

ARNSIDE & SILVERDALE AREA OF OUTSTANDING NATURAL BEAUTY DEVELOPMENT PLAN DOCUMENT

DRAFT PLAN FOR CONSULTATION NOVEMBER 2016



Our ref: CNG/268/CSL

Site reference A8 & A9

11TH JANUARY 2017

Christopher Garner BA (Hons) BTP MRTPI

Garner Planning Associates Ltd. Registered No. 7416102 at Companies House, Cardiff
Stramongate House, 53 Stramongate Kendal, Cumbria LA9 4BH Tel: 01539 734365

 www.garnerplanning.co.uk

Introduction

These representations are prepared on behalf of Mr T. Griffiths the owner of land at Hollins Lane, Arnside. Part of the land is shown as Key Settlement Landscape (A8) and part for housing development (Site A9).

- 1.2.7 Arnside has a population of 2334 but the intention is to provide for just 30 new dwellings. It may be correct for the Local Plan not to meet all generated housing needs within the AONB area, but it is considered that where there are suitable sites, the opportunity should be taken to maximise that opportunity.
- 3.1.29 Neither planning authority have determined the objectively assessed housing needs as both authorities adopted their Core Strategies prior to the publication of the National Planning Policy Framework in March 2012.
- 3.1.37 It would be useful to confirm the actual number of planning permissions in the AONB area.

AS03 – General requirements

- Policy It would be useful to have a policy that does not require reference to other documentation, but is free-standing and clear as to what issues need to be taken into consideration.

AS04 – Housing Provision

- 4.1.1 The NPPF's objective is for the delivery of a wide choice of homes, widen opportunities for home ownership and the creation of sustainable, inclusive and mixed communities and for planning authorities to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (paragraph 50).

To be clear meeting local housing needs is not just about meeting affordable housing needs, there are wider housing needs.

- Policy The requirement is for new housing development to deliver "at least 50% affordable housing". Two points arise:-
1. "at least" gives no guidance as to what is actually required. This could mean 75% or even 100% affordable housing. The policy should state the percentage and then confirm that affordable housing contribution is subject to a viability test, otherwise the policy would not comply with development plan policy.
 2. The Arnside and Silverdale AONB DPD Viability Study states that a 50% affordable housing target is not viable (10.5). It is not clear why it is intended to pursue a policy that seeks at least 50% affordable housing which the authority's own advisor considers is not viable. The Viability Study recommends 35% but even this is based on an assumption that this level of affordable housing is actually being delivered. It may well be on larger sites but there is limited evidence that there is

a history of successfully securing 35% affordable housing on small/medium sized sites in rural areas.

The policy emphasis should be on meeting the NPPF's objectives and not simply seeking to maximise affordable housing delivery.

If the intention is to make the best and most efficient use of land it implies a desire for high density housing, however there is a need to take into account local context and housing need. Environmental constraints may mean high density is not always appropriate and housing need may not be just for small dwellings.

The indication that developments that restrict occupancy to sole/main residence to those with a local connection will be supported, implies that development without such a restriction will not be supported. No justification of this occupancy restriction is provided. These restrictions impact on value which has not been considered in the Viability Study. References to restricting occupancy should be deleted.

- 4.1.6 Reference is made to a requirement for 50% affordable housing, but the policy says at least 50% which is even more onerous.

A sensitive landscape does not justify the affordable housing percentage. It should be housing need, subject to viability, that justifies this.

There are other local needs other than just affordable housing.

- 4.1.7 Whilst the text here refers to viability concerns arising from occupancy restrictions the policy implies that if such restrictions are not agreed then a development will not be supported. The restriction has not been viability tested.

- 4.1.8 The policy does imply the imposition of an occupancy restriction.

AS05 – Natural Environment

- 4.2.1 It is not clear why existing development plan policies need clarification or expansion. If there are already local plan policies in place on this matter it would appear unnecessary to add to them.

Policy New development should not be required to enhance biodiversity and geodiversity.

The policy should not be referring to other planning policy documentation it should be free-standing.

AS07 – Key Settlement Landscapes

Policy The Key Settlement Landscape notation should be removed from site A8 on Inset 1: Arnside and this replaced with a Housing designation.

This matter is discussed fully in AS19 below.

AS09 – Design

Policy (i) It should not be necessary to enhance.

AS11 – Infrastructure for New Development

Policy New infrastructure provision should relate to the needs generated by the development itself and no more.

There is no need for service and utility infrastructure to be secured through legal agreements (by implication a S106 agreement) to ensure it is acceptable in planning terms.

S106 agreements are not always required to secure on-site infrastructure.

AS14 – Energy and Communications

Renewable energy schemes should not be required in all new developments. It is not clear that this suggested requirement has been considered in the Viability Study where the authority are seeking to establish the extent affordable housing provision that is viable.

This should be a free-standing policy not reliant on the content of the AONB Management Plan.

It should not be a requirement that new developments provide for superfast or ultrafast broadband.

AS16 – Proposed Housing Allocations

Policy It is considered that the whole of A8 and A9 should be allocated for housing development. The merits of such an allocation are discussed in A19 below.

AS19 – A8/A9 Land on Hollins Lane, Arnside

As currently proposed there would be built development along the Hollins Road frontage, with a linear form of development. Views into the site and long distance views out of the site would be even more closed off to general view than is current the situation resulting from the existing hedge.

Figure 1: View south west on Hollins Lane with hedge to front of A9



It is considered far more beneficial to change to the housing allocation by including the whole of A8 and A9. Such an allocation would enable a scheme in the following form:-

- dwellings backing onto dwellings fronting Silverdale Road;
- a road in the centre in a north-south direction;
- the eastern part of the site set aside as open space.

Such a scheme is considered would open up views into the site and beyond. A more satisfactory residential environment would be created and there would be usable open space, naturally overlooked by the residents of the new dwellings. As part of this submission a Landscape and Visual Impact Assessment undertaken by Stephenson Halliday is provided to demonstrate that the allocation of A8 and A9 would not have an adverse landscape impact.

Figure 2: View across A8 with long distance views to the north and north west



Given the local topography is a slope down from west to east, a development in the form suggested, would mean the new dwellings would be below the properties to the west, which have long back gardens in any event and would be some distance from properties to the east, given the suggested location of open space.

