



SF2770 PN17, PN18 AND PN19, PANNAL

LANDSCAPE COMMENTARY ON PROPOSED ALLOCATIONS | Rev A - March 2018 | For Planning

SMEDDEN FOREMAN

Landscape Architects ■ Urban Designers ■ Ecologists ■ Arboriculturists

DOCUMENT REVISION RECORD

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CONTENTS

1.0 INTRODUCTION

- 1.1 Purpose of this Document
- 1.2 Sites PN17, PN18 and PN19
- 1.3 Planning Context
- 1.4 Statutory and Non Statutory Landscape Applicable Designations and Classifications
- 1.5 Landscape Character

2.0 SITE PN17

- 2.1 Site PN17
- 2.2 District Character Area
- 2.3 Effects on Landscape Character
- 2.4 Relationship of Proposed Allocation with Emerging Policy and NPPF
- 2.5 Effects on Visual Amenity

3.0 SITE PN18

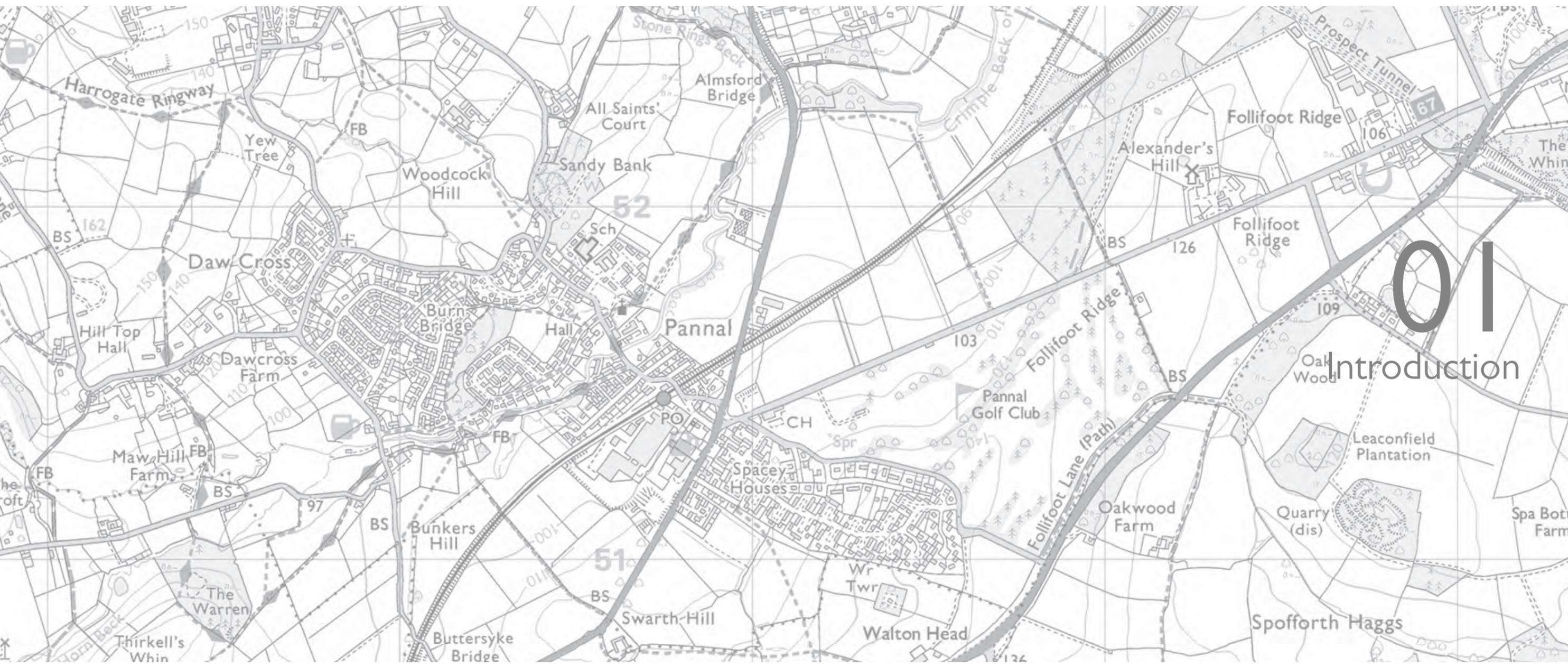
- 3.1 Site PN18
- 3.2 District Character Area
- 3.3 Effects on Landscape Character
- 3.4 Relationship of Proposed Allocation with Emerging Policy and NPPF
- 3.5 Effects on Visual Amenity

4.0 SITE PN19

- 4.1 Site PN19
- 4.2 District Character Area
- 4.3 Effects on Landscape Character
- 4.4 Relationship of Proposed Allocation with Emerging Policy and NPPF
- 4.5 Effects on Visual Amenity

APPENDIX

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01

Introduction

I.1 PURPOSE OF THIS DOCUMENT

Smeeden Foreman Ltd has been instructed by professional planning consultants acting on behalf Pannal Parish Council to assess the potential impacts from allocation in the context of the Harrogate District Draft Local Plan: Additional Sites Consultation July - August 2017, and the following emerging policies:

- NE4: Landscape Character
- NE8: Agricultural Land
- GS3: Development Limit
- HP2: Heritage Assets
- HP3: Local Distinctiveness

I.2 SITES PN17, PN18 AND PN19

The sites are situated to the south of Harrogate, to the east and west of the A61 on fields which separate Harrogate and Pannal. The pastoral landscape includes dispersed settlements of farms/cottages within surrounding farmland.

Site PN17

Site PN17 consists of a broad ribbon of land approximately 100m wide, with an area of c.3.2ha, extending from Spring Lane Farm in the west to Clark Beck in the east. It comprises pastoral land, sub-divided into two fields bounded by hedgerows and occasional hedgerow trees. Spring Lane and the residential development of Burn Bridge bound the site to the south, the Clark Beck bounds the site to the east. There is no development within the site.

Site PN18 - Employment site south of Almsford Bridge, Pannal

The site is 18.4ha of agricultural land and comprises several regular shaped fields with hedgerow boundaries. The A61 Leeds Road runs adjacent to the western boundary and the railway line lies to the south east. To the north of site boundary is the Crimple Beck with associated woodland and scrub.

Site PN19 - Land to the west of Leeds Road, Pannal

Agricultural land located to the north of Pannal and to the west of Leeds Road, with an area of 16.8ha. It comprises several large and irregular shaped fields bounded by hedgerows with the Crimple Beck running the length of the site from south to north. The land is gently sloping on either side of the beck. Part of the site, adjacent to the beck, has an Agricultural Land Classification of 3a.



Figure I a. Site Location Plan

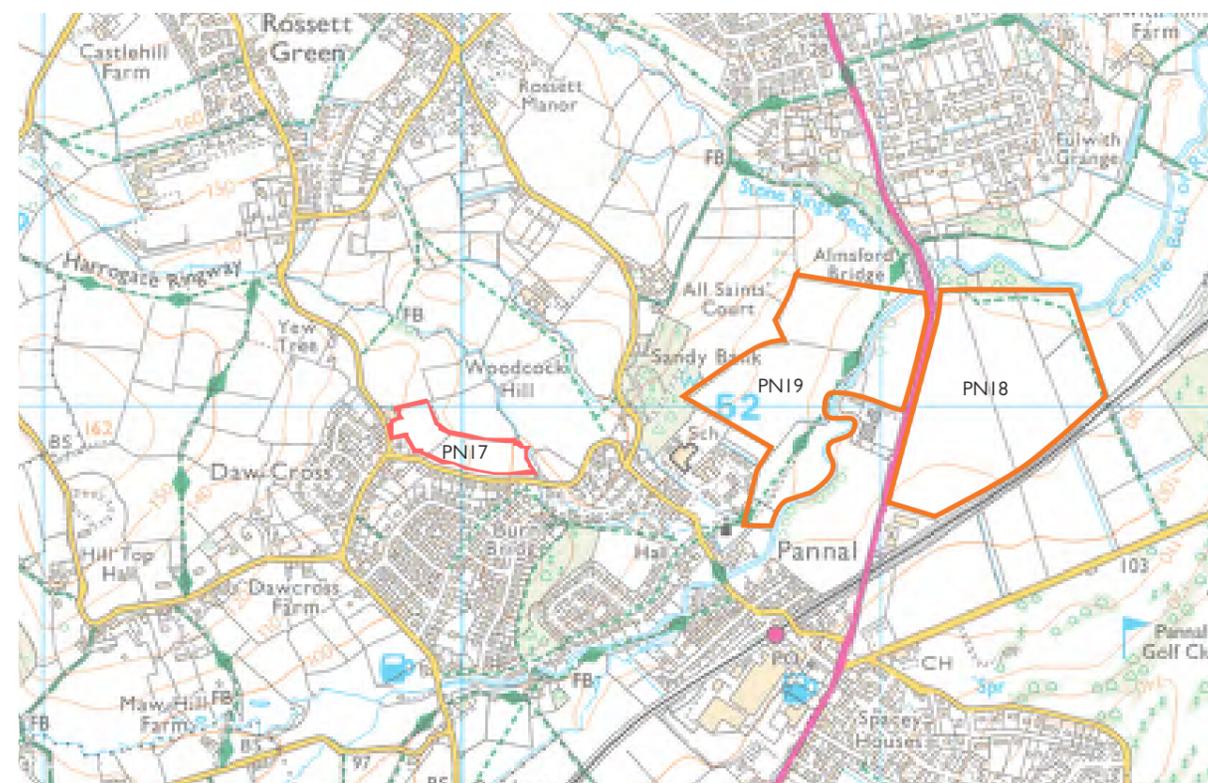


Figure I b. Site Location Plan

1.3 PLANNING CONTEXT

This section introduces the landscape planning context for the project, listing relevant landscape-related policies and designations, applicable to the proposed allocation site and surrounding landscape.

1.3.1 National Planning Policy

The National Planning Policy Framework (NPPF) was published in March 2012 replacing Planning Policy Statements (PPS) and Planning Policy Guidance (PPG). The overarching emphasis of the NPPF is on sustainable development, which has economic, social, and environmental components. In setting out to achieve sustainable development the Planning System performs a number of roles, including:

'Contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.' Para 7 p2 [1].

The NPPF sets out principles which Local Planning Authorities must reflect in local policy. The following paragraphs from the NPPF are most relevant to landscape and to development sites.

Paragraph 58 of the NPPF places an emphasis on good design as a key factor to providing sustainable development. It sets out a list of design objectives. These state that Planning policies and decisions should aim to ensure that developments:

1. *Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
2. *Establish a strong sense of place, using...buildings to create attractive and comfortable places to live, work and visit;*
3. *Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;*
4. *Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;*
5. *Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and*
6. *Are visually attractive as a result of good architecture and appropriate landscaping.*

Paragraph 109 of NPPF includes the requirement to protect and enhance valued landscapes, geological conservation interests and soils.

Paragraph 156 includes the strategic priority to deliver climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

Paragraph 17 and 129 of the NPPF recognise the importance of the setting of historic assets and state the following:

- *"conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;"* Para 17
- *"Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal."* Para 129

1.3.2 Local Planning Policy

The proposed allocation sites lie within the civil parish of Pannal and Burn Bridge, Harrogate District. The Local Planning Authority is Harrogate Borough Council.

- NE4: Landscape Character
- NE8: Agricultural Land
- GS3: Development Limit
- HP2: Heritage Assets
- HP3: Local Distinctiveness

These local policies are in accordance with NPPF.

1.4 STATUTORY AND NON STATUTORY LANDSCAPE APPLICABLE DESIGNATIONS AND CLASSIFICATIONS

For precise boundaries, the following information should be read in conjunction with SF2770 Figure 1.

1.4.1 Green Belt

The sites do not fall within a designated Green Belt.

