



STAFFORDSHIRE ♦ MOORLANDS
LOCAL ♦ DEVELOPMENT ♦ FRAMEWORK

A Local Plan for the future of Staffordshire Moorlands



Revised
Submission
Document

Core Strategy Development Plan Document

Revised Submission Document

December 2011



Foreword

**CORE STRATEGY
DEVELOPMENT PLAN DOCUMENT
REVISED SUBMISSION DOCUMENT**

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Introduction and Background

1 Introduction and Background

The Local Development Framework

1.1 The Staffordshire Moorlands Local Development Framework (LDF) is a District wide development plan which replaces the Staffordshire Moorlands Local Plan to provide a framework for delivering development to 2026. An LDF differs from a Local Plan as it is made up of several documents, (rather than a single document) which all undergo a separate production process and public examination. The aim is to make the review process quicker and easier to carry out as each document can be reviewed at separate times as appropriate.

1.2 The Core Strategy is the District Council's third LDF document. The Statement of Community Involvement and the Biddulph Town Centre Area Action Plan are the other LDF documents that have been produced and adopted to date.

1.3 The LDF covers only that part of the District for which the Council has responsibility as a local planning authority. It therefore excludes the Peak District National Park which is covered by a separate LDF prepared by the Peak District National Park Authority.

The Core Strategy

1.4 The Core Strategy is the key LDF document. It is a strategic District wide plan which influences how and where the Staffordshire Moorlands will develop in the future. It sets out what the District Council would like to achieve in each of the main towns and the rural areas

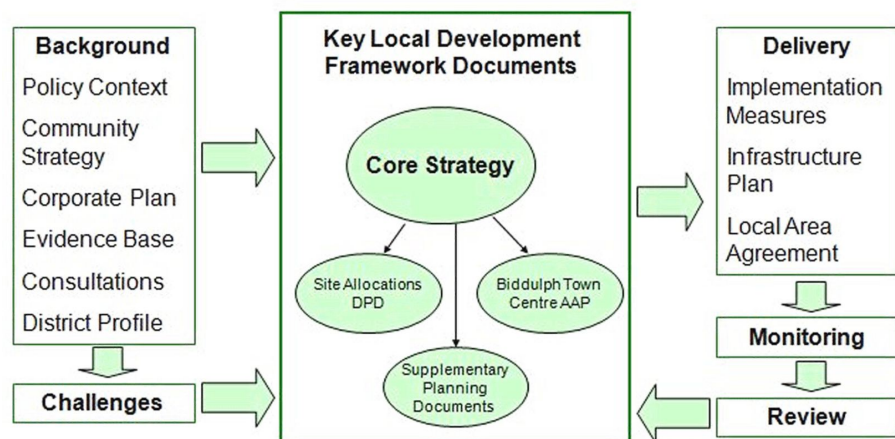


Fig. 1 The LDF Process and Relationship of Key Documents

outside the Peak District National Park. The Core Strategy provides the framework for future LDF documents which will then identify specific sites for development in the District (Site Allocations DPD) and provide detailed guidance to supplement the policies (Supplementary Planning Documents). **It should be noted that the Core Strategy contains all of the policies required to control development and that there will be no separate Development Control Policies document.** Fig 1 illustrates the LDF process and the relationship of the Core Strategy to the other LDF documents. The Core Strategy is informed by information, aspirations and actions from many other documents and surveys and also from consultations and engagement with stakeholders, whilst its policies and proposals will be delivered and measured through various implementation and monitoring mechanisms and procedures. The preparation of the Core Strategy has been undertaken in close conjunction with the Sustainable Community Strategy which has also been revised. This has ensured that their aims and objectives are consistent and compatible.

The Core Strategy comprises of the following:

- **A Spatial Vision** – detailing what the Staffordshire Moorlands will be like in 2026.
- **Strategic Aims and Objectives** – stating what it is proposing to achieve.
- **A Development Approach** – setting out the overall approach to development across the District.
- **A Spatial Strategy** – setting out how the vision will be achieved.
- **Core Policies** – setting out specific measures to control development. These are sub-divided into ‘Spatial Strategy’ policies and ‘Development Control’ policies.
- **A Delivery Plan** – setting out how the Strategy will be delivered through implementation and monitoring.

The Development Plan

1.5 Some of the Local Development Documents in the LDF, including the Core Strategy, are known as “Development Plan Documents” because they are part of the statutory Development Plan setting out the local planning authority’s policies and proposals for the development and use of land and buildings in the authority’s area. Decisions on planning applications are required to be made in accordance with particular policies in the Development Plan unless material considerations indicate otherwise. The material considerations could include national planning policy or significant local issues that have arisen since the Development Plan was prepared.

The statutory Development Plan for the Staffordshire Moorlands presently consists of:

- The saved policies of the **Local Plan** which was adopted in September 1998;
- the **Biddulph Town Centre Area Action Plan** which was adopted in February 2007;
- the saved policies of the Staffordshire & Stoke on Trent **Structure Plan**, adopted in February 2002;
- the saved policies of Staffordshire County Council’s **Minerals and Waste Local Plans**, adopted in December 1999 and February 2003 respectively;
- Regional Planning Guidance for the West Midlands (RPG11) since it became the **Regional Spatial Strategy** in 2004.

1.6 This Core Strategy, once adopted, will become part of the Development Plan for Staffordshire Moorlands and will replace the saved policies of the Local Plan. Appendix H illustrates how these policies will be replaced.