A larger site allocated for housing development could mean that a development in the order of 16 dwellings is achievable. A development of this scale would maximise the potential of the site, enable a broader range of housing to be provided to meet a broader range of housing needs and be of a scale of interest to a medium size housebuilder.

The allocation of just A9 could not deliver the suggested 8 dwelling in any event. In the past planning permission for 6 dwellings was secured along this frontage (SL/2017/1104) in the form of a high density scheme comprising 3 pairs of semi-detached houses including 3 x3 bed properties and 3 x 2 bed properties.

COMMENTS ON THE VIABILITY STUDY

There are concerns about general assumptions made in the Viability Study (October 2016). It is notable that the Study assumes affordable housing rates of 35% and 30% for SLDC and LCC areas, not the at least 50% affordable housing requirement referred to in the draft AONB Local Plan.

Hollins Lane Viability	Specifically in relation to the Hollins Lane site it is considered that the density assumption is far too high. There is an assumption that the site has a capacity for 8 dwellings with a total of 705sq.m arranged as 8 semi-detached properties. However, the expired planning consent for 6 semi-detached houses (SL/2017/1104) comprised a total of 491 sq.m (see Accommodation Schedule on Proposed Site Layout, Floor Plans and Elevations 05-962-SK01). The planning consent was very high density, with dwellings having car parking to the side of each dwelling and only room to reverse out onto the highway. It is considered that the Viability Study's analysis does not assume the correct site capacity for A9.
9.13	It is suggested that most sites have a greater capacity. No analysis has been undertaken by Garner Planning of other sites, but this is certainly not the case at Hollins Lane where the current capacity assumptions being made in the Study are considered to be far too high.
Hollins Lane Viability	Using a lower density assumption for Hollins Lane would mean a lower residual land value and reduced capacity to accommodate affordable housing at higher percentage rates.
Viabilities	The Viability Study overall appears to suggest that only if affordable housing is at 25% are the majority of housing sites viable (5 sites) with a further 3 sites being marginally viable and one site not viable at all with any affordable housing.
9.18	The Study states:- "It is clear that the proposed 50% affordable housing target would not be deliverable." The proposal for at least 50% affordable housing cannot therefore be justified.

**STEPHENSON
HALLIDAY**

ENVIRONMENTAL PLANNING • LANDSCAPE ARCHITECTURE



**POTENTIAL HOUSING SITE
HOLLINS LANE, ARNSIDE**

**PRELIMINARY
LANDSCAPE AND
VISUAL APPRAISAL**

February 2015

IN ASSOCIATION WITH:



Garner Planning Associates Ltd
Stramongate House
53 Stramongate
Kendal
Cumbria
LA9 4BH

BY:



STEPHENSON HALLIDAY LTD
30-32 Lowther Street
Kendal
Cumbria
LA9 4DH
Tel: 01539 739000

Preliminary Landscape and Visual Appraisal

CONTENTS		Page
1.1	Introduction	1
1.2	Appraisal Methodology and Guidance	1
1.3	Proposed Development Site and Potential for Mitigation	2
1.4	Baseline Description	4
1.5	Appraisal of Landscape Effects	6
1.6	Appraisal of Visual Effects	8
1.7	Summary and Conclusions	11

FIGURES:

Figure 1: Site Context

Figure 2: Visual Analysis

Figure 3: Site Photographs, 1-2

Figure 4: Site Photographs, 3-4

APPENDICES:

Appendix 1: Landscape and Visual Appraisal Methodology

PRELIMINARY LANDSCAPE & VISUAL APPRAISAL

1.1 INTRODUCTION

- 1.1.1 This preliminary landscape and visual appraisal (LVA) for the potential housing site off Hollins Lane in Arnside has been undertaken by Stephenson Halliday Ltd January-February 2015. The site is being put forward as a potential housing site, in the 'Call for Sites' as part of the Arnside and Silverdale AONB Development Plan.

Scope of the Appraisal

- 1.1.2 The appraisal considers the landscape and visual effects which might arise as a result of housing on the proposed site, against the baseline of its existing use as a paddock for sheep. For a proposed development of this nature and scale it is considered the primary landscape or visual effects would be primarily confined within an approximate 2km-3km study area, although the potential for more distant effects are also considered where appropriate.
- 1.1.3 The assessment considers the potential effects within the study area upon:
- Landscape fabric, landscape character and landscape planning designations (AONB); and
 - Visual receptors including residential, transport and recreational receptors.
- 1.1.4 Cumulative effects as a result of any development on the site would not be anticipated, due to the nature of the proposal and location of the site.
- 1.1.5 All referenced figures and photographs are located at the end of this report.

1.2 APPRAISAL METHODOLOGY AND GUIDANCE

- 1.2.1 Landscape and Visual Assessments are separate, though linked procedures. The assessment of the potential effect on the landscape is carried out as an effect on the environmental resource (i.e. the landscape). Visual effects are assessed as an inter-related effect on population.
- 1.2.2 Landscape effects derive from changes in the physical landscape elements which may give rise to changes in its distinctive character and how this is experienced, including consideration of aesthetic and perceptual aspects.
- 1.2.3 Visual effects relate to changes that arise in the composition of available views as a result of changes to the landscape, to people's responses to the changes and to the overall effects with respect to visual amenity.
- 1.2.4 The methodology forming the basis for this assessment is set out within Appendix 1: Landscape and Visual Appraisal Methodology. The appraisal has been based on the following best practice guidance:
- Guidelines for Landscape and Visual Assessment 3rd Edition (Landscape Institute and Institute of Environmental Management and Assessment 2013);
 - Landscape Character Assessment: Guidance for England and Scotland (The Countryside Agency and Scottish Natural Heritage 2002).