1.4.2 Landscape Character Areas

The sites lie within:

- National Character Area 22: *Pennine Dales Fringe* [2]
- County Landscape Character Type 29: *Undulating Lowland Farm* [3]
- District Character Area 58: *Middle Crimple Valley* [4b]
- District Character Area 60: *Upper Crimple Valley* [4a]

Detailed descriptions of the relevant District Character Area is provided in Chapter 3 of this document.

Policy NE4: Landscape Character

Proposals that will protect, enhance or restore the landscape character of Harrogate district for its own intrinsic beauty and for its benefit to the economic, environmental and social well-being of the district will be supported. This will be achieved by:

- A. *Requiring that development has particular regard to maintaining the aesthetic and biodiversity qualities of the natural and man-made heritage within the landscape such as trees and woodland, hedgerows, walls, buildings, watercourses, ponds, reservoirs, lakes, ecological networks or other topographical features;*
- B. *Requiring that development proposals are informed by and are sympathetic to the distinctive landscape character areas as identified in the Harrogate District Landscape Character Assessment and that proposals respect the distribution and form of settlements and buildings in their landscape setting;*
- C. *Requiring that development proposals protect and/or enhance the character, appearance and local distinctiveness of the landscape and consider the ambiance of the area, including nocturnal character, level and type of activity and tranquillity, sense of enclosure/exposure;*
- D. *Requiring that visually sensitive skylines, hills and valley sides and visual amenity are protected and/or enhanced;*
- E. *Resisting development which would harm or be detrimental to the character of the local and wider landscape or the setting of a settlement. The council will work with landowners and statutory agencies to encourage land management practises that will protect and reinforce landscape character across the district and proposals which seek to restore areas of degraded landscape or individual landscape elements will be supported.*

1.4.3 Special Landscape Area

Sites PN17, PN18 and PN19 are all located within the Special Landscape Area *d: Crimple Valley*

Policy NE4: Landscape Character

'Locally Valued Landscapes: Outside of those landscapes protected by national landscape designations, the impact of development

proposals on the Special Landscape Areas, will be carefully considered.

The Special Landscape Areas are valued locally for their high quality landscape and their importance to the settings of Harrogate, Knaresborough and Ripon. The designation reinforces the importance of these landscapes and their high sensitivity to inappropriate development which would adversely impact on the quality of the area designated. Development proposals within these areas are required to meet the following criteria:

F. Avoid significant loss of key characteristics that contribute to the quality of the Special Landscape Area and the setting of Harrogate, Knaresborough and Ripon.

G. Ensure that development proposals are linked to existing settlements and are designed to integrate the urban edge with the countryside and where appropriate to enhance the appearance of the urban fringe.

The justification for this is:

‘..Planning aims to manage this change to make a positive contribution where possible and minimise any detrimental effects on landscape character..’ Para. 9.39 [5a]

I.4.4 Listed Buildings

There are no listed buildings on sites PN17, PN18 and PN19, the closest are a collection of Grade II listed buildings on Main Street in Pannal and the Grade II* Crimple Valley Viaduct.

Policy HP2: Heritage Assets

8.35 Substantial harm to or total loss of significance of grade I or grade II* listed buildings, including their setting, unless it can be shown that the public benefits outweigh the harm or loss. [5b]

I.4.5 Local Conservation Areas

The application site is not located within a Local Conservation Area. The Pannal Conservation Area boundary is adjacent to the boundary of PN19.

PN17 can be viewed from the Pannal Conservation Area and is adjacent to Spring Lane which forms a main approach to the Conservation Area.

Policy HP2: Heritage Assets

Proposals for development affecting a conservation area should preserve or, where appropriate, enhance those elements that have been identified as making a positive contribution to its character and special architectural or historic interest. These elements may include buildings, boundary features, other structures, landscape features, open spaces and the setting. Where proposals would lead to harm of conservation areas the harm will be assessed as either substantial or less than substantial based on the relative significance of the element affected and its contribution to the significance of the conservation area as a whole. Para. 8.38 [5b]

I.4.6 Public Rights of Way (PROW)

There are no Public Rights of Way located on the site PN17. The nearest PROWs with potential inter-visibility with the site are footpaths located to the south of the site within the residential part of Burn Bridge. Of importance also, are the PROWs to the north, east and west of the site (refer to Figure 3).

- Path ID: 15.54/81/1
- Path ID: 15.56/76/2
- Path ID: 15.54/135/1

There is one PROW, the Harrogate Ringway, travelling through site PN19. The footpath is a long distance recreational route which connects Pannal in the south to Harrogate in the north.

- Path ID: 15.54/126/2

There is one PROW travelling around the edge of Site PN18

- Path ID: 15.54/79/1

I.5 LANDSCAPE CHARACTER

Landscape character is defined as a distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. Patterns in the landscape including vegetation cover, land use, connectivity, heritage and cultural associations, activity or tranquillity, and which combine together to create landscape character.

During the site visit, the landscape of the site and wider study area were appraised in relation to the established Local (District) Landscape Character Areas.

I.5.1 District Character Area (DCA)

PN17 and wider study area lies wholly within District Landscape Character Area 60: Upper Crimple Valley as defined by Harrogate Borough Council [4b].

PN18 and PN19 and wider study area lies wholly within District Landscape Character Area 58: Middle Crimple Valley as defined by Harrogate Borough Council [4a].

The key characteristics of the Character Areas in relation to the allocation sites are discussed in further detail in the following sections.

**PN17 TO PN19 HARROGATE
DRAFT LOCAL PLAN**

KEY

-  Special Landscape Area
-  Draft Allocation - housing
-  Draft Allocation - employment
-  Conservation Area
-  Agricultural Land Classification - Grade 3a

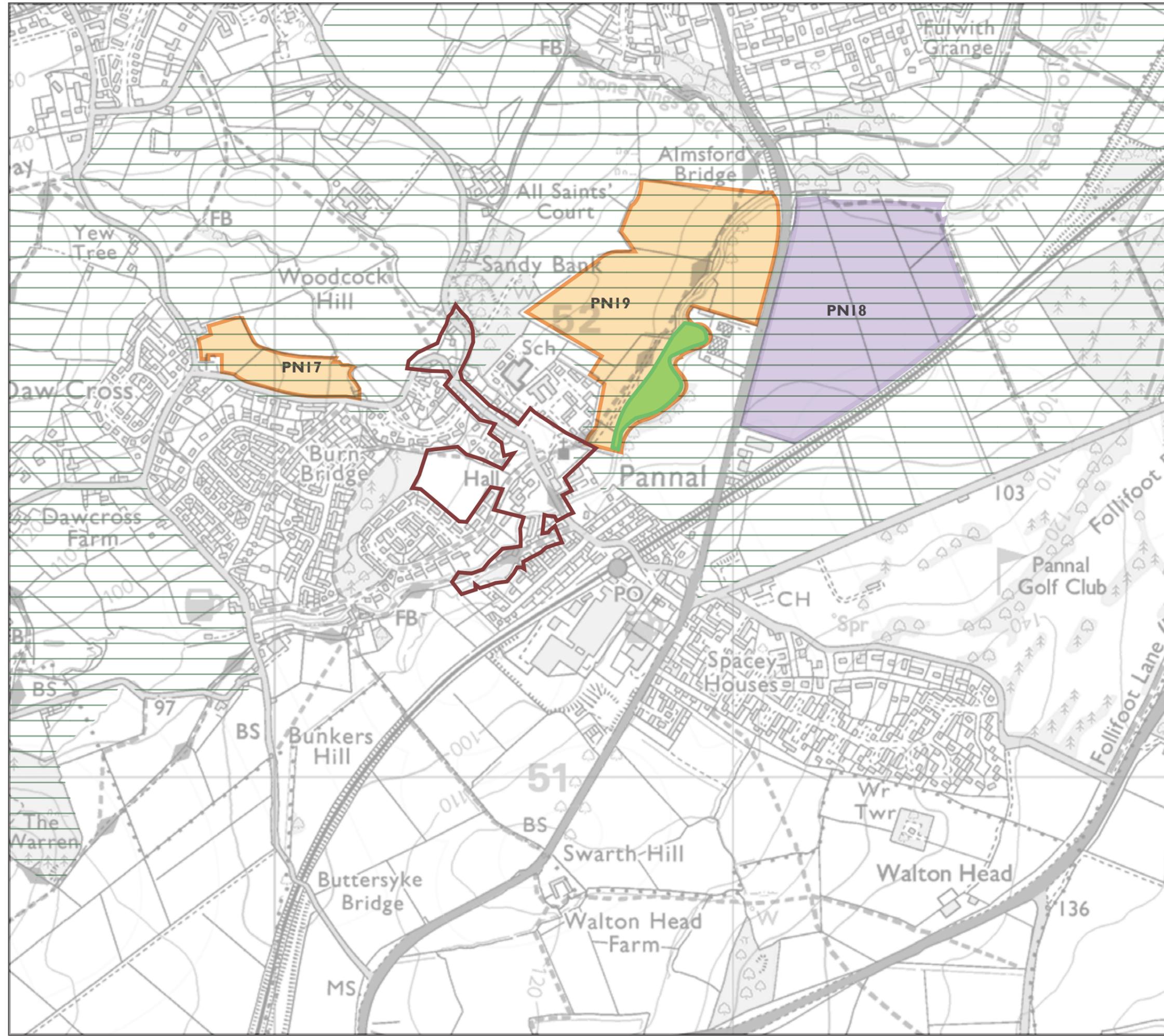


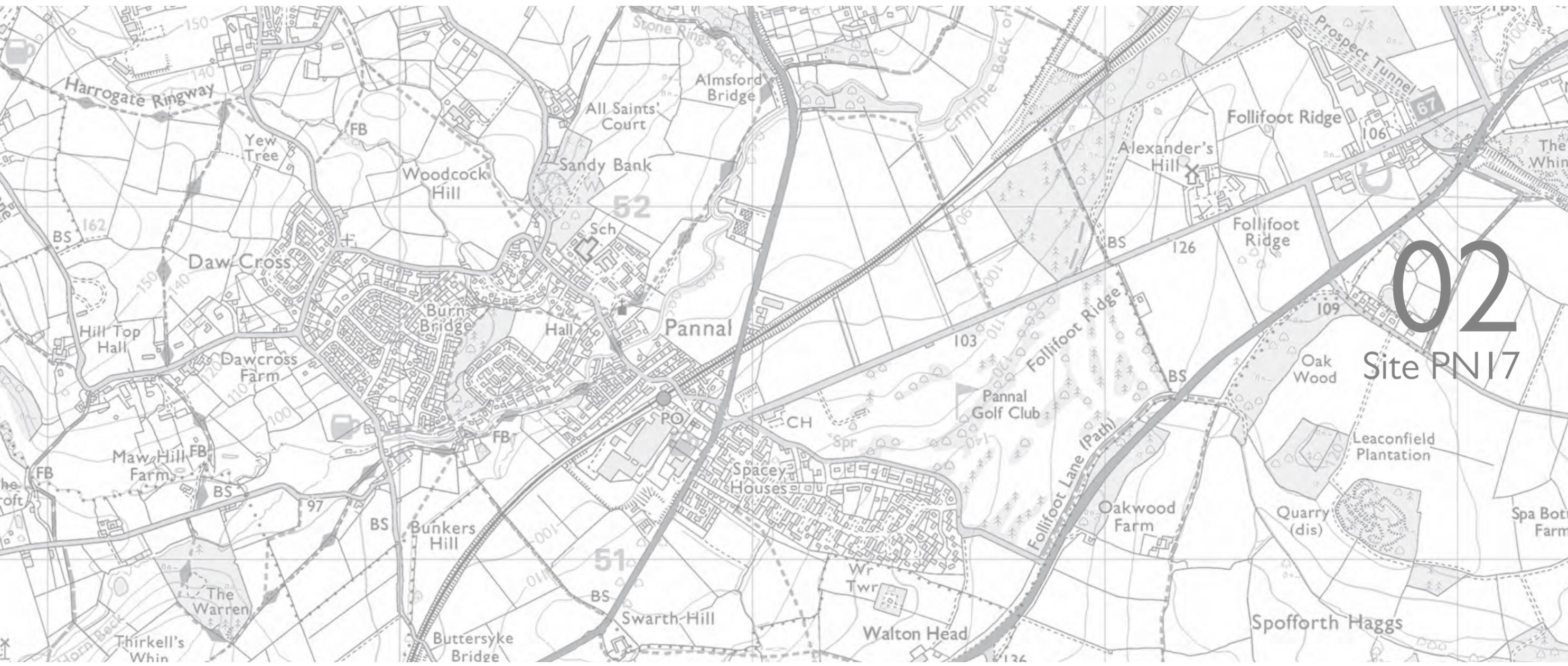
Figure I.
Landscape Designation

0 100m 200m

SF 2770







02

Site PNI17

2.1 SITE PNI17

The proposed allocation is situated to the south of Harrogate, west of the A61 and immediately north of Spring Lane in the village of Burn Bridge. It forms part of a pastoral landscape that separates the northern edge of Burn Bridge and Pannal with the southern urban edge of Harrogate. The pastoral landscape includes dispersed settlements of farms/cottages within surrounding farmland.