1.7 On 13 December 2010 the Localism Bill was published. Clause 89 provides for the abolition of regional planning and revocation of regional strategies. It is expected that the Bill will receive Royal Assent late 2011/early 2012 following which the West Midlands Regional Spatial Strategy will no longer be part of the Development Plan for Staffordshire Moorlands. The Localism Bill also provides for the preparation of Neighbourhood Plans by Parish Councils and Neighbourhood Forums which would become part of the Development Plan.

Policy Context

Integration of Strategies and Conformity

1.8 The LDF has a key role in providing a spatial dimension for many other strategies and helping in their co-ordination and delivery throughout the Local Planning Authority area. This section summarises the main strategies and policy influences, which have both directed the approach taken in the LDF, and which in turn the LDF will help to deliver and potentially shape. Two strategies are particularly critical: the Regional Spatial Strategy (RSS) and the Staffordshire Moorlands Sustainable Community Strategy.

1.9 The LDF currently needs to be in general conformity with the RSS. The Phase 2 Revision RSS was submitted to the Government in December 2007 and was subject to an Examination in Public in 2009, but has not been taken further following the abolition of the West Midlands Regional Assembly in 2010. Whilst account has been taken of the policies in the submitted Phase 2 Revision RSS, the Council has also considered more recent evidence to establish any changes in circumstances or a different, more locally specific, interpretation of the evidence which may justify different policies to those in the Phase 2 Revision RSS. It is important to note that the published RSS with which the Core Strategy is required to be in general conformity is the Regional Planning Guidance for the West Midlands (RPG11) which became the RSS in 2004. This only has a plan period to 2021 and does not give District housing targets, setting only a housing requirement for the whole of Staffordshire. The Phase 2 RSS Review which was intended to update this requirement, does establish a District housing target to 2026 and although it is a material consideration, does not form part of the published RSS.

1.10 The LDF also provides the main means of giving spatial expression to the Staffordshire Moorlands Sustainable Community Strategy. The vision, objectives and priorities for Staffordshire Moorlands expressed in the LDF have been developed alongside those of the Sustainable Community Strategy. In addition, there are many other strategies at regional, District and local level that need to be taken into account and which are described later in this section.

Details of all relevant current strategies and plans are set out in the 'Issues and Evidence Base' Background Report.

National Policy

1.11 National legislation is set out in the Planning and Compulsory Purchase Act 2004, and the planning documents District Councils need to prepare is governed by this Act and set out in a document known as the Town and Country Planning (Local Development) (England) Regulations 2008.

1.12 Guidance on specific subjects such as employment, transport, housing, retail and leisure are contained within national guidance documents known as either Planning Policy Statements (PPS) or Planning Policy Guidance (PPG). This guidance sets out issues such as the importance of re-using brownfield or previously developed land, delivering adequate and suitable housing, protecting green belts, providing open space, and broad locations for shopping.

1.13 National planning policy promotes the principles of ‘sustainable development’ which has been treated in an integrated way within the Core Strategy, in particular the interrelationship between social inclusion, protecting and enhancing the environment, prudent use of natural resources and economic development.

Regional Policy

1.14 In December 2010 the Localism Bill was published which provides for the abolition of regional planning and revocation of regional strategies. Despite plans to abolish the West Midlands Regional Spatial Strategy, the principles upon which it is based of rural/urban regeneration and sustainability remain valid and, unless superceded by more recent evidence, the evidence base which underpinned the WMRSS will still support the local planning strategy for Staffordshire Moorlands.

West Midlands Regional Spatial Strategy (RPG11)

1.15 Regional policy is set out in the Regional Spatial Strategy (RSS), which is currently RPG11 (Regional Planning Guidance for the West Midlands). This was published in June 2004. At that time, the Secretary of State supported the principles of the strategy but suggested several issues that needed to be developed further. A revision process is therefore being undertaken in three phases. The Phase 1 revision relating to the Black Country has been completed and was incorporated into the RSS in January 2008.

1.16 Current RSS policy seeks to enable all parts of the Region to sustainably meet their own needs in a mutually supportive way. Whilst it seeks to focus major development and investment into the Major Urban Areas, such as North Staffordshire, it also recognises the need for other parts of the Region, particularly the main towns and villages, to build on their locational strengths, environmental qualities, regeneration opportunities and the linkages with their local hinterlands to develop their own distinctive roles and character. The key policies in the RSS that are relevant to Staffordshire Moorlands and their relationship to the Core Strategy policies are set out in Appendix D.

West Midlands Regional Spatial Strategy (Phase 2 Revision)

1.17 The Phase 2 Revision does not change the vision, principles and objectives. The aims of achieving urban and rural renaissance therefore continue to underpin the revision. However, it does include some key differences in the balance of development across the region, specifying housing and employment land requirements for the District as well as establishing a revised regional policy framework for issues relating to housing, employment, sustainability, the environment, retailing and town centres, transport and waste.

1.18 The Preferred Option for the Phase 2 Revision was submitted to the Secretary of State in December 2007. One of the principal aims of the RSS revision was to set out housing figures for each Local Planning Authority up to 2026 which will in turn determine the scale of dwelling provision LDFs will need to meet. For Staffordshire Moorlands the proposed housing requirement is 6,000 dwellings between 2006 and 2026. This is equivalent to an annual development rate of 300 dwellings per annum.

1.19 The revision to WMRSS also seeks to make stronger links between housing distribution and employment land provision. In order to address future employment land requirements, the Preferred Option document puts forward a five-year “reservoir” approach aimed at quantifying future employment land requirements. For Staffordshire Moorlands the five-year reservoir of employment land would be 6 hectares which would equate to 18 hectares between 2006 and 2021.