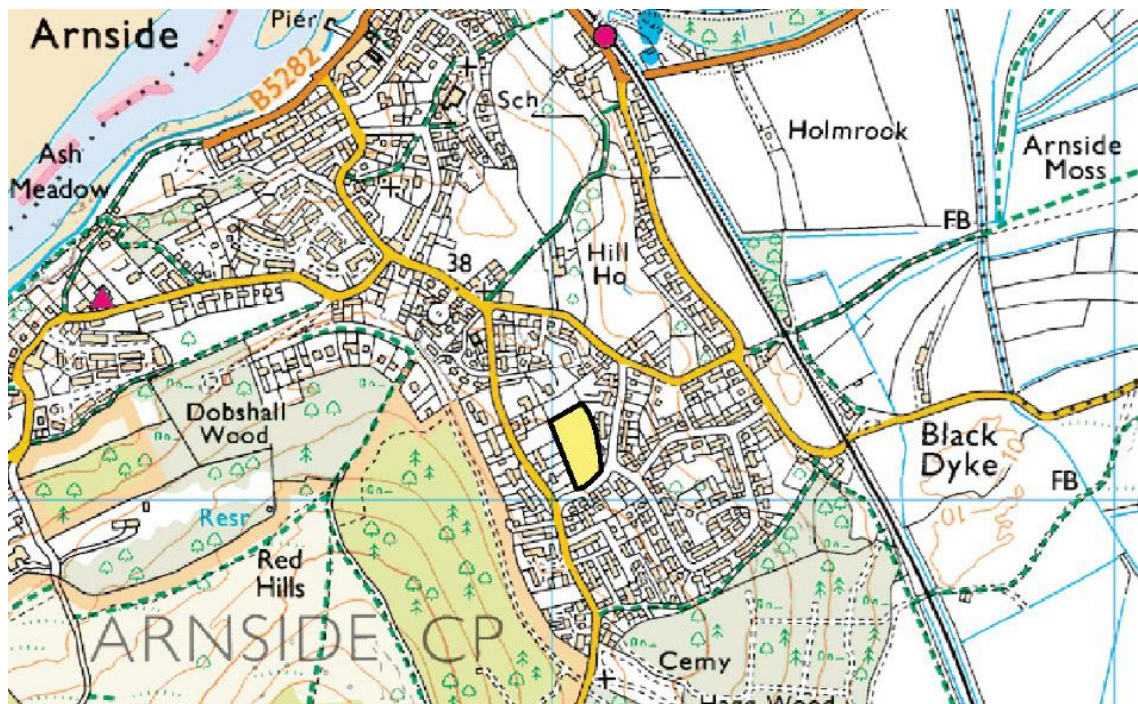
- 1.2.5 *"Landscape and Visual Impact Assessment is a tool used to identify and assess the significance of and the effects of change resulting from development on both the landscape as an environmental resource in its own right and people's views and visual amenity."* (GLVIA3, paragraph 1.1). Wherever possible, identified effects are quantified, but the nature of landscape and visual assessment requires interpretation by professional judgement. 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.
- 1.2.6 The Guidelines for Landscape and Visual Assessment (Third Edition) (GLVIA3) states that *"professional judgement is a very important part of the LVIA"* (paragraph 2.23) and that *"in all cases there is a need for the judgements that are made to be reasonable and based on clear and transparent methods so that the reasoning applied at different stages can be traced and examined by others."* (paragraph 2.24).
- 1.2.7 The appraisal will draw on information in the following landscape character assessments / Management Plans:
- National Character Area 20: Morecambe Bay Limestones, Natural England, January 2014;
 - Cumbria Landscape Character Guidance and Toolkit, Cumbria County Council, 2011;
 - Cumbria Historic Landscape Characterisation, Cumbria County Council, 2009;
 - Arnsdale & Silverdale Area of Outstanding Natural Beauty Statutory Management Plan 2014 – 2019;
 - Arnsdale & Silverdale Area of Outstanding Natural Beauty Special Qualities Report, May 2014;
 - Landscape Strategy for Lancashire: Landscape Character Assessment, Lancashire County Council, 2000.

1.3 PROPOSED DEVELOPMENT SITE AND POTENTIAL FOR MITIGATION

Introduction

- 1.3.1 This section identifies the parameters of the proposed development which have been considered and the potential for any mitigation which could be incorporated within the design of a proposal.
- 1.3.2 The site is located in the southern part of Arnsdale, surrounded by housing on all sides, off Hollins Lane as illustrated below. The village of Arnsdale is located on parts of the northern and eastern lower slopes of Arnsdale Knott/Red Hills. The settlement wraps around the north east corner and is surrounded by woodlands to the west and south and the outcropping of the Knott above. To the east lies the railway line and the Arnsdale Moss and to the north are Milnthorpe Sands and Kent Viaduct for the railway line.

Excerpt from Figure 1



Proposed Development Site

- 1.3.3 The site is currently used to graze a small flock of sheep and surrounded by housing on all four sides. The boundaries currently comprise:
- on the northern side, a fence with recently established mixed native hedge;
 - eastern side, a mix of post and wire fence and domestic timber panel fencing with deciduous and evergreen trees at the northern end and occasional trees and garden shrubs along its length;
 - southern side along Hollins Lane, a low stone wall with post and wire fencing and a gappy and overgrown mixed native deciduous hedge (including ash, blackthorn, hawthorn, hazel, ivy and bramble);
 - western side, a low stone wall with mixed garden and native deciduous and evergreen boundary trees and shrubs (including laurel, yew, ash, hawthorn, holly, berberis, thuja and maple).
- 1.3.4 There are currently two access points to the field, one is directly off Hollins Lane in the south west corner and the other is down a narrow lane accessing other dwellings off Silverdale Road in the north west corner.
- 1.3.5 There are two avenues of recently planted trees running east-west on the site following the northern and southern boundaries at approximately 9m spacing apart and a single mature/over-mature shrub (Elder) on site (in southeast quadrant).
- 1.3.6 The effects of this development would be considered to be long term and permanent.

Proposed Development

- 1.3.7 This site is being put forward as a potential housing site, in the 'Call for Sites'. At this early stage the housing density and housing type is not known, however it is likely to be a maximum of 2 storeys and the access point would be from Hollins Lane.

Potential for Mitigation Measures

- 1.3.8 Retention of trees and shrubs along the eastern, western and northern boundaries and strengthening of the boundaries with new hedge planting would help to mitigate some views into the site from the neighbouring dwellings, particularly on the southern, western and eastern boundaries. The single isolated elder shrub on site is not a landscape feature worth retaining as it is an over-mature specimen and the overgrown hedge along Hollins Lane is also unlikely to be retained in order to accommodate the new access and visibility splays. New planting both within the development and along the boundaries are likely to mitigate the losses in trees/shrubs within and on the southern boundary of the site.

