

Planning Justification Statement

Location:

Land at Church Raiké (Malt Kiln Brow), Old Hive, Chipping

Proposal:

Erection of three dwellings

Applicant:

Ms J Seed & Ms I Seed

Planning Justification Statement

Contents

1.	Introduction	3
2.	Site Description and Development Proposal	4
3.	Appraisal of National Planning Policy	8
4.	Appraisal of Local Planning Policy	15
5.	Landscape Impact Assessment	23
6.	Creating Sustainable Rural Communities	40
7.	Conclusions	49

Appendix 1: Landscape Impact Assessment Methodology

1. Introduction

- 1.1** This planning justification statement has been produced to support the planning application for the erection of three dwellings at land off Church Raike, Old Hive, Chipping.
- 1.2** Section two of the statement provides more details on the proposed development.
- 1.3** Section three includes an appraisal of relevant local plan policy.
- 1.4** Section four includes an appraisal of relevant national planning policy.
- 1.5** Section five includes considerations of Landscape Impact.
- 1.6** Section six comprises of an analysis of the sustainability of the proposed development in the context of creating sustainable rural communities.
- 1.7** Conclusions to the statement are provided at section seven.

2. Site Description and Development Proposal

- 2.1** The development site lies within the small village of Chipping, within the Ribble Valley District of Lancashire. Chipping also lies within the Forest of Bowland AONB.
- 2.2** The application site is a paddock area which sits just outside the village boundary of Chipping. To the west side of the site sit a cluster of stone cottages known collectively as Old Hive. To the east the land falls steeply away towards Kirk Mills. To the north are open fields beyond a small tree belt and to the south is Church Raike / Malt Kiln Brow. Overall the site is relatively well contained by both existing development and the local topography and landscape features.
- 2.3** The land was previously occupied by a collection of garages which were removed in the mid 1980s. The area is now rough grassland and not presently in any active domestic or agricultural use.
- 2.4** The proposal is for the erection of three dwellings to this parcel of land adjoining the hamlet of Old Hive. The proposed dwellings comprise of two four bedroom family houses plus a smaller three bedroom bungalow. The dwellings are arranged around an informal courtyard which provides access to a shared garage / car port for dwellings 2 and 3 in addition to a turning area for all vehicles. The dwellings have been designed to have the appearance of traditional farm houses and buildings in keeping with the rural setting and the vernacular scale and details of the existing dwellings at Old Hive. They would be constructed of natural random stone walls and natural slate roofs, and boundary treatments would be kept simple with low stone walls and post and wire fencing supplemented by native hedging.

- 2.5** The dwellings would be accessed via a new tarmac driveway edged with stone setts which would run from the approximate location of an existing field gate from Malt Kiln Brow, which runs east into Church Raikie and into the centre of the village.

Pre-application Advice

- 2.6** Pre-application advice was sought prior to the preparation of this application from the Planning Policy Department of Ribblesdale BC Planning Department (Diane Cafferty May 2013) regarding the principle of a small residential development outside but closely related to the settlement, in the context of the current adopted Local Plan being out of date and a challenged position on five year housing land supply. Giving consideration to the provisions of the NPPF the advice was given that subject to other material considerations the principle of the development could be acceptable.

Recent Residential Permission in Chipping

- 2.7** Whilst every planning application must be assessed on its own merits, consideration of other planning decisions can help understand the context of the application and the Council's current approach to assessing housing applications in its currently challenging policy environment of having an out of date local plan.
- 2.8** In January 2013 approval for a scheme of seven dwellings in Chipping was approved by the Council's planning committee following a recommendation for approval by the Planning Officer.
- 2.9** The Planning Officer's assessment set out an assessment of the principle of the development in the context of the NPPF and the current local plan, firstly regarding the issue of five year housing land supply:

“The NPPF requires LPAs to consider housing applications in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up to date if the LPA cannot demonstrate a five-year supply of deliverable sites. As at 1 October 2012, Ribble Valley can demonstrate a 6 year supply of housing...but (with) no detailed site adjustments for deliverability of the sites”

2.10 Furthermore, the Officer acknowledges that this 5 year supply position is based on targets (161 dwellings per year) established in the Regional Strategy which has now been revoked (May 2013). An emerging figure of 250 dwellings per year is being put forward through the Core Strategy which is at submission/examination stage, following independent work done by consultants on behalf of the Council to assess the objective housing need. The context of this emerging higher housing target as well as a question on the robustness of the five year housing supply given the acknowledgement that this has not been tested for deliverability, calls into doubt whether the Council can demonstrate a robust deliverable five year housing supply.

2.11 The Officer then goes onto states that:

“Members must also bear in mind that irrespective of the 5 year supply issue, some of the policies of the DWLP are considered out of date (in particular the settlement strategy) and thus the statement in NPPF...which advocates a presumption in favour of sustainable development unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits is at this time the overriding consideration. There are no provisions within the NPPF to advocate resisting development ‘in principle’ once a 5 year supply of deliverable sites is achieved”

And

“Therefore in establishing whether the development...of land for residential purposes would in principle be acceptable, it is the requirements of NPPF that take precedence over the dated policies of the DWLP...”

2.12 The same approach was advocated during a pre-application discussion with the planning policy team prior to the preparation of this planning application. And it is on this basis that this application is now submitted for consideration. As this statement will demonstrate, the proposed development will not result in any significant adverse impacts and will make a positive contribution to market housing supply in the village, furthermore responding to a lack of a supply for both bungalows and family housing which has been identified as being in both a local and borough wide undersupply. As such the Presumption in favour of its approval should apply in the consideration of this current application.

2.13 It also comes following the submission of an application for the redevelopment of the adjacent Kirk Mills site and associated land. Development of the land as proposed in this application forms a natural continuation of the housing element of that development. The design of this current scheme draws its aesthetic from the vernacular style of the existing dwellings in the Old Hive hamlet, and references from this for its siting, and it can therefore form a ‘bridge’ between the existing hamlet at Old Hive and the adjacent proposed new ‘self build’ houses part of the Kirk Mills scheme. A plan has been submitted to illustrate this context. Should the Kirk Mills scheme be considered over development for the village and not successful in achieving planning permission, this scheme still represents a modest, sympathetic extension to the hamlet of Old Hive.

3. Appraisal of National Planning Policy

3.1 National Planning Policy Framework

On 23rd March 2012 the Government introduced the new National Planning Policy Framework (NPPF). This document has now replaced all previously existing national planning policy in the form of PPGs and PPSs. The following section discusses the policies of the NPPF which are considered most relevant to this application.

3.2 Paragraph 6 of the NPPF sets out what the Government sees as the main objectives of the planning system:

*“The purpose of the planning system is to contribute to the achievement of sustainable development. **The policies in paragraphs 18 to 219, taken as a whole, constitute the Government’s view of what sustainable development in England means in practice for the planning system**”*

And, at paragraph 13, prescribes the weight of the NPPF in decision making:

“The National Planning Policy Framework constitutes guidance for local planning authorities and decision-takers...as a material consideration in determining applications”.

The proposed development is considered in accordance with the policies of the NPPF. The following section sets out the most relevant policies as relate to this proposed development and which mean by definition that the proposal is sustainable development and should be supported.

3.3 The Presumption in favour of Sustainable Development

The NPPF promotes a presumption in favour of sustainable development:

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

*..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 impacts 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.*

3.4 As is demonstrated in Chapter 4 of this statement the proposed development is considered in line with adopted local plan policies, where these are considered up to date and to not have been superseded by the provisions of the NPPF. In cases where local adopted policies are considered out of date and in conflict with the NPPF, the proposed development is considered wholly in line with the NPPF. There are no significant or demonstrable adverse impacts arising from the development and the benefits include the delivery of a small development in a sustainable, edge of village location resulting in the creation of additional rural housing to meet evidenced need. In addition there would be economic benefits arising from the construction in addition to direct financial benefits for the Council in the form of payments under the New Homes

Bonus. The presumption therefore offers support for the principle of the proposed development.

