



Review of Landscape Appraisal

Land south of Blackburn Road,
Oswaldtwistle

For: *Say No to the Cemetery* Group

Ref: M3491-LAR-21.12.08

Review of Landscape Appraisal
submitted with outline application 11/21/0622
Land south of Blackburn Road, Oswaldtwistle

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- 1.1 This report reviews the **Landscape Appraisal** (October 2021) which has been submitted with the outline application 11/21/0622 for a Muslim cemetery on land to the south of Blackburn Road, Oswaldtwistle. The **Landscape Appraisal** was prepared by DEP Landscape Architecture on behalf of the Issa Foundation. For clarity, all references to the **Landscape Appraisal** within this review refer to the DEP report (October 2021).
- 1.2 This report provides a technical review of the **Landscape Appraisal** and provides a professional opinion on the robustness of the **Landscape Appraisal** in relation to its findings. This report has been prepared by a chartered Landscape Architect at Barnes Walker with considerable experience in Landscape and Visual Impact Assessment (LVIA). It has involved desk study and a site visit undertaken on the 2nd December 2021. The desk study has included a review of the other application documents including the Proposed Landscape Masterplan, Preliminary Arboricultural Assessment, Design and Access Statement and local planning policy
- 1.3 Section 2 of this report sets out some general observations regarding the approach to the **Landscape Appraisal** and its compliance with recognised guidance
- 1.4 Section 3 considers the policy background and whether the **Landscape Appraisal** identifies all relevant policy constraints.
- 1.5 Section 4 considers how the **Landscape Appraisal** has described the landscape baseline, whether it ascertains the relevant/appropriate landscape receptors and whether the potential landscape effects resulting from the proposed development have been highlighted.
- 1.6 Section 5 considers how the **Landscape Appraisal** has described the visual baseline, whether it ascertains the relevant/appropriate visual receptors and whether the potential visual effects resulting from the proposed development have been highlighted.
- 1.7 Section 6 considers the proposal's compliance with the relevant planning policy and provides a summary.
- 1.8 This review will demonstrate that the **Landscape Appraisal**:
- **Has not been prepared in accordance with industry standard guidance for Landscape and Visual Assessment**
 - **Is not based on a methodology which is clear and transparent**
 - **Does not assess the value of the landscape**
 - **Does not assess the landscape effects of the proposed development**
 - **Does not assess the visual effects of the proposed development**

2.0 Review of general approach and compliance with guidance

General compliance with guidance

- 2.1 Guidelines for Landscape and Visual Impact Assessment (GLVIA) published by the Landscape Institute (LI) and the Institute of Environmental Management & Assessment (IEMA) 2013 provides the industry standard guidance for the production of Landscape Appraisals and Landscape and Visual Impact Assessments (LVIA). **The Landscape Appraisal makes no reference to GLVIA and as explained below, it appears that the appraisal has not been prepared in accordance with the guidance.**
- 2.2 **The Landscape Appraisal does not state whether a suitably qualified and competent expert has undertaken the report.** Professional judgement is an important part of LVIA and GLVIA states *'In all cases there is a need for judgements that are made to be reasonable and based on clear and transparent methods so that the reasons applied at different stages can be traced and examined by others. Professional judgement must be based on both training and experience and in general suitably qualified and experienced landscape professionals should carry out Landscape and Visual Impact Assessments'* (para 2.24). *The Landscape Appraisal does not include a methodology and as such it is not 'based on clear and transparent methods'.*
- 2.3 **The Landscape Appraisal does not include a methodology** and as such it is not *'based on clear and transparent methods so that the reasons applied at different stages can be traced and examined by others.'*
- 2.4 Table 3.1 within GLVIA summarises the main components of the LVIA process for both Environmental Impact Assessment and Landscape Appraisals outwith the EIA process. A copy of this is included within Appendix A.
- 2.5 Within Table 3.1, scoping is noted as being 'optional' for a landscape appraisal although GLVIA states that *'a scoping document can be a helpful way of providing information to the competent authority to inform their consultations with other bodies and to assist them in their considerations'* (para 3.12). **The Landscape Appraisal makes no reference to any scoping having been undertaken with Hyndburn Borough Council to agree a methodology, study area and landscape and visual receptors.**
- 2.6 Baseline studies which establish *'the existing nature of the landscape and visual environment in the study area'* (Table 3.1) **are required as part of any landscape appraisal. The Landscape Appraisal does not state that a site visit was undertaken as part of the work.** In relation to landscape, GLVIA states *'Baseline studies for assessing landscape effects require a mix of desk study and field-work to identify and record the character of the landscape and the elements, features and aesthetic and perceptual factors which contribute to it'* (para 5.3). In relation to visual assessment GLVIA states *'Site surveys are therefore essential to provide an accurate baseline assessment of visibility'* (para 6.10). **No photographs or for that matter, viewpoint photographs other than 'Google Maps' images are included within the Landscape Appraisal.**
- 2.7 **The Landscape Appraisal does not make reference to a study area.** GLVIA states *'The study area should include the site itself and the full extent of the wider landscape around it which the proposed development may influence in a significant mannner'* (para 5.2). With regard to visual assessment GLVIA states *'The study area should be agreed with the competent authority at the outset and should consider the area from which the proposed development will potentially be visible'*. None of the plans included within the **Landscape Appraisal** are annotated with a study area and as will be explained later within this review, the plans which are included do not cover the entire area from which the proposed development would potentially be visible from.

2.0 Review of general approach and compliance with guidance

- 2.8 Table 3.1 states that the baseline studies should include *'information on the value attached to the different environmental resources'*. In relation to establishing the value of the landscape GLVIA states *'Value can apply to areas of landscape as a whole, or to the individual elements, features and aesthetic or perceptual dimensions which contribute to the character of the landscape'* (para 5.19). **The Landscape Appraisal does not establish the value of the landscape.** Although the **Landscape Appraisal** highlights that there are some local designations, such as TPO trees, it fails to establish the value of the landscape and its features.
- 2.9 The Landscape Institute provide further information on 'assessing landscape value outside national designations' in Technical Guidance Note 02/21. This technical guidance is not referred to or followed within the Landscape Appraisal.
- Compliance with guidance relating to identification and description of effects**
- 2.10 Table 3.1 states that the identification and description of effects is required and *'Systematically identifies and describes the effects that are likely to occur, including whether they are adverse or beneficial'*.
- 2.11 Section 6 of the **Landscape Appraisal**
- entitled 'Mitigation of Landscape and Visual Effects' identifies a list of changes to the landscape arising from the development (ie, loss of grazing land), but fails to establish the effect on the landscape or visual baseline as a result of these changes.
- 2.12 **The Landscape Appraisal notes that there will be 'direct, permanent landscape effects' but it does not assess these effects or state whether they are adverse or beneficial.**
- 2.13 The **Landscape Appraisal** states in relation to visual receptors *'The proposed development would have a direct impact on views from these receptors which depending on the sensitivity of the receptors, i.e. people travelling on the road, people in residential properties and people walking along public footpaths, the potential magnitude of change that the development would present will vary'*. **The Landscape Appraisal does not identify or describe the effects or indicate whether they are adverse or beneficial.**
- 2.14 Neither does the **Landscape Appraisal** consider the indirect effects of the proposals. This would include alterations to a drainage regime which might change vegetation offsite or earthworks which may require spoil to be placed within another landscape.

3.0 Consideration of designation and planning policy

Designation

- 3.1 Section 3 of the **Landscape Appraisal** concerns 'Designation and Planning Policy'.
- 3.2 The **Landscape Appraisal** identifies that the site falls within Green Belt. NPPF (para 137) states that the essential characteristics of Green Belt are their openness and their permanence. Para 138 goes on to list the 5 purposes of Green Belt. The 5 purposes of Green Belt are not landscape or design issues, and Green Belt is a spatial policy rather than a landscape quality designation. However, Planning Practice Guidance regarding Green Belt states that *'openness is capable of having both spatial and visual aspects – in other words, the visual impact of the proposal may be relevant, as could its volume.'* **It would be relevant for the Landscape Appraisal to consider the proposed developments impact upon the visual openness of the baseline.** This has not been considered in the Landscape Appraisal.
- 3.3 The **Landscape Appraisal** identifies that trees within and around the site are protected by Tree Preservation Orders (TPO). It also highlights the designated historical elements within close proximity of the site including four listed buildings and Stanhill Conservation Area. These features will evidently contribute to any judgement made regarding the value of the landscape.

National Planning Policy

- 3.4 The **landscape Appraisal** does not mention the National Planning Policy Framework (NPPF 2021) which is relevant in respect of:
- Section 12, Achieving Well-Designed Places (paragraphs 126, 130, 131 and 134)
 - Section 13 Protecting Green Belt land (paragraphs 137, 138, 145, 147 - 150)
 - Section 15, Conserving and Enhancing the Natural Environment (paragraph 174)

National Design Guide

- 3.5 The **Landscape Appraisal** makes no reference to the National Design Guide and how the proposals might adopt its ethos.
- 3.6 The Ministry of Housing Communities and Local Government published the National Design Guide in January 2021. Together with the National Model Design Code and Guidance Notes for Design Codes, the documents *'illustrate how well-designed places that are beautiful, healthy, greener, enduring and successful can be achieved in practice'*. It encompasses all current best practice thinking in urban design.
- 3.7 The National Design Guide identifies the components for good design and emphasises

that good design should not only pay attention to buildings. Careful attention should also be given to the context for places and buildings, hard and soft landscape, technical infrastructure - transport, utilities and services such as drainage, and social infrastructure - social commercial, leisure uses and activities.