1.4 BASELINE DESCRIPTION

Landscape Context

- 1.4.1 The entire study area falls within the National Character Area 20, Morecambe Bay Limestones which is described as a '*lowland landscape arcing round the head of Morecambe Bay consisting of conspicuous limestone hills with prominent scars, cliffs, screes and exposed limestone pavements separated by areas of low-lying undulating farmland.*' '*The margins of Morecambe Bay have been formed by faulted outcrops of Lower Carboniferous Limestone, forming upstanding blocks and bare limestone scars, pavements and cliffs. Lower-lying undulating pastoral areas are found between the hills and the coast, including a larger-scale rolling landscape to the west and a smaller-scale landscape that contrasts with the surrounding limestone hills to the east.*'¹

Local Landscape Character

- 1.4.2 The character of the local landscape has been assessed in more detail in the Cumbria Landscape Character Guidance and Toolkit. It should be noted that the draft Landscape and Seascape Character Assessment for the AONB has not yet been published at the time of this appraisal.
- 1.4.3 The site is located within the Coastal Limestone – Wooded Hills and Pavements sub-type (3b). The village of Arnside is located in the centre of this area which extends between Milnthorpe and Arnside Point and stops to the south at the Lancashire boundary. The key characteristics of this landscape character sub-type are:
- Low rolling wooded hills;
 - Open pasture of mainly drained mossland;
 - Coastal features include cliffs salt marshes and shingle beaches;
 - Extensive limestone pavement;

¹ National Character Area 20: Morecambe Bay Limestones, Natural England, January 2014

- Views out across Morecambe Bay and up to the Lakeland Fells exist.

Landscape Planning Designations

- 1.4.4 The village of Arnside and the development site are located within the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB). It was designated as a landscape of national significance due to its Special Qualities² which are listed below:
1. Outstanding landscape and spectacular views;
 2. Morecambe Bay – a stunning seascape;
 3. Rare and precious habitats;
 4. Internationally and national important species;
 5. Unique limestone geology;
 6. Rich Sense of history;
 7. Distinctive settlement character;
 8. Strong community and culture;
 9. Opportunities to enjoy the countryside of the AONB;
 10. Sense of tranquillity, space and place;
 11. Designations.
- 1.4.5 There are no Conservation Areas at Arnside or within the study area. The nearest Registered Park and Garden occurs at Dallam Tower over 3.5km north east with no inter-visibility.

Visual Receptors

- 1.4.6 This section considers which receptors within the study area would have the potential for an effect on their visual amenity as a result of development on the site and includes the following groups of 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 including walkers, cyclists and horse riders on local public rights of way.
- 1.4.7 The visual analysis figure 2 illustrates the limiting factors for visibility of the proposed development site. Visibility of any development on the site would be confined to a relatively limited area within the immediate vicinity of the site and extending east to Hazelslack.
- 1.4.8 There is the potential for more distant visibility beyond 3km to the north and east, however at these distances the change in the view as a result of housing development on the site would be barely distinguishable from the baseline situation.

Residents

- 1.4.9 Within Arnside, the nearest residents on Hollins Lane and Silverdale Road surrounding the development site would obtain views of any development on the site. There may be the potential for more limited views of parts of the development on the site from other residents within the southern part of Arnside, such as those on Coles Drive (to

² Arnside & Silverdale Area of Outstanding Natural Beauty Special Qualities Report, May 2014

the west of Silverdale Road), western end of Swinate Road, Stoneycroft Drive or Briery Bank. Other residents within Arnside would be fully or predominantly screened by landform, vegetation or adjacent buildings.

- 1.4.10 Beyond Arnside, there would be open but distant views of development on the site from properties at Carr Bank/Hazelslack over 1km to the east of the site. Views from Storth and Sandside would be screened by topography, tree cover and intervening buildings.
- 1.4.11 Views from any other settlements in the local area would be screened by intervening topography and land cover.
- 1.4.12 For the purposes of this appraisal, these residents are considered to be of high sensitivity to change of this potential development.

Road Users

- 1.4.13 The main route affected would be part of Sandside Road (B5282) to the northeast of the development site, along with a few minor roads connecting to Arnside to Silverdale, Storth, Carr Bank and Caton. These motorists are considered to be of high/medium sensitivity to change in consideration of the slower driving speeds and potential for tourist traffic/recreational use.

Recreation

- 1.4.14 There are a high number of recreational users within the area including those :
 - Recreation Area in Arnside;
 - Arnside Knott/Red Hills open access area;
 - PRoWs between Arnside and Hazelslack;
 - Permissive path along the coast between Arnside and Sandside;
- 1.4.15 There would be no visibility of the site from the open access area of woodland on the south side of Eaves Wood. These recreational users are considered to be of high sensitivity to this potential change, for the purposes of this appraisal.

1.5 APPRAISAL OF LANDSCAPE EFFECTS

- 1.5.1 This section examines the landscape effects arising as a result of the proposed development with reference to:
 - The potential effects on landscape fabric within the site; and
 - The potential effects on landscape character, including consideration of any effects within designated areas.

Potential Effects on Landscape Fabric

- 1.5.2 At this stage, the potential for housing development on this site will include the loss of pasture on the site, the isolated Elder shrub, hedge on the southern boundary and possibly some of the recently planted trees on the site. There are no large or important trees within the site which are likely to be lost as a result of development. Any losses to hedges, shrubs and trees can be offset by new planting within and on the boundaries of the development. The permanent loss of pasture would be

relatively limited in the wider landscape context and the effect on the landscape fabric is likely to be very limited.