1.20 During April-June 2009 an Examination in Public (EiP) was held into the draft Phase 2 Revision to the Regional Spatial Strategy for the West Midlands (RSS). On 28th September 2009 the Panel published its report on the findings of the EiP including the Panel's recommendations for changes which went forward to be considered by the Secretary of State. For Staffordshire Moorlands the Panel recommended no changes to the housing requirement (i.e. maintaining a requirement of 6,000 dwellings for 2006 – 2026). To-date the Secretary of State has not published the list of proposed changes and in view of the government's proposals to abolish Regional Strategies through the Localism Bill it is highly unlikely that these will now be published.

West Midlands Regional Spatial Strategy (Phase 3 Revision)

1.21 The Phase 3 Revision was intended to address issues relating to rural services, sites for gypsies, culture, sport and tourism, quality of the environment (including the green belt) and minerals. However, in the light of the government's proposals to abolish Regional Strategies it is now unlikely that the Phase Three Revision will be progressed. Interim Policy Statements in respect of new accommodation for Gypsies, Travellers and Travelling Showpeople and the Sub-Regional Apportionment of Construction Aggregates, were published in March 2010.

Other Regional Strategies

1.22 A variety of other regional policy documents have also been prepared or are under review which may be relevant to the Core Strategy. Of particular note is the Regional Economic Strategy and the Regional Housing Strategy. The **West Midlands Economic Strategy** (WMES) 'Connecting to Success' provides the framework for sustainable economic growth and will have connections with the RSS Revision. It focuses on the 3 main economic components of business, place and people and the need to provide a powerful voice for the region. The key goal is to close the output gap between the national and regional average. The WMES Delivery Framework was published in May 2008 and provides the framework for all partners involved in delivering the WMES.

1.23 In March 2012, Advantage West Midlands - the Regional Development Agency for the West Midlands – will close. Economic development and social and physical regeneration will in future be led by Local Enterprise Partnerships (LEPs) and other successor bodies. Staffordshire Moorlands will be covered by the Stoke-on-Trent and Staffordshire LEP.

1.24 The **West Midlands Regional Housing Strategy 2005** seeks to apply the principles of urban and rural renaissance, as set out in the RSS, to the Region's housing markets and to guide central Government on its housing investment in the Region in order to tackle the immediate dual issues of Decent Homes and Affordable Homes. The ultimate purpose of the Strategy is to secure mixed and balanced communities in the West Midlands. The Regional Housing Executive is currently encouraging local authorities to collaborate together in sub-regional Housing Market Areas to prepare Sub Regional Housing Strategies.

1.25 The revision to the **East Midlands Regional Spatial Strategy** (RSS8) was published in March 2009. Whilst not directly affecting Staffordshire Moorlands, it is also of relevance in that it requires that Local Authorities and other relevant public bodies in areas adjacent to the National Park should consider whether there is potential for further tourism development that could ease pressures on the Park itself.

Sub-regional Policy

Staffordshire and Stoke-on-Trent Structure Plan

1.26 The Structure Plan sets out the broad planning framework for Staffordshire for the period 1996 – 2011. The key ‘saved’ policies in the Staffordshire Structure Plan that are specific to Staffordshire Moorlands and their relationship to the Core Strategy policies are listed in Appendix D. The Core Strategy will eventually supersede the Structure Plan policies.

RENEW North Staffordshire Housing Market Pathfinder

1.27 The North Staffordshire Housing Market Pathfinder was established in 2002 to address housing market failure, obsolescent housing stock and mismatch between housing supply and demand. The Pathfinder area includes a small part of Staffordshire Moorlands at Biddulph East.

1.28 In terms of Renew funding, the risk of housing market failure in Biddulph East is seen as a medium to long-term issue rather than one of immediacy and this has been recognised in the Renew Board’s decision making. A joint initiative for Biddulph East and Galleys Bank in Kidsgrove is currently proposed attracting a private sector developer by offering them the opportunity to build more homes to finance the renewal work.

1.29 The government has published proposals to abolish regeneration agencies which have co-ordinated work locally over the last decade, including RENEW North Staffordshire, and their replacement by Local Enterprise Partnerships (LEPs) which will take over responsibility instead. Staffordshire Moorlands will be covered by the Stoke-on-Trent and Staffordshire LEP.

Local Transport Plan

1.30 Local transport authorities are required by the Transport Act 2000 to prepare Local Transport Plans (LTPs) for 5 year periods. Staffordshire County Council has prepared its third County-wide LTP for the period from 2011 to 2026. This Staffordshire-wide LTP does not include the Stoke-on-Trent conurbation, which has its own LTP (called the “Stoke-on-Trent LTP 2011/12 - 2025/26”). Because of this, peripheral areas around the City which lie in the Moorlands are covered by the Stoke-on-Trent LTP (BlytheBridge, Caverswall, Werrington, Bagnall, Endon and Brown Edge). Both LTPs set out the following objectives and priorities for transport:

1.31 LTP objectives countywide:

- **better accessibility;**
- **creating safer roads;**
- **effective and efficient highway maintenance;**
- **reducing the impact of traffic;**
- **improving air quality**
- **Stoke-on-Trent LTP objectives also reflect the above, with additional emphasis on supporting regeneration, and improved travel safety**

1.32 Main transport priorities in Staffordshire Moorlands are:

- **better accessibility;**
- **creating safer roads;**
- **reducing the impact of traffic**
- **Stoke-on-Trent LTP priorities also place emphasis on regeneration**

Local Policy

Biddulph Town Centre Area Action Plan

1.33 The Area Action Plan (AAP) was adopted in February 2007 and focuses upon the delivery of regeneration in Biddulph Town Centre setting out the policy framework against which planning applications are assessed and how the regeneration of the town centre should be achieved. It makes proposals for the provision of a major supermarket and edge of town retail park as well as other town centre improvements.