Hyndburn Local Plan

- 3.8 The **Landscape Appraisal** states: *'The Local Plan is rather outdated and was adopted in 1996'*. It does not consider the later planning policy of the new Local Plan.
- 3.9 The Hyndburn Local Plan comprises the saved policies (three in total, none of which are relevant to landscape) and the new Local Plan. The new Local Plan comprises 4 key Development Plan Documents (DPDs). The following are of relevance:
- The Core Strategy DPD (first adopted 19 January 2012, now subject to review – currently in preparation)
 - The Development Management DPD (adopted 11 January 2018)
- 3.10 The **Landscape Appraisal** states in relation to the Green Belt designation: *'Green Belt Policy as defined in the Hyndburn Local Plan 1996 and saved policies states that*

Cemeteries are considered acceptable development within Green Belt'. The updated Hyndburn Local Plan 1996 Saved policies document (January 2018) states that Policy S1 Green Belt is 'deleted because it does not add to national policy'.

- 3.11 The following policies from the Development Management DPD are not cited within the **Landscape Appraisal** but are considered to be relevant:

Policy DM17: Trees, Woodland and Hedgerows

1. *Development proposals must seek to avoid the loss of, and minimise the risk of harm to, existing trees, woodland, and/or hedgerows of visual or nature conservation value, including but not limited to ancient woodland, and ancient and veteran trees. Where trees and/or woodlands are to be lost as a part of development this loss must be justified as a part of an Arboricultural Implications Assessment (AIA) submitted with the application.*
2. *The Council will expect developers to plan for retention by using an AIA to inform site layout, in advance of the submission of any application. Where trees, woodland and/or hedgerows lie within a development site, they should wherever possible be incorporated effectively within the*

landscape elements of the scheme in line with Guidance Note 10: Distance between development and Trees.

3. *Development proposals should:*
 - a. *not result in the loss of trees or woodland which are subject to a Tree Preservation Order, or which are designated as Ancient Woodland, Ancient/Veteran trees, or which are considered worthy of protection;*

Policy DM26: Design Quality and Materials

1. *New development will be expected to contribute towards Hyndburn being a successful, sustainable place by demonstrating consideration of the following characteristics in the overall scheme design:*
 - a. *character – how the proposed development will help develop a sense of place and history and will respond to, and reinforce, locally distinctive patterns of development, and landscape character;*

Policy DM33: Sustainable Transport Infrastructure

The Council will support proposals that seek to enhance the network of walking and cycling routes forming a coherent network within and between new and existing developments, and protect the strategic network of routes, including the canal towpath. Where proposals reduce, sever or

adversely affect the amenity of footpaths, bridleways and cycle routes linking to the countryside and strategic routes, satisfactory provision must be made for their diversion.

Policy DM34: Development in the Green Belt and Countryside Area

2. *All proposals involving the development of new buildings in either Green Belt or the Countryside Area, must meet the following criteria:*
 - a. *have suitable access in place, or the ability to create a suitable access, without adversely impacting on rural character;*
 - b. *protect and enhance nature conservation features and species, including the area's soils;*
 - c. *be capable of being developed without adversely affecting the character of the rural landscape;*

- 3.12 The following policies from the Core Strategy are not cited within the **Landscape Strategy** but are considered to be relevant:

Policy Env3: Landscape Character

The design of new development must be appropriate to the landscape character type within which it is situated and should contribute towards the conservation, enhancement, or restoration of landscape

character or creation of appropriate new features. Landscape character will be protected and enhanced by:

- a. Ensuring that new development is well integrated with the existing settlement pattern, respecting the small scale dispersed pattern of farmsteads and clusters of buildings;*
- b. Maintaining and reinforcing a clear distinction between the urban edge and the rural areas;*
- c. Restricting new development on the upper slopes of prominent hillsides and minimising the impact of development on prominent ridge and summit lines;*
- d. Maintaining consistency of building materials, details and design;*
- e. Encouraging the restoration of traditional field boundary walls and hedgerows,*
and;
- f. Encouraging the creation of new complementary landscapes in association with new developments.*

3.13 Section 6 of this report explores whether the proposals would comply with planning policy.

Review of landscape baseline set out in the Landscape Appraisal

- 4.1 The **Landscape Appraisal** sets out the landscape context in section 2. This includes a site description and a limited amount of information on the adjoining land.
- 4.2 The **Landscape Appraisal** notes that *'the trees and vegetation on the site are restricted to the site boundaries and the occasional remnants found along internal field boundaries and ditches'*. It highlights that the trees are protected by Tree Preservation Orders (TPO). Figure 4 within the **Landscape Appraisal** is an extract from the Interactive Map for Hyndburn Borough Council showing the location of TPO trees. This map shows that there are individual trees and a group of TPO trees within the eastern part of the site. The **Landscape Appraisal** does not include detailed information on these existing trees or reference to the tree survey which has been undertaken as part of the application.
- 4.3 Other features such as the traditional low stone walls and the small reservoir are described, although there is scant information on the landscape pattern and no mention of the minor watercourses and drainage ditches which cross the site. These existing features would provide landscape value.
- 4.4 Section 4 includes extracts of 'A Landscape

Strategy for Lancashire' which is the relevant landscape character assessment. The site and surrounding landscape fall within the Industrial Foothills and Valleys Landscape Character Type (LCT). This LCT covers an extensive area and whilst some characteristics described are relevant it is broad scale. It is further divided into Landscape Character Areas (LCA) and site falls within the Calder Valley LCA which again covers a wide area. The **Landscape Appraisal** includes a list of characteristics from the published landscape character descriptions which are considered to best describe the site and its immediate setting. Some of these characteristics are of limited relevance. For example, the wider landscape may be *'relatively small scale with intensive settlement'* but in the vicinity of the site there are isolated farms and long views over sparsely populated open fields to the north. **A more detailed and finer grain appraisal of the existing landscape pattern and characteristics of the land within an appropriately scaled and defined study area would be useful, and should be undertaken, in addition to referencing the broad scale character assessment for the area.**

4.5

The Landscape Appraisal does not mention the Lancashire Historic Landscape Character Assessment which classifies the site and surrounding farmland as "Ancient Enclosure". The document states:

'The type is characterised by an irregular enclosure pattern with sinuous or wavy-edged field boundaries and winding lanes or tracks connecting a dispersed settlement pattern of isolated farmsteads and small villages/hamlets. Fields are irregularly shaped, with the majority (58%) less than 3 hectares in area. The rest are of medium size (up to 16 hectares). Boundaries are varied and may comprise hedges, ditches or drystone walls or combinations thereof, dependent upon location'.

4.6

The Landscape Appraisal does not value the landscape as part of the baseline.

GLVIA paragraph 5.45 states *'the value of the landscape receptors will to some degree reflect landscape designations and the level of importance which they signify, although there should not be over reliance on designations as the sole indicator of value.'*

The fact a landscape is not subject to a designation, does not mean that it does not have any value. The **Landscape Appraisal** should include a value assessment which takes into account the range of factors that can help in the identification of valued landscapes as set out in Box 5.1 of GLVIA and the guidance included within Landscape Institute Technical Guidance Note TGN-02-21, Assessing landscape value outside national designations. The factors suggested by the above guidance comprise the following:

- Landscape Condition: A measure of the physical state of the landscape. It may include the extent to which typical character is represented in individual areas, the intactness of the landscape and the condition of individual elements.
- Distinctiveness: Consideration as to whether the landscape has a strong sense of identity through reference to relevant Landscape Character Assessments.
- Natural Heritage: Landscape with clear evidence of ecological, geological, geomorphological or physiographic interest which contribute positively to the landscape.
- Cultural Heritage: Landscape with clear evidence of archaeological, historical or cultural interest which contribute positively to the landscape.
- Recreational Value: Landscape offering recreational opportunities where experience of landscape is important.
- Perceptual (scenic): Landscape that appeals to the senses, primarily the visual sense.
- Perceptual (wildness and tranquillity): Landscape with a strong perceptual value notably wildness, tranquillity and/or dark skies.
- Associations: Landscape which is connected with notable people, events or

the arts.

- Functional: Landscape which performs a clearly identifiable and valuable function, particularly in the healthy functioning of the landscape.

4.7

Clearly there are valued features within the site and the immediate area such as the TPO trees, traditional low stone walls, minor watercourses and features of historical value. The numerous PRoW which run both through the site and through the surrounding landscape provide recreational value. The wider views from the site across the farmland to the north and the moors to the east provide scenic value. The value judgement needs to balance these valued features against the detracting features of the landscape, which include the motorway and the overhead electricity cables.

Review of potential landscape effects

4.8

Section 6 within the **Landscape Appraisal** is entitled 'Mitigation of landscape and visual effects'. This title is confusing as the preceding sections of the report have not identified any effects on the landscape. Mitigation is described within GLVIA para 3.37 as '*Measures which are proposed to prevent, reduce and where possible offset and significant adverse effects*'. In the absence of identified effects, the scale and nature of appropriate mitigation measures are difficult

to identify.

4.9

The Landscape Appraisal does not identify the relevant landscape receptors.

These are defined in GLVIA glossary as '*Defined aspects of the landscape resource that have the potential to be affected by a proposal*.' Figure 5.1 within GLVIA illustrates the steps in assessing landscape effects. A copy of this is included within **Appendix A** for reference. As the diagram shows the identification of landscape receptors is a key step in assessing the landscape effects as this involves identifying interactions between the proposals and the landscape receptors. For this proposed development, it is expected that the landscape receptors would likely include the wider landscape character, the landscape character of the site and it's immediate setting and the landscape features within the site which may be affected.