Potential Effects on Landscape Character

- 1.5.3 At present the village of Arnside is spread around the northern and north eastern base of Arnside Knott/Red Hills. There are numerous 'green spaces' within and on the edges of the village. Most notable of these are the recreation area east of Silverdale Road; the agricultural fields between the recreation area and Station Road; and the fields between Briery Bank and Station Road/Black Dyke Road which separates the northern part of the village from the southern part. These fields are very noticeable from the east, see photographs 1-3 (locations on Figure 1). There is also a notable tree group between Swinate Road and Plantation Grove in the southern part of Arnside. The development site off Hollins Lane is not visible as a 'green space' from any locations, except those immediately adjacent to it, as illustrated in Photographs 1-4. There are no notable trees within the site and with good site management much of the existing boundary vegetation could be retained, or at least replaced. The upper parts of houses on the site would be visible from many areas to the east and would appear as an intensification of dwellings within the village, rather than a green field becoming housing. This site as 'green space' has little contribution to the character and appearance of Arnside from surrounding areas. From the Coastal Limestone - Wooded Hills and Pavements landscape, this change is likely to be negligible, given the context of the development and the nature of the change involved.
- 1.5.4 From within the village, the change associated with housing on this field would be most apparent when driving past on Hollins Lane for a short duration and the gap in dwellings along the road would be filled in. When passing nearby the development site from Silverdale Road, there would be views to the upper parts of the dwellings and new access off Hollins Lane. The density and character of dwellings within this southern part of Arnside is variable and given the topography, extent of tree cover and adjacent dwellings there would be few places on the ground within the village, where the change would be noticeable beyond the immediate vicinity. Overall this site as a 'green space' has a minor contribution to the character and appearance of this village and the effect of in-filling with development is likely to be fairly minor. For an appraisal of the visual effect on nearby residents, see Visuals Effects starting at paragraph 1.6.3.

Potential Effects on Landscape Designations

- 1.5.5 Arnside and the development site lie within the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) and Special Quality number 7 is a 'distinctive settlement character'. As illustrated in the photography, the development site currently contributes little to the character and appearance of Arnside from the surrounding landscape character. The change as a result of development on this site would be visible but given the context would have little effect on the surrounding landscape character. This in turn would have little effect on the AONB. The field itself does not strongly contribute to a distinctive settlement pattern within Arnside and is not likely to be very noticeable from areas beyond the immediate vicinity and

therefore development on this site is unlikely to have any adverse effects on the Special Qualities or the objectives of the AONB.

1.6 POTENTIAL FOR VISUAL EFFECTS

1.6.1 The visual analysis figure (refer to Figure 2) illustrates the limiting landform to the east and the woodland screening to the south. These factors limit visibility of the proposed development to within the immediate vicinity of the site and approximately 2km–3km to the east.

1.6.2 The following appraisal considers the potential for effects including scope for mitigation for each of the receptors and an indication of the nature of the visual change that might be experienced.

Residents

Arnside

1.6.3 From the nearest residents on Hollins Lane and Silverdale Road, surrounding the development site, they would generally obtain open or partially screened views from the front or rear of the dwellings and gardens of any proposed development on the site. Mitigation boundary planting would reduce views of the proposed development from these nearest residents. It is also noted that a few residents to the west of the development site may obtain longer distance views to the east as a result of the openness of the site in its current state and any development could potentially curtail these existing views, however it is well held planning principle that no one individual has a 'right to a view'. The nature of the change in the view from the rear or front of most of these dwellings would be of the new adjacent dwellings (rather than pasture), which given the location in the centre of the village would not be 'out of character'. As a result of likely boundary mitigation planting, views could be reduced from views into the development site, to views of boundary vegetation and new dwellings beyond, as is the case with many residential properties within the centre of settlements. The change in view is likely to be clearly noticeable but depending on the final arrangement and extent of mitigation boundary planting, the magnitude of change on the views for these residents is likely to be moderate, given the context.

1.6.4 For other residents within the southern part of Arnside, such as those on Coles Drive (to the west of Silverdale Road), western end of Swinate Road, Stoneycroft Drive or Briery Bank, it is likely that some of these residents would obtain views of parts of the housing above or in between adjacent dwellings and trees. From these dwellings, views from the ground floor or gardens are likely to be limited but views from second story windows are likely. Where views are obtained, they are likely to be of upper parts of the new dwellings on the development site, partially screened by mitigation boundary planting and adjacent buildings / garden vegetation within the village. The change would be noticeable from some of these properties but the magnitude of change in views is likely to be slight.

1.6.5 Beyond Arnside, there would be open but distant views of development on the site from most properties at Carr Bank, 1km–1.5km east of the site. Arnside Moss is a low, predominantly open valley and the development site is situated within the existing curtilage of Arnside, below Arnside Knott, as illustrated in Photograph 2. At this

distance, only the tops of the dwellings would be visible and no visible 'green fields' would change to become housing. Instead, any dwellings on the development site would be seen in the context of the existing housing within the village as an intensification of the housing visible. The change would be discernible but character and composition of the view would be unchanged. The magnitude of change is likely to be negligible and the effect is likely to be minor.

Road Users

B5282

- 1.6.6 Users of the B5282 would only experience views of development on the site travelling in a westerly direction on Sandside Road. Landform would fully screen views of the development between Milnthorpe and Sandside. Just past the junction of Storth Road at Sandside, the route turns the corner and views of Arnside become available, 2.75km away. From this point there would be views of the development site, but at this distance the change in view as a result of development on the site would be barely distinguishable from the existing view. Beyond this short duration view of Arnside, tree cover on the west side of the road screens views of the Arnside until passing the Arnside and Storth Embankment Disabled Car Park, as illustrated in Viewpoint 1. Beyond the car park for approximately 750m of the route on the approach to Arnside, there are open views of the eastern and southern part of Arnside on the lower slopes of Arnside Knott. At these distances, only the tops of the dwellings would be visible and no visible 'green fields' would change to become housing. Instead any dwellings on the development site would be seen in the context of the existing housing within the village as an intensification of the housing visible. The change would be discernible but effect on the views for road users is likely to be minor.

Unclassified Roads

- 1.6.7 From Silverdale Road, there would be views of the new development whilst passing in close proximity to the site. Open views into the site are not available at present but the access route from Hollins Lane is likely to be visible for a short duration northbound within the village and depending on the final design, it might allow a glimpsed view into the site of the new development. Otherwise there would be limited views to the upper parts of the new dwellings behind / in between existing houses and garden vegetation on Silverdale Road and Hollins Lane. The change in view would be noticeable but the duration would be very short and effect on the views for road users is likely to be moderate/minor to minor.
- 1.6.8 From Black Dyke Road/Coldwell Lane, there would be no views eastbound. Westbound there are intermittent views of the southern part of Arnside, between Storth Road, as illustrated in Photograph 3 and Arnside. When Arnside is visible, only the tops of the dwellings on the development site would be visible amongst the other dwellings within Arnside. The change might be discernible but effect on the views for road users is likely to be minor.
- 1.6.9 There are intermittent views of the southern part of Arnside on southern end of Storth Road between Colwell Lane and the woodland north of Hazelslack Farm. The

change might be discernible but effect on the views for road users is likely to be minor.