3.5 Decision Taking

Section 186-7 of the NPPF summarises that local authorities should approach decision taking in a positive way:

“Local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible”.

- 3.6** The above extract qualifies that the planning process should facilitate the delivery of sustainable development. As qualified at 4.2 above, the NPPF states that the policies in the NPPF constitute the Government’s view of sustainable development. An appraisal of the wider sustainability of the development is contained in chapter 6.

3.7 Delivering a Wide Choice of High Quality Homes

Section 6 of the NPPF sets out the national planning policy on housing provision. It states that:

“Housing applications should be considered in the context of the presumption in favour of sustainable development”.

This reinforces the opening statement to Section 6 that local authorities should *“boost significantly the supply of housing”*

- 3.9** The development of a small housing development connected to a village identified in the Ribble Valley Local Plan as suitable for small scale development would constitute an efficient use of land and provide for additional housing which contributes towards

housing land supply in the Ribble Valley. Paragraph 50 of the NPPF also states that the LPA should plan for a mix of housing based on the needs of different groups in the community including families and older people and the proposed development directly responds to this in proposing a mix of larger family homes with a smaller single storey unit which will provide flexible accommodation suitable as a small family starter home or equally as accommodation for elderly people. The proposal is therefore in accordance with the provisions of the NPPF.

3.10 Requiring Good Design

Section 7 of the NPPF sets out the Government's commitment to securing good design through the planning process. It includes the guidance that:

"planning...decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment"(para.61)

- 3.11** This philosophy was considered important to the handling of this site, with the need to ensure the development integrated with the surrounding landscape and adjacent dwellings as well as ensuring the scheme reacts sensitively to the wider AONB. The applicants have worked closely with a house builder to develop custom designs to both respond to the site and the existing surrounding development and ensure that the development would make a positive contribution to this area of the village by introducing new development of a sympathetic scale and appearance. The scheme has been designed to reflect simple rural vernacular, reflecting the architecture of the existing dwellings at Old Hive as well as suggesting the appearance of a small farmstead, typical of this area of the AONB.

The proposal also responds to 'Lifetimes Homes' principles by including a single storey home capable of providing single storey living with ground floor bedrooms and bathrooms.

3.12 Building a strong, competitive economy

The NPPF states that the Government is committed to securing economic growth and ensuring that the planning system does everything it can to support this (para. 18-19).

Planning Inspectors have highlighted in appeal decisions¹ the significant weight to be attributed to the need to support economic growth (as outlined in the Ministerial Statement – Planning for Growth (see below) and the National Planning Policy Framework) through the planning system and the contribution that housing development can make to economic growth.

3.13 The development will bring with it important economic benefits to the local economy. A study undertaken on behalf of the UK Contractors Group² found that a £1 investment in construction results in £2.84 in terms of benefits to the wider economy, as outlined in fig.1 below.

¹ APP/G1630/A/11/2146206, APP/G1630/A/11/2148635

² Construction in the UK economy; L.E.K for UK Contractors Group (2010)

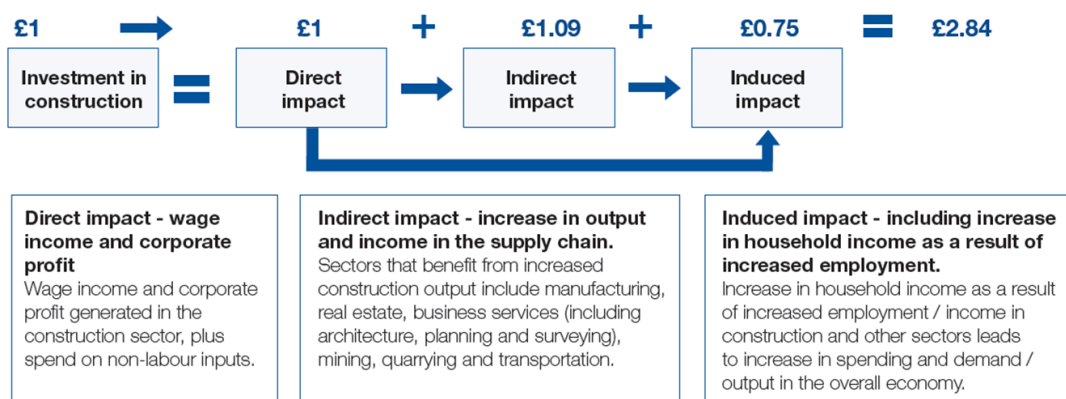


Fig 1: Image from UK Contractors Group study

3.14 For the above reasons the proposed development will not only meet an identified housing need but will also provide an important contribution to the local economy.

3.15 Planning for Growth - Ministerial Statement (March 23rd 2011)

In March 2011, following the Chancellor's Budget Statement, a Ministerial Statement entitled 'Planning for Growth' was issued by the Decentralisation Minister Greg Clark. This sets out the steps the Government expects local planning authorities to take to ensure that the sustainable development needed to support economic growth (including housing) is able to proceed as easily as possible. The statement sets out the Government's clear expectation that local planning authorities should deal promptly and favourably with applications that comply with up to date plans and that where plans are out of date, there will be a strong presumption in favour of sustainable development that accords with national planning policies.

3.16 The proposed development would result in the creation of three dwellings in this edge of village location which meet an identified need and in the absence of an up to date local plan, is in accordance with this Ministerial Statement on Growth, which the Planning Inspectorate has confirmed in advice to its Inspectors, is capable of being a material consideration in the determination of planning applications. This statement

remains a material consideration even following publication of the NPPF and provides further support for the approval of this development proposal.

3.18 Local Planning - Ministerial Statement (March 2014)

In this statement the planning Minister Nick Boles unveiled proposals for the residential conversion of rural buildings. In explaining that designated areas such as National Parks and AONBs would be exempt from such provisions, he stressed that they still have a duty in providing housing to meet local need:

“we expect national parks and other local planning authorities to take a positive and proactive approach to sustainable development, balancing the protection of the landscape with the social and economic wellbeing of the area. National Parks and other protected areas are living communities whose young people and families need access to housing if their communities are to grow and prosper”.

- 3.19** This statement makes it clear that whilst the protection of designated landscapes is important, LPAs should view positively opportunities to provide housing where there would be no wider landscape harm. The proposed development would redevelop a visually contained parcel of land which due to local topography and mature tree belts etc would not impact on the wider character, appearance or enjoyment of the AONB. The landscape impacts of the proposed development are assessed in more detail in section five of this statement.

4. Appraisal of Local Planning Policy

- 4.1** Local planning policies are contained within the Ribble Valley Local Plan. This local plan was adopted in 1998 with some policies 'saved' in 2007 as part of preparation of the replacement local plan (Local Development Framework). The following saved policies are of most relevance to the proposed development:

Ribble Valley Local Plan 2008

4.2 Saved Policy G4 – Development in Villages

This policy states that within a group of named villages – including Chipping – that development will be limited to a number of exceptions consisting of the development of allocated sites, the use of infill sites not defined as essential open spaces, the reuse of rural buildings and a more general provision to support proposals which contribute to the solution of a particular local housing, social, community or employment problem.

Saved Policy G5 – Development outside of village boundaries

This policy states that outside of village boundaries planning consent will only be granted for developments which meet one of a number of exceptions which focus around rural needs development. However, similarly to Policy G4 it does allow for developments which are essential to the local economy or social well-being of the area or sites which are developed for local needs housing (subject to the provisions of H20).

- 4.3** Policy G4 could be considered to not strictly apply to the application site as it lies outside the village boundary, whilst the policy is concerned with development inside the village boundary. However, it does give useful context as it accepts that small levels of

development would be acceptable in Chipping due to the level of services and facilities the village offers which therefore makes it capable of supporting small levels of additional development.