4.10

The Landscape Appraisal does not value the landscape or judge the susceptibility of the landscape to the specific change and therefore does not identify the sensitivity of the landscape.

As GLVIA Figure 5.1 (Appendix A) identification of the sensitivity of the landscape is another key step required for the assessment of landscape effects.

4.11

The Landscape Appraisal does not predict or describe the magnitude of landscape

effects. Paragraph 5.48 of GLVIA states *'Each effect on landscape receptors needs to be assessed in terms of its size or scale, the geographical extent of the area influenced, and its duration and reversibility'. With regard to judging the size or scale of effect, Paragraph 5.49 states 'The judgements should, for example, take account of:*

- *The extent of existing landscape elements that will be lost, the proportion of the total extent that this represents and the contribution of that element to the character of the landscape- in some cases this may be quantified;*
- *The degree to which aesthetic or perceptual aspects of the landscape are altered either by removal of existing components of the landscape or by addition of new ones – for example, removal of hedges may change a small-scale, intimate landscape into a large-scale, open one, or introduction of new buildings or tall structures may alter open skylines;*
- *Whether the effect changes the key characteristics of the landscape, which are critical to its distinctive character.*

4.12 In this case, the size or scale of change to the existing landscape character as a result of the proposals should have been assessed. This would involve a judgement about the degree to which the existing

rural land use with irregular, sinuous field boundaries defined by hedgerows and low stone walls would be altered by the addition of the cemetery which the **Landscape Appraisal** describes as having a *'geometric pattern oriented towards Qibla. These would comprise interconnecting square vehicular roads with an internal grid pattern of smaller paths providing access to the graves. The avenues would be lined with formal trees'*.

The proposals entail significant changes to the existing landform with retaining structures and the introduction of buildings, roads and car parks. The proposed formal tree planting which might accentuate the grid pattern is likely to be discordant with the existing more informal landscape pattern. **The nature of the proposals would be at odds with the existing landscape character and these large-scale changes could potentially result in significant adverse landscape effects, both in the short and longer terms.**

4.13

In addition, the **Landscape Appraisal** should assess the size or scale of change to the existing landscape features within the site as a result of the proposals. This should include the loss of the existing field boundaries, low stone walls, watercourse/ditches and the loss of exiting vegetation. The **Landscape Appraisal** does not reference the tree survey which includes an Arboricultural Impact Assessment (AIA). The AIA reveals that

existing hedgerows and some trees protected by TPO would require removal. This includes the group of category A trees (good quality) within the eastern part of the site. **The loss of existing features of value could potentially result in significant adverse effects that have not been considered or acknowledged by the submitted Landscape Appraisal.**

4.14

The Landscape Appraisal does not consider the indirect effects which may result from the construction and operation of the proposed development. The extensive changes to the existing landform and construction of the car parking areas and roads would necessitate large scale earthworks which would generate material to be removed from site and placed elsewhere. Changes to the landform and the introduction of more hard standing would also alter the hydrology of the landscape within the immediate vicinity. These potential changes to other landscapes resulting from the proposed development should be considered.

5.0 Review of visual baseline and identification of potential effects

Review of visual baseline set out in the Landscape Appraisal

5.1	The Landscape Appraisal sets out the 'visual envelope' in section 5.	the list above relates to the locations from which views of the site may be experienced, rather than the visual receptors which comprise people using the PRoW or roads and residents.	included on Figures 3 to 7 (Appendix B). As our Figure 1 illustrates, the visual envelope extends further north than Figure 6 within the Landscape Appraisal would suggest. Whilst the Landscape Appraisal does not identify a study area, Figure 6 clearly does not include 'the area from which the proposed development will potentially be visible' (GLVIA para 6.2).
5.2	GLVIA Paragraph 6.6 states 'Land that may potentially be visually connected with the development proposal – that is areas of land from which it may potentially be seen – must be identified and mapped at the outset'.	5.5 Potential visual receptors include people using the three PRoW running through or alongside the site which are included as a single receptor. This is misleading as the existing views from each of these PRoWs are different and the change to the view as a result of the proposals would also be different for each. The Landscape Appraisal should have included people using each of these PRoW as separate visual receptors.	5.9 GLVIA Paragraph 6.24 states 'A baseline report should combine information on: <ul style="list-style-type: none"> • The type and relative numbers of people (visual receptors) likely to be affected, making clear the activities they are likely to be involved in; • The location, nature and characteristics of the chosen representative, specific and illustrative viewpoints, with details of the visual receptors likely to be affected at each; • The nature, composition and characteristics of the existing views experienced at these viewpoints, including direction of view; • The visual characteristics of the existing views, for example the nature and extent of the skyline, aspects of visual scale and proportion, especially with respect to any particular horizontal or vertical emphasis, and key foci;
5.3	<p>The Landscape Appraisal states: 'In summary the potential visual receptors as illustrated on Figure 6 below include the following;</p> <ol style="list-style-type: none"> 1. Public Footpaths across the site 2. M65 3. Knuzden Hall and Knuzden Hall Farm House 4. Edge of Oswaldtwistle 5. Public Footpaths north of the site 6. Cowhill Fold 7. Blackburn Road 	<p>5.6 Similarly, receptor number 5 relates to 'public footpaths north of the site'. The plan indicates that this includes 4 different PRoWs.</p> <p>5.7 Figure 6 does not show that there are further PRoWs located within elevated farmland to the north of the site, from which there are long views across the landscape with the site clearly visible. The site is more widely visible than the Landscape Appraisal would suggest, and it does not therefore identify all the potential visual receptors.</p>	
5.4	To clarify, the visual receptors are 'Individuals and/or defined groups of people who have the potential to be affected by a proposal' (GLVIA glossary). It is therefore assumed that	5.8 Figures 1 and 2 (Appendix B) includes a plan which shows the visual receptors identified as part of our desk and field work. Photographs from the representative viewpoints are	

5.0 Review of visual baseline and identification of potential effects

- *Elements, such as landform, buildings or vegetation, which may interrupt, filter or otherwise influence the views.*
- 5.10 The Landscape Appraisal does not identify or present representative views or associated viewpoint photographs and does not describe the nature, composition or characteristics of these views.** It does not include photographs from viewpoints other than the Google views from the M65, Blackburn Road and Fountains Way.
- Review of potential visual effects**
- 5.11 GLVIA Figure 6.1 sets out the steps in assessing visual effects. A copy is included within Appendix A for reference.
- 5.12 The Landscape Appraisal does not include reference to the sensitivity of the visual receptors** which is ascertained by considering the susceptibility of the visual receptor to change and also value attached to particular views. GLVIA paragraph 6.33 states that *'The visual receptors most susceptible to change are generally likely to include:*
- *Residents at home*
 - *People, whether residents or visitors, who are engaged in outdoor recreation, including use of public rights of way, whose attention or interest is likely to be focused on the landscape and on particular views;*
- 5.13 In this case, there are many PRoWs running through the landscape and people using these routes, both through the site and within the elevated rural landscape to the north, as well as local residents, would be most susceptible to any changes to their existing views and visual amenity.
- 5.14 The Landscape Appraisal does not predict or describe the visual effects and the changes in views and visual amenity as a result of the proposed development.** GLVIA paragraph 6.27 states *'In order to assist in description and comparison of the effects on views it can be helpful to consider a range of issues, which might include, but are not restricted to:*
- *The nature of the view of the development, for example a full or partial view or only a glimpse;*
 - *The proportion of the development or particular features that would be visible (such as full, most, small part, none);*
- 5.15 As stated above, those using the PRoW within the site would be susceptible to change and their fuller views have the potential to be affected by the development. The routes would be diverted so that instead of running through open fields they would run through car parks, alongside buildings and roads. The proposed changes to the landform would mean that there would be steeper sections of footpath. The nature of the views would change from open, long views across farmland to more enclosed views with a more urban character. There would be the introduction of man-made objects such as
- *The distance of the viewpoint from the development and whether the viewer would focus on the development due to its scale and proximity or whether the development would only be a small, minor element in a panoramic view;*
 - *Whether the view is stationary or transient or one of a sequence of views, as from a footpath or moving vehicle;*
 - *The nature of the changes, which must be judged individually for each project, but may include, for example, changes in the existing skyline profile, creation of a new visual focus in the view, introduction of new man-made objects, changes in visual simplicity or complexity, alteration of visual scale, and changes to the degree of visual enclosure.*

5.0 Review of visual baseline and identification of potential effects

the cemetery buildings, a grid of roads and retaining structures. The degree of enclosure would be changed by the introduction of formal, geometric avenues of trees. The views would be transient but due to the proximity the development, would form the main focus of the views. **It is anticipated that there would be some significant effects on the views from the PRowS which pass through and alongside the site as a result of the proposals and the Landscape Appraisal does not identify, consider or assess these.**

5.16 The location of the site on a north facing slope, with the ground levels rising northwards from Blackburn Road, means that the site is clearly visible from the PRowS which are located within farmland to the north. People using these PRow would be susceptible to change, and the proposals would be viewed from an elevated location. The current panoramic views across farmland include the urban edges of Blackburn and Oswaldtwistle but the motorway provides a definite edge to the rural land within which the site sits. The introduction of the proposed geometric grid of roads rising up the hillside would contrast greatly with the current views of farmland. The proposed changes to the landform and potential retaining structures may be visually prominent. The large areas of car parking alongside the road would be noticeable, particularly where the car roofs may reflect

sunlight. The proposed buildings would urbanise the view. The large areas of glass on the buildings northern elevation are likely to be reflective in the daytime and provide a light source on a winter's afternoon. Car headlights within the cemetery at dusk would also be noticeable. **The changes to the existing views from the PRowS located to the north as a result of the proposed development are not considered within the Landscape Appraisal but should be assessed given that they are potentially significant.**

