A3	Photographic Views 13 & 14
Date	Client
09/11/2017	
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AL	

View of site with Linton Dale beyond Ingleton Industrial Estate

Yarlsber



View 15 - From public footpath 45/1 at Yarlsber approximately 780m from the site looking west

Moorgarth Hall

View of the site with Linton Dale beyond

Ingleton



View 16 - From the southern boundary of the cemetery at Clapham Old Road approximately 680m from the site looking south-west

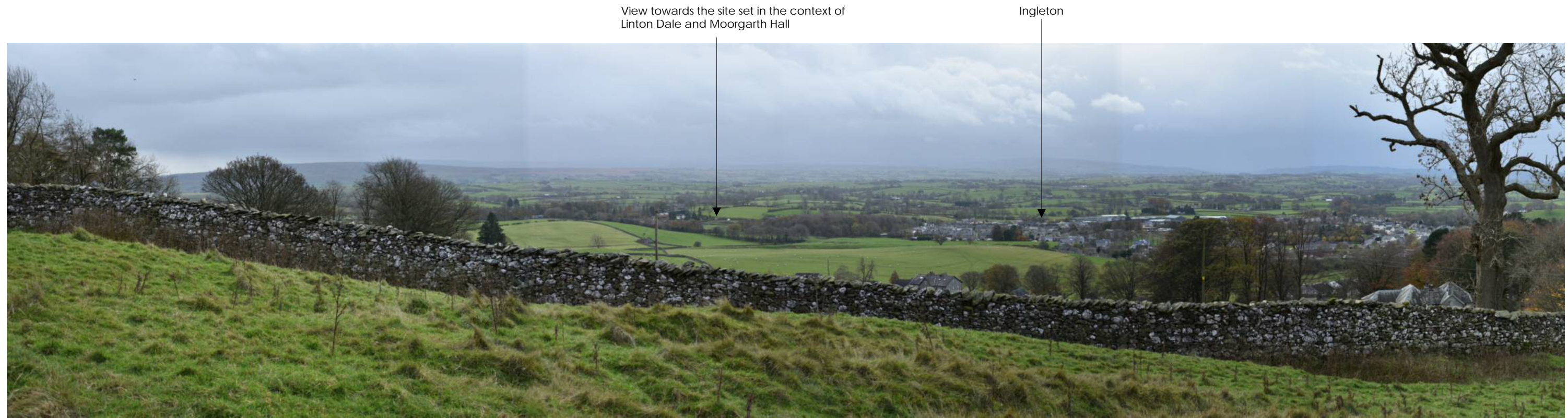
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Project  
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Ingleton  
Drawing title  
Photographic Views  
15 & 16  
Client  
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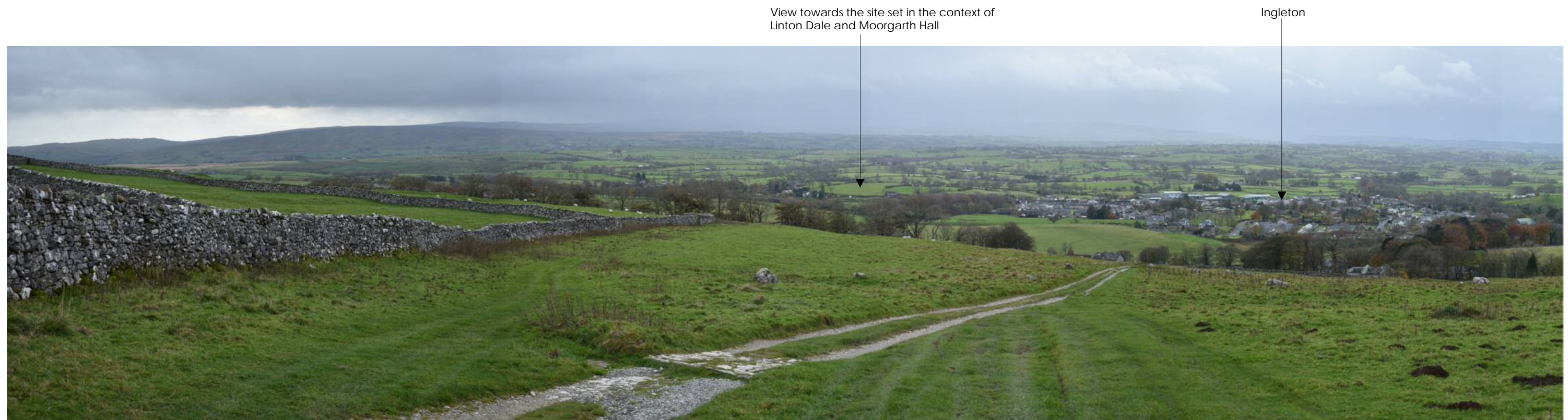
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View 17 - From public bridleway 26/18 ('A Pennine Journey') approximately 1.08km from the site looking south-west