- 1.6.10 There are intermittent views of the southern part of Arnside from Carr Bank Road, with views interrupted by dwellings and trees on the western side. The change would be discernible but the effect on the views for road users is likely to be minor.

Recreation

Arnside Knott/ Red Hills Open Access Area

- 1.6.11 From the main viewpoints at Arnside Knott and the tops and upper slopes of Red Hills, there are no views of the development site, primarily due to the extensive woodland and steep slopes of the hill itself. From the permissive path along the base of Red Hill, between the Cemetery on Silverdale Road and High Knott Road, views are predominantly screened by deciduous trees (especially in summer). However, there is a bench just off the path in front of a small gap in the tree cover with views of the Arnside, as illustrated in Viewpoint 4. From here, the upper parts of any development on the site are likely to be visible. This is the only location with views east along the path. The change in view would be noticeable but the duration along this path would be short and effect on the views from this path is likely to be moderate/minor or thereabouts depending on the final arrangement.

Recreation Area in Arnside

- 1.6.12 Views from the Recreation Area within Arnside, in the direction of the development site, are limited by tree cover and other buildings within the settlement. From the bridleway between Silverdale Road and the train station, there is the potential for intermittent views to the tops of dwellings in the development site, between the church car park and Hill House. However due the extent of screening, the change would be only barely noticeable in the view and the effect is likely to be moderate/minor or less.

PRoWs between Arnside and Hazelslack

- 1.6.13 From the public footpaths between Arnside, Hazelslack, and the Embankment disabled car park there are predominantly open views of Arnside across Arnside Moss. From these paths, only the tops of the dwellings would be visible amongst the existing dwellings within Arnside. The change would be discernible but the effect on the views for footpath users is likely to be moderate/minor or less.
- 1.6.14 From the footpaths which run south of Black Dyke Road/Coldwell Lane to Hagg Wood and Black Wood, there are some intermittent views of Arnside. From these paths, only the tops of the dwellings may be visible amongst the existing dwellings within Arnside and the change would be barely discernible and effect on the views for footpath users is likely to be moderate/minor or less.
- 1.6.15 From footpaths to the east of Hazelslack, there are limited intermittent more distant views of Arnside, including from the Fairy Steps nearly 3km away. At these higher elevations and increased separation distances, the increase of dwellings visible within the existing curtilage of Arnside would be perceptible but would not affect the character or composition of the existing view.

Permissive path along the coast between Arnside and Sandside

- 1.6.16 There are no views of the southern part of Arnside from this permissive path, due to the trees on the landward side.

1.7 SUMMARY AND CONCLUSIONS

- 1.7.1 The development site would be located on a paddock field, off Hollins Lane within the existing curtilage of Arnside, surrounded by houses on all sides. The landscape and visual analysis concludes that extent of visibility would be heavily restricted by landform and tree cover, and potential effects of the proposed development would be primarily limited to those located within the immediate vicinity and to the east of the site. Although there is no firm proposal, some assumptions are made regarding the development. It seems likely that there would be limited loss of existing vegetation on site and on the southern boundary. Mitigation planting within and on the boundaries would likely mitigate losses to landscape fabric and mitigate some of the potential visual effects of the development for most of the nearest residents.
- 1.7.2 The appraisal predicts that there would be a negligible change to the Coastal Limestone – Wooded Hills and Pavements landscape character sub-type. From within the village of Arnside, the loss of visible 'green space' would be fairly minor on the settlement as a whole.
- 1.7.3 The proposed development is located within the Arnside and Silverdale AONB and development on this site is unlikely to have any adverse effects on the Special Qualities or the objectives of the AONB.
- 1.7.4 With regard to the potential for visual effects, the site is screened from most areas to the north, west and south by landform at Arnside Knott and surrounding tree cover and visibility would occur within the immediate vicinity of the site and approximately 2km–3km to the east. Visual receptors would include the residents immediately surrounding the site on Hollins Lane and Silverdale Road (where the change is likely to be moderate) as well as from Coles Drive, western end of Swinate Road, Stoneycroft Drive and Briery Bank (where the change is likely to be slight) in Arnside, as well as most properties at Carr Bank, 1km–1.5km east of Arnside (where the change is likely to be negligible). There would also be views of development on the site from the B5282 westbound only (slight/ negligible change) and from some of the minor roads including a short section of Silverdale Road passing the site and intermittent views from Black Dyke Road/Coldwell Lane, Carr Bank Road and Storth Lane (slight to negligible change).
- 1.7.5 With regard to the visual effects from recreational users, there would be no effect from Arnside Knott but there would be a glimpse from the base of the permissive path between the Cemetery on Silverdale Road and High Knott Road and from the bridleway within Arnside. There would be more open views from the public footpaths to the east of the site within Arnside Moss but no views from the permissive path along the coast. There are intermittent and more distant views of Arnside from some of the public footpaths to the east and south east and from these more elevated and distant positions, any change may be perceptible but would not affect the character or composition of the existing view.

- 1.7.6 In conclusion, the change resulting from housing development on the site off Hollins Lane in Arnside would be experienced by receptors in the immediate vicinity and to the east, but no significant effects or harm is likely to be sustained as a result of the development on the landscape or visual receptors.

APPENDICES

APPENDIX 1: LANDSCAPE & VISUAL APPRAISAL

METHODOLOGY

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 judgement. 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 are based on pre-defined criteria.

Landscape Effects

The starting point for any assessment is a desk based assessment of published landscape assessments. These documents are listed in the Guidance section of this assessment and mapped in figures supporting the assessment.

The baseline for consideration of landscape effects is the current landscape character, at the time of the assessment.

The landscape effects of the proposed development are considered against the key characteristics of the receiving landscape. The degree to which the proposed development changes *'the distinct and recognisable pattern that makes one landscape different from another, rather than better or worse'* (Countryside Agency and SNH, 2002), enables a judgement to be made as to the significance of the effect in landscape character terms. This involves consideration of whether or not the proposed development gives rise to a different landscape character type or sub-type.