5.17 The fields within the site are overlooked by a number of residential properties on the outskirts of Oswaldtwistle, at Knudden Hall and Cowhill Fold. The fields provide a landscape setting to the village which is enjoyed by the local community. Whilst the **Landscape Appraisal** identifies these visual receptors it fails to assess the changes to the local resident's views as a result of the proposed development. **The Landscape Appraisal should assess these potentially significant visual effects on the local community.**

5.18 With regard to the views from Blackburn Road the Landscape Appraisal states *'The northern boundary of the site is defined by Blackburn Road. This is a well used road which connects Blackburn and Accrington. It is largely built up apart from the section of the road which passes through Green Belt*

which separates these two urban areas. The road is surrounded by two hillsides, one to the north and one to the south. There are views from the road up the southern hillside in which the site is located. Although this small section of road between these urban areas is largely rural in character the large pylons crossing over this road and the M65 are detracting features in the landscape.' The **Landscape Appraisal** recognises that the section of Blackburn Road alongside the site is rural in character as it passes through the Green Belt, separating the urban areas. When travelling west the motorway bridge marks the edge of Blackburn. When travelling east, the change from rural to urban views are only evident when reaching the access road to the West End Business Park at Oswaldtwistle as existing trees near to the north-eastern corner of the site filter views of the urban edge. The **Landscape Appraisal** does not address the change to these views as a result of the proposed development which would include car parking along the entire length of the road and the addition of a large building centrally. The views would be urbanised and the perception of leaving one settlement, travelling through Green Belt, before arriving at another settlement would be lost. **The visual effects for those travelling on Blackburn Road and the perception of openness needs to be explained and assessed within the Landscape Appraisal as this is potentially significant.**

6.0 Summary and consideration of how the proposals comply with the relevant planning policy

6.1 Although the **Landscape Appraisal** does not identify or assess landscape or visual effects, Paragraph 6.4 includes a list of measures proposed to mitigate the potential landscape and visual effects arising from the development. Having reviewed the Proposed Landscape Masterplan and other documents submitted as part of the application comments are provided on these mitigation measures within the table below.

Measure proposed to mitigate potential landscape and visual effects (para 6.14 Landscape Appraisal)	Comments
<ul style="list-style-type: none"> Consideration and retention of the more valuable TPO trees around the site boundaries. 	The AIA shows that many of the TPO trees would need to be removed for the development. The effects of the loss of features as a result of the development has not been assessed.
<ul style="list-style-type: none"> Building positioned at the northern (lower) end of the site. 	The location of the building centrally within the Green Belt would be prominent in views from the PRoW located to the north of the site and from Blackburn Road. The visual effects of the proposed buildings and effects on the landscape character have not been assessed.
<ul style="list-style-type: none"> Main carpark to be positioned along the northern boundary of the site, adj to the road. 	The car park would extend along the full length of the road which is recognised as largely rural in character. The change to the character and the views as a result of the proposed car parking have not been assessed.
<ul style="list-style-type: none"> Respect existing landform and avoid built form on the higher slopes to the south. 	The proposals include changes to the landform which would alter the landscape character and views of the landscape which have not been assessed.
<ul style="list-style-type: none"> Establish pockets of native woodland around the site boundaries. 	The Landscape Masterplan also shows a formal grid pattern of proposed trees which would be at odds with the existing landscape character. This has not been assessed.
<ul style="list-style-type: none"> Retain the reservoir on the site. 	Other existing waterbodies would be lost and there is no assessment of the changes to landscape features or the hydrology of the landscape.
<ul style="list-style-type: none"> Protection of the public rights of way across the site and sympathetic diversions where required. 	The diversions would be through car parks and alongside roads resulting in significant changes to the existing views. These have not been assessed.

<ul style="list-style-type: none"> Improve the natural species and structural diversity across the site. 	There is no assessment of the effects on landscape features as a result of the proposals. The balance between the loss of features versus the introduction of new planting has not been assessed.
<ul style="list-style-type: none"> Avoid lighting within the main body of the site. 	The proposed building is located centrally within the site and the effects of the lighting on views from the north have not been considered.

6.2 Based on desk top review and site work the proposals are considered to conflict with the following Local Planning policies:

Planning Policy	Potential conflict
<p>Policy DM17: Trees, Woodland and Hedgerows</p> <p><i>'3. Development proposals should:</i></p> <p><i>a. not result in the loss of trees or woodland which are subject to a Tree Preservation Order, or which are designated as Ancient Woodland, Ancient/Veteran trees, or which are considered worthy of protection;'</i></p>	Loss of TPO trees

<p>Policy DM26: Design Quality and Materials</p> <p><i>'1. New development will be expected to contribute towards Hyndburn being a successful, sustainable⁹⁸ place by demonstrating consideration of the following characteristics in the overall scheme design:</i></p> <p><i>a. character – how the proposed development will help develop a sense of place and history and will respond to, and reinforce, locally distinctive patterns of development, and landscape character;'</i></p>	<p>The proposals would not respond to locally distinctive patterns of development and landscape character.</p>
<p>Policy DM34: Development in the Green Belt and Countryside Area</p> <p><i>'2. All proposals involving the development of new buildings in either Green Belt or the Countryside Area, must meet the following criteria:....</i></p> <p><i>c. be capable of being developed without adversely affecting the character of the rural landscape;</i></p>	<p>The proposals would adversely affect the character of the rural landscape.</p>

<p>Policy Env3: Landscape Character</p> <p><i>'The design of new development must be appropriate to the landscape character type within which it is situated and should contribute towards the conservation, enhancement, or restoration of landscape character or creation of appropriate new features. Landscape character will be protected and enhanced by:</i></p> <p><i>a) Ensuring that new development is well integrated with the existing settlement pattern, respecting the small scale dispersed pattern of farmsteads and clusters of buildings;</i></p> <p><i>b) Maintaining and reinforcing a clear distinction between the urban edge and the rural areas;</i></p> <p><i>c) Restricting new development on the upper slopes of prominent hillsides and minimising the impact of development on prominent ridge and summit lines;</i></p> <p><i>d) Maintaining consistency of building materials, details and design;</i></p> <p><i>e) Encouraging the restoration of traditional field boundary walls and hedgerows,</i></p> <p><i>and;</i></p> <p><i>f) Encouraging the creation of new complementary landscapes in association with new developments.'</i></p>	<p>The proposals would not contribute to the conservation, enhancement or restoration of landscape character.</p> <p>The proposals would not integrate with the existing settlement pattern.</p> <p>The proposals would not reinforce a clear distinction between the urban edge and the rural areas. The proposals would not encourage the restoration of traditional field boundary walls and hedgerows.</p>
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6.0 Summary and consideration of how the proposals comply with the relevant planning policy

Conclusion

- | | | | |
|-----|---|-----|--|
| 6.3 | The Landscape Appraisal has not been prepared in accordance with GLVIA which provides industry standard guidance for the preparation of Landscape and Visual Impact Assessment. | 6.8 | nature of the proposals are potentially significant. |
| 6.4 | The Landscape Appraisal is not based on a methodology which is clear and transparent so that the reasons applied at different stages can be traced and examined by others. | 6.8 | The Landscape Appraisal does not assess the effects on the views from Public Rights of Way which run through or alongside the site, PRoWs within the wider countryside and effects on the views of the local community which given the extensive nature and visibility of the proposals are potentially significant. |
| 6.5 | The Landscape Appraisal makes no reference to any scoping having been undertaken with Hyndburn Borough Council to agree a methodology, study area and landscape and visual receptors. | 6.9 | The Landscape Appraisal does not provide Hyndburn Borough Council with sufficient detail regarding the likely landscape and visual effects of the proposed development in order for the Council to make an informed decision. |
| 6.6 | The Landscape Appraisal does not establish the value of the landscape. | | |
| 6.7 | The Landscape Appraisal does not assess the effects on the existing landscape character or existing features as a result of the proposed development, which given the character and extensive | | |



Appendices

Table 3.1, Components of the EIA process and the role of LVIA

Table 3.1 Components of the EIA process and the role of LVIA			
Component of EIA process	Brief description of action in this part of the process	LVIA role in EIA	LVIA role in landscape 'appraisal'
Site selection and consideration of alternatives	Identifies opportunities and constraints relating to alternative options and makes comparative assessments of them in order to identify those with least adverse (or indeed most beneficial) effects and greatest potential for possible mitigation and enhancement.	Required (but alternatives should not be invented and it is acceptable if there are none)	May not be required but considering landscape to inform site selection is good practice
Screening	Determines whether an EIA is needed for the proposed development.	Required – by competent authority	Not required
Scoping	Makes an initial judgement about the scope of the assessment and of the issues that need to be covered under the individual topics or themes. Includes establishment of the relevant study area.	Required	Optional
Project description/specification	Provides a description of the proposed development for the purpose of the assessment, identifying the main features of the proposals and establishing parameters such as maximum extents of the development or sizes of the elements. Normally includes description of any alternatives considered.	Required	Required
Baseline studies	Establishes the existing nature of the landscape and visual environment in the study area, including any relevant changes likely to occur independently of the development proposal. Includes information on the value attached to the different environmental resources.	Required	Required
Identification and description of effects	Systematically identifies and describes the effects that are likely to occur, including whether they are adverse or beneficial.	Required	Required