View 18 - From public bridleway 26/18 ('A Pennine Journey') approximately 1.28km from the site looking south-west

Number/Figure	Project
GL0816 14	Land at Rarber Top Lane Ingleton
Scale	Drawing title
NTS@A3	Photographic Views 17 & 18
Date	Client
09/11/2017	[Redacted]
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View towards the site set in the context of  
Linton Dale and Moorgarth Hall



View 19 - From public bridleway 26/18 ('A Pennine Journey') approximately 2.4km from the site looking south-west

Number/Figure	Project
GL0816 15	Land at Rarber Top Lane Ingleton
Scale	Drawing title
NTS@A3	Photographic View 19
Date	Client
09/11/2017	
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# Appendix 1

## Landscape and Visual Appraisal Methodology



## LANDSCAPE AND VISUAL APPRAISAL METHODOLOGY

This appraisal methodology is based on the guidance set out in the:

Guidelines for Landscape and Visual Impact Assessment' (GLVIA) published by the Landscape Institute and the Institute of Environmental Management and Assessment (2013).

The following terms are used throughout the assessment and are defined in the GLVIA as:

**Landscape:** An area, as perceived by people, the character of which is the result of the action an interaction of natural and/or human factors.

**Landscape Character:** A distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different to another, rather than better or worse.

**Landscape effects:** Effects on the landscape as a resource in its own right.

**Landscape Receptors:** Defined aspects of the landscape resource that have the potential to be affected by a proposal.

**Landscape Value:** The relative value that is attached to different landscapes by society. A landscape may be valued by different stakeholders for a whole variety of reasons.

**Magnitude** (of effect): A term that combines judgements about the size and scale of the effect, the extent of the area over which it occurs, whether it is reversible or irreversible and whether it is short or long term in duration.

**Mitigation:** Measures designed to avoid, reduce, remedy or compensate for landscape or visual effects (not taken from GLVIA).

**Sensitivity:** A term applied to specific receptors, combining judgements of the susceptibility of the receptor to the specific type of change or development proposal and the value related to that receptor.

**Significance:** A measure of the importance or gravity of the environmental effect, defined by significance criteria specific to the environmental topic. The use of the word significance in this LVIA is a measure of to the importance to be placed on an identified effect in the planning decision making process. This is distinct from the identification of "significant effects" used in the framework of Environmental Impact Assessment (EIA).



**Visual Amenity:** The overall pleasantness of the views people enjoy of their surroundings, which provides an attractive visual setting or backdrop for the enjoyment of activities of the people living, working, recreating, visiting or travelling through the area.

**Visual effects:** Effects on specific views and on the general visual amenity experienced by people.

**Visual Receptors:** Effects on specific views and on the general visual amenity experienced by the people.

### **Landscape Baseline**

The landscape baseline seeks to establish the value associated with the site, its local landscape setting, and its associated features. To understand value the assessment considered several factors when describing the site context and location that includes:

- Lane use;
- Vegetation;
- Topography;
- Water features;
- Public access; and
- Local key characteristics

Landscape planning designation and published landscape character studies help to inform this assessment but their relevance will depend on the purpose and geographic extent of the designation, and detail of the study when considered against the nature and extent of the study.