Direct and indirect landscape effects are defined in GLVIA3. Direct effects may be defined as resulting *"directly from the development itself"* (paragraph 3.22). An indirect (or secondary) effect is one that results *"from consequential change resulting from the development"* (paragraph 3.22) and is often produced away from the site of the proposed development or as a result of a complex pathway or secondary association. The direct or physical landscape effects of the proposed development would generally be limited to within the planning application boundary. The indirect landscape effects are concerned with the visual effects and relate to effects associated with the introduction of the proposed development seen in the context of the existing landscape and visual character of the view.

In order to reach an understanding of the effects of development upon the landscape resource it is necessary to consider different aspects of the landscape baseline including:

- **Landscape Fabric/Elements:** The individual features of the landscape, such as hills, valleys, woods, hedges, tree cover, vegetation, buildings and roads for example which can usually be described and quantified.

- **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;
- **Landscape key characteristics:** The particularly notable elements or combinations of elements which make a particular contribution to defining or describing the character of an area, which may include experiential characteristics such as wildness and tranquillity.
- **Landscape value:** The importance attached to a landscape, often used as a basis for designation or recognition which expresses national or regional consensus, because of its special qualities/attributes including aesthetic or perceptual aspects such as scenic beauty, tranquillity or wildness, cultural associations or nature conservation interest. The absence of landscape planning designation should not assume an area of 'low' landscape value. Other factors which influence the value of a landscape include its quality/condition, the presence of any rare elements or rarity of the landscape type itself, whether it is a particularly representative example of landscape type and if there is any evidence that the landscape is valued for recreation where the landscape experience is important or for any specific cultural associations.

The sensitivity of the landscape to a particular development considers the susceptibility of the landscape and its value. The overall sensitivity is described as high, medium or low. This is assessed by taking into account the existing landscape quality, landscape value, and landscape capacity or susceptibility to change, which often vary depending on the type of development proposed and the particular site location, such that sensitivity needs to be considered on a case by case basis. This should not be confused with 'inherent sensitivity' where areas of the landscape may be referred to as inherently of 'high' or 'low' sensitivity. For example a National Park may be described as inherently of high sensitivity on account of its designation, but it may prove to be less sensitive to particular development and/or the design of that development. Alternatively an undesignated landscape may be of high sensitivity to a particular development and/or the design of that development regardless of the lack of local or national designation. The main factors to consider are discussed as follows:

Landscape susceptibility according to GLVIA3 means *"the ability of the landscape to accommodate the proposed development without undue consequences for maintenance of the baseline situation and/or the achievement of landscape planning policies and strategies"*. Judgements on landscape susceptibility include references to both the physical and aesthetic characteristics and the potential scope for mitigation that would be in character with the landscape. Landscape susceptibility varies according to different areas of landscape character and whilst accepting development is likely to lead to some level of change. Generally speaking lower landscape susceptibility together with lower landscape quality and value tends to indicate lower landscape sensitivity to development. Conversely higher

landscape susceptibility, quality and value tend to indicate higher landscape sensitivity to development.

The judgements regarding susceptibility and value of the landscape receptor are identified within the sensitivity tables included within Appendix 3 to this assessment. These relationships can be complex and value alone does not automatically or by definition have high susceptibility to all types of change. Examples and further guidance on the evaluation of landscape sensitivity are provided below:

- **High:** Landscape character, characteristics and elements which would generally be of lower landscape capacity or scope for landscape change and high landscape value and quality. These are landscapes that may be considered to be of particular importance to conserve and which may be particularly sensitive to change if inappropriately dealt with.
- **Medium:** Landscape character, characteristics and elements where there would be a medium landscape capacity or some scope for landscape change. Often include landscapes of medium landscape value and quality which may be locally designated.
- **Low:** Landscape Character, characteristics and elements where there would be higher landscape capacity or scope for landscape change to accommodate the proposed type of development. Usually applies to landscapes with a lower landscape susceptibility or higher landscape capacity for the proposed development.

The **magnitude of landscape change** arising from the proposed development at any particular location is assessed in terms of its size or scale, geographical extent of the area influenced and its duration and reversibility. With regard to the size or scale of the change, these are largely quantifiable parameters, as follows:

- degree of loss or alteration to key landscape features/elements or characteristics;
- distance from the development;
- landscape backdrop to the development;
- landscape context of other built development, particularly vertical elements.

Having established the size/scale of change to the landscape baseline, the geographical extent of the change can be identified and a judgement made as to what extent the change would occur in landscape character terms at varying scales.

Finally the duration and reversibility of the landscape change is considered. Duration can be judged on a time basis appropriate to the nature of the assessment. Reversibility is a judgement about the ability and practicality of the proposed development to be fully reversible (such as wind farms), partially reversible to something similar (such as mineral extraction) or a permanent change in the landscape (such as housing). These can be linked or not according to the nature of the development and how long the change will last.

In order to differentiate between different levels of magnitude the following definitions are provided:

Table 1: Magnitude of Change – The Landscape Resource

Substantial	<p>A prominent change that may be large in scale and/or extent and include the loss of key landscape elements/features/characteristics of the baseline or introduction of uncharacteristic elements which would give rise to a fresh characterising effect.</p> <p>The effects would be long term and/or irreversible.</p>
Moderate	<p>A noticeable change of more limited scale and extent including the loss of some key landscape elements/features/characteristics and/or the addition of some new uncharacteristic features or elements that would lead to the potential for change in landscape character in a localised area or part of a landscape character area.</p> <p>The effects would be long to medium term and/or partially reversible.</p>
Slight	<p>A change affecting a small area of landscape character including the loss of lower value landscape elements or the addition of new features or elements of limited characterising influence.</p> <p>The effects would potentially be medium to short term and/or reversible</p>
Negligible	<p>A change affecting smaller areas of landscape character including the loss of some landscape elements or the addition of features or elements which are either of low value or hardly noticeable.</p> <p>The effects would be short term and/or reversible.</p>

The level of the effect on the landscape resource may be determined by correlating the magnitude of the landscape effect (substantial, moderate, low or negligible) with the sensitivity of the landscape resource (high, medium or low). The following table sets out the main correlations between magnitude and sensitivity.