4.4 In addition, the village boundaries of Chipping as currently drawn can be considered to be out of date; they were adopted in the local plan in 1998 and the plan was only expected to be in place until 2006. The boundaries as drawn were therefore not expected to accommodate development beyond 2006. Sites which are therefore well related to the village and acceptable in all other respects (in terms of visual impact etc) should not therefore be considered unsuitable for development simply because they lie the wrong side of the village boundary.

4.5 As the Local Plan is considered out of date, according to the provisions of the NPPF (para.14, 49, 215) the above policies should be given limited weight and instead the Presumption in Favour of Sustainable Development should be applied. The policies above give support to limited small scale development in Chipping and as demonstrated in section 6 of this statement below, the proposal constitutes Sustainable Development as defined by the NPPF. There would be no significant or demonstrable adverse impacts arising from the development, and as such in the absence of an up to date local plan, and a robust deliverable five year supply, the presumption in favour of approving the scheme should apply.

4.6 Saved Policy ENV1 – Area of Outstanding Natural Beauty

This policy seeks to ensure that developments contribute to the conservation of the natural beauty of an area, stating that the environmental effects of proposals will be a major consideration and the design, materials, scale, massing and landscaping of development will be important factors in the determination of planning applications.

- 4.7** The scheme has been sympathetically designed to ensure it sits well in its environs, and will not have a detrimental impact on the adjoining open countryside of the AONB. The scheme has been designed to reflect the appearance and character of the existing dwellings at Old Hive which stand adjacent to the application site. The dwellings reflect local vernacular rural architecture and have the loose appearance of a small farmstead and have been sited so as to align and provide a visual relationship with the existing buildings adjacent.
- 4.8** Due to the areas topography and the mature trees to the north and east boundaries of the site in particular, the development would not be visible in any long distant views within the AONB and thus limited its effect on the landscape character and value. This is discussed in more detail in chapter 6 of this statement.
- 4.9** The scheme layout works with the topography of the site and focuses the built development towards the flatter, northern section of the field and maintains existing boundary treatments and an element of openness to the front of the plot to retain the character along the lane side.
- 4.10** Boundary treatments will be minimal (post & wire fences, native hedging,) to ensure sympathetic boundaries at the junction with the field. Traditional low stone walls will separate the curtilage of plot 3. It is considered that the development can be accommodated without any detrimental impacts to the quality and appearance of the AONB.
- 4.11** As discussed in 4.3-4.4, the 'test' as derived from the NPPF must be whether the development will result in a *significant demonstrable harm* which outweighs the benefits of the development and the need to deliver housing across the borough and to diversify the housing stock by providing properties suitable for families or the elderly population in particular. It is considered that any impact resulting from the development

will be minimal; whilst the dwellings would be visible in some local views it is not considered they result in the loss of any land or views which makes a significant contribution to the AONB. As such it is considered the benefits of the development outweigh any small visual impacts and as such the application should be approved.

4.12 Saved Policy H2 – Dwellings in the open countryside

This policy seeks to limit dwellings outside the settlement boundaries to those which meet a series of exceptions comprising of rural workers dwellings, conversions or development specifically intended to meet a proved local need.

Saved Policy H20 – Rural exception sites

This policy states that on sites other than infill sites and on sites outside village boundaries planning permission will only be granted for 100% affordable housing which are intended to meet a proven local need.

- 4.13** As already discussed at 4.4 above, these local plan policies are out of date, with the Local Plan only planning for housing delivery up to 2006. This includes the settlement boundaries established under that plan. Therefore a site should not be considered unacceptable for development because it is sited the 'wrong side' of the settlement boundary if it otherwise relates well to the village and its development would not have a significant detrimental impact. The application site is less than 100 metres from the settlement limits of Chipping and lies adjacent to a small hamlet of existing dwellings (Old Hive) and would result in a natural extension of this cluster of houses with strong boundaries formed by the local topography and landform limiting any further expansion. Opportunities within the existing village boundaries of Chipping are limited and with the whole village lying within the AONB it is inevitable that green field, AONB sites will have to be developed to deliver any development for the village. The village is

accepted in adopted and emerging local plans as a suitable location for small scale development and it is proposed that a small development can be accommodated here with minimal impact on the character of the village or the AONB.

4.14 In 2009 the Council adopted a **'Meeting Housing Needs' SPD** which in the context of an out of date local plan sought to revise the Councils approach to housing delivery. A further update to this document was drafted in 2011. The document sets out an approach to delivering affordable housing and states that on sites outside of Longridge or Clitheroe, affordable housing will be sought on sites of 5 dwellings or more. In the Church Raike application in January 2013 (see 3.4) it was considered to adopt this approach to an edge of settlement site in Chipping. This policy has therefore been considered in respect of this development but as the scheme only provides for three dwellings, there is no requirement to provide for affordable housing. The scheme does however respond to meeting local housing need in another way with providing houses which would meet the identified need for family housing in the village, including that suitable for elderly people, by delivering three and four bed dwellings including one bungalow. Whilst therefore not proposing to limit the housing to specific affordable or local occupancy homes, it does directly respond to identified needs in the local housing stock. It is therefore considered the development complies with the underlying objectives expressed on policies H2 and H20 as considered in the context of the NPPF, and that the development should therefore be approved.

Ribble Valley Core Strategy Regulation 22 Submission Draft 22 2013

4.15 The Core Strategy is at submission version although its examination was delayed last year by a need to revise important evidence base documents including those related to housing need and delivery, and to further consult on resulting policy changes. It is

considered therefore that the weight that can be given to these policies is limited at this stage, however the relevant policies are considered below for context.

- 4.16 Key Statement H2: Housing Balance** states that planning permission will only be granted for residential development providing it can be demonstrated that it delivers a suitable mix of housing that accords with projected future household requirements and evidenced local needs.
- 4.17** The 2006 Chipping Housing Needs Survey Report is considered potentially out of date; the survey was carried out in 2005 and the housing market and wider economy has changed considerably since that date. However, the report suggested that the largest need for was family housing. And whilst 72% of respondents expressed a preference to buy their own home, only 24% would consider a shared ownership scheme, suggested most demand was for open market housing for sale.
- 4.18** The 2008 SHMA has undergone a draft 2013 revision, however this document does not analyse housing issues at a ward or settlement level. Headlines findings suggest a population increase (5.9%) and household population increase (8.3%), with a larger than average pensionable population (20.2% compared to average 16.3% in England) which would suggest an increasing housing need issue.
- 4.19** The 2008 version suggested that the current housing stock in Chipping ward was dominated by terraced housing stock and detached housing stock was limited and therefore in high demand contributing to raising values. It is considered that the provision of three detached dwellings would therefore contribute to diversifying the housing stock in the area.
- 4.20** The SHMA also highlights how the Ribble Valley has a of lack accommodation suitable for its rising elderly population, with a lack of sheltered accommodation and bungalows

and that this is an issue for ageing residents who wish to remain within their communities, as in the majority of rural parishes within Ribble Valley there are no suitable properties for them. The proposed development directly responds to this identified need with the inclusion of a bungalow within the scheme.

4.21 Whilst the scheme intends to provide for unrestricted occupancy open market housing it is considered that it responds to a number of identified housing needs issues in Chipping and the wider rural Ribble Valley area and as such complies with the requirements of the emerging Core Strategy. **Key Statement H3** sets out the proposed approach for the delivery of affordable housing and requires schemes over 5 dwellings to provide for affordable housing; as such there is no policy requirement for this three dwelling scheme to deliver affordable housing. The development would however respond to the second requirement of Key Statement H3 in providing housing suitable for the elderly population.

4.22 **Key Statement EN2: Landscape** requires that development in the AONB to be *“in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, style, features and building materials”*.

4.23 The approach to the development in the context of its AONB setting is discussed earlier at 4.6. It is considered that the development would not result in any detrimental impact to the landscape character or value of the AONB. A Landscape Impact Assessment is contained within the next chapter which considers this issue in more detail.