Table 3.1 continued			
Component of EIA process	Brief description of action in this part of the process	LVIA role in EIA	LVIA role in landscape 'appraisal'
Assessing the significance of effects	Systematically and transparently assesses the likely significance of the effects identified.	Required	Not required
Mitigation	Makes proposals for measures designed to avoid/prevent, reduce or offset (or compensate for) any significant negative (adverse) effects.	Required	If required
Preparation of the Environmental Statement	Presentation of the findings of the assessment in written and graphic form.	Required	Appraisal Report
Monitoring and auditing	Monitors and audits the effects of the implementation of the proposal and of the mitigation measures proposed, especially where they are covered by conditions attached to any permission that may be given.	If required	If required

Figure 5.1, Steps in assessing Landscape Effects

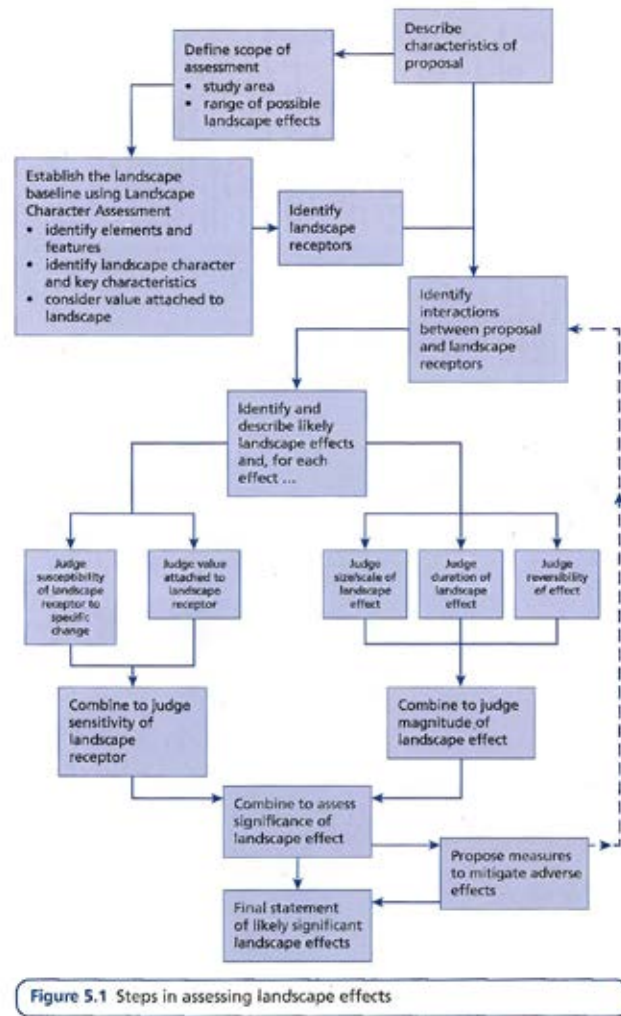


Figure 6.1, Steps in assessing Visual Effects

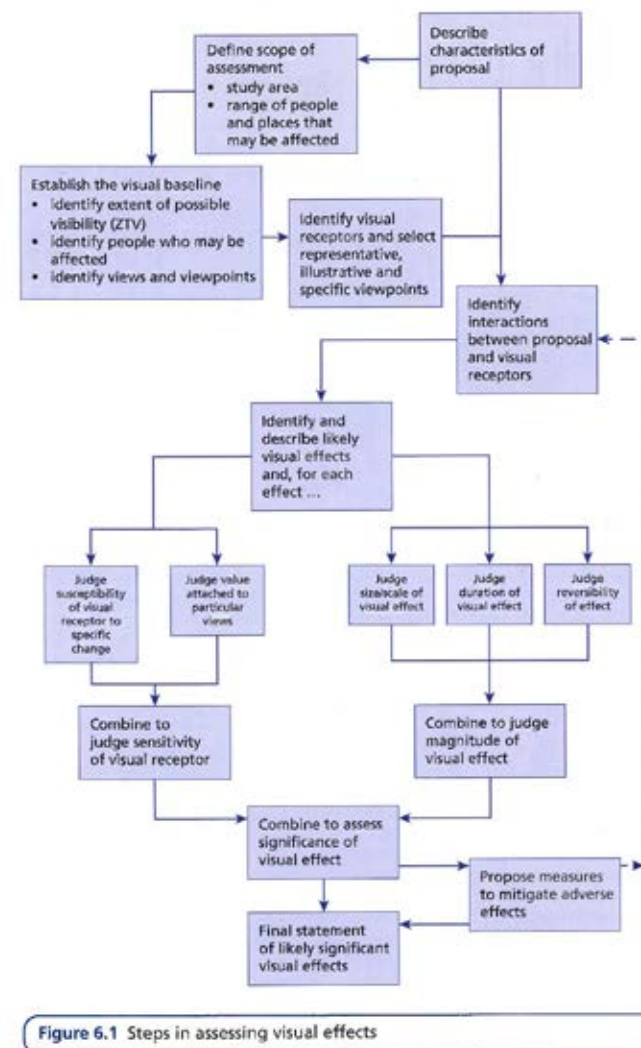


Figure 1 - M3491-PA-03-V1 - Viewpoint Location Plan

Figure 2 - M3491-PA-04-V1 - Visual Receptor Table & Footpath Reference Plans

Figure 3 - M3491-PA-05-V1 - Viewpoints 1-3

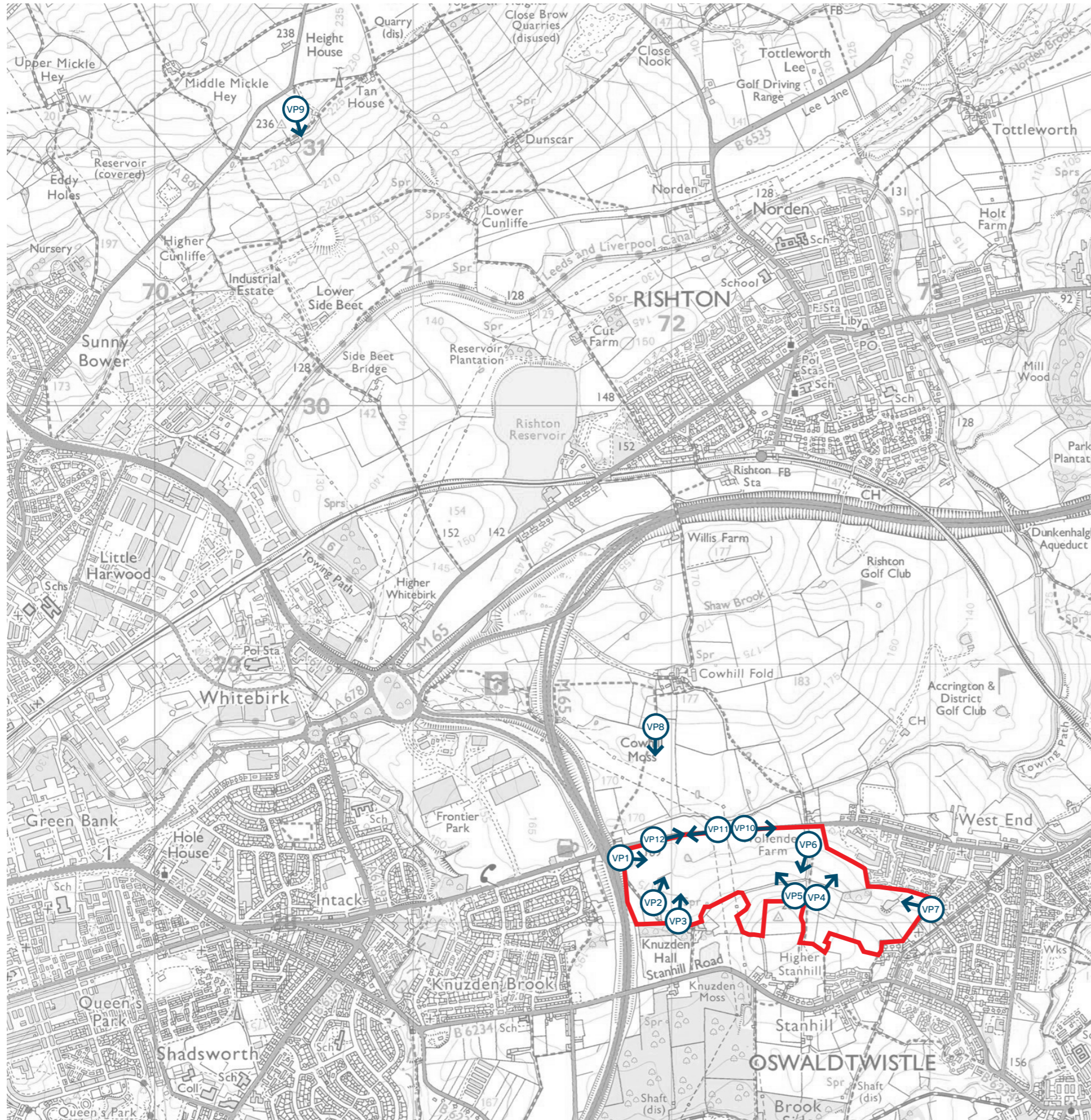
Figure 4 - M3491-PA-06-V1 - Viewpoints 4-7