The allocation site consists of a broad ribbon of land approximately 100m wide, with an area of c.3.2ha, extending from Spring Lane Farm in the west to Clark Beck in the east. It comprises pastoral land, sub-divided into two fields bounded by hedgerows and occasional hedgerow trees. Spring Lane and the residential development of Burn Bridge bound the site to the south, the Clark Beck bounds the site to the east. There is no development within the site.

Landscape character is defined as a distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. Patterns in the landscape including vegetation cover, land use, connectivity, heritage and cultural associations, activity or tranquillity, and which combine together to create landscape character.

During the site visit, the landscape of the site and wider study area were appraised in relation to the established Local (District) Landscape Character Areas.

2.2 DISTRICT CHARACTER AREA (DCA)

The site and wider study area lies wholly within District Landscape Character Area 60: *Upper Crimple Valley* as defined by Harrogate Borough Council [4b].

Key Characteristics of Character Area 60, of relevance to the application site, and Character Area Assessment details are as follows:

Character Area 60: Upper Crimple Valley

- A small scale valley landform with gently rolling valley sides incised by small tributaries of the River Crimple;
- The area includes small blocks of woodland and trees fringing water courses;
- An irregular pattern of fields exist, much of which is grassland; and
- A complex network of public footpaths and bridleways offer easy access to the landscape.

Sensitivities & Pressures

- This area is important to both the rural setting of Harrogate and is important in preventing the coalescence of Pannal with Harrogate.
- This rural, pastoral landscape is sensitive to the changes due to new development extending the urban edge.
- The area contains a large amount of scattered settlement, and as such the landscape has limited capacity to accept additional development without adverse change to its character.

Guidelines

Aim: To protect the character of the area and its role in separating Harrogate from Pannal and provision of a rural setting to the urban edge.

- Distance between the extents of the two settlements must be maintained and development proposals must fully assess the predicted impact on landscape character of the valley and its role in providing a rural setting to Harrogate and Pannal and maintaining the separation between the two.
- The impact on views in the area must also be considered."

The site conforms to the identified qualities of the District Character Area: 60 and forms part of a rural landscape, the extent of which is defined to the southern edge by Spring Lane.

To the south of Spring Lane, adjacent to the site, the built edge of Burn Bridge marks a well-defined boundary between the settlement and the surrounding pastoral landscape. This distinction is clearly discernible for travellers along Spring Lane and in views from the public rights of way within the countryside to the north.

2.3 EFFECTS ON LANDSCAPE CHARACTER

The magnitude of change brought about by the proposal is measured against the District Character Area 60: Upper Crimple Valley and against site assessment.

A particular and valuable landscape quality of the proposed allocation site is the contribution it makes to a well-defined boundary to the adjacent built edge of Burn Bridge. The built edge faces Spring Lane, and associated domestic paraphernalia is screened within rear gardens away from the road.

Spring Lane separates the allocation site (PNI17) from the edge of the settlement and this boundary is reinforced by the roadside hedgerow. The clear definition of the rural landscape character of the site from the existing settlement is appreciated from both Spring Lane, in its approach to the village, to those parts of the village within the Conservation Area, and also in views from the public rights of way within the wider landscape and those on the edge of the village.

The allocation and development of this landscape would not only reduce the extent of the key features of the Character Area 60, but would diminish the landscape setting of the village and the perception of a distinct and rural landscape on the edge of the village. This change of perception would be appreciated from the settlement, from roads on the edge of the settlement and within the wider SLA, and also from dwellings in the wider area and for users of the extensive network of recreational footpaths in the local area.

The sensitivity of the above landscape character areas, and the magnitude of change they will experience as a result of the proposed development are summarised below:

Receptor	Sensitivity of Receptor	Magnitude of Change	Significance of Effects on Landscape Character
District Character Area 60: Upper Crimple Valley (including Special Landscape Area)	HIGH	HIGH	MAJOR ADVERSE

The potential effects of this proposed allocation on landscape character have also been assessed by landscape architects from HBC and recorded within the *Built and Natural Environment Site Assessments: New Sites 2017*.

The authors found the landscape character of the proposed allocation site consistent with the wider SLA of which it is a part and the conclusion of their assessment is reproduced in full as follows.

Conclusion	
Will there be the opportunity for development to contribute to distinctiveness and countryside character?	
Rationale	Rating
Sensitivity Rating: High/medium – key distinctive characteristics are vulnerable to change; typically a high to medium valued landscape where landscape conditions is good where detracting features or major infrastructure is not present or where present has limited influence on the landscape.	Orange
Capacity Rating: Low – the area has very limited or no capacity to accommodate the type and scale of the development proposed and there are few if any opportunities for appropriate mitigation.	Red
Will it increase the quality and quantity of tree or woodland cover?	
Will it make use of opportunities wherever possible to enhance the environment as part of other initiatives?	
Rationale	Rating
Development need not result in the loss of existing woodland or trees.	Light Green
Summary conclusion	The landscape has very limited capacity to accept development with any planting mitigation having further adverse impacts by filtering views.

PN17 Assessment extract from *Built and Natural Environment Site Assessments: New Sites 2017*.

This conclusion accords with our own assessment in that there would not be landscape capacity to accommodate the proposed allocation and that impacts would not be capable of mitigation.

2.4 RELATIONSHIP OF PROPOSED ALLOCATION PN17 WITH EMERGING POLICY AND NPPF.

2.4.1 The Special Landscape Area

Proposed Policy NE4 : Landscape Character, identifies this area as part of the Crimple Valley Special Landscape Area (SLA). The proposed allocation PN17 would be within the SLA as the emerging local plan does not contain any proposal to remove this area from the SLA. If it is contended that allocation for development would ipso facto redefine the SLA no justification for amending the SLA has been provided. The lack of an evidence base would appear contrary to the direction provided by the National Planning Policy Framework paragraph 158 ... “should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.”

Policy NE4: Landscape Character

‘Locally Valued Landscapes: Outside of those landscapes protected by national landscape designations, the impact of development proposals on the Special Landscape Areas, will be carefully considered.

The Special Landscape Areas are valued locally for their high quality landscape and their importance to the settings of Harrogate, Knaresborough and Ripon. The designation reinforces the importance of these landscapes and their high sensitivity to inappropriate development which would adversely impact on the quality of the area designated. Development proposals within these areas are required to meet the following criteria:

F. Avoid significant loss of key characteristics that contribute to the quality of the Special Landscape Area and the setting of Harrogate, Knaresborough and Ripon.

G. Ensure that development proposals are linked to existing settlements and are designed to integrate the urban edge with the countryside and where appropriate to enhance the appearance of the urban fringe.

The allocation of PN17 would conflict with both F. and G. above, in that the allocation would result in the direct loss of part of the SLA and impact adversely upon the landscape character of those areas of the SLA beyond the allocation and upon the perception of the SLA from the adjacent settlements. The existing edge of the SLA to Burn Bridge along Spring Lane is strongly and clearly defined and there is no potential therefore for enhancement.

The Special Landscape Area (SLA) designation currently applicable (Draft Policy NE4: Landscape character) identifies the significance of this area as: “...valued locally for their high quality landscapes and their importance to the settings of Harrogate,

Knaresborough and Ripon....”. The Local Planning Authority (LPA) reviewed the SLA designation in 2011, updated in 2016 and confirmed the designation in this area. No revised assessment of the SLA, or of those parts that would remain were these designations to be confirmed, has been presented to allow any scrutiny of the process by which the SLA could be redefined.

The SLA is also to be considered a valued landscape in terms of the National Planning Policy Framework (NPPF 109). In a recent appeal decision of 6th September 2017 (Appeal ref APP/E2734/W/16/3160792, Cornwall Road, Harrogate) the inspector noted in his decision (Para.36) “...the simple fact of SLA designation is evidence of value having been placed on its qualities in a formal, documented and spatially defined sense.”

Paragraph 109 of the NPPF states that “the planning system should contribute to and enhance the natural and local environment by: protecting and enhancing valued landscapes, geological conservation interests and soils;...”. An allocation of PN17 would not only have a direct effect on the area allocated, but would importantly change the contribution of these areas to the wider designated landscape, and would diminish the quality of the landscape character of those remaining parts of the Special landscape Area and be in conflict with the NPPF.

2.4.2 Development Limits and Heritage Assets

Proposed policy GS3: Development Limits, identifies criteria where development outside development limits could be supported, and include the following.

C. It would not result in coalescence with a neighbouring settlement.

D. It would not have a significant adverse impact on the character and appearance of the surrounding countryside or heritage assets.

The exceptions to the presumption against development beyond proposed development limits as expressed in this policy would apply to PN17.

Coalescence can be a direct physical effect of built form joining across a previous undeveloped area and removing any gap that had previously distinguished the pattern of built form into discernible areas, or settlements. It is also the case that coalescence is perceived to occur when the effect of development is to diminish the apparent effectiveness of landscape gaps between settlements for people using or viewing the landscape areas. In such cases the loss of opportunity to appreciate the extent of open country between settlements will result in the diminution of perception of such a gap and an impression that development is in closer proximity to other developed areas such that they can be thought to coalesce.

The SLA forms an open area of countryside between Burn Bridge and the outskirts of Harrogate and can be experienced as such for the total length of the proposed PN17 allocation from its boundary with Spring Lane. The allocation would prevent any effective appreciation of the relationship of the SLA with the edge of Burn Bridge from the public road and would reduce the perception of the gap between this settlement and Harrogate to the North.

The allocation proposed would reduce the effectiveness of the SLA in preventing the perception of coalescence of built form. Part D of proposed Policy GS3 reflects the objectives of Policy NE4 with respect to landscape character and visual amenity and also references heritage assets. In so far as the policy would not support the allocation with respect to harm to landscape character and visual amenity the assessment made with respect to conflict with Policy NE4, would also apply in this case.

This policy, which seeks to protect the character and appearance of a Conservation Area, includes in the justification (at 6.24) reference to the importance of the setting of a conservation area. The need to consider the contribution of the setting of heritage assets is referenced by paragraph 128 of the National Planning Policy Framework.

The proposed allocation site does not directly abut the Pannal Conservation Area, however it is viewed from that part of the Conservation Area that includes Woodcock Hill, from where a ‘key view’ is identified in the Conservation Area Character Appraisal. The appraisal also identifies Strategic Pedestrian Routes, both at Woodcock Hill and also close to the crossing of Clark Beck by Spring Lane. The impact of development of an allocation from views in these locations Smeeden Foreman have assessed as ‘major adverse’.

The adverse impacts upon views from the Conservation Area, and adverse impacts on the landscape character, will impact on the perception of the setting of the Conservation Area for residents and all those entering or leaving the Conservation Area on Spring Lane, or approaching on any of the Public Rights of Way in the Clark Beck Valley.