1.34 The Core Strategy takes into account the proposals and policies in the AAP. The key policies and their relationship to the Core Strategy are set out in Appendix D.

Staffordshire Moorlands Local Plan

1.35 The Staffordshire Moorlands Local Plan currently forms part of the Development Plan for the District although not all of its policies have been saved beyond 2007. The Core Strategy and other Development Plan Documents will eventually supersede these policies. Those which are saved are listed in Appendix H together with an indication of which of the LDF policies will be replacing them.

1.36 The general strategy of the Local Plan has been to locate new development proposals in settlements which are excluded from the Green Belt which occupies much of the western half of the District or in settlements beyond the outer limits of the Green Belt. Most of the housing development has been focused in the 3 towns using sites within built-up areas wherever possible but also designating some sites on the edges of settlements. Throughout most of the rural areas development has been limited to small infill sites or to meet local need with some modest housing and industrial development in rural service centres. New shopping development has generally been located within existing town centres to help strengthen their viability.

1.37 In 2001 the Council began a review of the Local Plan to extend its plan period to 2011. However work on the review was suspended in 2003 in the light of the introduction of the new LDF legislation. As the revised Local Plan was never adopted it does not form part of the Development Plan and carries little weight as a material consideration in the determination of planning applications.

Sustainable Community Strategy

1.38 The Sustainable Community Strategy sets a long-term vision and plan for bringing about a sustainable improvement in the social, economic and environmental conditions of Staffordshire Moorlands. It brings together the needs, interests and aspirations of the community of Staffordshire Moorlands. The latest Sustainable Community Strategy (2007 – 2020) sets out the following key outcomes:

- **Children and young people**
- **Stronger, safer communities**
- **Older people and adults at risk of exclusion**
- **Economic regeneration**
- **Environment and climate change**

1.39 The Council has developed the Local Development Framework in tandem with the development of the Sustainable Community Strategy through the Moorlands Together Local Strategic Partnership. In order to ensure that the LDF is completely aligned with the Sustainable Community Strategy early public consultation on the LDF and Sustainable Community Strategy was undertaken as a single exercise – such that both draw on the same

information about community priorities and the same set of local data. The Statement of Community Involvement was also produced through the LSP and has been linked to the involvement structures supported by the LSP. Through joint working, planners and community strategy officers have worked together to determine shared local priorities, to analyse information and to integrate the outcomes of both strategies. The Core Strategy will be a key means of delivering many of the key actions of the Sustainable Community Strategy. Appendix E sets out the relationship of these key actions with the Core Strategy policies.

1.40 ‘Shaping the Future of Staffordshire 2005 – 2020’ – The Sustainable Strategy for the County focuses on six key priorities: enhancing the voice and profile of Staffordshire; developing strong and rural communities; integrating and sustaining transport; improving health and social care; supporting the growth of the local economy and encouraging prosperity; and sharing data and information. A delivery plan (Staffordshire Local Area Agreement) has been produced by the LSP to guide partners’ efforts to deliver the outcomes in the community strategy. The targets and outcomes of the LAA have been incorporated into the Implementation and Monitoring Plan (appendix A) and the Infrastructure Plan.

Corporate Plan

1.41 The Council’s Corporate Plan sets out the key aspirations of the Council for improving services for Staffordshire Moorlands and is reviewed on an annual basis. In order to ensure that the objectives in the Corporate Plan are aligned with those in the new Sustainable Community Strategy and the Local Development Framework, the Council reviewed its Corporate objectives during 2007. The 2008 – 2011 Corporate Plan identifies 5 priority outcomes that are required from the Council’s activities. These are:

- **Improved community safety** by reducing crime and the fear of crime.
- **Improved health** by effective health improvement and by increasing participation in sport and physical activity at all levels and abilities to ensure equality.
- **Protection of the environment** with effective planning policy and a robust response to climate change.
- **A strong economy** by developing sustainable towns and rural communities with work opportunities and excellent public amenities.
- **Decent and affordable housing** by increasing the supply of affordable homes and facilitating improvement in conditions of existing properties.

1.42 Appendix E sets out the relationship of these priority outcomes with the Core Strategy policies.

1.43 In 2008 the Council entered into a Strategic Alliance with the neighbouring authority of High Peak Borough Council. The aims of the alliance are to achieve:

- **Significantly improved quality of life for residents**
- **Value for money**
- **Excellent customer service**
- **High levels of public recognition and satisfaction**

1.44 As the two Authorities are within different strategic planning areas, the scope for the joint production of LDF documents is limited. Nonetheless, there are many similarities between the two areas and this presents opportunities for much closer joint working across many service areas which may impact on the delivery of the Core Strategy

Other Plans, Strategies and Programmes

1.45 The LDF is also informed by a number of other local planning documents and strategies as well as the plans, strategies and programmes of other bodies and organisations.

Further details of the interactions and how individual recommendations of these documents and strategies impact on the Core Strategy are set out in the 'Issues and Evidence Base' Background Report.

Evidence Base

1.46 One of the main requirements and tests of soundness for the Local Development Framework is that all Development Plan Documents are based upon a robust and credible evidence base. This evidence base is critical to ensuring that the Council has a thorough understanding of the needs and issues of its area and that the delivery of housing, employment, retailing and other requirements is not compromised by a lack of sites, infrastructure constraints or other inadequacies.

1.47 The evidence base has informed the various components of the LDF and the choice of options and will be used to test the soundness of the Development Plan Document at examination. The evidence base will be kept up-to-date through periodic reviews of key studies which will inform the Annual Monitoring Report and its assessment of the delivery of the Core Strategy (see para. 9.9).