Figure 5 - M3491-PA-07-V1 - Viewpoints 8

Figure 6 - M3491-PA-08-V1 - Viewpoints 9

Figure 7 - M3491-PA-09-V1 - Viewpoints 10-12

Viewpoint & Site Location Plan



KEY:  Viewpoint Locator
 Site Boundary

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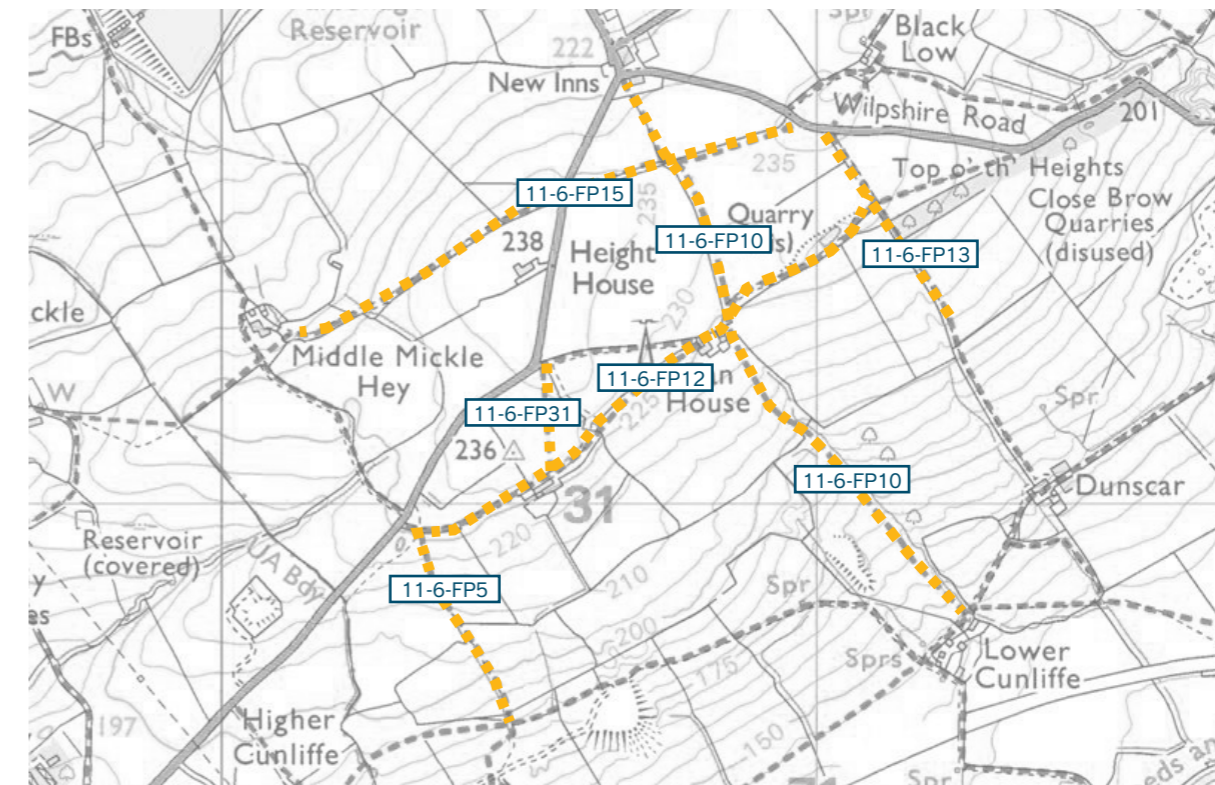
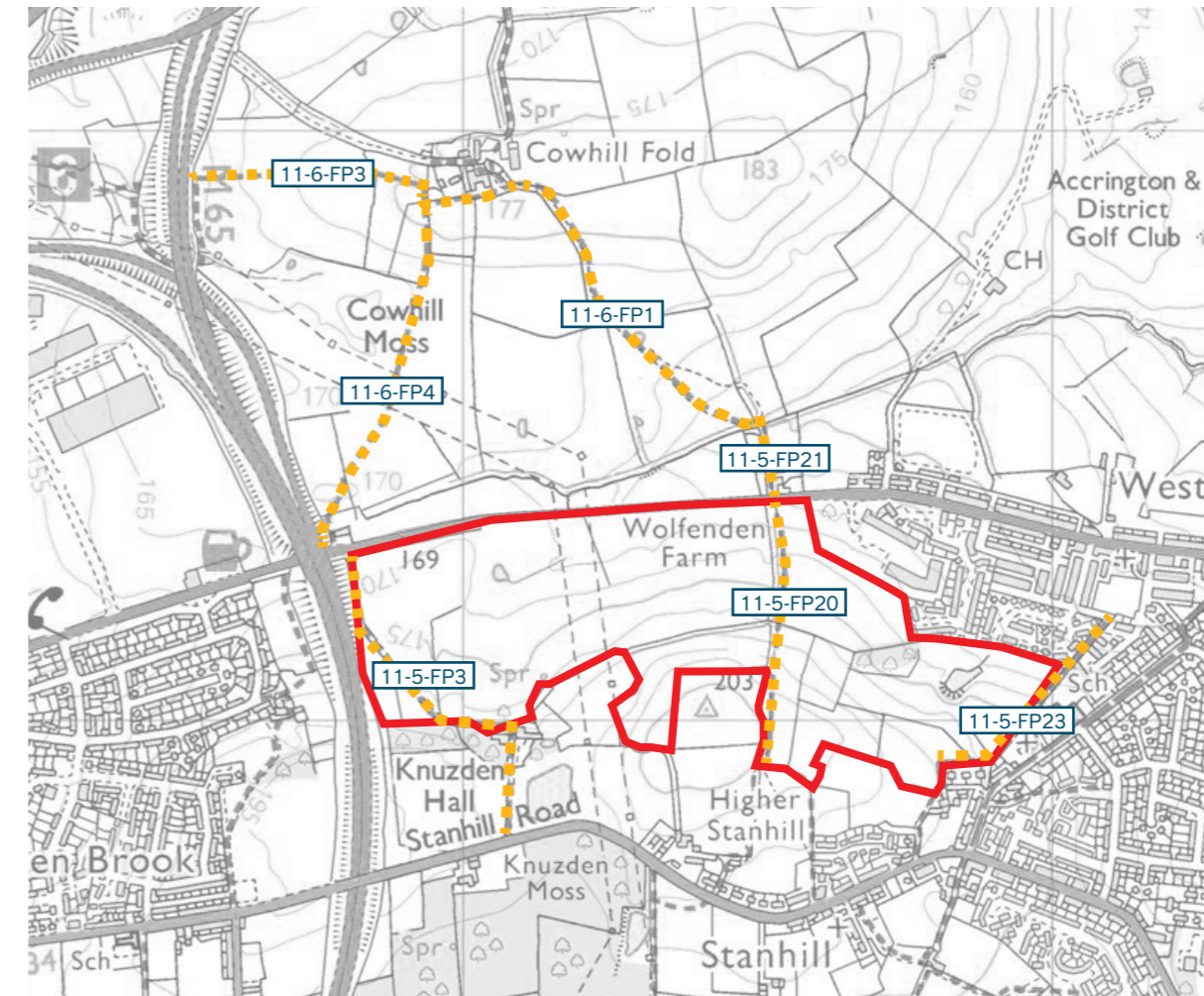
Unit 6 Longley Lane Northenden, Manchester M22 4WT	DWG NO. M3491-PA-03-V1	DWG TITLE Viewpoint Location Plan
T: 0161 946 0808 E: design@barneswalker.co.uk W: www.barneswalker.co.uk	CLIENT New Muslim Blackburn Cemetery, Accrington	PROJECT TITLE New Muslim Blackburn Cemetery, Accrington
	WORK STAGE Planning	DATE 12.2021
	SCALE NTS@A3	DRAWN BY HB
		CHECKED BY MW

Table of Visual Receptor Groups and Corresponding Representative Viewpoints

Visual Receptor Group (RG)	Representative Viewpoints (VP)
People walking on Public Rights of Way through the site and alongside its boundaries on footpaths: RG1. 11-5-FP3 RG2. 11-5-FP20 RG3. 11-5-FP23	VP1: View from PRoW 11-5-FP3 looking south VP2: View from PRoW 11-5-FP3 looking north VP3: View from PRoW 11-5-FP3 near to Knuzden Hall looking north VP4: View from PRoW 11-5-FP20 looking north-east VP5: View from PRoW 11-5-FP20 looking north VP6: View from PRoW 11-5-FP20 looking south-west VP7: View from PRoW 11-5-FP23 looking west
People walking on Public Rights of Way to the north of the Blackburn Road on footpaths: RG4. 11-5-21 RG5. 11-6-FP1 RG6. 11-6-FP3 RG7. 11-6-FP4	VP8: View from PRoW 11-6-FP4 looking south
People walking on Public Rights of Way near to Blackburn Old Road on footpaths: RG8. 11-6-FP15 RG9. 11-6-FP10 RG10. 11-6-FP12 RG11. 11-6-FP32 RG12. 11-6-FP31 RG13. 11-6-FP5	VP9: View from PRoW 11-6-FP31 looking south
RG14. Motorists, cyclists and pedestrians using Blackburn Road	VP10: View from Blackburn Road looking east VP11: View from Blackburn Road looking west VP12: View from Blackburn Road looking east
RG15. Motorists, cyclists and pedestrians using Blackburn Old Road	N/A
RG16. Motorists, cyclists and pedestrians using the M65	N/A
RG17. Residents of Knuzden Hall and associated properties	N/A
RG18. Residents at Cowhill Fold and to the north of the site	N/A
RG19. Residents of properties located to the east and north-east of the site on the edge of Oswaldtwistle	N/A