This assessment is supported by the conservation officer's assessment from HBC and recorded within the Built and Natural Environment Site Assessments: New Sites 2017; the conclusion of their assessment is reproduced in full below.

Conclusion	
Will it contribute to local distinctiveness and countryside character? (Only applies to sites in Conservation Areas).	
Rationale	Rating
Site is not within a Conservation Area.	n/a
Will it conserve those elements which contribute towards the significance of designated and non-designated heritage assets?	
Rationale	Rating
Development is likely to result in harm to elements which contribute to the significance of a heritage asset and the harm is not capable of mitigation.	Red
Will it ensure high design quality which supports local distinctiveness?	
Rationale	Rating
The nature of the site means that built development will have a negative impact on local distinctiveness.	Red

PN17 Assessment extract from *Built and Natural Environment Site Assessments: New Sites 2017*.

Draft policy HP2 Heritage Assets of the emerging local plan and Paragraph 17 and 129 of the NPPF recognises the importance of the setting of heritage assets and planning authorities are required by Para. 129 of the NPPF to consider the setting of a heritage asset in considering the significance of any asset that may be affected by a proposal.

Para. 17 of the NPPF deals with Core Planning Principles and includes “conserve heritage assets in a manner appropriate to their significance, so they can be enjoyed for their contribution to the quality of life for this and future generations.” The allocation of PN17 has been identified as having the potential to adversely affect the landscape setting of the Pannal Conservation Area and would be in conflict with both emerging HBC policies and with the NPPF.

2.5 EFFECTS ON VISUAL AMENITY

2.5.1 Viewpoint Selection

Viewpoints were selected to provide typical representation of views from publicly accessible areas in the surrounding landscape from where the development of the proposed allocation is anticipated to be seen.

View point locations are shown in *Figure 3* and Table 2.1 below.

All the identified viewpoints are from within the designated Special Landscape Area (SLA), or from the adjacent areas looking over the SLA.

In accordance with best practice, these receptors are recorded as being of high sensitivity to change.

Table 2.1 Viewpoint Location Table

Viewpoint No.	Viewpoint Location
1	Footpath 15.54/135/1 - north side of valley
2	Footpath 15.54/76/2 - north side of valley, lower slope
3	Spring Lane looking east
4	Spring Lane looking west
5	Spring Lane adjacent to footpath 15.54/81/1
6	Footpath 15.54/76/2 - east edge of the Pannal Conservation Area



2.5.2 Viewpoint I



Viewpoint Representation

Footpath 15.54/76/2 represents views from the northern valley side. From this point the valley side falls to Clark Beck, in the valley bottom, and then rises more gently towards Spring Lane and the settlement of Burn Bridge (seen in front of the trees in the middle distance).

Visual Receptors

Most visual receptors are recreational walkers on a footpath connected to the housing areas on the edge of Harrogate, immediately to the north.

Magnitude of Change

The green field seen in the view, immediately in front of the houses on Spring Lane would be changed to a strip of new housing. Additional tree planting on the northern boundary of the allocation may in time reduce the apparent impact in the view but could not diminish the encroachment into the open countryside and the increase in built form.

The magnitude of change is considered to be MEDIUM to HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *medium to high*
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.

2.5.3 Viewpoint 2



Viewpoint Representation

Footpath 15.54/76/2 represents views from the lower parts of the northern valley side. From this point the allocation site is clearly in view and extends across the view from the housing (seen on the left of the photograph), to beyond the chapel on the right side of the photograph.

Visual Receptors

Visual receptors are recreational users of the footpath and those approaching / leaving the Pannal Conservation Area to the east.

Magnitude of Change

Extensive new housing would significantly diminish the extent of the perceived visual context for users of the footpaths and introduce a discordant element in the scene which would also diminish the visual contribution this site makes to the setting of the Conservation Area (when experienced from the PROW).

The magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.

2.5.4 Viewpoint 3

**Viewpoint Representation**

Spring Lane (seen looking east) represents both users of the road and also residents of those houses fringing Spring Lane. The allocation site would result in housing development to the left of the roadside hedge and continuing down the valley side to Clark Beck (delineated by the trees in the valley bottom).

Seen in the middle ground of the view are houses with the Conservation Area in the area where footpath 15/54/76/2 (referenced in viewpoint 2), meets Spring Lane and which is identified in the Conservation Area Appraisal as a Strategic Pedestrian Route.

Visual Receptors

Visual receptors are the housing within the Conservation Area and adjacent PROW, residents of Spring Lane adjacent to the site and users of Spring Lane.

Magnitude of Change

The perception of the settlement of Burn Bridge and the Conservation Area would be dramatically changed as the rural context of the settlement edge would be lost, as would be seen in the approach from the west, or seen in views westward from the Conservation Area. Residents of Spring Lane adjacent to the site would have open views replaced with housing.

The magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.

2.5.5 Viewpoints 4 and 5



4.

Viewpoint Representation

Spring Lane crossing Clark Beck travelling westwards.

Views from the area about Clark Beck on Spring Lane would include any development on the allocation site and existing views beyond the site would be lost.

Visual Receptors

Visual receptors are users of Spring Lane travelling west and pedestrians emerging from the PROW to the south of the Clark Beck road crossing. This PROW (footpath 15/54/81/1) is identified in the Pannal Conservation Area Appraisal as a Strategic Pedestrian Route.

Magnitude of Change

The available views of open countryside to the north of Spring Lane would be replaced with housing were the allocation to be developed. The relationship of the settlement of Burn Bridge with the rural context would be diminished in the views, as would the perception of the setting of the Conservation Area as experienced by both pedestrians on the Strategic Pedestrian Route and for road users leaving the conservation area.

The magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being major adverse.



5.

2.5.6 Viewpoint 6



Viewpoint Representation

From this viewpoint, footpath 15.54/76/2 on the east edge of the Pannal Conservation Area, development of the allocation site would be seen to occupy the field in front of the housing on Spring Lane and also the field in front of the Methodist Chapel and the farm on Yew Tree Lane.

Visual Receptors

Visual receptors are recreational users of the footpath which is identified as a Strategic Pedestrian Route in the Pannal Conservation Area Appraisal, and views from this area are recorded in the document as Key Views.

Views are also available from the highway and from adjacent dwellings (as seen in the photograph for Viewpoint 3).

Magnitude of Change

In this view the existing strong boundary of the SLA with the built-up area along Spring Lane is evident. The falling landform towards Clark Beck would result in a new edge to the developed area which would be seen below the viewpoint.

In this view any boundary to the proposed allocation site would appear weak and not capable of effective landscape mitigation.

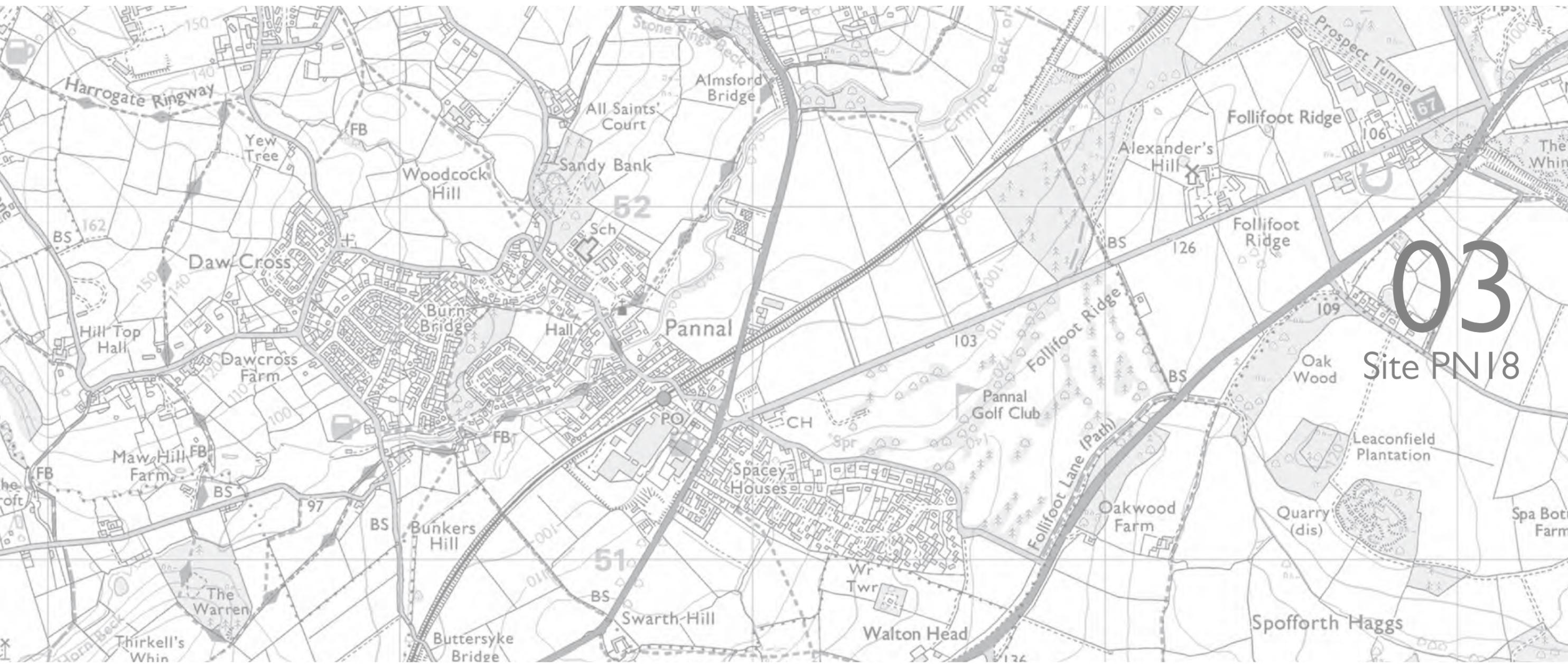
The magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.

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03

Site PN18

3.1 SITE PN18

The proposed allocation is for employment use and is situated to the south of Harrogate and east of the A61. The A61 forms the western boundary of the site which comes to a blunt point to the south against the site of an existing Mercedes garage and sales area. The eastern boundary of the proposed allocation is formed by the Leeds / York railway line. The north and north east boundary is marked by a public right of way (PROW No. 15.54/79/1) and the northern part of this boundary is delineated by the River Crimple.

The allocation site forms part of the broad valley bottom to the Crimple Valley and is used for arable production. The site contributes to a broad sweep of open countryside which contributes to a clear separation of Pannal from Harrogate. Views across the site from the A61 include the Grade II* listed railway viaduct which crosses the valley and provides an intermediate horizon in views northwards.

Landscape character is defined as a distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. Patterns in the landscape including vegetation cover, land use, connectivity, heritage and cultural associations, activity or tranquillity, and which combine together to create landscape character.

During the site visit, the landscape of the site and wider study area were appraised in relation to the established Local (District) Landscape Character Areas.

3.2 DISTRICT CHARACTER AREA (DCA)

The site lies primarily within District Landscape Character Area 58: *Middle Crimple Valley* as defined by Harrogate Borough Council [4a].

Key Characteristics of Character Area 58, of relevance to the application site, and Character Area Assessment details are as follows:

Character Area 58: Middle Crimple Valley

- V-shaped valley of Crimple Beck rising between 75m AOD to approximately 120m AOD.
- Mixed land use mainly improved grassland managed in medium-sized rectilinear parliamentary enclosure fields.
- The urban edge of south Harrogate and the eastern edge of Pannal are influences on the boundary of the area.
- Railway lines (in use and dismantled) and their viaducts crossing the valley are prominent features.