Table 2: Levels of Landscape Effects

Landscape Sensitivity	Magnitude of Change				
		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

Significance of Landscape Effects

The level 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 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. Thus in some

instances a particular parameter may be considered as having a determining effect on the analysis.

The approach to assessing effects on landscape character is to consider the key characteristics for the Landscape Character Type (LCT) within which the proposed development is located (host) or the adjacent LCT's (non-host) and identify which of these the proposed development would affect. For the host LCTs, where the proposed development is located, a significant change in landscape character is likely to occur where valued elements or key characteristics would be lost, superseded or substantially changed. For non-host landscape character types in the study area, if the characteristics do not include views of the surrounding area there cannot be an effect on the key characteristics of that landscape type. This will depend on the key characteristics of the landscape and nature, extent and duration of the effects that would be brought about by the proposed development.

In this way, the assessment is carried out transparently and systematically. It also permits the reader to follow the approach and determine whether or not there is agreement with the judgements made.

Visual Effects

In order to identify the level of a visual effect it is necessary to establish the relative sensitivity of the viewers and the magnitude of the change they experience. In this case sensitivity can be reasonably assumed in advance.

Those living within view of the scheme are usually regarded as the highest sensitivity group as well as those engaged in outdoor pursuits for whom landscape experience is the primary objective.

The sensitivity of potential visual receptors will vary depending on the location and context of the view, 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 the table below.

Table 3: Visual Sensitivity Criteria

High sensitivity	Residents; users of outdoor recreational facilities including footpaths, and cycleways; people experiencing views from important landscape features of physical, cultural or historic interest, beauty spots and picnic areas.
Medium sensitivity	Road users and travellers on trains experiencing views from transport routes. People engaged in outdoor sport other than appreciation of the landscape e.g. nature conservation, golf and water based recreation.
Low sensitivity	Workers, users of facilities and commercial buildings (indoors) experiencing views from buildings.

The magnitude of change arising from the proposed development at any particular viewpoint is described as substantial, moderate, slight or negligible based on a number of interrelated and largely quantifiable parameters, including:

- 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;
- height of development relative to the receptor with reference to the scale of other features in the view;
- background to the development; and
- extent of other built development visible, particularly vertical elements.

It is assumed that the change would be seen in clear visibility and the assessment is carried out on that basis. Where appropriate, comment may be made on lighting and weather conditions. In order to differentiate between different levels of magnitude the following definitions are provided in Table 4.

Table 6.4: Magnitude of Change – Visual Receptors

Substantial	Substantial change, where the proposals would be prominent or very prominent, leading to substantial obstruction of existing view or complete change in character and composition of the baseline through removal of key elements or addition of uncharacteristic elements which may or may not be visually discordant.
Moderate	Moderate change in the view may involve partial obstruction of existing view or partial change in character and composition of the baseline through the introduction of new elements or removal of existing elements. Change may be readily noticeable but not substantially different in scale and character from the surroundings and wider setting. It may involve partial change in character and composition of the baseline existing view.
Slight	The proposals would be partially visible or visible at sufficient distance to be perceptible and result in limited or minor changes to the view. The character and composition, although altered, will be similar to the baseline existing situation.
Negligible	Change would be barely distinguishable from the surroundings. The composition and character of the view would be substantially unaltered, approximating to little or no change.

The threshold for significance of visual effects relies to a great extent on professional judgement. Criteria and local circumstances require close study and careful judgement.

The following table sets out the main correlations between magnitude and sensitivity.

Table 6.5: Levels of Visual Effects – Matrix

Visual Receptor Sensitivity	Magnitude of Change				
		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

Significance of Visual Effects

The level of any identified 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. Thus in some instances a particular parameter may be considered as having a determining effect on the analysis.

In this way, the assessment is carried out transparently and systematically. It also permits the reader to follow the approach and determine whether or not there is agreement with the judgements made.

Beneficial/Adverse

Landscape and visual effects can be beneficial or adverse and in some instances may be considered neutral. Beneficial effects upon landscape receptors may result from changes to the landscape 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 landscape impacts are considered against the landscape baseline, taking account of landscape strategies or objectives, where such they exist.




FIGURES



Hollins Lane, Arnside

FIGURE 1
Site Context

KEY

-  Site Location
-  Photograph Location
-  Dallam Tower Registered Park and Garden Grade II

Public Rights of Way on
are dangerous.
ce

0 500m 1km





DATE	BY	PAPER	SCALE	QA	REV
FEB 2015	CD	A3	1:25,000	KA	-

Hollins Lane, Arnside

FIGURE 2
Visual Analysis

KEY

-  Site Location
-  Photograph Location
-  Screening landform



0 250 500m



DATE	BY	PAPER	SCALE	QA	REV
FEB 2015	CD	A3	1:15,000	KA	-




PHOTOGRAPH 1: VIEW FROM B5282 NEAR THE ARNSIDE AND STORTH EMBANKMENT CAR PARK (DISABLED)



PHOTOGRAPH 2: VIEW FROM CARR BANK ROAD

PHOTOGRAPHY NOTES:
Camera: Canon EOS5D Mk2
Lens: 50mm fixed
Horizontal field of view: 40° (approx)
Date: February 2015

Hollins Lane, Arnside			FIGURE 3 Site Photographs		 STEPHENSON HALLIDAY ENVIRONMENTAL PLANNING • LANDSCAPE ARCHITECTURE
Date: FEB 2015	By: CD	Ckd: KA	Paper Size: A3	Rev : -	




PHOTOGRAPH 3: VIEW FROM BLACK DYKE ROAD / COLDWELL LANE



PHOTOGRAPH 4: VIEW FROM PERMISSIVE PATH AT BASE OF RED HILL BETWEEN CEMETERY ON SILVERDALE ROAD AND HIGH KNOTT ROAD

PHOTOGRAPHY NOTES:

Camera: Canon EOS5D Mk2
 Lens: 50mm fixed
 Horizontal field of view: 40° (approx)
 Date: February 2015

Hollins Lane, Arnside			FIGURE 4 Site Photographs		 STEPHENSON HALLIDAY <small>ENVIRONMENTAL PLANNING • LANDSCAPE ARCHITECTURE</small>
Date: FEB 2015	By: CD	Ckd: xx	Paper Size: A3	Rev : -	