1.48 The evidence base for the Core Strategy comprises of the following main studies:

- **Employment Land Study** (2006, updated 2008) – *provides a review of commercial property and existing employment land across the District and identifies future business needs and employment forecasts over the next 15 years, with a view to identifying a portfolio of future sites suitable for employment use. An Employer Skills Needs Survey was also undertaken in 2007.*
- **Retail Study** (2006, updated 2008) – *focuses on future qualitative and quantitative capacity for convenience and comparison retailing across the District over the next 10-15 years, with particular regard to Leek, Cheadle and Biddulph. It was informed by the results of in-centre and household telephone surveys. This was updated in 2008 with an assessment of the impact of the proposed convenience and comparison floorspace increases.*
- **Strategic Flood Risk Assessment** (2007) – *provides an assessment of the extent and nature of the risk of flooding across the District.*
- **Gypsy & Traveller Needs Assessment** (2008) – *identifies need for future provision for gypsies and travellers*
- **Strategic Housing Market Assessment** (2008) – *provides a detailed analysis of housing need and demand for the North sub-regional housing market area.*
- **Strategic Housing Land Availability Assessment** – *detailed assessment of potential sites for housing development and their deliverability.*
- **Local Area Profiles** – *provide comprehensive data on individual towns and the rural areas.*
- **PPG17 Audit** (2009)- *assessment of open space, sport and recreation facilities across the District in accordance with PPG17.*
- **Development Capacity Study** (2008/9, updated 2010/11) – *Stage 1 examines the level and capacity of existing infrastructure services and facilities (including social and physical infrastructure) and accessibility. Stage 2 assesses the viability of development sites. Stage 3 appraises the potential impact of changes to the affordable housing targets.*
- **Landscape & Settlement Character Appraisal** (2008) - *assessment of the character of the landscape and key settlements. Subsequent detailed assessment undertaken in 2010 of the Churnet Valley.*

- **Housing Requirements Paper** (2010) – assesses future housing requirements for the District based on latest evidence of need and demand for housing, affordability, availability of land, capacity and environmental, social and economic impacts.
- **Renewable Energy/Low Carbon Energy Study** (2010) - considers the technical potential, viability and the deliverability of various renewable and low carbon options.
- **Tourism Study** (2011) - provides an appraisal of the role and impact of the visitor economy, and the opportunities for its economic growth across the District and in particular in the ChurnetValley corridor.
- **Ecological Surveys** (2010/11) - ecological assessment of potential development areas for Leek, Biddulph and Cheadle

Details of the current evidence base and work underway are set out in the 'Issues and Evidence Base' Background Report.

Community Involvement

1.49 In addition to work on the evidence base, the Core Strategy has been prepared with the help of the local community as well as various stakeholders through consultation, public participation and joint working. The process of consultation has been undertaken in compliance with the Council's Statement of Community Involvement which was adopted in 2006. Where appropriate, this was undertaken jointly in conjunction with the preparation of the Sustainable Community Strategy and the results have informed both strategies to ensure a consistent and complimentary approach to identifying and addressing issues. This has consisted of:

- **The Big Debate** – a series of consultation events held across the three towns of Leek, Cheadle and Biddulph in December 2006 aimed at establishing common priorities and setting a common vision for both the Core Strategy and the Sustainable Community Strategy. People were asked to rate 19 issues on whether they were a high, medium or low priority to them. Respondents were also given the opportunity to highlight other issues that are important to them. Questionnaires were available at the Council's One Stop Shops and on Staffordshire Moorlands District Council's website. 272 responses were received to the questionnaire. In addition MRUK undertook telephone based interviews on a number of important issues to the Council and its partners based on a sample of 500 residents across the District and a further 500 within deprived areas and 30 BME targeted interviews.
- **Issues and Options** – extensive consultation was undertaken during September/October 2007 on specific issues and options for the Core Strategy. The purpose of this consultation was to obtain as many views as possible on a draft vision for the Core Strategy, draft spatial objectives including prioritisation of them, 4 possible development options and key areas for policy development such as affordable housing and amounts of new retail development in the towns. The questions asked in the consultation material were intended to provoke discussion, encourage the generation of other potential options and gather views on specific policy areas to give a strong steer in developing Preferred Options. The Council involved as many interested parties as possible in order to identify as many issues and options at this early stage. In total 235 questionnaires / letters

were received by the District Council in response to the consultation and in addition to this comments from 14 stakeholder meetings were received as well as feedback from Neighbourhood Forums and public consultation events across the District.

- **Draft Preferred Options** – extensive consultation was undertaken during September/October 2008 on draft preferred options for the Core Strategy in order to obtain views on all aspects of the preferred options for the Core Strategy including the development approach, the amount and type of development proposed in each area and the broad locations for development in the towns. Views were also sought on the policies being proposed and whether alternative approaches should be considered. A range of measures were used to engage with stakeholders and the general public, in response to which a total of 997 responses were received as well as additional feedback from consultation events.
- **Submission** – the first submission document was published in May 2009 to invite representations on the soundness of the document. A total of 425 valid representations were received from 268 respondents together with a further 8 late representations which were also accepted by the Council. Following consideration of these representations the Council agreed a number of modifications to the Submission document, including a number of significant focused changes. These were subsequently published as an Addendum for comments in December 2009. A further 785 representations from 411 respondents were received to the published Addendum. The Council subsequently agreed in June 2010 to make further changes to the Submission document but these were never published as an Addendum.
- **Revisions** – in Autumn 2010 new evidence on future housing requirements and government proposals to abolish Regional Strategies highlighted a need to consider a review of the emerging Core Strategy. A 'Revisions Consultation' document was subsequently published in February 2011 which was supported by a Housing Requirements Paper. Views were sought on options for alternative housing requirements and also on possible policy changes to bring any of the RSS policies or more local variations on them into the Core Strategy. A total of 118 responses were received from 42 respondents.