Sensitivities & Pressures

- This area plays an important role in separating Harrogate and Pannal and is sensitive to development which would result in coalescence. The capacity of this area to accept change which would not result in coalescence is limited.
- Development pressure exists due to the proximity of Harrogate and the accessibility of the area from the southern bypass (A658), the A61 and A661 and exclusion of the area from the Green Belt. Rural character is sensitive to urban edge as evident at the Great Yorkshire Showground.
- Features of historic importance and interest are sensitive to a change in setting e.g. the two viaducts, Fulwith Mill Farm and the setting of Rudding Park.

Guidelines

Aim: To protect the character of the area and its role in separating Harrogate from Pannal and provision of a rural setting to the urban edge.

- All development proposals in this area must fully assess impacts upon the landscape character and wildlife habitats of Crimple Valley and Stone Rings Beck and their role in providing a rural setting to, and separation between, Harrogate and Pannal.
- Key views require protection. Development which could affect views should be resisted.

Aim: To reinforce landscape pattern.

- Promote the enhancement of the footpath network and its contribution to landscape pattern and appreciation.

Aim: Protect historic features and their setting important to the fabric of the landscape.

- Development proposals must not adversely impact upon the setting of Rudding Park and other historic features in the area.
- Protect views of the viaducts which are important features in the valley.
- Protect the setting of vernacular buildings in the valley.

The site conforms to the identified qualities of the District Character Area: 58.

To the east the listed viaduct forms a prominent and recognisable feature within the landscape. Views of the viaduct are available across the site from the A61, Leeds Road where this historic asset contributes to the setting of Harrogate on the approach from the south. The undeveloped land on either side of the A61 provides separation between Pannal and Harrogate whilst travelling through the landscape on both road and Public Right of Way networks. There are extensive views across the proposed allocation site from the A61, the footpath on the eastern and northern boundary and from the highway on Follifoot Ridge to the south east, in this context an appreciation of the landscape character of the area is easily gained for a large number of road and footway users.

3.3 EFFECTS ON LANDSCAPE CHARACTER

The potential magnitude of change brought about by the proposed allocation is measured against the District Character Area 58: Middle Crimple Valley and against site assessment.

A very important contribution this site makes to the SLA is the openness of views along the valley bottom and the composition provided by the elegant railway viaduct crossing between the well-wooded valley sides. Both these features providing visual emphasis to the other within the landscape. This view is significant in providing a unique sense of place and is a major contributor to the identification of the edge of Harrogate for the large number of road users travelling from the south.

The openness of views along the tree fringed valley bottom to the viaduct is also a key element of the landscape character of this area. The landscape is seen to have a clear and distinct character and as such provides separation from the more urban character of Harrogate to the north and Pannal / Spacey Houses to the south.

The allocation and development of this landscape would not only reduce the extent of the key features of the Character Area 58 but would severely diminish the landscape setting of both Harrogate and also Pannal. This change of perception would be appreciated by high volumes of road users on the A61 and from other roads within the wider SLA, and also from dwellings in the wider area and for users of the extensive network of recreational footpaths in the local area.

The sensitivity of the above landscape character areas, and the magnitude of change they will experience as a result of the proposed development are summarised below:

Receptor	Sensitivity of Receptor	Magnitude of Change	Significance of Effects on Landscape Character
District Character Area 58: Middle Crimple Valley (including Special Landscape Area)	HIGH	HIGH	MAJOR ADVERSE

The potential effects of this proposed allocation on landscape character have also been assessed by landscape architects from HBC and recorded within the *Built and Natural Environment Site Assessments: New Sites 2017*.

The authors found the landscape character of the proposed allocation site consistent with the wider SLA of which it is a part and the conclusion of their assessment is reproduced in full as follows.

Conclusion	
Will it contribute to local distinctiveness and countryside character? (Only applies to sites in Conservation Areas).	
Rationale	Rating
Site is not within a Conservation Area.	n/a
Will it conserve those elements which contribute towards the significance of designated and non-designated heritage assets?	
Rationale	Rating
Development is likely to result in harm to elements which contribute to the significance of a heritage asset and the harm is not capable of mitigation.	Red
Will it ensure high design quality which supports local distinctiveness?	
Rationale	Rating
The nature of the site means that built development will have a negative impact on local distinctiveness.	Red
Summary conclusion	<p>Site boundary unacceptable as proposed, a smaller site could accommodate some development without harmful impacts. Setting of listed Crimple Valley Viaduct would potentially be compromised by development on the site. Vista into and out of the settlement would potentially be compromised. In the same vein, the character of this important and well-used stretch of the Ringway footpath would be significantly altered. Open land that contributes to the setting of Harrogate and the high quality landscape of the Crimple Valley.</p> <p>Very minor development of the area where existing buildings are located may be possible (subject to design, scale, layout, massing etc.) at the southern end of the site, adjacent to road and to the Mercedes-Benz car showroom, ATS tyres and BP garage.</p> <p>Harmful impact on the setting of designated and non-designated heritage assets, particularly the landscape setting of the grade II* listed Crimple Valley Viaduct. Harm caused by the introduction of development into this attractive rural edge to Harrogate and important landscape area. Harm caused by the proposed scale of development on this edge of settlement site.</p>

PN18 Assessment extract from *Built and Natural Environment Site Assessments: New Sites 2017*.

This conclusion accords with our own assessment in that this is a highly sensitive landscape of great local value where there would not be landscape capacity to accommodate the proposed allocation and that impacts would not be capable of mitigation.

3.4 RELATIONSHIP OF PROPOSED ALLOCATION PN18 WITH EMERGING POLICY AND NPPF.

The development of PN18 would extend the existing commercial development along the road and enclose the existing view. Views across the Special Landscape Area within the Crimple Valley, including the Crimple Valley Viaduct to the north east would be no longer available, which would alter the perception of Harrogate's setting within the landscape. The important qualities identified within the Harrogate Landscape Character Assessment and its function as an essential green "rural setting" separating Harrogate from the village of Pannal would be reduced together with the important view of the heritage asset.

The development of housing on PN19 would contribute to the perceived visual coalescence of Pannal and Harrogate to the north west when viewed by receptors using the A61.

The resulting damage to landscape character within the Special Landscape Area is contrary to the Draft Policy NE4 within Harrogate District Local Plan which states that development is required to *avoid significant loss of key characteristics that contribute to the quality of the Special Landscape Area and the setting of Harrogate ...* The development would also be detrimental to the appearance of the urban fringe.

3.4.1 The Special Landscape Area

Proposed Policy NE4 : Landscape Character, identifies this area as part of the Crimple Valley Special Landscape Area (SLA). The proposed allocation PN18 would be within the SLA as the emerging local plan does not contain any proposal to remove this area from the SLA.

Policy NE4: Landscape Character

'Locally Valued Landscapes: Outside of those landscapes protected by national landscape designations, the impact of development proposals on the Special Landscape Areas, will be carefully considered.

The Special Landscape Areas are valued locally for their high quality landscape and their importance to the settings of Harrogate, Knaresborough and Ripon. The designation reinforces the importance of these landscapes and their high sensitivity to inappropriate development which would adversely impact on the quality of the area designated. Development proposals within these areas are required to meet the following criteria:

F. Avoid significant loss of key characteristics that contribute to the quality of the Special Landscape Area and the setting of Harrogate, Knaresborough and Ripon.

G. Ensure that development proposals are linked to existing settlements and are designed to integrate the urban edge with the countryside and where appropriate to enhance the appearance of the urban fringe.

The allocation of PN18 would conflict with both F. and G. above, in that the allocation would result in the direct loss of part of the SLA and impact adversely upon the landscape character of those areas of the SLA beyond the allocation and upon the perception of the SLA from the adjacent settlements and for travellers within the area. The open views across and along the valley are defining attributes of the landscape character of the area and were these views to be impeded by built form there is no potential therefore for mitigation or enhancement.

The Special Landscape Area (SLA) designation currently applicable (Draft Policy NE4: Landscape character) identifies the significance of this area as: *"...valued locally for their high quality landscapes and their importance to the settings of Harrogate, Knaresborough and Ripon..."*. The Local Planning Authority (LPA) reviewed the SLA designation in 2011, updated in 2016 and confirmed the designation in this area. No revised assessment of the SLA, or of those parts that would remain were these designations to be confirmed, has been presented to allow any scrutiny of the process by which the SLA could be redefined.

The SLA is also to be considered a valued landscape in terms of the National Planning Policy Framework (NPPF 109). In a recent appeal decision of 6th September 2017 (Appeal ref APP/E2734/W/16/3160792, Cornwall Road, Harrogate) the inspector noted in his decision (Para.36) *"...the simple fact of SLA designation is evidence of value having been placed on its qualities in a formal, documented and spatially defined sense."*

Paragraph 109 of the NPPF states that *"the planning system should contribute to and enhance the natural and local environment by: protecting and enhancing valued landscapes, geological conservation interests and soils;..."*. An allocation of PN178 would not only have a direct effect on the area allocated, but would importantly change the contribution of these areas to the wider designated landscape, and would diminish the quality of the landscape character of those remaining parts of the Special landscape Area and be in conflict with the NPPF.

Proposed policy GS3: Development Limits, identifies criteria where development outside development limits could be supported, and include the following.

C. It would not result in coalescence with a neighbouring settlement.



D. It would not have a significant adverse impact on the character and appearance of the surrounding countryside or heritage assets.

The exceptions to the presumption against development beyond proposed development limits as expressed in this policy would apply to PN18.

Coalescence can be a direct physical effect of built form joining across a previous undeveloped area and removing any gap that had previously distinguished the pattern of built form into discernible areas, or settlements. It is also the case that coalescence is perceived to occur when the effect of development is to diminish the apparent effectiveness of landscape gaps between settlements for people using or viewing the landscape areas. In such cases the loss of opportunity to appreciate the extent of open country between settlements will result in the diminution of perception of such a gap and an impression that development is in closer proximity to other developed areas such that they can be thought to coalesce.

The SLA forms an open area of countryside between Pannal and the outskirts of Harrogate and can be experienced as such by a high volume of users in views from the A61, in addition to users of PROW and from other vantage points in the wider landscape, and would reduce the perception of the gap between this settlement and Harrogate to the North.

The allocation proposed would reduce the effectiveness of the SLA in preventing the perception of coalescence of built form. Part D of proposed Policy GS3 reflects the objectives of Policy NE4 with respect to landscape character and visual amenity and also references heritage assets. In so far as the policy would not support the allocation with respect to harm to landscape character and visual amenity the assessment made with respect to conflict with Policy NE4, would also apply in this case.

This policy, which seeks to avoid adverse impacts to the character and appearance of heritage assets accords with the need to consider the contribution of the setting of heritage assets as referenced by paragraph 128 of the National Planning Policy Framework.

The proposed allocation site does not directly abut the Grade II* listed viaduct, however the Character Area Appraisal notes the value to the landscape character of the area arising from views of this heritage asset. These views would be lost in the viewpoints from the approach to Harrogate from the south. In other viewpoints from the other areas of this part of the SLA the allocation site would if developed extensively change the appreciation of the landscape setting of the viaduct where the valley over which it crosses would be lost to view beneath the built form of the proposed employment uses.

This assessment is supported by the conservation officer's assessment from HBC and recorded within the Built and Natural Environment Site Assessments: New Sites 2017; the conclusion of their assessment is reproduced in full below.

Will there be the opportunity for development to contribute to distinctiveness and countryside character?	
Rationale	Rating
Sensitivity Rating: High – key distinctive characteristics are very vulnerable to change; typically a high valued landscape where landscape conditions is very good and where detracting features or major infrastructure is not present or where present has limited influence on the landscape resulting in a higher susceptibility to change.	Red
Capacity Rating: Medium – the area is able to accommodate some development of the type and scale proposed with some adverse impacts on landscape and visual amenity that may only be mitigated in part. Opportunities for enhancement are limited.	Yellow
Capacity Rating: Low – the area has very limited or no capacity to accommodate the type and scale of the development proposed and there are few if any opportunities for appropriate mitigation.	Red
Will it increase the quality and quantity of tree or woodland cover?	
Will it make use of opportunities wherever possible to enhance the environment as part of other initiatives?	