As part of the landscape baseline an assessment of value is made. Box 5.1 in the GLVIA sets out a range of factors that can help in the identification of valued landscape and therefore inform a judgement as to their sensitivity. These include:

- **Landscape quality:** A measure of the physical state of the landscape. It may include the extent to which typical character is represented in individual areas, the intactness of the landscape and the condition of individual elements.



- **Scenic quality:** The term used to describe landscapes that appeal primarily to the senses (primarily but not wholly the visual sense).
- **Rarity:** The presence of rare elements or features in the landscape or the presence of a rare Landscape Character Type.
- **Representativeness:** Whether the landscape contains a particular character and/or features or elements which are considered particularly important examples.
- **Conservation interests:** The presence of features or wildlife, earth science or archaeological or historical and cultural interest can add to the value of the landscape as well as having value in their own right.
- **Recreation value:** Evidence that the landscape is valued for recreational activity where experience of the landscape is important.
- **Perceptual aspects:** A landscape may be valued for its perceptual qualities, notably wildness and/or tranquillity.
- **Associations:** Some landscape are associated with particular people, such as artists or writers, or events in history that contribute to perceptions of the natural beauty of the area.

At varying levels communities and individual will have differing perceptions as to the value of a landscape. However, for the purposes of landscape assessment it is important to set out a reasoned hierarchy of criteria for assessing value. Value is essentially concerned with the importance or rarity of a landscape and its ability to be substituted or replicated. Value can be categorised as follows:

- **Very High Landscape Value** – landscapes of great importance or rarity that would have limited potential for substitution or replication. Such landscapes are often identified by designation such as National Parks, Areas of Outstanding Natural Beauty, or World Heritage Sites. This may also include local destinations such as Areas of Great Landscape Value or Special Landscape Areas where the special interest of the designation is strongly represented and would be difficult to replicate. It is not the case that all designated landscapes are of high value, areas where features of special interest are poorly represented may be of a reduced value. Likewise undesignated landscapes with high concentrations of designated features in close proximity (such as heritage assets) where the landscape between



them makes a critical contribution to their setting and interrelationship may be of increased value.

- **High Landscape Value** – landscapes of local value that are of good condition and/or strong strength of character with some potential for substitution or replication. This will include both local designated and undesignated landscapes, and landscapes with high concentrations of designated features in close proximity (such as heritage assets) where the landscape between them makes a valuable contribution to their setting and interrelationship.
- **Medium Landscape Value** – landscapes of moderate value or rarity that have potential for substitution or replication. Such landscapes can be identified through local designation, or may be undesignated but provide an important setting to locally designated landscape or heritage assets such as Conservation Areas and Listed Buildings. There may also be parts of broader national designations where the features of special interest are either weak or poorly represented, and/or detracting features that limit the value attached to that particular part of the wider designation.
- **Low Landscape Value** – landscapes of limited value or rarity that can be substituted or replicated. Such landscapes are unlikely to be designated with a moderate to weak strength of character, and will be made up of features that are both common and widespread, and are of moderate to poor quality (condition).

### Visual Baseline

In establishing the visual baseline a series of representative view towards the site covering a range of visual receptors have been identified through field survey work and are identified on plans. The selected viewpoints can typically cover three types of views that are described in the GLVIA as:

- **Representative viewpoints** – selected to represent the experience of different types of visual receptor, where large numbers of viewpoints cannot be included individually and where the significant effects are unlikely to differ;
- **Specific viewpoints** – chosen because they are key and sometimes promoted viewpoints within the landscape, including for example specific local visitor attractions, viewpoints in areas of particularly noteworthy visual and/or recreational amenity such as landscape with statutory landscape designations, or viewpoints with particular cultural landscape associations. Specific views include



those from recreational spaces, cemeteries, public footpaths, open access land, and promoted trails.

- **Illustrative viewpoints** – chosen specifically to demonstrate a particular effect or specific issues, which might, for example, be the restricted visibility at certain locations.