The responses to the consultations are detailed fully in the 'Issues and Options Consultation', 'Draft Preferred Options Consultation', 'Submission Consultation', 'Addendum Consultation' and 'Revisions Consultation' documents.

Sustainability Appraisal

1.50 All local authorities are required to undertake a Sustainability Appraisal of their Development Plan Documents. The Sustainability Appraisal (SA) of the Core Strategy has been fully integrated into the plan making process to date and has informed the preparation of the submission document.

1.51 A generic Sustainability Appraisal Scoping Report for the LDF was produced following consultation in 2006 which set the context of all subsequent DPDs and SPDs, defining their objectives, establishing the baseline, and deciding on the scope and level of detail required of the subsequent SA to ensure that sustainability concerns will be taken into account throughout the production of the document.

1.52 The second stage of the SA was published in September 2007. This involved developing and refining options and assessed 7 spatial options which have been generated in response to issues identified during the evidence gathering stage of the Plan.

1.53 The third stage of the SA was undertaken during December 2007 to inform the preparation of the Preferred Option. This assessed the preferred option including all emerging core policies and also all broad locations for development.

1.54 The fourth stage of the SA was undertaken during January/February 2009 to inform the preparation of the Submission version of the Core Strategy. This reviewed and further refined the assessment of the core policies and the broad locations for development.

1.55 Further SA work was undertaken in 2009 to inform the preparation of the Addendum in respect of new broad locations and also in 2010 to inform the Revisions Consultation in respect of alternative housing requirements. An updated Sustainability Appraisal was carried out in July 2011 to assess the Revised Submission document.

Details of the appraisals are set out in the 'Staffordshire Moorlands Core Strategy Sustainability Appraisal' for each stage.

Appropriate Assessment

1.56 In addition to the Sustainability Appraisal there is now a need to undertake "Appropriate Assessment" of all Local Development Documents. This relates to Articles 6(3) and (4) of the Habitats Directive (Directive 92/43/EEC) and is concerned with assessing the likely significant effects of land use plans on European nature conservation sites. The Council has used environmental consultants to undertake the scoping and screening exercise and subsequent appropriate assessment of emerging policies for the Core Strategy to identify those which were likely to have an uncertain or potentially negative effect on one or more of the European sites identified in the screening process. Arising from this, the Core Strategy incorporates several overarching policies (SS1 and NE1) designed to provide the necessary mitigation and ensure that the integrity and conservation objectives of such sites are not compromised.

1.57 This assessment has subsequently been reviewed in the light of changes made to those policies following consultation on preferred options and the revisions to the Core Strategy.

Details of the Appropriate Assessment are set out in the 'Staffordshire Moorlands District Council Core Strategy Appropriate Assessment' for each stage.

Soundness

1.58 The preparation and contents of the Core Strategy must pass three tests of 'soundness'. These tests ensure that the document can be trusted as the best way forward for development and conservation of the District, having taken into account other plans, other relevant alternatives, local characteristics and relevant and robust evidence. The tests of soundness are that the Core Strategy should be :

- **JUSTIFIED** – it must be founded on a robust and credible evidence base and be the most appropriate strategy when considered against the reasonable alternatives;

- **EFFECTIVE** – it must be deliverable, flexible and able to be monitored;
- **CONSISTENT** – it must be consistent with national policy.

1.59 In order to demonstrate that the Core Strategy meets the tests of soundness and is a good spatial plan, the Council has completed the Planning Advisory Service soundness self-assessment toolkit. This is available to view on the Council’s website.

Timetable

1.60 It is critical that Core Strategies are produced in a timely and efficient manner and the Council’s Local Development Scheme has been reviewed to reflect the most appropriate deliverable timetable for the Core Strategy and other related local development Documents. The anticipated full timetable for the completion of the Core Strategy is set out below.

Fig. 2 Timetable of Key Stages for the Core Strategy	
Plan Preparation Commenced	December 2006
Issues and Options Consultation	September 2007
Preferred options Consultation	September 2008
Publication of Submission Document	May 2009
Addendum Consultation	December 2009
Revisions Consultation	February 2011
Publication of Revised Submission Document	December 2011
Document Submitted	Anticipated Spring 2012
Examination/Hearing	Anticipated Summer 2012
Adoption	Anticipated Winter 2012/13

A Portrait of Staffordshire Moorlands

2 A Portrait of Staffordshire Moorlands

2.1 This part of the Core Strategy aims to give a general picture about the District and our community. Further, more detailed information on the District is contained in the accompanying Issues and Evidence Base Reports and Area Profiles.

2.2 Staffordshire Moorlands is in north east Staffordshire, bordered by Cheshire to the north-west, Derbyshire to the east and Stoke-on-Trent to the south-west (see figure 3). The district covers an area of 57,624 hectares and has a population of 95,400 (2009 mid-year estimate). Around 53% of the population is based in the three towns of Leek, Biddulph and Cheadle; around 22% of the population lives in the larger settlements of Cheddleton, Endon, Werrington & Cellarhead and Blythe Bridge, located in the west of the district. The remainder are divided among 34 rural parishes.

2.3 A third of the district lies inside the Peak Park - the Peak District National Park Authority represents the special interests of this Park. Of the remainder of the Moorlands, around 30 per cent is designated as Green Belt. The district has close links to parts of Cheshire, as well as to the city of Stoke-on-Trent, which exerts a strong influence on the west of the district in particular, and provides significant employment opportunities and services for many people in the district.