Rationale	Rating
Development is likely to result in the loss of ancient woodland, aged or veteran trees and/or trees protected by a TPO.	Red
Summary conclusion	The extent of the proposed site would have a significant impact on landscape character and the special qualities of the SLA which is a highly valued landscape. The southern part of the site is in PN14 and the development of this are while detrimental to landscape character offers greater opportunities for mitigation and would maintain a significant proportion of the green infrastructure of the Crimple Beck corridor.

PN18 Assessment extract from *Built and Natural Environment Site Assessments: New Sites 2017*.

Draft policy HP2 Heritage Assets of the emerging local plan and Paragraph 17 and 129 of the NPPF recognises the importance of the setting of heritage assets and planning authorities are required by Para. 129 of the NPPF to consider the setting of a heritage asset in considering the significance of any asset that may be affected by a proposal.

Para. 17 of the NPPF deals with Core Planning Principles and includes “conserve heritage assets in a manner appropriate to their significance, so they can be enjoyed for their contribution to the quality of life for this and future generations.” The allocation of PN17 has been identified as having the potential to adversely affect the landscape setting of the Pannal Conservation Area and would be in conflict with both emerging HBC policies and with the NPPF.

3.5 EFFECTS ON VISUAL AMENITY

3.5.1 Viewpoint Selection

Viewpoints were selected to provide typical representation of views from publicly accessible areas in the surrounding landscape from where the development of the proposed allocation is anticipated to be seen.

View point locations are shown in *Figure 3* and *Table 3.1* below.

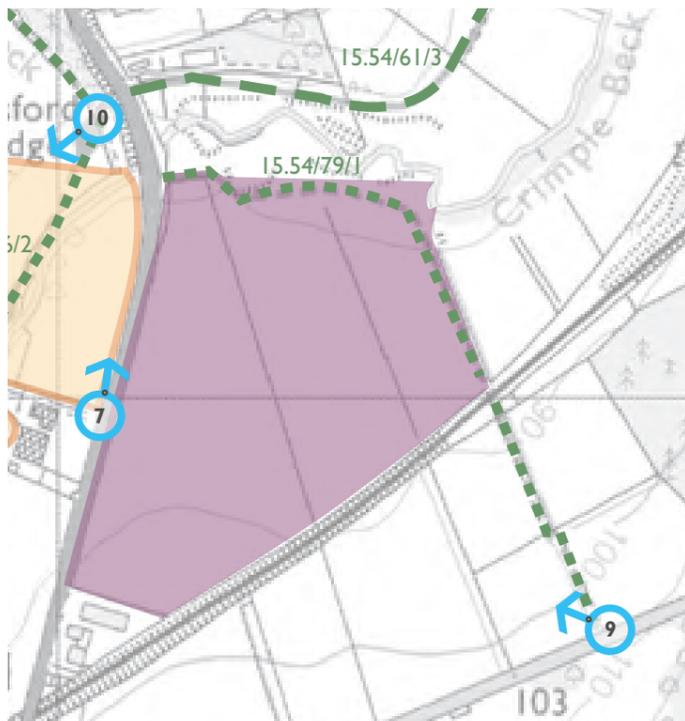
All the identified viewpoints are from within the designated Special Landscape Area (SLA), or from the adjacent areas looking over the SLA.

In accordance with best practice, these receptors are recorded as being of high sensitivity to change.

Table 3.1 Viewpoint Location Table

Viewpoint No.	Viewpoint Location
7	Footpath 15.54/135/1 - north side of valley
9	Footpath 15.54/76/2 - north side of valley, lower slope

3.5.2 Viewpoint 7



Viewpoint Representation

The viewpoint is located on the A61, The Carr Leeds Road, and looks along the road in a north east direction towards the housing allocation site, PN19, and employment allocation, PN18.

Visual Receptors

Visual receptors are users of the main road travelling between Pannal and Harrogate.

Existing Conditions

The A61 is a main road linking Pannal, to the south, to Harrogate in the north. The lower Crimple Valley separates the settlements and is designated as a Special Landscape Area within local planning policy. Although the road has an urban influence on the landscape character, views extend across fields and wooded valley sides with the Crimple Valley Viaduct providing a key feature within the scene.

The sensitivity of the landscape is assessed as high and development would constitute magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.

3.5.3 Viewpoint 9



Viewpoint Representation

The viewpoint is located on footpath 15.54/79/1 just off Follifoot Road and looks north west towards Sandy Bank and All Saints' Court.

Visual Receptors

Visual receptors are users of the Public Right of Way and Follifoot Road.

Existing Conditions

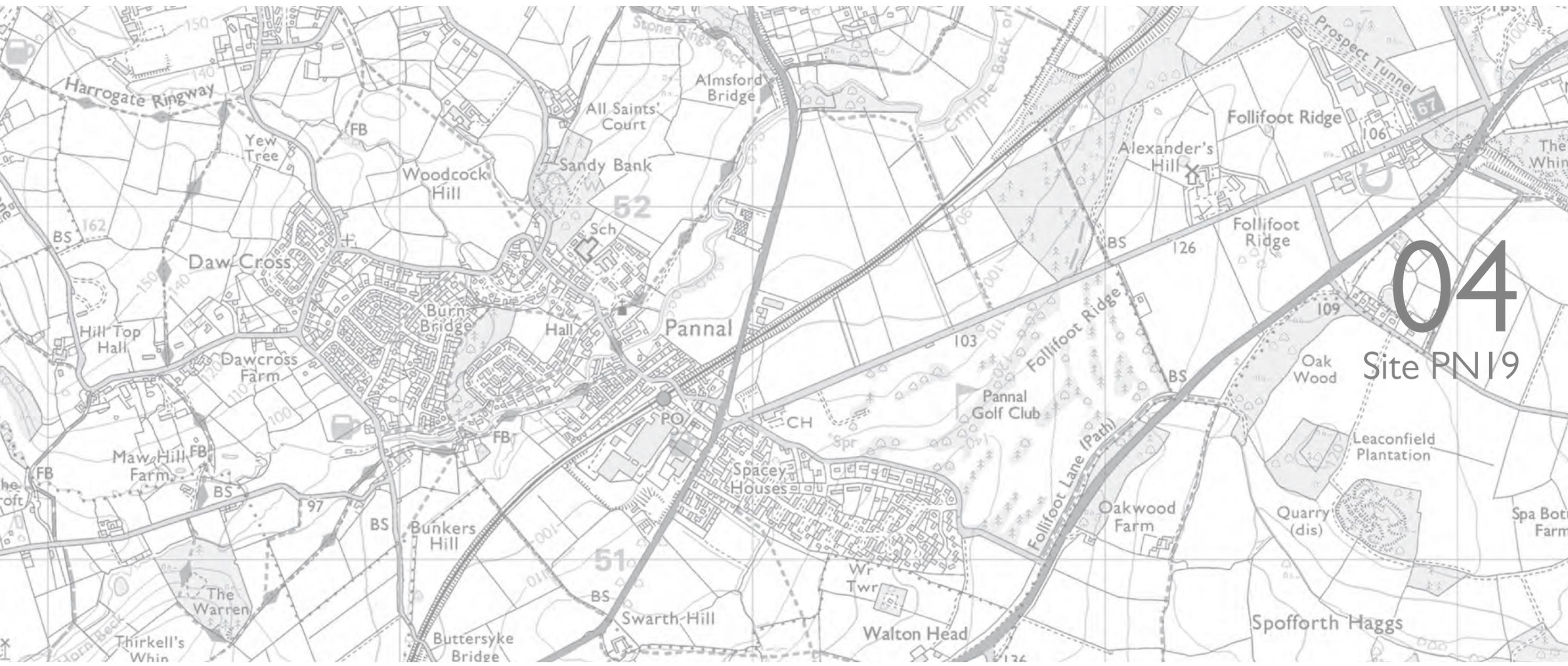
The footpath travels through part of the Lower Crimple Valley and Special Landscape Area through land which is rural in character. The wooded valley sides assist in integrating the built form associated with Harrogate's urban fringe.

The sensitivity of the landscape is assessed as high and development would constitute magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.



04

Site PN19

4.1 SITE PN19

The proposed allocation is situated to the south of Harrogate, east of the A61 and immediately north of Pannal Village. It forms part of a pastoral landscape that separates the northern edge of Burn Bridge and Pannal with the southern urban edge of Harrogate.

Landscape character is defined as a distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. Patterns in the landscape including vegetation cover, land use, connectivity, heritage and cultural associations, activity or tranquillity, and which combine together to create landscape character.

During the site visit, the landscape of the site and wider study area were appraised in relation to the established Local (District) Landscape Character Areas.

4.2 DISTRICT CHARACTER AREA (DCA)

The site generally lies within District Landscape Character Area 58: *Middle Crimple Valley* as defined by Harrogate Borough Council [4a].

Key Characteristics of Character Area 58, of relevance to the application site, and Character Area Assessment details are as follows:

Character Area 58: Middle Crimple Valley

- *V-shaped valley of Crimple Beck rising between 75m AOD to approximately 120m AOD.*
- *Mixed land use mainly improved grassland managed in medium-sized rectilinear parliamentary enclosure fields.*
- *The urban edge of south Harrogate and the eastern edge of Pannal are influences on the boundary of the area.*
- *Railway lines (in use and dismantled) and their viaducts crossing the valley are prominent features.*

Sensitivities & Pressures

- *This area plays an important role in separating Harrogate and Pannal and is sensitive to development which would result in coalescence. The capacity of this area to accept change which would not result in coalescence is limited.*
- *Development pressure exists due to the proximity of Harrogate and the accessibility of the area from the southern bypass (A658), the A61 and A661 and exclusion of the area from the Green Belt. Rural character is sensitive to urban edge as evident at the Great Yorkshire Showground.*
- *Features of historic importance and interest are sensitive to a change in setting e.g. the two viaducts, Fulwith Mill Farm and the setting of Rudding Park.*

Guidelines

Aim: To protect the character of the area and its role in separating Harrogate from Pannal and provision of a rural setting to the urban edge.

- *Development proposals must not adversely impact upon the setting of Rudding Park and other historic features in the area.*
- *Protect views of the viaducts which are important features in the valley.*
- *Protect the setting of vernacular buildings in the valley.*

The site conforms to the identified qualities of the District Character Area: 58 and forms part of a rural landscape separating the fringe of Harrogate from the village of Pannal.

The proposed allocation site comprises the valley sides of the River Crimple and is clearly seen in views from within the valley and especially from the A61 to the west. Trees along the river contribute little screening of these views during the winter months.

4.3 EFFECTS ON LANDSCAPE CHARACTER

The magnitude of change brought about by the proposal is measured against the District Character Area 58: Middle Crimple Valley and against site assessment.

A particular and valuable landscape quality of the proposed allocation site is the contribution it makes to a rural landscape distinct from the built form of Harrogate to the north and Pannal / Spacey Houses to the south.

The rising ground to either side of the River Crimple make the contribution of this site to the rural landscape character of the area easily perceptible to receptors within the Conservation Area, and also in views from the public rights of way within the wider landscape and those on the edge of the village.

The allocation and development of this landscape would not only reduce the extent of the key features of the Character Area 58 but would diminish the landscape setting of the village and Conservation Area and the perception of a distinct and rural landscape on the edge of the village. This change of perception would be appreciated from the settlement, from roads on the edge of the settlement and within the wider SLA, and also from dwellings in the wider area and for users of the extensive network of recreational footpaths in the local area.

The sensitivity of the above landscape character areas, and the magnitude of change they will experience as a result of the proposed development are summarised below:

Receptor	Sensitivity of Receptor	Magnitude of Change	Significance of Effects on Landscape Character
District Character Area 58: Middle Crimple Valley (including Special Landscape Area)	HIGH	HIGH	MAJOR ADVERSE

The potential effects of this proposed allocation on landscape character have also been assessed by landscape architects from HBC and recorded within the *Built and Natural Environment Site Assessments: New Sites 2017*.

