

APPENDIX ONE

MECHANISMS FOR IMPLEMENTATION OF
LANDSCAPE GUIDELINES:

A S U M M A R Y

MECHANISMS FOR IMPLEMENTATION OF THE LANDSCAPE GUIDELINES: A SUMMARY

INTRODUCTION

A1.1.1 This appendix describes the existing and possible mechanisms whereby the landscape guidelines can influence decisions which affect the character of Humberside's landscape.

A1.1.2 The existing mechanisms are outlined in section A1.2 and presented in tabular form at Table A. The extent of influence which landscape planners and countryside managers can exert can be deduced from Table A. It is evident that some activities with landscape impacts fall outside any direct or indirect influence of landscape planners.

A1.1.3 Section A1.3 summarises these 'gaps' which presently lie beyond the influence of landscape planners.

A1.1.4 Section A1.4 outlines five areas in which landscape planners and countryside managers can use their influence to best effect to ensure the implementation of the landscape guidelines. These five areas are discussed in Sections A1.5 to A1.9 respectively.

A1.1.5 It is in the context of a Landscape Action Plan, in accordance with Humberside's Local Agenda 21 commitments, that a comprehensive approach to implementation and monitoring of the guidelines is proposed. Section A1.10 outlines how this Landscape Action Plan might be presented.

EXISTING MECHANISMS OF INFLUENCE

A1.2.1 The existing situation allows landscape planners to influence decision-making in various ways (as shown in Table A) as follows:-

(i) Activities under direct control of Local Planning Authorities

Some activities fall substantially under the control of local planning policies and Planning Guidance. Such activities include the siting and detailed design of new housing, mineral workings etc. Here the landscape planner can exert significant influence.

(ii) Activities only partly within control of Local Planning Authorities

Some activities can be carried out with little reference to local or national planning guidance. These include activities such as farm diversification for leisure pursuits or day visits. Here the only applicable control may concern advertising or road signs. Of particular concern is the construction of new agricultural buildings which falls outwith normal development control, although some notification and consultation with the LPA is necessary.

(iii) Activities requiring Environmental Assessment

Some activities require an Environmental Assessment in accordance with EU Regulations. Landscape issues must be considered by the developer and there is scope for landscape planners to comment and suggest modifications or alternatives. Where the activity also requires planning permission there is usually constructive liaison between developer and landscape planner. However, decisions regarding many infrastructure developments tend to be taken at Governmental level. Here there is less scope for direct influence, although dialogue is often constructive.

(iv) Activities grant-aided subject to landscape conditions

Some activities are grant-aided by Central Government but it is possible for landscape planners or countryside managers to comment or suggest modifications. Woodland planting under WGS or FWPS (including on set-aside land) is an example of such an opportunity.

(v) Activities for which general 'best-practice' guidelines are available

There are a number of non-statutory and advisory 'best practice guidelines' available for various activities eg Forestry Authority guidelines, Countryside Commission and DoE guidance regarding quality of design of housing in the countryside. These are extremely useful reference documents and can assist landscape planners and countryside managers in assessing the quality of development or management proposals.

(vi) Activities for which specific locally adopted landscape guidance is available

It is also possible to prepare local or topic-specific design guidance which can be adopted by the local planning authority to inform and enforce decisions taken within the planning arena. Such guidance might include this Landscape Assessment and Village Design Statements as proposed by the Countryside Commission (CCP 418, 1993).

A1.2.5 It is in the latter two categories of influence (ie best practice guidelines) that the Government, in its recent Rural White Paper intends to make much progress.

LANDSCAPE ISSUES OUTSIDE THE INFLUENCE OF EXISTING PLANNING AND MANAGEMENT GUIDELINES

A1.3.1 There are a number of activities which can have significant landscape impact which fall largely outside the influence of the landscape profession. It would be desirable that a landscape perspective influences such activities. The issues of most relevance are:

- (i) Construction, siting and colour of large agricultural buildings
- (ii) Landscape enhancement on a 'whole farm' basis rather than just in set aside land or in specific habitats.
- (iii) Farm diversification activities which do not require planning permission but might affect the appearance or character of farms in the rural landscape.
- (iv) Protection of the many archaeological sites for which areas of Humberside and North Yorkshire are nationally important.