Not all of these types of viewpoints will be present, or need to be considered in all of the assessment. The majority of viewpoints will be representative but not exclusively. All of the viewpoints considered are taken from publicly accessible locations. The likely effect of the development proposal on private locations, such as houses, is made through professional judgement based on views from publicly accessible locations nearby.

The representative views are described as part of the visual baseline assessment and consider the following criteria:

- Location of the viewpoint;
- Type of existing view;
- Distance between the observer and the site; and
- Extent and context of the site and/or likely view of development proposal observed.

With specific regard to distance between the observer and site and the extent of the site/development observed the following descriptions are used:

- Open views – uninterrupted views into the site;
- Filtered views – views partially obstructed by vegetation, landform, built-form or combinations of each; and
- Distant views – views over 2km from the site.

As part of the baseline assessment judgements must be made about the value attached to a view. Value may be attached to views that relate to designated landscapes and heritage assets. Value may also be attached through appearance in guide books, on maps, and through the provision of facilities specific to the enjoyment of a view such as benches or interpretation boards. Value may also be attached to views associated with heritage assets, these are often identified in heritage assessments and conservation area appraisals. Value can be categorised as:



- **Very High Visual Value** – Promoted views identified on maps, or local walks/guides that are highly valued as a destination to appreciate a particular landscape or feature. This may include views towards notable natural features, structures, houses, heritage assets, or exceptional landscapes. These views are considered to be of greater than local value and are likely to be marked by signs, seating, or features that promote the view.
- **High Visual Value** – Views from publicised vantage points, or to a landscape of national importance, or highly popular visitor attractions where the view forms an important part of the experience, or has important cultural associations. This may include particularly noteworthy views from identified trails, designated landscapes, and statutory heritage assets. These views are considered to be of greater than local value and regularly visited. Private views may include notable properties specifically designed to take advantage of a particular view;
- **Medium Visual Value** – Locally known or valued viewpoints. Views from promoted public rights of way or clear evidence of regular use and areas of informal open space. Views from regularly used rooms or living spaces. Panoramic views, vistas, or other noteworthy views from active recreation land, or highways; and
- **Low Visual Value** – Views that are not published and/or where there is limited evidence of regular use. Views from secondary windows not forming the main living or working spaces in properties. Views of little noteworthiness from active recreation land, or highways.

### **Assessment of Landscape Effects**

The initial stage of the assessment of landscape effect is to determine the susceptibility of the receptor to the proposed change, and an overall assessment of landscape sensitivity.

The following criteria are used to establish landscape susceptibility. Whilst these are typical examples it does not always follow that a site within a specific landscape designation will automatically fit with this categorization. Much will depend on the specific site conditions.

- **Very High Susceptibility** – A landscape possessing a strong and defined character of notable scenic quality, in good condition with a very low tolerance to the proposed change.
- **High Landscape Susceptibility** - A landscape possessing a defined character of good scenic quality, in good condition with a low tolerance to the proposed change.



- **Medium Landscape Susceptibility** – A landscape possessing a moderate strength character and scenic quality, in moderate condition with a moderate tolerance to the proposed change
- **Low Landscape Susceptibility** – A landscape possessing a weak and undefined character of limited scenic quality, in poor condition with a high tolerance to the proposed change.

Judgements of value and susceptibility are then combined as an assessment of overall sensitivity:

**Table 1 – Matrix of Landscape Sensitivity**

		SUSCEPTIBILITY			
		VERY HIGH	HIGH	MEDIUM	LOW
VALUE	VERY HIGH	Very High	Very High	High	Medium
	HIGH	Very High	High	Medium	Medium
	MEDIUM	High	Medium	Medium	Low
	LOW	Medium	Medium	Low	Low

The following stage of the assessment process considers the magnitude of change imposed by the proposed development on each landscape receptors. Issues that inform this judgement include:

- **Size or scale:** The amount of change resulting from the proposal to features, or key characteristics and attributes of the landscape type or area.
- **Geographic extent:** Determines the extent to which the landscape type or area will be affected by the proposed development.
- **Duration and reversibility of the landscape effect:** The timeframe, or duration of the effect by the proposed development, and whether the effect is permanent or temporary.