The authors found the landscape character of the proposed allocation site consistent with the wider SLA of which it is a part and the conclusion of their assessment is reproduced in full as follows.

This conclusion accords with our own assessment in that there would not be landscape capacity to accommodate the proposed allocation and that impacts would not be capable of mitigation.

Conclusion

Will there be the opportunity for development to contribute to distinctiveness and countryside character?

Rationale	Rating
Sensitivity Rating: High – key distinctive characteristics are very vulnerable to change; typically a high valued landscape where landscape conditions is very good and where detracting features or major infrastructure is not present or where present has limited influence on the landscape resulting in a higher susceptibility to change.	Red
Capacity Rating: Medium – the area is able to accommodate some development of the type and scale proposed with some adverse impacts on landscape and visual amenity that may only be mitigated in part. Opportunities for enhancement are limited.	Yellow
Capacity Rating: Low – the area has very limited or no capacity to accommodate the type and scale of the development proposed and there are few if any opportunities for appropriate mitigation.	Red

Will it increase the quality and quantity of tree or woodland cover?

Will it make use of opportunities wherever possible to enhance the environment as part of other initiatives?

Rationale	Rating
Development is likely to result in the loss of ancient woodland, aged or veteran trees and/or trees protected by a TPO.	Red
Summary conclusion	The extent of the proposed site would have a significant impact on landscape character and the special qualities of the SLA which is a highly valued landscape. The southern part of the site is in PN14 and the development of this are while detrimental to landscape character offers greater opportunities for mitigation and would maintain a significant proportion of the green infrastructure of the Crimple Beck corridor.

PN19 Assessment extract from *Built and Natural Environment Site Assessments: New Sites 2017*.

4.4 RELATIONSHIP OF PROPOSED ALLOCATION PN19 WITH EMERGING POLICY AND NPPF.

The development of PN19 would extend areas of housing from the village of Pannal north east along the Crimple Valley. The allocation is contiguous with the Pannal Conservation Area where it defines the edge of the site of St. Robert’s Church. The allocation would occupy rising ground on the west bank of the Crimple Valley and at its northern end would form a boundary against the A61. Views across the Special Landscape Area within the Crimple Valley, would include the allocation visible across the valley side which would alter the perception of Harrogate’s setting within the landscape and relationship to Pannal. The important qualities identified within the Harrogate Landscape Character Assessment and its function as an essential green “rural setting” separating Harrogate from the village of Pannal would be significantly reduced.

The Harrogate Ringway, a recreational PROW (15.54/126/2) runs from St. Robert’s Church along Crimple Beck for the whole length of the proposed allocation within a rural context which would be impacted upon for the whole extent of the allocation.

The proposed employment allocation on the opposite side of the A61 at PN18 would contribute to the perceived visual coalescence of Pannal and Harrogate to the north west when viewed by receptors using the A61 and from the wider landscape..

The resulting damage to landscape character within the Special Landscape Area is contrary to the Draft Policy NE4 within Harrogate District Local Plan which states that development is required to *avoid significant loss of key characteristics that contribute to the quality of the Special Landscape Area and the setting of Harrogate ...* The development would also be detrimental to the appearance of the urban fringe.

4.4.1 The Special Landscape Area

Proposed Policy NE4 : Landscape Character, identifies this area as part of the Crimple Valley Special Landscape Area (SLA). The proposed allocation PN19 would be within the SLA as the emerging local plan does not contain any proposal to remove this area from the SLA, neither does the emerging policy GS3: Development Limits include any proposal to include the proposed allocation within the development limits of the adjacent built-up area.

Policy NE4: Landscape Character

‘Locally Valued Landscapes: Outside of those landscapes protected by national landscape designations, the impact of development proposals on the Special Landscape Areas, will be carefully considered.

The Special Landscape Areas are valued locally for their high quality landscape and their importance to the settings of Harrogate, Knaresborough and Ripon. The designation reinforces the importance of these landscapes and their high sensitivity to inappropriate development which would adversely impact on the quality of the area designated. Development proposals within these areas are required

to meet the following criteria:

F. Avoid significant loss of key characteristics that contribute to the quality of the Special Landscape Area and the setting of Harrogate, Knaresborough and Ripon.

G. Ensure that development proposals are linked to existing settlements and are designed to integrate the urban edge with the countryside and where appropriate to enhance the appearance of the urban fringe.

The allocation of PN19 would conflict with both F. and G. above, in that the allocation would result in the direct loss of part of the SLA and impact adversely upon the landscape character of those areas of the SLA beyond the allocation and upon the perception of the SLA from the adjacent settlements. The existing edge of the SLA to Pannal is clearly defined with established hedges and includes a transition from the built form to the rural landscape achieved through areas in use as school grounds and the churchyard.. These boundaries are satisfactory in defining the SLA and there is no potential therefore for enhancement.

The Special Landscape Area (SLA) designation currently applicable (Draft Policy NE4: Landscape character) identifies the significance of this area as: *“...valued locally for their high quality landscapes and their importance to the settings of Harrogate, Knaresborough and Ripon...”*. The Local Planning Authority (LPA) reviewed the SLA designation in 2011, updated in 2016 and confirmed the designation in this area. No revised assessment of the SLA, or of those parts that would remain were these designations to be confirmed, has been presented to allow any scrutiny of the process by which the SLA could be redefined.

The SLA is also to be considered a valued landscape in terms of the National Planning Policy Framework (NPPF 109). In a recent appeal decision of 6th September 2017 (Appeal ref APP/E2734/W/16/3160792, Cornwall Road, Harrogate) the inspector noted in his decision (Para.36) *“...the simple fact of SLA designation is evidence of value having been placed on its qualities in a formal, documented and spatially defined sense.”*

Paragraph 109 of the NPPF states that *“the planning system should contribute to and enhance the natural and local environment by: protecting and enhancing valued landscapes, geological conservation interests and soils;...”*. An allocation of PN17 would not only have a direct effect on the area allocated, but would importantly change the contribution of these areas to the wider designated landscape, and would diminish the quality of the landscape character of those remaining parts of the Special landscape Area and be in conflict with the NPPF.

4.4.2 Development Limits and Heritage Assets

Proposed policy GS3: Development Limits, identifies criteria where development outside development limits could be supported, and include the following.

C. It would not result in coalescence with a neighbouring settlement.

D. It would not have a significant adverse impact on the character and appearance of the surrounding countryside or heritage assets.

The exceptions to the presumption against development beyond proposed development limits as expressed in this policy would apply to PN19.

Coalescence can be a direct physical effect of built form joining across a previous undeveloped area and removing any gap that had previously distinguished the pattern of built form into discernible areas, or settlements. It is also the case that coalescence is perceived to occur when the effect of development is to diminish the apparent effectiveness of landscape gaps between settlements for people using or viewing the landscape areas. In such cases the loss of opportunity to appreciate the extent of open country between settlements will result in the diminution of perception of such a gap and an impression that development is in closer proximity to other developed areas such that they can be thought to coalesce.

The SLA forms an open area of countryside between Pannal and the outskirts of Harrogate and can be experienced as such from the surrounding countryside with an extensive system of public rights of way (see map at Figure 2) and from the A61 for travellers approaching and leaving Harrogate. Development of this allocation would substantially reduce the perception of the gap between this settlement and Harrogate to the North.



The allocation proposed would reduce the effectiveness of the SLA in preventing the perception of coalescence of built form. Part D of proposed Policy GS3 reflects the objectives of Policy NE4 with respect to landscape character and visual amenity and also references heritage assets. In so far as the policy would not support the allocation with respect to harm to landscape character and visual amenity the assessment made with respect to conflict with Policy NE4, would also apply in this case.

The proposed allocation site directly abuts the Pannal Conservation Area adjacent to the Grade II* Listed St. Robert's Church and would be approached from and to the Conservation Area on a PROW identified as a Strategic Pedestrian Route in the Conservation Area Character Appraisal. The impact of development of an allocation upon landscape character and the setting of these heritage assets from views leaving and approaching the Conservation Area would be major and adverse.

The adverse impacts upon views from and to the Conservation Area, and adverse impacts on the setting of the Listed Building as a result in significant adverse impacts upon landscape character, will impact on the perception of the setting of the Conservation Area for residents and all those entering or leaving the Conservation Area using the Strategic Pedestrian Route.

This assessment is supported by the conservation officer's assessment from HBC and recorded within the Built and Natural Environment Site Assessments: New Sites 2017; the conclusion of their assessment is reproduced in full below.

Conclusion	
Will it contribute to local distinctiveness and countryside character? (Only applies to sites in Conservation Areas).	
Rationale	Rating
Site is not within a Conservation Area.	n/a
Will it conserve those elements which contribute towards the significance of designated and non-designated heritage assets?	
Rationale	Rating
Development is likely to result in harm to elements which contribute to the significance of a heritage asset and the harm is not capable of mitigation.	Red
Will it ensure high design quality which supports local distinctiveness?	
Rationale	Rating
The nature of the site means that built development will have a negative impact on local distinctiveness.	Red

PN19 Assessment extract from *Built and Natural Environment Site Assessments: New Sites 2017*.

Draft policy HP2 Heritage Assets of the emerging local plan and Paragraph 17 and 129 of the NPPF recognises the importance of the setting of heritage assets and planning authorities are required by Para. 129 of the NPPF to consider the setting of a heritage asset in considering the significance of any asset that may be affected by a proposal.

Para. 17 of the NPPF deals with Core Planning Principles and includes “conserve heritage assets in a manner appropriate to their significance, so they can be enjoyed for their contribution to the quality of life for this and future generations.” The allocation of PN19 has been identified as having the potential to adversely affect the landscape setting of the Pannal Conservation Area and the Grade II* Listed Church and would be in conflict with both emerging HBC policies and with the NPPF.

4.5 EFFECTS ON VISUAL AMENITY

4.5.1 Viewpoint Selection

Viewpoints were selected to provide typical representation of views from publicly accessible areas in the surrounding landscape from where the development of the proposed allocation is anticipated to be seen.

View point locations are shown in *Figure 3* and *Table 4.1* below.

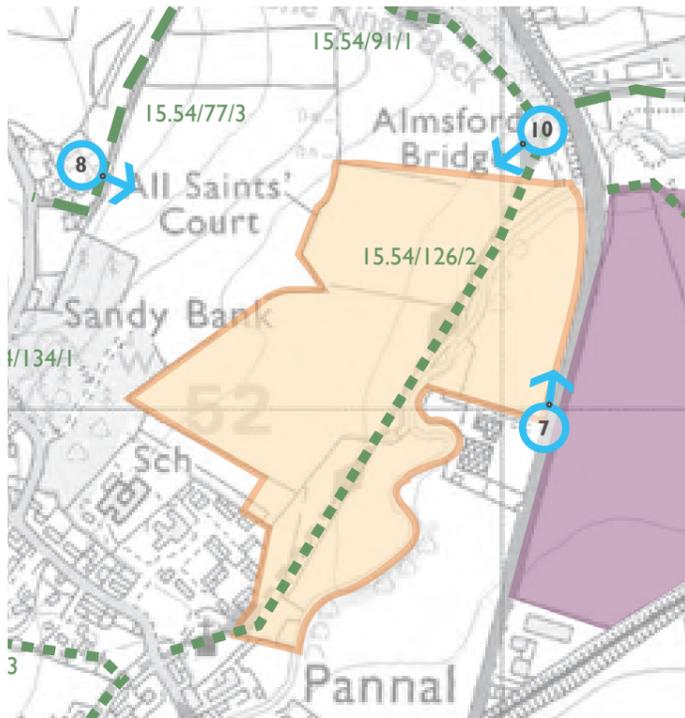
All the identified viewpoints are from within the designated Special Landscape Area (SLA), or from the adjacent areas looking over the SLA.