- (v) Visual enhancement of existing flood defence berms and retention of associated items of local character eg sluices, barriers, guard rails etc.
- (vi) Strategic coastal management outwith Heritage Coast areas.
- (vii) Management of rural roads so as to protect, enhance or add locally appropriate hedges, verges, fencing, signs, ditches etc.
- (viii) The need for locally adopted Village Design Statements for specific villages which are likely to come under pressure for new housing.
- (ix) A problem not always addressed satisfactorily in Environmental Statements is the strategic consideration of radically different alternative approaches. This might be the only way to satisfactorily reduce impact eg a new transmission line across the Wolds could cause significantly more landscape damage than a line across the Vale of York.

THE WAY FORWARD

A1.4.1 To ensure the active use and application of these Landscape Guidelines in Humberside and the areas of the successor Authorities, six points of action need to be addressed. Some relate to existing Local Authority functions, while others are natural extensions of these functions. In summary the points of action are:

- (i) Making the best use of existing statutory powers.
- (ii) Making the best use of existing consultative roles.
- (iii) Filling gaps in existing statutory or consultative roles.
- (iv) Promoting and targetting existing or new funds, goodwill and resources towards landscape priority areas.
- (v) Raising awareness and forging co-operative links between major players in the rural environment.
- (vi) Consolidation of all the above activities in a Landscape Action Plan, written in the style of Humberside's Local Agenda 21 publications.

A1.4.2 The successive sections below deal with each of these points of action in turn.

MAKING THE BEST USE OF EXISTING STATUTORY POWERS

A1.5.1 Planning controls over new development are reasonably extensive. Recent emphasis on quality of built form (in documents such as *Quality in Town and Country*; *Meeting the Challenge - Viability and Vitality in Town Centres*) have focused attention on quality of design. Cases have recently been won at appeal on the basis of quality of design as a material consideration in assessing applications for planning permission.

A1.5.2 Control exercised over the size, scale and form of development may be augmented by design guides. Proportionally greater weight is attached to design guides which have been through procedures of consultation and adoption alongside development plans. These can give guidance on appropriate scale, form and type of development, materials and colours for use in different areas. They can supplement the basic criteria of good design and give a clear indication to prospective applicants of the relevant standards which apply. For villages, the design guides could form Village Design Statements, a suggested model from the Countryside Commission's Design in the Countryside and its associated experiments.

A1.5.3 The design guides need not necessarily be conservative in their use, but rather seek to ensure that new development meets defined aspects of local distinctiveness and similar high standards of design. In Conservation Areas, where great restraint is required to maintain the distinctive historic patterns and features of development, use of Article 4 Directives can restrict the nature of development which can take place without planning permission and can help exercise greater control in areas particularly sensitive to change.

A1.5.4 In rural areas, the use of wider Countryside Design Summaries offer broad guidance on the features of the area to which development should respond. These can assist guidance on form and scale of agricultural buildings, applications for which planning authorities can consider under the General Development Order (1995).

MAKING THE BEST USE OF EXISTING CONSULTATIVE ROLES

A1.6.1 The role of the planning authority as a consultee to a wide range of agencies and initiatives can be a particular strength. The views of planning authorities on applications for consents for new utility and infrastructure projects, such as highways and power stations, are sought as a matter of course. Linking mitigation and planning gain to the development and sustaining of clearly-stated and consistent overall landscape character objectives and targets may be a priority.

A1.6.2 Targets for sustaining and reinforcing landscape character can form part of the objectives of habitat, wildlife and other strategies. Countryside management projects (including Farm Woodlands, Countryside Stewardship), environmental enhancement schemes and other initiatives such as recreation strategies can have implications for the landscape. These objectives should be linked to the landscape character and design guides to ensure that these are complementary rather than detrimental.

FILLING GAPS IN EXISTING STATUTORY OR CONSULTATIVE ROLES.

A1.7.1 Greater landscape influence can be brought to bear on the issues identified at Section A3 in various ways.

A1.7.2 Development of locally-specific best practice guides, together with a financial commitment to implementation of these in pilot areas, may be the way forward in relation to agricultural buildings, flood defence management, rural road management and farm diversification for leisure. These will usually require the involvement of land owners and managers, perhaps in the form of working parties.