2.4 Between 1991 and 2001 Staffordshire Moorlands recorded a decline in population, although this was primarily driven by natural change as a result of falling birth rates. Since 2001 the District has continued to experience negative natural change, but has made up for this with positive net migration resulting in a steady increase in population.

2.5 The Strategic Housing Market Assessment identifies the District as part of the North Housing Market Area (HMA). In terms of migration flows, it is closely tied to Stoke-on-Trent and of the five North Housing Market Area districts is most influenced by its HMA partners. Staffordshire Moorlands splits between the non-National Park west whose towns are part of a market that draws in population from Stoke-on-Trent, Newcastle-under-Lyme and the



Fig. 3

towns of Congleton and Macclesfield, and the National Park which is a non-centred rural area operating independently of the rest of the District. Demand from migration constituted 70.4% of the total demand for housing in 2007.

2.6 There are currently about 42,925 houses in the District as of October 2010. According to the 2001 Census approx 83.1% of households owned their own dwelling and approximately 0.7% of the housing stock was second/holiday homes and another 3.7% were vacant. In October 2010 the number of empty homes was 856, which represents 2% of the total housing stock. The average household size is currently estimated to be 2.38 persons per household. The predominant type of housing in Staffordshire Moorlands is detached - the level of terraced stock is particularly low at 16.7%, against a regional level of 23.9%. The proportion of social rented households (9%) and private-rented households (5.6%) in Staffordshire Moorlands is also the lowest in the North HMA. The largest RSL landlord is Moorlands Housing, following the transfer of Local Authority stock in 2001, with a stock base of around 3,700 properties principally located in the Leek, Cheadle and Biddulph areas.

2.7 The District has experienced rapid house price growth since 2001, well in excess of both the regional and national average growth, but a significant levelling off of price rises since 2005 and an underlying downward trend more recently. In 2001, the mean overall price for a home in Staffordshire Moorlands was £83,149; by June 2008 this had risen by 120% to £182,700 but by July 2011 had fallen to £176,036. The price of terrace homes, which represent the main supply of first entry level homes, rose from £45,532 to £119,100 between 2001 and 2008 but by July 2011 had fallen to £106,880. The ratio of lower quartile house prices to incomes more than doubled in Staffordshire Moorlands from 3:1 in 1997 to 7:1 in 2006 but fell to 6:1 in 2011. Affordability ratios across the District range significantly from 5:1 in Biddulph East, Leek South and Cheadle North East Wards to 11:1 in Horton Ward and 14:1 in Manifold Ward - eight of the fifteen rural wards have affordability ratios of 7:1 or more. The parts of Staffordshire Moorlands (e.g. Biddulph) that border Stoke-on-Trent and Newcastle-under-Lyme (Kidsgrove) all reflect Stoke-on-Trent's low price housing market. Generally, property prices in Staffordshire Moorlands are significantly higher than in neighbouring Staffordshire authorities, particularly Stoke, but lower than in neighbouring Cheshire and Derbyshire authorities (see fig 4).

Fig. 4 Comparison of Average Property Prices (July 2011)

	Terraced	Semi-detached	Detached	Flats/Apartments
Staffordshire Moorlands	£106,880	£138,336	£257,047	£98,477
Stoke-on-Trent	£72,723	£101,299	£169,291	£67,781
Newcastle-under-Lyme	£96,095	£126,166	£240,985	£73,671
High Peak	£133,686	£179,953	£309,352	£123,495
Cheshire East	£154,306	£178,515	£359,616	£131,386

Source: Hometrack

2.8 The District's economic prospects are finely balanced. From one perspective the District has a successful economy. There is virtually full employment with unemployment rates below the national and Staffordshire average at a low of 1.1% in June 2008, although this had risen to 2.3% by June 2010. Employment sites are almost at full capacity and there are a number of nationally significant businesses, including Britannia Building Society, JCB and Alton Towers. In recent years the Staffordshire Moorlands has benefited from a number of regeneration programmes and initiatives to the value of approximately £10m to help

develop its business and tourism economy. Whilst there is the continued presence of large nationally recognised employers, the business structure of Staffordshire Moorlands is dominated by micro and small businesses of between 1 and 10 employees which collectively accounted for over 92 per cent of all businesses in 2006 and this position is unlikely to have changed.

2.9 On the other hand the District's economy is under-performing compared to its competitors. It provides low pay to a large proportion of its workforce when compared to the national and regional average and struggles to encourage the growth of new businesses and to attract new firms. The District has one of the lowest formation rate of new businesses in the area. However, whilst start-up rates might be relatively weak, data for the District indicates that businesses are resilient once established. The District also has a workforce characterised by low and medium skill levels and lower graduate level workers. Potential employees have the necessary qualifications but not the skills that employers need, however, the District presents many opportunities for new industries and enterprise which, with the right level of support and intervention, will allow the District to play a positive role in the Region's economic growth and prosperity.

2.10 Jobs within the district are amongst the lowest paid in Staffordshire with an average weekly workplace earning of £424 per person in 2010, compared to a regional average of £467. However, the average weekly earnings of residents in the District in 2010 was £492, which was higher than the regional average of £469. This is indicative of the high out-commuting levels to better paid jobs outside the District – nearly 50% of the working population of Staffordshire Moorlands works outside the district, particularly in Cheadle and Biddulph where levels of out-commuting exceed 60% and 70% respectively

2.11 The structure of the economy is highest in the public administration, education & health sector, which represents a larger proportion than regionally and nationally. The other key sectors of employment are distribution, hotels & restaurants and manufacturing. Manufacturing in particular is overrepresented in comparison with regional and national levels and has experienced a much slower rate of decline than regionally. However, in terms of manufacturing productivity, Staffordshire Moorlands has a relatively low productivity economy when examining Gross Value Added (GVA) per head. The Local Futures audit showed the District as being one of the lowest ranked areas in the comparator group for GVA with only Tamworth, Derbyshire Dales and Newcastle-under-Lyme scoring lower. Tourism also plays an important role in supporting the local economy through both its job creation (providing diverse employment opportunities that support about 3000 jobs in the District) and direct/indirect visitor spend. The value of tourism within the Staffordshire Moorlands is estimated to generate over £122 million.