In accordance with best practice, these receptors are recorded as being of high sensitivity to change.

Table 3.1 Viewpoint Location Table

Viewpoint No.	Viewpoint Location
7	Footpath 15.54/135/1 - north side of valley
8	
10	Footpath 15.54/76/2 - north side of valley, lower slope

4.5.1 Viewpoint 7



Viewpoint Representation

The viewpoint is located on the A61, The Carr Leeds Road, and looks along the road in a north east direction towards the housing allocation site, PN19, and employment allocation, PN18.

Visual Receptors

Visual receptors are users of the main road travelling between Pannal and Harrogate.

Existing Conditions

The A61 is a main road linking Pannal, to the south, to Harrogate in the north. The lower Crimple Valley separates the settlements and is designated as a Special Landscape Area within local planning policy. Although the road has an urban influence on the landscape character; views extend across fields and wooded valley sides with the Crimple Valley Viaduct providing a key feature within the scene.

The sensitivity of the landscape is assessed as high and development would constitute magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.

4.5.2 Viewpoint 8



Viewpoint Representation

The viewpoint is located on bridleway 15.54/77/3 to the south east of All Saints' Court on elevated ground on the western slopes of the Crimple Valley.

Visual Receptors

Visual receptors are users of the Public Right of Way.

Existing Conditions

The bridleway connects Pannal at All Saints' Court with the Harrogate Ringway and Stone Rings Beck to the south of Harrogate. Views from the Bridleway extend eastwards across the Crimple Valley towards the Rudding Estate and Follifoot Ridge. The view is rural in character with little appreciation of some of the urban features including the A61, garden centre, and car garage located in the bottom of the valley.

Development would significantly impact the rural nature of the view and introduce both housing and commercial development along the valley floor introducing new elements into the scene which are not characteristic within the Lower Crimple Valley Landscape Character Type.

The sensitivity of the landscape is assessed as high and development would constitute magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.

4.5.3 Viewpoint 10



Viewpoint Representation

The viewpoint is located on footpath 15.54/126/2 just off Almsford Bridge. This section of footpath forms part of the Harrogate Ringway, a long distance recreational route encircling Harrogate.

Visual Receptors

Visual receptors are users of the Public Right of Way.

Existing Conditions

The footpath travels through part of the Lower Crimple Valley and Special Landscape Area

The sensitivity of the landscape is assessed as high and development would constitute magnitude of change is considered to be HIGH and the nature of the visual effect ADVERSE.

Significance of Visual Effects

- The sensitivity of the visual receptors at this viewpoint is assessed as being *high*.
- The anticipated magnitude of visual change, as perceived at this viewpoint, is assessed as *high*.
- The nature of the visual effects is considered to be *adverse*.

The overall significance of the visual effects is therefore assessed as being **major adverse**.

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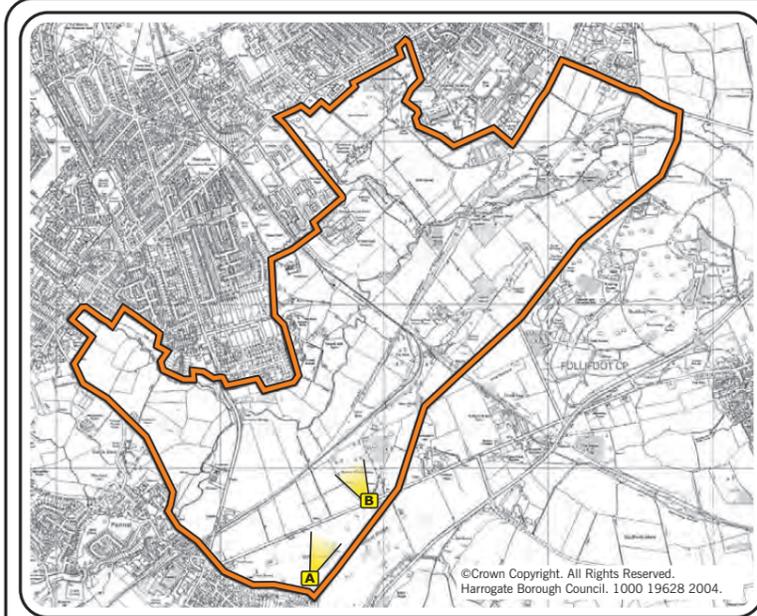
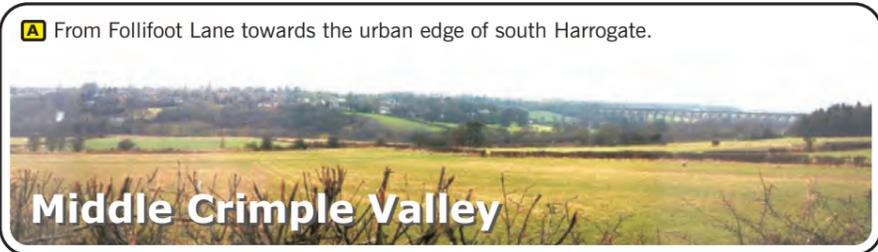
SF2770 PNI7, PNI8 AND PNI9, PANNAL

APPENDIX - LANDSCAPE COMMENTARY ON PROPOSED ALLOCATIONS |Rev A - March 2018 | For Planning

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AREA
58
Approved
Feb 2004



HARROGATE DISTRICT
Landscape Character Assessment

— Area boundary* N Not to Scale
 Camera location & direction

* NB Due to the nature of landform, surface treatment and soil/geology composition Character area boundaries cannot be delineated precisely and should be considered "transitional".

Location in Harrogate District

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Description

This is a diverse, well-wooded valley landscape, providing an important habitat for a variety of wildlife, abutting the urban edge of southern Harrogate. The area covers approximately 5km² and includes the Crimple valley to the south east of Harrogate, east of Pannal and north-west of Ridding Park (a Registered Historic Park and Garden).

Gently undulating valley sides comprise rectilinear fields of improved grassland typical of parliamentary enclosure bound by an eclectic mix of hedges, walls and fences with individual trees.

Land management is diverse with highly manicured golf courses at Pannal and Crimple contrasting with rectilinear grassland fields and woodland.

The landscape has many features of historic and architectural interest including two railway viaducts. A network of public footpaths and bridleways from Hookstone Road, Leeds Road and Pannal Golf course gives pedestrian access from Harrogate.

The Harrogate-Leeds railway line is a key feature crossing the Crimple Valley in this area with its grade 2* listed viaduct. The A61 and A661 are main roads crossing the character area at its south west and northeast boundaries respectively.

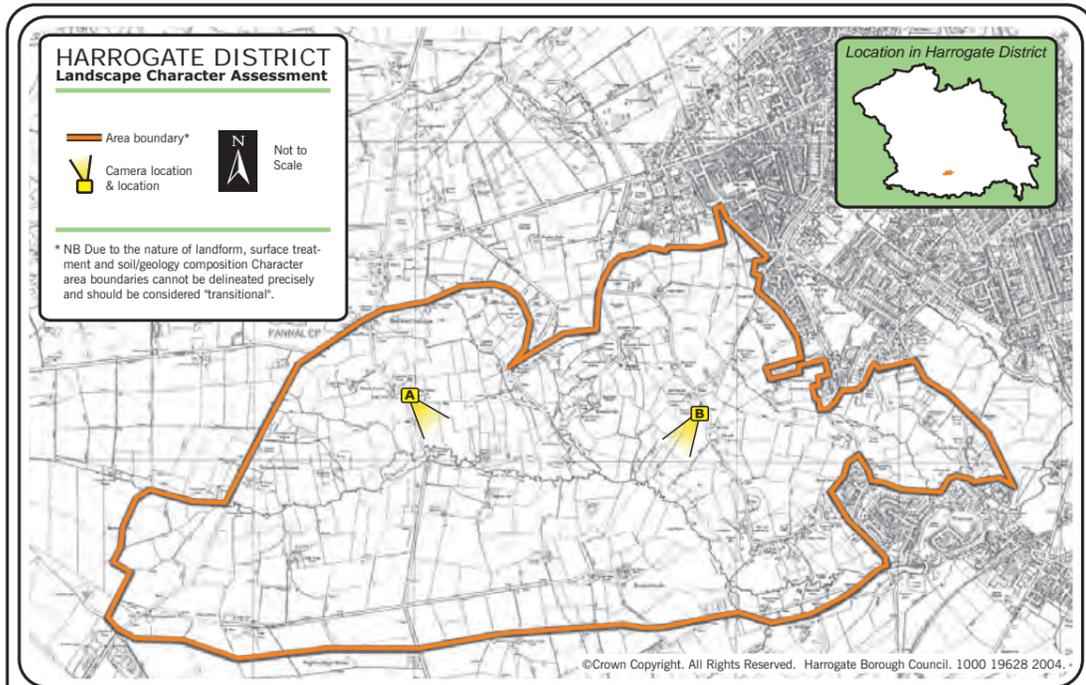
Although the area is influenced by the urban edge of Harrogate and Pannal there is little built form in the Character Area itself except for several scattered farmsteads. Crimple Valley is important to the setting of Harrogate and provides an essential green "rural corridor" separating Harrogate from the village of Pannal and others. It is highly valued by local residents.



B The bridleway from Follifoot Road to the railway.

LCarea058.cdr

AREA
60
Approved
Feb 2004



HARROGATE DISTRICT
Landscape Character Assessment

— Area boundary* N Not to Scale
 Camera location & direction

* NB Due to the nature of landform, surface treatment and soil/geology composition Character area boundaries cannot be delineated precisely and should be considered "transitional".

Location in Harrogate District

© Crown Copyright. All Rights Reserved. Harrogate Borough Council. 1000 19628 2004.

Description

This area covers just under 9km² and extends along the Crimple Valley west of Pannal and Harrogate. It abuts Harrogate's southwest urban edge and the west and north side of Pannal. The River Crimple flows west to east from an elevation of 180m AOD at Shaw Head Farm on the B6161 south of Beckwithshaw to approximately 90m AOD where it meets the western edge of Pannal. The valley is slightly steeper than the Middle Crimple Valley and relatively shallow with a maximum height of 220m AOD. The valley sides roll gently and are incised by several small tributaries of the River Crimple.

Tree cover is good with individual trees scattered along field boundaries. Small blocks of woodland and clumps of trees help to integrate the urban edge at the lower elevations close to Harrogate. Tree cover decreases westwards up the valley but the valley bottom is well-wooded along its length.

The improved grassland is managed for livestock and, to the north of the River Crimple, small fields typical of early enclosure are randomly organised and contrast with the regular and rectilinear parliamentary enclosures to the south. Despite the differing field patterns on each side of the valley the landform and

tree cover unifies the area and are the key to the area's distinctiveness.

The area is an extension of Character Area 57: Middle Crimple Valley but differs in having a slightly more pronounced valley landform, field systems and settlement pattern. The area also has a complex network of public footpaths and bridleways offering local residents easy access to the landscape.

Key Characteristics

Geology, soils and drainage

- Millstone grit solid geology with surface water gley soils consisting of slowly-permeable, seasonally-waterlogged, fine loamy and fine loamy over clayey soils.

Landform and drainage pattern

- Small scale V-shaped valley landform rising between 90m AOD in the valley bottom at Pannal to 220m AOD on the valley side near Briscoe Ridge Lane at the top of the south valley side.

LCarea060.cdr



Map 4: Pannal Conservation Area boundary



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- [1] National Planning Policy Framework (Department for Communities and Local Government, March 2012).
- [2] National Character Area 22: *Pennine Dales Fringe*(Natural England, 2013)
- [3] County Landscape Character Type 29: Undulating Lowland Farm (May 2011)
- [4a] District Character Area 60: *Upper Crimple Valley* (February 2004)
- [4b] District Character Area 58: *Middle Crimple Valley* (February 2004)
- [5] Harrogate District Local Plan: Publication Draft 2018
a. Policy NE4: landscape Character
b. Policy HP2: Heritage Assets



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