The likely magnitude of change of the development proposal can be guided by the following criteria:





- **High magnitude of change** – The proposal will result in a total change in the key characteristics of the landscape character, will introduce elements into the landscape that are totally uncharacteristic to the receiving landscape, and/or will result in the substantial loss, or alteration of key elements/features.
- **Medium magnitude of change** – The proposal will result in a change in the key characteristic of the landscape character, will introduce elements uncharacteristic to the attributes of the receiving landscape, and/or will result in loss, or alteration to key elements/features.
- **Low magnitude of change** – The proposal will result in a partial change to the key characteristics of the landscape character, will introduce elements that are not entirely uncharacteristic to the attributes of the receiving landscape, and/or will result in the minor loss, or alteration to key elements/features.
- **Negligible magnitude of change** – The proposal will result in a very limited changed to the key characteristics of the landscape character, will introduce elements consistent with the attributes of the receiving landscape, and/or will result in an limited loss, or alteration to key elements/features.

The combined judgements on the nature of the receptor (sensitivity) and the nature of the impact (magnitude) are combined to arrive at a clear and transparent judgement of significance. The significance of landscape effects are described in the assessment text and are guided by the matrix set out below:

**Table 2 – Matrix of Landscape Significance**

		SENSITIVITY			
		VERY HIGH	HIGH	MEDIUM	LOW
MAGNITUDE OF CHANGE	HIGH	Major	Major	Major-Moderate	Moderate
	MEDIUM	Major-Moderate	Major-Moderate	Moderate	Minor
	LOW	Moderate	Moderate	Minor	Minimal
	NEGLIGIBLE	Minor	Minor	Minimal	Minimal

For the purpose of this assessment, effects that are of major and major-moderate significance (highlighted in blue) are those considered particularly relevant to the planning decision making process.



## Assessment of Visual Effects

The initial stage of the assessment of visual effect is to determine the susceptibility of the receptor to the proposed change, and an overall assessment of landscape sensitivity.

GLVIA describes the susceptibility of different visual receptors to changes in views and visual amenity as a function of:

- the occupation or activity of people experiencing the view at particular locations; and
- the extent to which their attention or interest may therefore be focussed on the views and the visual amenity they experience in particular locations.

The GVLIA goes on to categorise those receptor groups that are likely to be most susceptible to change:

- residents at home;
- people, whether residents or visitors, who are engaged in outdoor recreation, including people using public rights of way, whose attention or interest is likely to be focussed on the landscape and on particular views;
- visitors to heritage assets, or to other attractions, where views of the surroundings are an important contributor to the experience;
- communities where views contribute to the landscape setting enjoyed by the residents in the area.

Whilst this covers a number of potential visual receptors it does not automatically make them all highly susceptible to change. Susceptibility can be categorised as follows:

- **Very High Susceptibility** – Views that provide a key understanding and appreciation of valued landscapes (most notably National Parks and AONB's), notable natural features, or historic structures/properties (such as engineering structures or country houses).
- **High Visual Susceptibility** - Primary views from residential properties; users of public rights of way, informal footpaths, cycleways and public open space where the appreciation of the wider landscape setting is critical to its function and enjoyment; visitors to local attractions and heritage/wildlife assets where views of the wider landscape are important to its setting.



- **Medium Visual Susceptibility** - Secondary/restricted views from residential properties; users of public rights of way, informal footpaths, cycleways, lanes and public open space where the appreciation of the wider landscape setting is moderately important to its function and enjoyment; and visitors to local attractions and heritage/wildlife assets where views of the wider landscape make a contribution to its setting but are not critical to its appreciation and enjoyment.
- **Low Visual Susceptibility** - People engaged in outdoor sport and recreation where the appreciation of views is not critical to their enjoyment; people at their workplace where the setting is not important to the quality of working life, and road or footpath users where views of the wider landscape make a limited contribution to its setting.