4.24 **Policy DMG1 ‘General Considerations’** sets out some high level considerations such as the need for high quality design, consideration of adjacent land uses in terms of scale, massing etc, protection of nature conservation assets and residential amenities etc. The proposal is not in conflict with any of these objectives and conditions can be used to

ensure materials etc are appropriate in appearance and quality to ensure the design quality and appearance that the Council seeks.

- 4.25 Policy DMG2 ‘Strategic Considerations’** repeats the requirements of existing Local Plan policy G5. With specific regards to development in the AONB, it states that the most important consideration will be the protection and enhancement of the landscape. It does allow development which is essential to the local economy or social well being of the area or which meets identified local needs. This statement has already demonstrated how the proposed development responds to these issues.
- 4.26** Finally, **Policy DMH3** relates to housing in the open countryside and AONB. This policy allows for agricultural workers dwellings, local need dwellings, the conversion of rural buildings to dwellings and replacement dwellings. This policy currently therefore offers no potential for the provision of housing within the AONB, outside of existing settlement boundaries. Unless or until settlement boundaries are revised and enlarged it means there is no way of providing housing for these communities to grow and prosper. As already stated in this chapter, the whole of the village of Chipping and surrounding areas are AONB so for any provision of housing to be achieved in the immediate future, this policy needs to be relaxed until settlement boundaries are refreshed to accommodate future growth.
- 4.27** Overall therefore it is demonstrated that the proposed development is in line with the general provisions and objectives of national and local policy, and emerging Government advice on housing delivery in designated areas.

5. Landscape Impact Assessment

5.1 Given the small scale of development proposed it is not considered necessary to undertake a full Landscape and Visual Impact Assessment. Due to the AONB location however, this chapter however includes a proportionate analysis of landscape impact, including a baseline appraisal of the existing landscape, an analysis of the magnitude of change that will likely result from the proposed development, and a description of the anticipated effects on landscape character and visual amenity of users. This will allow a consideration of the landscape impact of the proposed development.

Baseline Description

5.2 The aim of the baseline analysis is to document, classify and appraise the existing landscape features in the vicinity of the development site. It also establishes the extent of the visibility of the site. Through this process, a better understanding of the key components or characteristics of the study area is gained, which is critical in identifying valued and potentially sensitive landscape and visual receptors against which the predicted landscape and visual impacts of the development can be assessed.

5.3 The baseline landscape description has been established through consultation with the following research material:

- Site visit
- OS Maps
- Local Plans
- Forest of Bowland AONB Landscape Character Assessment
- Lancashire Landscape Character Assessment
- Natural England National Landscape Character Assessment

5.3 The land is currently rough grassland which is not currently farmed. It was partly previously developed, with a block of domestic garages on land in the south west corner

of the site, but these garages were cleared around 30 years ago and the land is now considered returned to nature.

5.4 The surrounding landscape is semi-rural in nature made up primarily of existing residential properties at Old Hive and more distant roof top views of built development of Chipping such as the industrial buildings at Kirk Mills and the dwellings at Kirkfields / Kirkland and the individual property 'The Field'. There are views of fields immediately adjacent to the west across the lane, with some limited views of the wider landscape, mainly to the north/east/west punctuated by rooftops and interrupted by woodland.

5.5 The small residential development will comprise of three dwelling (2 x 2 storey and 1 x 1 storey) and an associated single storey garage block, adjacent to the existing dwellings at Old Hive. The dwellings would be located to the northern half of the site, the southern part retaining its natural and open character appearance onto the lane.

5.6 National Landscape Character Area

The application site is within the **Bowland Fringe and Pendle Hill National Character Area (NCA 33)**. This NCA is described as a "transitional landscape, which wraps around the dramatic upland core of the Bowland Fells". Chipping itself falls very close to the boundary of NCA 33 with the adjacent Bowland Fells NCA (NCA 34).

5.7 Over half of the NCA, along with the Bowland Fells, makes up the Forest of Bowland Area of Outstanding Natural Beauty. It is a diverse landscape of herb-rich hay meadows – several of which are nationally and internationally designated – lush pastures, broadleaved woodland, parkland and waterbodies (including rivers and streams supporting nationally and internationally protected species). The numerous river valleys and associated woodlands are a major component of this area. The influence of human habitation and activity, and the area's long farming history, contribute significantly to its character.

5.8 Key Characteristics of Bowland Fringe and Pendle Hill National Character Area

- This is an undulating, rolling landscape, with local variation created by numerous river valleys and by the moorland outliers of Beacon Fell, Longridge Fell and Pendle Hill.
- The Bowland Fells provide a dramatic backdrop to the north, with extensive views across the river valleys and Lancashire plain below.
- On the northern edge of the area, drumlins are characteristic, while on the south, strong mounded outcrops or 'reef knolls' of limestone form distinct landscape features in the Ribble and Hodder valleys.
- Semi-natural woodland, much of which is ancient, occurs in the main valley bottoms, side valleys and ridges, and is dominated by oak, ash and alder.
- Small- to medium-sized fields are defined by hedgerows with mature hedgerow trees. Drystone walls are also common in some areas. Metal railings around estate boundaries and highway corners and junctions are characteristic of the southern and western edges of the NCA.
- Land use is mainly permanent, improved pasture for livestock and dairy farming.
- To the west, this NCA includes part of the Bowland Fells Special
- Protection Area (SPA), designated for its important populations of hen harrier, merlin and lesser black-backed gull.
- There are species-rich hay meadows, including several that are nationally and internationally designated.
- Rough grazing, rushy pasture and traditionally managed meadows at higher elevations are of national importance for breeding waders such as redshank, lapwing, curlew and snipe and breeding skylark.
- A network of winding, hedge-lined lanes connect small, often linear, villages, hamlets and scattered farmsteads, mostly in local stone. Traditional stone barns

are commonplace on higher ground, and are of stone with slate or stone flag roofs.

- Isolated country houses set in formal parkland are typical of the area, and may be enclosed by belts of woodland and estate fencing.
- The relatively urban areas of Clitheroe, Bentham and Longridge provide a contrast to the rural feel of the area.

5.9 National Neighbouring Landscape Character Area

Chipping itself falls very close to the boundary of NCA 33 with the adjacent Bowland Fells NCA (NCA 34); the main characteristics of this character area are listed in the below.

- The large-scale, sweeping landform of the Bowland Fells is incised by narrow, wooded, intimate valleys and cloughs. Steeply sloping sculptural escarpments and exposed moorland tops contrast with the surrounding lush green valleys of the Lune, Ribble, Hodder and Wyre.
- The dominant feature is the central upland core of Carboniferous Millstone Grit fells, with its large areas of moorland habitat – including some of England’s most extensive tracts of blanket bog.
- Extensive coniferous plantations, such as Gisburn Forest, occur to the south-east and east of the area.
- The moorland is ringed by extensive rough grazing enclosures with mosaics of woodland, unimproved meadows, pasture, marshes and streams. These upland pastures are enclosed by drystone walls and are grazed mainly by sheep, with some cattle.
- Piecemeal, irregular-shaped fields around individual farms are found on the slopes, where there is also a complex system of narrow lanes with occasional wide historic drove roads. Systematic division of the majority of the commons resulted in more regular enclosures on higher ground.

- The area is sparsely populated, with the scattered settlements restricted to villages, hamlets and isolated farmhouses
- Traditional farmhouses are generally of gritstone and typically shelter a barn under the same roof line (laithe houses). There is strong unity of building materials, styles and village form.
- Large areas of the Bowland Fells are managed for field sports, principally red grouse shooting on the heather moors and pheasant rearing in plantations below the Fells. Fishing is also very popular.
- Large areas of open access land enable access to and enjoyment of, the many natural and cultural features of the landscape, and thus improve opportunities to experience escapism and inspiration.