Footpath Reference Plans



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DWG TITLE: Visual Receptor Table & Footpath Reference Plans
 PROJECT TITLE: New Muslim Blackburn Cemetery, Accrington
 DATE: 12.2021
 DRAWN BY: HB
 CHECKED BY: MW
 DWG NO: M3491-PA-04-V1
 CLIENT: Planning
 WORK STAGE: NTS@A3
 SCALE: NTS@A3
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Visual Receptor Group: People walking on Public Rights of Way through the site and alongside its boundaries on footpath 11-5-FP3



Representative Viewpoint 1: View from PRoW 11-5-FP3 looking south

RG1



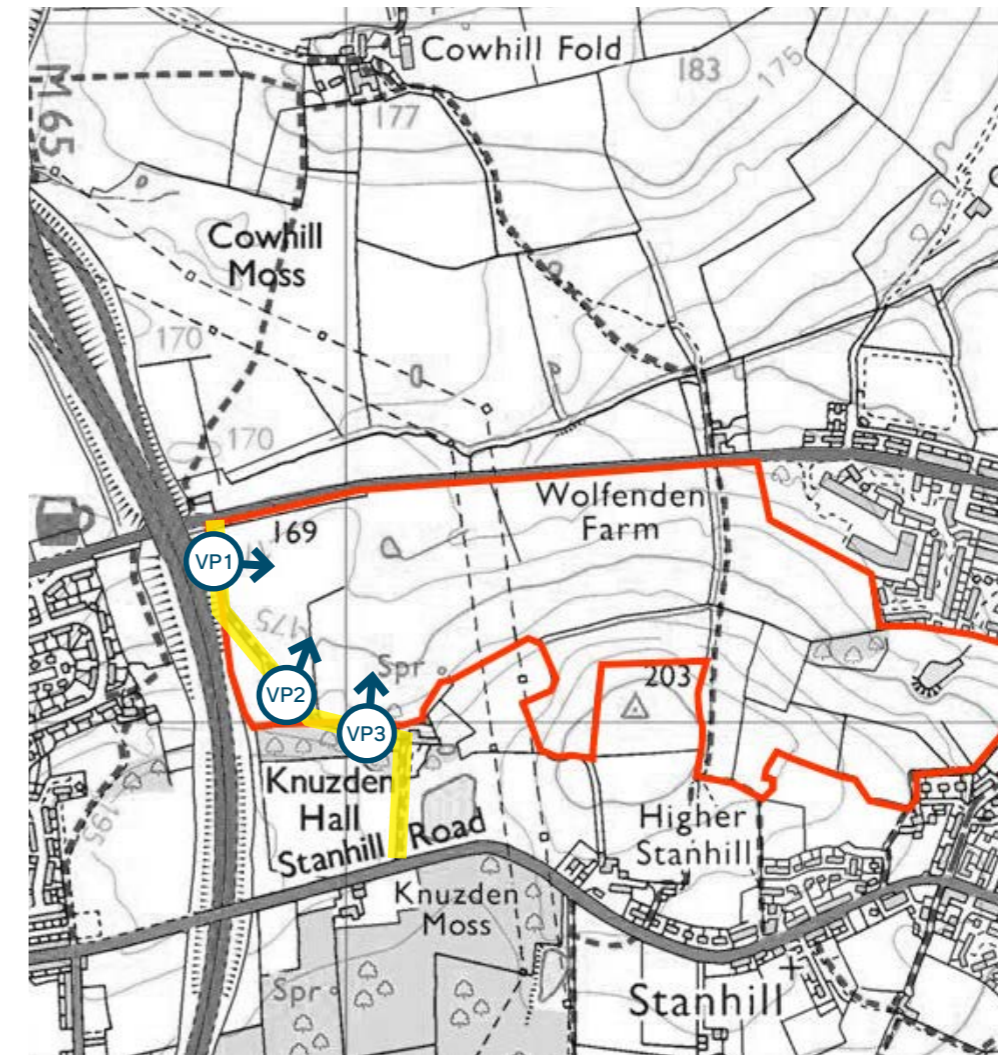
Representative Viewpoint 2: View from PRoW 11-5-FP3 looking north

RG1



Representative Viewpoint 3: View from PRoW 11-5-FP3 near to Knuzden Hall looking north

RG1



Viewpoint Location Plan

KEY: Viewpoint Locator Receptor Group 1
 Site Boundary

Visual Receptor Group: People walking on Public Rights of Way through the site and alongside its boundaries on footpaths 11-5-FP20 & 11-5-FP23



Representative Viewpoint 4: View from PRoW 11-5-FP20 looking north-east

RG2



Representative Viewpoint 5: View from PRoW 11-5-FP20 looking north

RG2



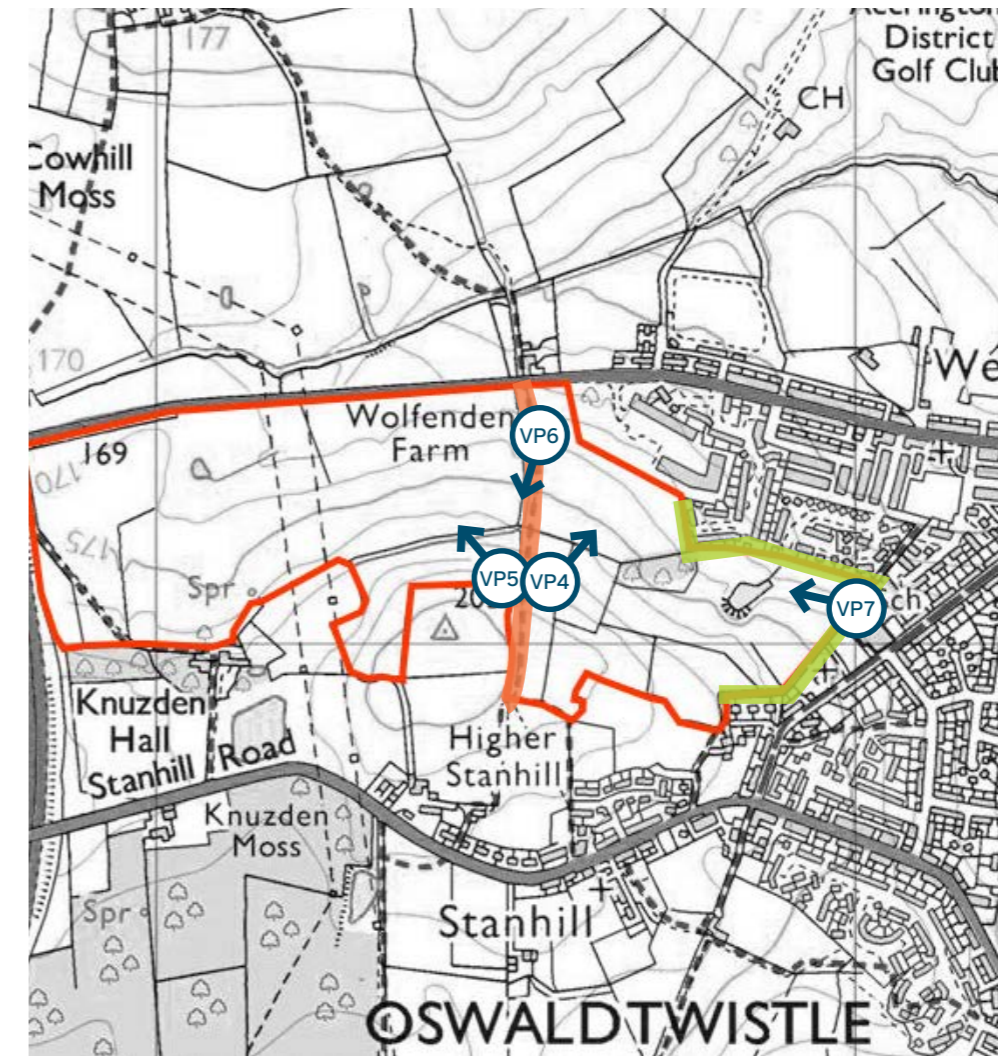
Representative Viewpoint 6: View from PRoW 11-5-FP20 looking south-west

RG2



Representative Viewpoint 7: View from PRoW 11-5-FP23 looking west

RG3



Viewpoint Location Plan

- KEY:
- Viewpoint Locator
 - Site Boundary
 - Receptor Group 2
 - Receptor Group 3

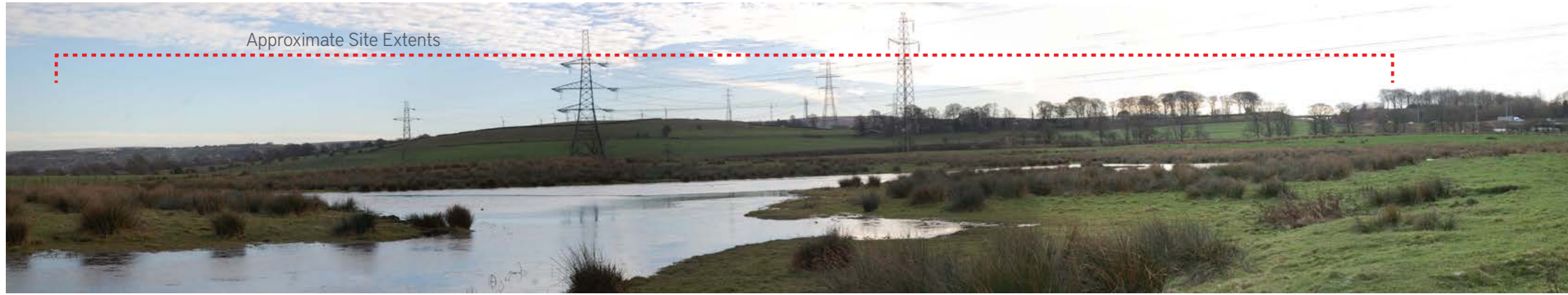
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DWG TITLE:	Viewpoints 4-7
PROJECT TITLE:	New Muslim Blackburn Cemetery, Accrington
DATE:	12.2021
DRAWN BY:	HB
CHECKED BY:	MW
DWG NO.:	M3491-PA-06-V1
CLIENT:	
WORK STAGE:	Planning
SCALE:	NTS@A3