In terms of views from residential properties it is important to note that the planning system does not serve to protect private interests. The key issues in considering residential views is not whether an occupier would experience financial or other loss from development but whether such development would unacceptably affect the residential amenity of the property and associated land holding. A number of Local Authorities have adopted residential amenity standards for new development that have been specifically implemented to control the relationship between existing and proposed development. Where such standards exist these will be relied upon and not replicated through further assessment.

Judgements of value and susceptibility are then combined as an assessment of overall sensitivity:

**Table 3 – Matrix of Visual Sensitivity**

		SUSCEPTIBILITY			
		VERY HIGH	HIGH	MEDIUM	LOW
VALUE	VERY HIGH	Very High	Very High	High	Medium
	HIGH	Very High	High	Medium	Medium
	MEDIUM	High	Medium	Medium	Low
	LOW	Medium	Medium	Low	Low



The following stage of the assessment process considers the magnitude of change imposed by the proposed development on each visual receptors. Issues that inform this judgement include:

- **Size or scale:** This includes the loss of important features to the character and composition of the views, the degree of consistency between the proposals and visual setting of the receiving landscape, and the extent of the view and proportion of that view the proposals in likely to influence or change.
- **Geographic extent:** The extent of the area in which the proposed change will be visible.
- **Duration and reversibility of the visual effect:** The timeframe, or duration of the effect by the proposed development, and whether the effect is permanent or temporary.

The likely magnitude of change of the development proposal can be guided by the following criteria:

- **High magnitude** - The proposal will cause a dominant or complete change or contrast to the view, resulting in the loss or addition of substantial features in the view, at odds with the existing visual character, and substantially altering the appreciation of the view.
- **Medium magnitude** - The proposal will cause a clearly noticeable change or contrast to the view, which will have an effect on composition through the loss or addition of features, noticeably altering the appreciation of the view.
- **Low magnitude** - The proposal will cause a perceptible change or contrast in the view, but which will not materially affect the composition or the appreciation of the view.
- **Negligible magnitude** - The proposal will cause a barely perceptible change or contrast to the view that will not affect the composition or the appreciation of the view.
- **No change** – no part of the scheme or associated works will be discernible in the view.

The combined judgements on the nature of the receptor (sensitivity) and the nature of the impact (magnitude) are combined to arrive at a clear and transparent judgement of



significance. The significance of visual effects are described in the assessment text and are guided by the matrix set out below:

**Table 4 – Matrix of Landscape Significance**

		SENSITIVITY			
		VERY HIGH	HIGH	MEDIUM	LOW
MAGNITUDE OF CHANGE	HIGH	Major	Major	Major-Moderate	Moderate
	MEDIUM	Major-Moderate	Major-Moderate	Moderate	Minor
	LOW	Moderate	Moderate	Minor	Minimal
	NEGLIGIBLE	Minor	Minor	Minimal	Minimal

For the purpose of this assessment, effects that are of major and major-moderate significance (highlighted in blue) are those considered particularly relevant to the planning decision making process.

**Criteria of Other Factors Assessed**

The assessment also considers the following aspects;

- **Directs and indirect effects** – direct effect effects are those directly attributable to the development. These include changes to features, character, and views. Indirect effects are those resulting indirectly from the development. These affects may result as a consequence of direct effects over distance from the site, or a sequence of change over time or distance;
- **Seasonal variation** – due to the role that vegetation can play in preventing or limiting views, or influencing the character of the landscape, the difference between winter and summer needs to be considered. This is considered by assessing winter views (in the first year following completion) and in summer (after 15 years);
- **Beneficial, neutral, or adverse effects** - adverse effects are those that would be damaging to the quality, integrity, or key characteristics of the landscape and/or visual resource. Beneficial effects are those that would result in an improvement in the quality, integrity, or key characteristics of the landscape and/or visual resource.



Neutral effects are those effect that would maintain, on balance, the existing levels of quality, integrity, or key characteristics of the landscape and/or visual resource.

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