5.10 Lancashire Landscape Character Areas

The Lancashire LCA identifies the site as within the 'Undulating Lowland Farmland' character area. The landscape character is described as

"Generally below 150m, the undulating lowland farmland lies between the major valleys and the moorland fringes. The underlying geology is largely masked by heavy boulder clays and hedgerows predominate over stone walls. This lowland landscape is traversed by deeply incised, wooded cloughs and gorges. There are also many mixed farm woodlands, copses and hedgerow trees, creating an impression of a well wooded landscape from ground level and a patchwork of wood and pasture from raised viewpoints on the fells. Some of the picturesque stone villages of the county occur within this well settled landscape type....The area also has many country houses whose boundary walls and designed landscapes add to the species diversity and visual appeal. There is a high density of farms and scattered cottages outside the clustered settlements, linked by a network of minor roads".

Within this, Chipping falls within the 'Lower Hodder and Loud Valley' sub character area. This is described as:

"The underlying bedrock is limestone which is overlain by good soils, providing lush green pastures and good tree growth. The course of the Hodder is particularly well wooded and the pattern of the incised minor wooded tributaries is distinctive to this character area. The area is little affected by modern development and the picturesque limestone villages of Chipping and Waddington have retained their vernacular character".

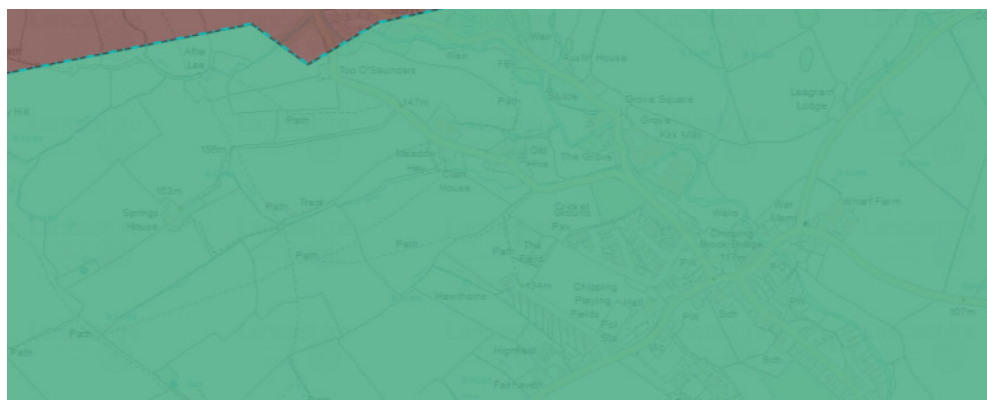


Figure 4 Lancashire LCA – Undulating Lowland Farmland

5.11 Forest of Bowland Landscape Character Area Assessment

The Forest of Bowland LCAA continues from the Lancashire assessment but then introduces different character sub types within each character area. Chipping and the application site are identified as falling within the 'Undulating Lowland Farmland with Parkland' character type. It is described as

"...compris(ing) pasture which is interspersed with country houses and associated designed landscapes, particularly parkland...(it) also contains scattered isolated farmsteads and small historic villages, some of which are linked to the estate or park,

and hence have buildings of similar age and design. The lowland farmland is enclosed with a mixture of stone walls (reflecting local geology) and hedgerows; clumps of woodland and single mature trees also dot this pastoral and picturesque landscape”.

The application site lies in the ‘Little Bowland’ sub area, close to the boundary with the Whitechapel sub area.

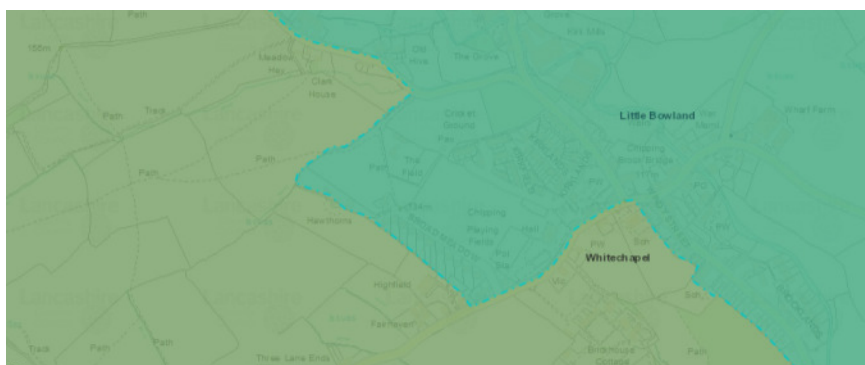


Figure 5 Forest of Bowland LCA

5.12 The Forest of Bowland AONB LCA goes further than the National and County documents and provides guidance on the sensitivity of the landscape types and their capacity for change. With regards to the ‘Undulating Lowland Farmland with Parkland’ character type it states that the *“landscape character and visual sensitivity is considered to be moderate”*.

5.13 It then goes on to give a specific set of guidelines for managing change, the following of which are considered to be relevant to this current proposal:

Physical character:

- Conserve and enhance woodland, hedges and stone walls

Ecological character:

- Link existing woodlands and hedgerows to create a continuous woodland network to reverse habitat fragmentation
- Create new hedgerows and regenerate existing hedgerows to maintain and enhance key landscape linkages

Aesthetic and Perceptual Character:

- Conserve open views towards the surrounding higher Moorland Plateaux and Unenclosed and Enclosed Moorland Hills Landscape Character Types

5.14 Forest of Bowland AONB Management Plan

In addition to the LCA, the AONB board publishes a management plan which contains guidance for planning and development. Relevant 'actions' to this proposed development include:

- Ensure new development is in keeping with or conserves and enhances the character of its locality (i.e. in terms of appropriate materials, form, setting, scale etc) (12.1A)
- Respect local vernacular styles (12.2A)
- Meet high standards regarding energy efficiency (12.2A)
- Contribute to maintaining a sustainable mix of residents through an appropriate range of housing types (12.2A)
- Ensure that developments do not detract from – and where possible contribute to – the special qualities of the AONB (12.3D)

Magnitude of Change & Effects on Landscape and Visual Character

5.15 Landscape Effects

Landscape effects are defined by the Landscape Institute as a “Change in the elements, characteristics, character, and qualities of the landscape as a result of development.” These effects are assessed by considering the landscape sensitivity against the magnitude of change. The type of effect may also be described as temporary or permanent, direct or indirect, cumulative and positive, neutral, or negative. The methodology is outlined in full in Appendix A.

5.18 Effects on Undulating Lowland Farmland Landscape Character Area

The development site and surroundings all lie within the ‘Undulating Lowland Farmland’ landscape character area (part of the ‘Bowland Fringe and Pendle Hill NCA). The AONB LCA considers that the landscape character is considered to have moderate sensitivity and levels of landscape character.

5.19 The development sites capacity for change is considered higher than experienced elsewhere in the landscape type due to the sites proximity to existing residential development which sets a built context, and the somewhat limited long distant views of the site due to the local topography and the presence of mature hedgerows and woodland around the area. No trees or hedgerows are proposed for removal and therefore the overall character of the site boundaries and relationship with adjacent land will be maintained.

5.20 In landscape character terms the presence of the development will result in a long term, permanent but minor loss to landscape elements (i.e. rough grassland) that will result in minor changes to the landscape but will not prevent its underlying characteristics or composition from being appreciated, as such the magnitude of change is considered to be moderate in its immediate siting i.e. the partial loss / alteration of key characteristics,

and minor in the overall landscape character area. The change of use of an agricultural field to residential use will permanently change its character however the retention of distinct, mature landscaping to the boundaries will aid its integration. Farmsteads and small hamlets are distributed across the landscape and noted as typically characteristic of the wider landscape character area. The development is therefore in keeping in character with the built heritage of the landscape character area. Overall the development character and mature landscaping will ensure an overall minor adverse impact in causing a perceptible but small change in landscape character.