A1.7.3 Village Design Statements could be prepared by Local Authorities, perhaps part-funded by aspiring developers.

A1.7.4 The need for archaeological protection and enhancement requires additional baseline information as the existing Sites and Monuments Record is incomplete.

A1.7.5 The issue of coastal management is very broad, and as noted in Humberside County Council's document 'The Humber Estuary and Coast' requires strategic management planning and an inter-agency approach, amongst which the landscape profession should be represented.

A1.7.6 The agreement with the Highways Agency of a 'rural roads hierarchy' for maintenance and leisure uses of some rural roads may allow a form of declassification of some roads so that traditional signage, hedges, ditches are retained or restored in a programme of road maintenance.

PROMOTION AND TARGETING OF EXISTING OR NEW RESOURCES

A1.8.1 In the field of countryside management, there are a number of existing financial support measures, grant schemes and a range of bodies able and willing to give technical advice.

A1.8.2 One problem has been, and continues to be, the co-ordination of the various grant schemes and sources of advice. Countryside Management Projects and Area Initiatives are cost effective and efficient means of achieving change.

A1.8.3 There are various schemes in operation eg the North Humberside Countryside Initiative, the Flamborough Heritage Coast project and the work of the Farming and Wildlife Advisory Group. The advantage of countryside management projects is that they offer landowners a 'name' on the end of a telephone and an advocate for their landscape enhancement projects amongst grant-aiding projects.

A1.8.4 Humberside is well-covered in area terms by countryside management projects and initiatives. However it is important that countryside management receives continued support, funding and staffing.

RAISING AWARENESS AND FORGING CO-OPERATIVE LINKS

A1.9.1 Recent governmental statements are doing much to promote the cause of quality in landscape design. The addition of the 'landscape areas' to PPG7, DoE's discussion paper on 'Quality in Town and Country' and various statements in the 1995 Rural White Paper have all indicated that quality of landscape assessment and design is important.

A1.9.2 Environmental Assessment regulations are encouraging developers to take a more critical view of their own proposals and there are signs of an increasing attention to landscape issues.

A1.9.3 However, as Table A indicates, there are many areas in which there is little financial or legal incentive for developers to actively promote landscape quality in their proposals.

A1.9.4 This need not be a bar to constructive dialogue between major players in the rural environment. There are some notable examples where bodies with slightly conflicting aspirations have jointly signed 'Memoranda of Agreement', 'Statements of Understanding', 'Joint Management Agreements' etc. One example is the agreement between British Waterways and English Nature in regard to the Pocklington Canal. Another is Water Level Management Planning, a MAFF/NRA/English Nature initiative, aimed at balancing needs of agriculture, flood defence and nature conservation interests.

A1.9.5 There is scope for increased co-operation between agencies and bodies.

A1.9.6 Agreements are more difficult to reach with private enterprise but much has been achieved nationally through joint agreement/sponsorship with major industry. The future of the Derwent Valley is an obvious area for joint agreement with mining interests. Another possible agreement with farming interests (eg Country Landowners Association) would relate to the impact of large agricultural buildings.

A1.9.7 The presence of landscape professionals on working parties tackling such issues would be highly desirable and should be encouraged where appropriate.

Landscape Action Plan

A1.10.1 Humberside has a Local Agenda 21 commitment which includes 'land use and landscape' as one of the major issues.

A1.10.2 A logical progression of this prioritisation of landscape and land use would be the formulation of a Landscape Action Plan.

A1.10.3 The aim of the Landscape Action Plan would be to consolidate all the existing landscape activity (see sections A1.5, A1.6 and A1.8), all agreements relating to the landscape and all intentions (see sections A1.7 and A1.9) in a written form.

A1.10.4 To some extent the Landscape Action Plan would only reflect what already occurs, and in itself, does not introduce any new controls. However it would serve four notable purposes:-

- (i) it would 'draw a line in the sand', ie it would underscore existing commitments to landscape quality, as expressed by Local Authorities, Government Agencies and private developers;
- (ii) it would galvanise and encourage commitments to action from major players in the rural environment;
- (iii) it would set an agenda for Humberside's landscape for future monitoring; and
- (iv) it would maintain the awareness of landscape diversity that the Landscape Assessment process has generated.