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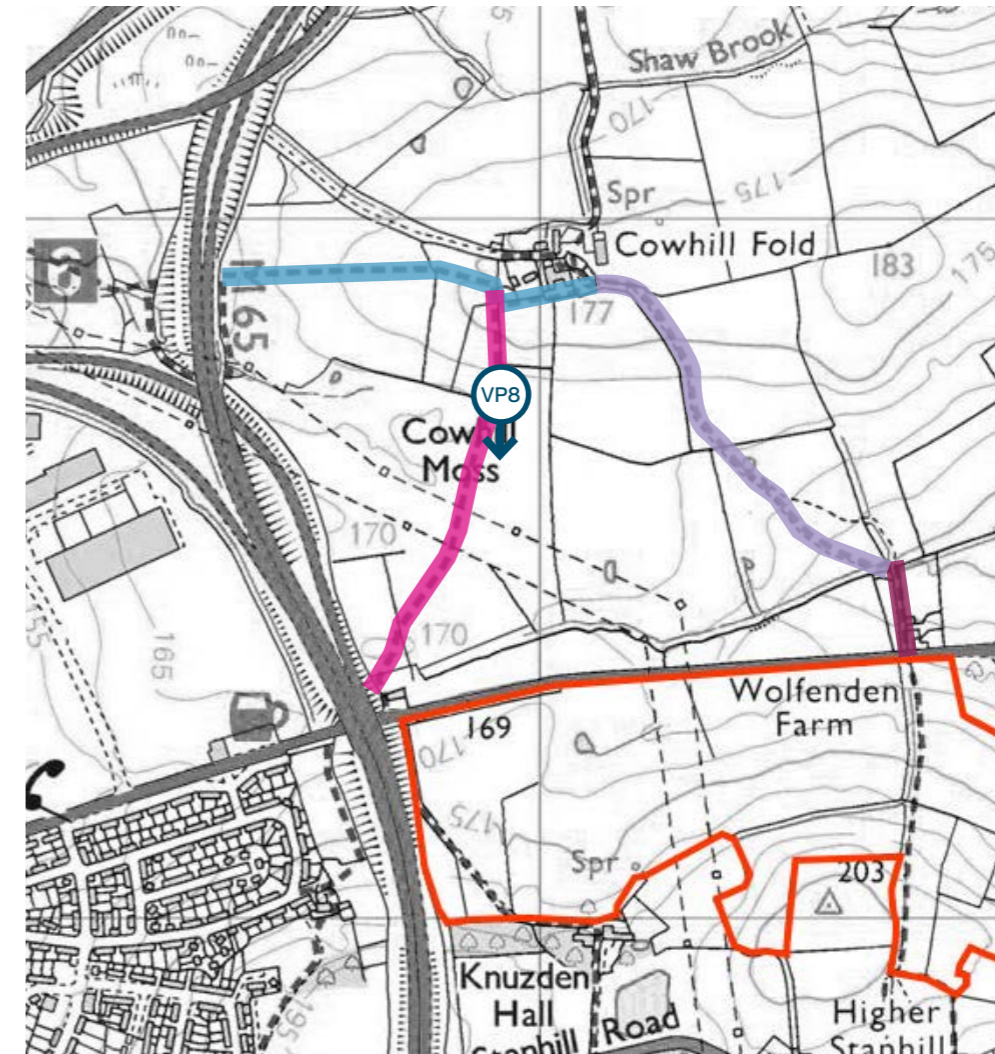


Visual Receptor Group: People walking on Public Rights of Way to the north of Blackburn Road on footpaths 11-5-FP21, 11-6-FP1, 11-6-FP3, 11-6-FP4, 11-6-FP15



Representative Viewpoint 8: View from PRoW 11-5-FP20 looking north-east

RG7



Viewpoint Location Plan

- KEY:
- Viewpoint Locator
 - Site Boundary
 - Receptor Group 4
 - Receptor Group 5
 - Receptor Group 6
 - Receptor Group 7

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CLIENT.

DWG TITLE: Viewpoint 8
PROJECT TITLE: New Muslim Blackburn Cemetery, Accrington

WORK STAGE: Planning
SCALE: NTS@A3

DATE: 12.2021
DRAWN BY: HB
CHECKED BY: MW

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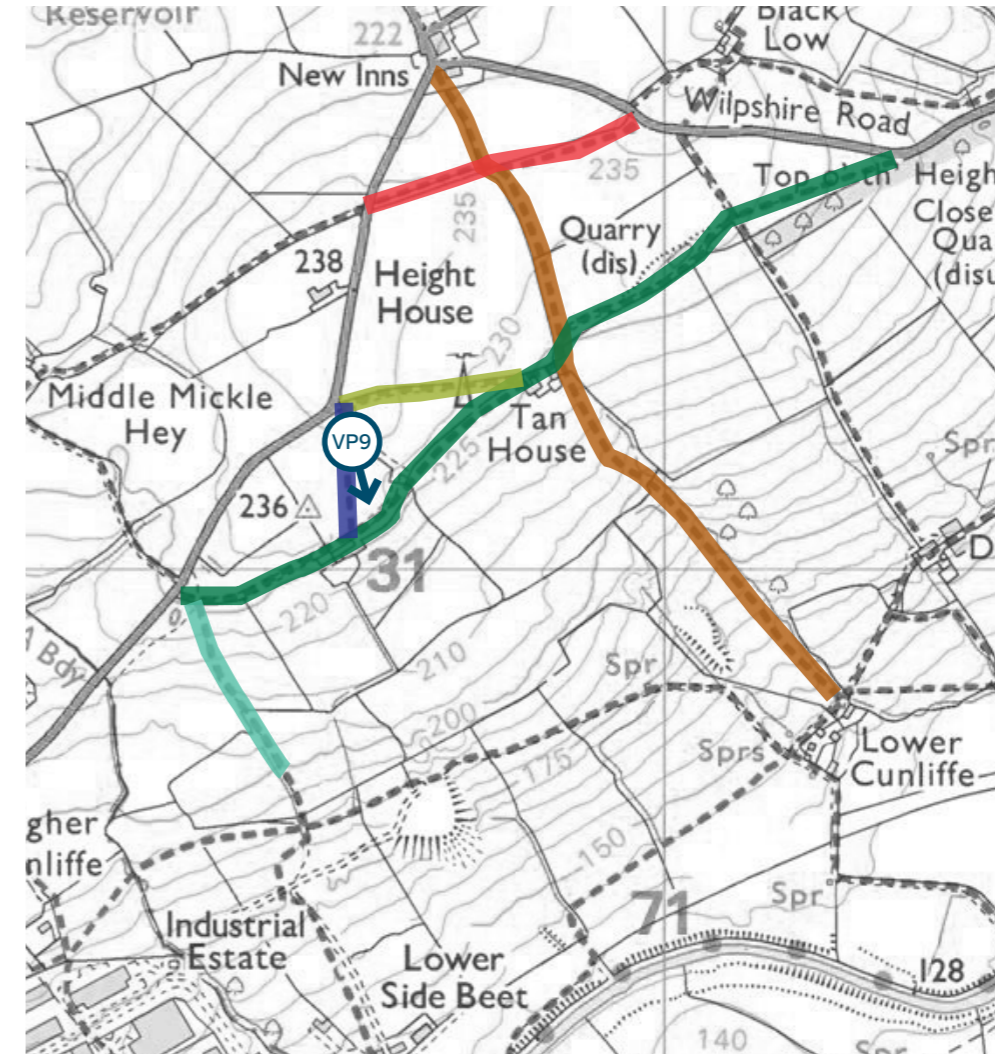
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Visual Receptor Group: People walking on Public Rights of Way near to Blackburn Old Road on footpaths 11-6-FP10, 11-6-FP12, 11-6-FP32, 11-6-FP31, 11-6-FP5



Representative Viewpoint 9: View from PRoW 11-6-FP31 looking south

RG12



Viewpoint Location Plan

KEY: Viewpoint Locator

- Receptor Group 8
- Receptor Group 9
- Receptor Group 10
- Receptor Group 11
- Receptor Group 12
- Receptor Group 13

Visual Receptor Group: Motorists, cyclists and pedestrians using Blackburn Road



Representative Viewpoint 10: View from Blackburn Road looking east

RG14



Representative Viewpoint 11: View from Blackburn Road looking west

RG14



Representative Viewpoint 12: View from Blackburn Road looking east

RG14



Viewpoint Location Plan

KEY: Viewpoint Locator Receptor Group 14
 Site Boundary

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 M3491-PA-09-V1
 CLIENT.

DWG TITLE
 Viewpoints 10-12

PROJECT TITLE
 New Muslim Blackburn Cemetery, Accrington

WORK STAGE
 Planning

DATE
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