5.21 Indirect Effects on Neighbouring Landscape Character Areas

Due to the small scale nature of the development and limited long distance views there would not be any impacts to any neighbouring LCAs.

5.22 Summary of Effects on Landscape Character Areas

Overall none of the LCAs are considered to be significantly harmed by the introduction of the development into the landscape.

5.23 Effect on Designated landscapes

Whilst the development site lies within the Forest of Bowland AONB, it is not considered that the development would give rise to any detrimental impacts to the appearance, character or quality of this landscape. The development site is adjacent to an existing hamlet and will be read in this context, rather than as an isolated development in the landscape. The development would not be seen in most, or prominent in any, long distant views, the majority of these being from the north and west where the development would only be glimpsed at most behind or alongside the existing dwellings. Importantly, the development is never seen in any skyline locations, even in the most prominent views (e.g. viewpoint 4) sitting at a similar height to the existing development and maintaining a ridge height below the horizon (hill) line.

5.24 It is not considered that the development site currently contributes significantly to the quality and character of the AONB and it is not considered that the character of this particular part of the AONB would be detrimentally affected by the introduction of the development into this context, where it is completely in keeping with the sense of place already dominated by the residential development on Old Hive, and in the future potentially by the residential developments proposed to be part of the redevelopment scheme for Kirk Mills.

5.25 Visual Effects

Visual effects are recognised by the Landscape Institute as a subset of landscape effects and are concerned wholly with the effect of the development on views, and the general visual amenity as experienced by people.

5.26 Visual effects are assessed by considering the sensitivity of the receptor (people) against the proposed magnitude of change to determine a level of visual effect. In landscape terms, the acceptability of this effect largely relates to the activity and the experience of the viewer and the visual composition, character, context, and the overall ability of the landscape in that view to accommodate the development in design terms. Visual effects are assessed in relation to properties and settlements, tourist and recreational destinations and transport routes.

5.26 This section draws on the results of the landscape context, review of the development proposal and field work observations. It considers the effects of the proposal on the visual amenity of the following groups of potential receptors:

- Residents and workers - in towns, villages and isolated dwellings;
- Motorists and other road users on A class, B class and minor roads;
- Recreational receptors and tourist destinations.

5.27 Residents

The following section of the assessment considers changes and consequent visual effects upon the views available to the nearby residents. In accordance with LVIA methodology residential receptors with primary views in settlements are all considered to be of high visual sensitivity, residential receptors with secondary views are considered to be of medium sensitivity.

5.28 From the centre of the village itself there would be no views of the proposed development due to existing development. The main dwellings to experience views of the development would be those at Old Hive, the dwelling 'The Field' which sits to the side of the field behind the development, and there may be limited glimpses from upper windows of properties on Kirkfields. Overall the impact from residential receptors is considered to be minor – moderate adverse.

5.29 From Old Hive the visual impact is the greatest but it is not considered to be harmful subject to sensitive mitigation by the way of landscaping. From the dwelling known as The Field and from Kirkfields the views would be distant views and screened by existing landscaping, and if built, the proposed much larger housing development as part of the Kirk Mills redevelopment scheme.

5.30 The views would change from one of an unmaintained agricultural field to a residential landscape of bespoke dwellings designed to sit sympathetically into their surroundings. The change will effect the majority of the view from Old Hive, but at an oblique angle from the nearest properties, and a much lesser proportion of view from the properties at Kirkfields and The Field. Whilst the views from Old Hive will be affected, the site density and siting allows for through views, and there are more visible field views which will remain to the north and west which hold more value in terms of landscape character and distance of view.

5.31 Transport

Road users are considered of moderate sensitivity as drivers are usually engaged in activities not involving appreciation of the views. However in this rural area within a designated landscape, users are likely more aware of their surroundings than on a more general highway corridor. Few car users however will pass the site; at the point of the site the road has only minor use providing a route only towards the fells, and the development is therefore considered to have overall minor adverse impacts.

5.32 Recreational Receptors

Recreation and visitor interest focuses on the natural environment with walking and cycling representing the key activities. There is a local network of footpaths including footpath 129 which passes to the west and north of the site. It is not considered that the overall character of the landscape as experienced from the footpath would change to any significant degree; there is an existing presence of residential dwellings at Old Hive and the development would be in keeping with this context.

5.33 Conclusions

The landscape and visual impact assessment above concludes that **the proposed development would result in no significant landscape or visual impacts to the character or appearance of the Forest of Bowland AONB.**

5.34 Whilst there may be some limited locally significant visual impact, mainly to adjacent residents in Old Hive, this does not necessarily lead to an adverse impact or warrant a refusal of the development. The development sits alongside existing residential development and will always been seen in this context. From further afield it would also generally be viewed with existing development or mature landscaping between the receptor and the proposed development, which further lessens the impact on character and any impact on the receptors experience of the landscape.

- 5.35** The purpose of an AONB is to conserve and enhance the natural beauty of the landscape. The landscape character and visual sensitivity of this area of the AONB is considered to be moderate, and suggests that a sensitive, small scale development can be accommodated without harm to the landscape. It involves the loss of a very small amount of locally insignificant rough grassland which is not highly visible in any distant views and contributes little to the wider AONB. The developments visibility would be limited to its immediate environs and, in these locations, tempered by its surrounding residential context. This proposed development, which is effectively an 'in-fill' development of three dwellings if the Kirk Mills development was approved.
- 5.36** It is concluded that there are no landscape and visual impact reasons why the development should not be permitted, subject to conditions to require suitable and sensitive landscaping scheme for the site.



Site showing surrounding built development of Old Hive and Kirk Mills.

The field to the east is proposed for housing as part of the Kirk Mills redevelopment proposals.

SITE



Site from opposite site access gate showing built development of Old Hive and Kirk Mills

The development would be introduced into this context of views which feature existing built development.

SITE

View from Malt Kiln Brown at site boundary showing Old Hive, with site in foreground shielded by mature boundary trees and hedgerows.

SITE

View from bottom of Old Hive cottages

The site will be experienced in this view of an existing residential context

SITE



View from footpath 125 showing context of existing Old Hive cottages

6. Creating Sustainable Rural Communities

6.1 The proposals for delivering this small development on the edge of Chipping is advanced under Government support for the creation of sustainable communities, including through the delivery of housing which will enhance or maintain the vitality of rural communities (NPPF Para.55).

6.2 The concept of thriving rural communities and rural vitality is perhaps best understood against the wider concept of sustainable communities. Sustainable communities have been formally defined within the UK Sustainable Development Strategy (UKSDS). Annex A of the UKSDS provides a set of criteria that defines a sustainable community. These criteria are centred on well run communities that are inclusive and defined to a high standard and define sustainable communities as:

1. Active, inclusive and safe
2. Well run
3. Environmentally sensitive
4. Well designed and built
5. Well connected
6. Thriving
7. Well served
8. Fair for everyone.

6.3 These components have been considered in a rural context by a number of studies including the Toolkit for Sustainable Rural Communities produced by Devon County Council and a Small Settlement Strategy for Cornwall produced by Cornwall Council and the parameters set down for Eco Towns and in various master plans for market town extensions. It has been adopted and used successfully by local authorities such as

Shropshire in the production of local development plans and to inform the spatial distribution of development.

- 6.4** This body of work concludes that sustainable rural communities are those which are successful places to live. They are balanced, in that they provide opportunities for people of all types and ages to live in suitable housing at a cost which meets the ability of individual households to pay. They provide access to enterprise and employment opportunities in the local area and allow their residents and those in the surrounding rural hinterland to benefit from services which enable people to shop, access education and engage in social and cultural activities whilst limiting their impact on the natural and historic environment. Sustainable communities enjoy good social capital and benefit from local governance which enables peoples to influence decisions made about the place where they live.