A1.10.5 The exact format of the Landscape Action Plan would need agreement but would need to address all the existing pressures on the landscape (see Section 4) and would need to include strategic considerations. Possible 'chapter headings' might be:

- | | |
|--|------------------------------------|
| (i) Strategic Issues eg development plan policies, Indicative Forestry Strategies, Setting-up of new Countryside Management Initiatives. | (v) New Housing and Architecture |
| (ii) Agricultural Practices | (vi) Recreation and Tourism |
| (iii) Quarries, Landfills, Aggregates | (vii) Forestry |
| (iv) Highways and Infrastructures | (viii) The Coastal Landscape |
| | (ix) Restoration of derelict land. |

TABLE A: CURRENT MEANS OF INFLUENCE OF LANDSCAPE PLANNERS AND COUNTRYSIDE MANAGERS ON SIGNIFICANT ACTIVITIES

LANDSCAPE ISSUE	EXTENT OF INFLUENCE							COMMENT
	Substantially under LPA Planning controls	Only minor details under LPA planning controls	Requires Env. Assessment - opportunity for comment	Subject of Govt. grant aid - opportunity for comment	Non-statutory or advisory 'Best Practice' guidance available	Local or specific statutory or adopted guidance available?		
Use of set-aside land	-	-	-	√	√	-	eg Countryside Stewardship	
'Whole-farm' landscape management	-	-	-	√	√	-	Major landscape issue	
New agricultural buildings	-	√	-	-	-	-	Potentially significant issue	
Change of use of farm buildings	√#	√#	-	-	-	-	1996 Env. Prot. Act may apply	
Farm diversification for leisure etc	-	√	-	-	-	-	Indicative Forestry Strategy needed	
New water storage reservoirs on farms	√	-	-	-	-	-	FC Bulletins	
Hedgerow protection & management	-	-	-	√#	-	-	FC Guidelines	
Short Rotation coppice	-	-	-	√	-	-	Mineral Planning Guidance & various Doe publications are useful	
New woodlands	-	-	-	√	-	-	Some guidance available	
Management of farm woodlands	-	-	-	√	√	-		
Management of ancient woodlands	-	-	-	√	√	-		
Maintenance of species rich grassland	-	-	-	√#	√#	-		
Maintenance of rights of way	-	-	-	√#	-	-		
Implementation of new paths/cycleroutes	√	-	-	√	√	√		
New quarries/landfill - siting, scale & Restoration	√	-	√	-	√	-		
New quarries/landfill - siting, scale & alteruse	-	+	-	-	√	-		
Disused quarries - uses	√#	+ #	-	-	√#	-		
Protection of archaeology	√#	-	√#	-	√#	-		

√ Generally available √# Available in certain cases - Not generally available

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New Large industrial buildings	√	-	√#	-	-	-	-	
Existing Large industrial buildings	-	-	-	-	-	-	-	
Existing Transmission lines-rationalisation	-	-	-	-	-	-	-	
New Transmission lines	-	√	√	-	√#	-	-	Holford & NGC rules
New Windfarms	√	-	√	-	√#	-	-	Good Roads Guide
New major highways	-	√	√	-	√	-	-	Need for 'Rural Roads Hierarchy'
Rural road maintenance	-	-	-	-	-	-	-	Need for 'Rural Roads Hierarchy'
Leisure uses of rural roads	-	-	-	-	-	-	-	Village Design Guides needed
New housing development - siting	√	-	-	-	-	√#	√#	Village Design Guides needed
New housing-detail design & materials	√	-	-	-	-	-	-	
New leisure developments	√	-	√#	-	-	-	-	
New coastal defences	-	√	√#	√#	√#	√#	√#	
Removal-Reorientation of coastal defence	-	+	√#	-	-	-	+#	
Strategic Coast and estuary planning	-	√	-	-	-	-	-	Humber Coast & Estuary Plan
New flood defences	-	-	√#	-	-	-	-	
Management of existing flood defences	-	-	-	-	-	-	-	

√ Generally available √# Available in certain cases - Not generally available