An Updated Concept of Rural Sustainability

- 6.5** In his review of Rural Economy and Affordable Housing Taylor found that “restrictive planning practices” had contributed to many smaller rural villages becoming “increasingly unsustainable communities, unaffordable for those who work there, losing jobs and services.”
- 6.6** Taylor took particular issue with the way that the concept of sustainability had been applied. He raised concerns that the narrow application of sustainability criteria (focused on accessibility and “sustainable travel”) in the planning system fails to take adequate account of the social and economic factors, placing undue emphasis on certain environmental criteria – at the expense of otherwise beneficial housing and economic development.

- 6.7** Taylor recommended that “Government should make it clearer that whilst the Local Development Framework (LDF) process may not allocate sites for development in every community, local planning authorities must still address the short and long term needs and vision for each village or parish”.

A Changing Context for Rural Sustainability

- 6.8** Had Lord Taylor been writing his report in 2013 it is probable that he would have highlighted the major changes in lifestyle resulting from the access to technology and the internet that make the historic approach to planning for sustainability – that development should be focused into areas which reduce the need to travel; directing new housing to be located near existing larger service centres – increasingly irrelevant.
- 6.9** Most settlement hierarchies have traditionally been based on the level of services points that settlements provide, or the availability of bus or train services that provide physical access to other service points. Key services and facilities used as measures of sustainability include shops, pubs, schools, workplaces, primary health care and community facilities such as village halls.
- 6.10** Connected living means that physical access to many of these service points and facilities is increasingly less relevant, especially to the generation that have grown up with digital technology.
- 6.11** Connected people now work remotely from home and all manner of internet access points. 77% of adults use the internet every day; they shop online, carry out administrative and financial transactions online (banking, paying bills etc.), access entertainment and interact socially online. School children and learners access their educational resources online, engage with teachers, tutors and mentors online and transfer their work over the internet.

- 6.14** The ability of people to use the internet to meet some of their social and economic needs does not of course mean that communities are not richer and more successful places when they can provide shops, pubs, halls, sports grounds and schools to their residents. Rather it underlines how a simplistic test as to whether an area should or should not host new housing that is wholly reliant upon counting physical service points is no way to determine the future shape of a community.
- 6.15** The impact of the internet and the role that it can play in service accessibility is noted in the National Planning Policy Framework which states (paragraph 42) that “the development of high speed broadband technology and other communications networks also plays a vital role in enhancing the provision of local community facilities and services.”
- 6.16** People do not live as they used to. Just as people’s lifestyles and the things that they need from their community changes, so must the communities in which they live. The application of outdated and irrelevant criteria as a test of sustainability undermines the ability of settlements and communities to change through development. This, as Taylor has found, will inevitably ensure that they become less sustainable.

A New Policy Context for Rural Sustainability

- 6.15** The shift recommended by Taylor in the way that plan makers and decision takers should assess the sustainability of development in rural areas is evident in the National Planning Policy Framework.
- 6.16** The core planning principles set out in paragraph 17 state that planning should:
- a. “take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising

the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;”

6.17 Section 3 Supporting a Prosperous Rural Economy states at paragraph 28 that planning policies should:

a. “support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development”.

6.18 The Framework is clear about the need to significantly boost housing supply to secure economic growth . Paragraph 19 of the NPPF states that significant weight should be placed on the need to support economic growth by the planning system.

6.19 The policy statement makes no reference to restricting development to places that are accessible by sustainable modes of transport. Indeed paragraph 29 under the heading Promoting Sustainable Transport states that whilst “transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives” the government recognises that “different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas”.

6.20 This approach is fundamentally different to that applied in PPS1 Sustainable Development which states that “accessibility should be a key consideration in all development decisions” and which directs that “most developments which are likely to generate large numbers of trips should be located in or next to towns or other service centres that are accessible by public transport, walking and cycling, in line with the policies set out in PPG13, Transport.”

6.21 The new approach to spatial planning in rural areas introduced by the Framework is evident in paragraph 55 (in the Housing section) of the NPPF which states that:

“to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities.”

6.22 Paragraph 55 goes on to state that “Local planning authorities should avoid new isolated homes in the countryside, unless there are special circumstances”. This qualification demonstrates that any kind of settlement is considered capable of being a suitable location for sustainable development where it can be shown that the development will enhance or maintain the vitality of the community that hosts it.

6.23 This approach builds on paragraph 50 which requires local planning authorities to “create sustainable, mixed and inclusive communities” through provision of the appropriate size, type, tenure and range of housing.

6.24 This message is further reinforced by recently published National Planning Policy Guidance (NPPG) which states that

- *“It is important to recognise the particular issues facing rural areas in terms of housing supply and affordability, and the role of housing in supporting the broader sustainability of villages and smaller settlements. This is clearly set out in the National Planning Policy Framework, in the core planning principles, the section on supporting a prosperous rural economy and the section on housing.*
- *A thriving rural community in a living, working countryside depends, in part, on retaining local services and community facilities such as schools, local shops, cultural venues, public houses and places of worship. Rural housing is essential to ensure viable use of these local facilities.*

- *Assessing housing need and allocating sites should be considered at a strategic level and through the Local Plan and/or neighbourhood plan process. However, all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence.*
- *The National Planning Policy Framework also recognises that different sustainable transport policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas”.*

6.25 The way that the approach to sustainable development set out in Planning Policy Statements 1, 7 and 13 has been applied in rural areas has been shown to result in more unsustainable communities.

6.26 The context against which the suitability of rural settlements to assess sustainable development has changed dramatically with the influence of the internet and high speed broadband; the application of saved planning policies does not take proper account of this change.

6.27 The National Planning Policy Framework introduces a fundamentally different approach to assessing the location of sustainable rural development which is focused on the ability of the development proposed to maintain and enhance vitality of its host community and moves away from assessments based solely on reducing the need to travel.

- 6.28** It continues in paragraph 7 to describe the three ‘pillars’ of sustainable development; environmental, social and economic sustainability.
- 6.29** The provision of a small scale housing scheme of a scale commensurate with the existing village, in an edge of village location, is considered a sustainable development which helps meet local housing needs. The site is within walking distance of the village centre (approximately 450 metres) and has easy access to infrastructure and services. Chipping is linked to a numbering of neighbouring towns and villages including the local service centres of Longridge, and Clitheroe and the town of Blackburn via direct bus services which run services at 1-2 hourly intervals between the hours of 7am – 7pm. From Clitheroe or Blackburn direct trains to Manchester and/or the West Coast Mainline can be reached. Whilst the frequency of such services is limited, the NPPF suggests that rural developments which comply with the NPPF in all other respects should not be considered unsustainable because their rural locations means that sustainable transport options such as public transport are not as widely available as in urban areas. It is considered that Chipping is therefore reasonably well served by public transport connections given its rural location. It is considered in environmental terms the development is sustainable.
- 6.30** A social role is ensured by providing a supply of housing to meet the needs of present and future generations, as well as providing a development type (the bungalow) which embraces Lifetime Homes principles in offering flexible accommodation to meet the needs of the householder throughout their lifetime. It directly responds to a key priority of emerging housing policy to provide housing suitable to meet the needs of its elderly population. The other two dwellings provide for family homes, also identified as in need in the SHMA.

6.31 The development supports economic sustainability by accommodating additional households in this rural area which will support local businesses and services, whilst the development further contributes to economic sustainability by facilitating development and creating activity in the construction sector. Overall, therefore, the proposal is considered sustainable in all respects and therefore the Local Planning Authority should seek to approve the development in the absence of any significant and demonstrable adverse impacts, of which this statement will demonstrate there are none.

7. Conclusions

- 7.1** In conclusion, the proposed development is considered in line with both national and local planning policy. In the absence of an up to date local plan the presumption in favour of sustainable development in the NPPF is applicable. This statement has demonstrated how the development is sustainable development and how there are no adverse impacts which significantly outweigh the benefits of the development.
- 7.2** The proposed development would make a contribution to housing supply in the borough, in a development of a scale suitable for its location. It directly responds to an identical housing need for a mix of detached family homes and accommodation suitable for a rising elderly population.
- 7.3** The scheme has been sensitively designed to integrate with existing surrounding development and the immediate and wider landscape and is considered to present a sympathetic built form at the fringes of this village within the AONB. The Landscape and Visual Impact Assessment contained in this statement demonstrates there will be no significant landscape or visual impacts to the character or appearance of the Forest of Bowland AONB.
- 7.4** For the above reasons, and all the justification expressed in this statement, it is not considered there are any reasons to withhold planning consent in this instance.

Appendix 1: LVIA Methodology

1.1 General Approach

The assessment has utilised information from Natural England (National Character Areas), the Lancashire Landscape Character Assessment and the Forest of Bowland AONB Landscape Character Assessment.

1.2 Significance Criteria

The aim of the landscape and visual assessment is to identify, predict and evaluate potential key effects arising from the proposed development. Wherever possible identified effects are quantified, but the nature of landscape and visual assessment requires interpretation by professional judgment. In order to provide a level of consistency to the assessment, the prediction of magnitude and assessment of significance of the residual landscape and visual effects have been based on pre-defined criteria.

1.3 Landscape Sensitivity

The sensitivity of landscape to change is not absolute and varies according to the existing landscape, the nature of the proposed development and the type of change being proposed. Accordingly, the concept of 'sensitivity to change' is not part of the baseline description of the landscape of the study area, but is considered in relation to the assessment of the effects of the proposed development. In general terms, areas of high landscape quality and value are more sensitive to change than areas of lesser quality and value, and general guidance on the evaluation of sensitivity is provided in Figure 1. However, the actual sensitivity would depend on the attributes of the landscape receiving the proposals, and the nature of those proposals.

1.4 The assessment of sensitivity is based on consideration of the following parameters, together with the nature of the proposals, during the course of the assessment:

- i. Landscape value: the importance attached to a landscape, often as a basis for designation or recognition which expresses national or regional consensus, because of its quality, cultural associations, scenic or aesthetic qualities;*

- ii. *Landscape quality: the state of repair or condition of elements of a particular landscape, its integrity and intactness and the extent to which its distinctive character is apparent;*
- iii. *Landscape capacity: the capacity of a particular type of landscape to accommodate change brought about by development without unacceptable negative effects on its character, reflecting key aspects of landscape character including scale and complexity of the landscape and degree of 'wildness' or 'remoteness'.*

Parameters	Sensitivity of Landscape		
	High	Medium	Low
Landscape value (designations)	National (e.g. National Parks and AONBs)	Regional (e.g. Area of Great/High Landscape Value)	No designation
Landscape quality	A landscape in good condition, predominantly intact and with a clearly apparent distinctive character	A landscape in moderate condition, reasonable intact, retaining a distinctive character	A landscape in poor condition, lacking in integrity, where landscape character has been adversely affected
Landscape capacity	Landscapes of distinctive character susceptible to relatively small changes	Landscapes reasonably tolerant of changes	Landscapes potentially tolerant of substantial change

Figure 1: Landscape Sensitivity

- 1.5 Visual Sensitivity - The sensitivity of potential visual receptors will vary depending on the location and context of the viewpoint, the activity of the receptor and importance of the view. Visual receptor sensitivity is defined as high, medium, or low in accordance with the criteria in Figure 2.

High sensitivity	Residents experiencing principal views from dwellings, users of outdoor recreational facilities including strategic recreational footpaths and cycle ways, people experiencing views from important landscape features of physical, cultural or historic interest, beauty spots and picnic areas.
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Medium sensitivity	Road users and travellers on trains experiencing views from transport routes. In addition, residents experiencing secondary views from dwellings, users of secondary footpaths experiencing views, and people engaged in outdoor sport (other than appreciation of the landscape) or recreation i.e. hunting, shooting, golf and water based activities.
Low sensitivity	Workers, users of facilities and commercial buildings (indoors) experiencing views from buildings.

Figure 2: Visual sensitivity criteria

- 1.6 Those receptors living within view of the scheme are usually regarded as the highest sensitivity group along with those engaged in outdoor pursuits for whom landscape experience is the primary objective. The threshold for significance of visual effects relies to a great extent on professional judgement. Criteria and local circumstances require close study and careful consideration to decide if the effect on a single property will warrant classification as a highly significant issue. Generally it will be rare for the impact on a single dwelling to be categorised as of high significance for the development overall. However it may combine with similar impacts on many properties to give rise to a more general impact of high significance.
- 1.7 The magnitude of change arising from the proposed development at any particular viewpoint is described as substantial, moderate, slight or negligible based on the interpretation of a combination of largely quantifiable parameters, as follows:
- Distance of the viewpoint from the development;
 - Duration of effect;
 - Extent of the development in the view;
 - Angle of view in relation to main receptor activity;
 - Proportion of the field of view occupied by the development;
 - Background to the development; and
 - Extent of other built development visible, particularly vertical elements.
- 1.8 In order to differentiate between different levels of magnitude the following definitions are provided:

- **Substantial** - total loss or major alteration to key landscape elements/features/characteristics such that post development the baseline landscape character or composition of the view will be fundamentally changed;
- **Moderate** - partial loss or alteration to one or more key landscape elements/ features or characteristics such that post development the baseline landscape character or composition of the view will be partially changed;
- **Slight** - minor loss or alteration to one or more key landscape elements/features or characteristics such that post development the change/loss will be discernible but the underlying landscape character or composition of the view will be similar to the baseline;
- **Negligible** - very minor loss or alteration to one or more key landscape elements / features/ characteristics of the baseline conditions. Change will be barely distinguishable approximating to no change.

1.9 The significance of any identified landscape or visual effect has been assessed in terms of major, moderate, minor or negligible. These categories are based on the juxtaposition of viewpoint or landscape sensitivity with the predicted magnitude of change. This matrix should not be used as a prescriptive tool but must allow for the exercise of professional judgement. These categories have been based on combining viewpoint or landscape sensitivity and predicted magnitude of change, to determine significance of effects:

LANDSCAPE AND VISUAL SENSITIVITY	<i>Magnitude of Change</i>			
	Substantial	Moderate	Slight	Negligible
High	Major	Major/ Moderate	Moderate	Moderate/ Minor
Medium	Major/ Moderate	Moderate	Moderate / Minor	Minor
Low	Moderate	Moderate/ Minor	Minor	Minor/ negligible

Figure 3 Significance of landscape and visual impact

- 1.10 The measure of significance of effects must not be taken to imply that they are necessarily adverse or should warrant refusal. As with many aspects of landscape and visual assessment, significance of effect also needs to be qualified with respect to the scale over which it is felt. An effect may be locally significant, or significant with respect to a small number of receptors, but not significant when judged in a wider context.
- 1.11 Any effect may be described as temporary or permanent, direct or indirect, positive or negative and these various types of effect have a bearing on the acceptability or otherwise of the type of effect. The various types of effect are described as follows:
- **Temporary/ Permanent Effects** - If a proposal would result in an alteration to an environment whose attributes can be quickly recovered then judgements concerning the significance of effects should be tempered in that light.
 - **Direct and Indirect Effects** - Direct and Indirect landscape and visual effects are defined in Guidelines for Landscape and Visual Impact Assessment (GLVIA 4th Edition). Direct effects may be defined “... as an effect that is directly attributable to a defined element or characteristic of the proposed development, for example the loss or removal of an element or feature such as a hedgerow or a prominent group of trees...”. An indirect (or secondary) effect is an effect that is not a direct result of the proposed development but is often produced away from the site of the proposed development or as a result of a complex pathway or secondary association.
 - **Positive/Negative (Beneficial and Adverse)** - Positive effects upon landscape receptors may result from changes to a view involving positive enhancement measures or through the addition of well-designed elements, which add to the landscape experience or sense of place in a complementary manner. The perception of the viewer influences whether a significant visual effect would constitute acceptable change to the landscape.

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