2.12 In terms of quality of life, the District is ranked 185 out of 326 Districts in England in the 2010 Index of Multiple Deprivation based on the average of Super Output Area scores (with 1 being the most deprived). Four Super Output Area (SOA) fall within the 20% most deprived SOAs nationally. These are in the Biddulph East area, a former coal board housing estate that suffers from a range of socio-economic and environmental deprivation problems and within Leek North and Cheadle North East areas.

2.13 There are strong 'cross-border' workforce links with the Stoke conurbation (about 15.4% of daily work-journeys into the Moorlands are from the conurbation and about 26.8% of the Moorlands resident workforce work in the conurbation). The District also has high car use and low public transport use. There is only one railway station in the District, at Blythe Bridge in the south-west of the District on the Crewe-Stoke-Derby line. The overall rate for all walk-to work journeys is only 0.56% (into/within/out of the Moorlands). However the equivalent figure for those who work in the Moorlands (which includes those who already live in the Moorlands) is significantly higher, at 13.08%.

2.14 The landscape and historic environment of the District is highly valued by both residents and visitors and contains a large and particularly rich stock of protected assets, reflected in the number of formal designations. There are extensive protected environments (SSSIs, Special Conservation Areas) distributed across the District and particularly within the Peak District National Park boundary. The District (outside the Peak District) also includes 967 Listed buildings and structures and 14 Conservation Areas. The landscape is characterised by attractive countryside comprising of farmland, extensive woodland areas, natural grassland and moors interspersed by distinctive settlements. The rural heritage of the District (historic farm buildings, archaeological sites, parkland, historic landscape character) is also highly significant. There are currently 2 parklands included within the English Heritage Register of Parks and Gardens and numerous other notable parklands.

2.15 Community life is a strong and distinctive feature of Staffordshire Moorlands. People identify closely with their towns, neighbourhoods and villages. Pride in local communities is high, leading to a rich pattern of community activities and organisations. Local parish councils, voluntary and community groups play a vital part in maintaining this special characteristic of the district.

2.16 Leek (pop. 19,880) is the principal town in District with large range of facilities. It stands below the open moorland of the Peak District and serves a wide rural area, yet it lies only 10 miles east of the North Staffordshire conurbation. It is a traditional market town with a large number of listed buildings and a strong sense of identity and has become a recognised national centre for antiques and fine arts. The town has an industrial heritage with a large number of former textile mills and streets of pre-1919 terraced housing.

2.17 Biddulph (pop. 19,512) is a former mining town that lies in the north west corner of the Staffordshire Moorlands District and it is near to the boundary with Cheshire and abuts the North Staffordshire conurbation to the South. It serves a much more constrained area to the west of the District with strong cross-boundary linkages, particularly with the conurbation. The building of a new by-pass has opened up opportunities for new development and regeneration. The area has issues relating to former National Coal Board housing and low demand in the east of the town. Biddulph is home to the celebrated Biddulph Grange Gardens, the best surviving example of an ornamental Victorian garden.

2.18 Cheadle (pop. 12,166) is the smallest town, located 10 miles south east of Leek and 10 miles west of the north Staffordshire conurbation and serving a more limited catchment area. Cheadle has suffered from under-investment and a poor infrastructure and its town centre has declined in recent years but a successful Heritage Economic Regeneration Scheme has led to some improvements. Whilst the town has some notable buildings, including the precious asset of St. Giles' RC Church, one of the finest works of the celebrated Victorian architect A W Pugin, the majority of its houses have been built since the First World War. Cheadle is only 4 miles from the recently upgraded A50 [T] Stoke to Derby road that links the M1 and M6 motorways.

2.19 The **Rural Areas** comprise of a range of large and small villages and hamlets dispersed across the District. The main concentrations of settlements are in the south western fringes near to the Stoke conurbation and along the Churnet Valley. The size and role of these settlements varies significantly with the largest village (Werrington & Cellarhead) having a population in excess of 6,000. Many function as service centres for the surrounding rural areas whilst many are also recognised for their historic importance. The rural district of Staffordshire Moorlands contains eight Wards that feature in the top 20% most deprived in the UK in terms of access to services.

Future Growth

2.20 Staffordshire Moorlands is a growing and popular area for residents, businesses and visitors. The 2008 Sub-National Household Projections predict that there will be an additional 5,150 households across the District between 2006 and 2026, which is equivalent to a net demand for an additional 5,300 dwelling units (assuming a 3% variance for vacancies). Much of this will be to meet local needs generated by falling household size and demand from hidden households, although continuing in-migration will also contribute to the increase in housing demand.

2.21 Over the next 20 years a slight rise in population is predicted from 95,300 at 2006 to 100,200 in 2026 (Fig 5). The most significant change in population will be in the older age groups (65+), whilst the younger age band (aged 24 or younger) will experience a slight decline. The remaining age band (25-49) will experience a greater fall. This means that by 2026, there will be an 'ageing population' in the District, which will affect many areas of the community for example, the economy, housing and health. In terms of household types, there will be a steady decline in married couple households, although this will be cancelled out by growth in cohabiting couple households with the greatest growth being in the single person households.

Fig. 5 Population Projections 2006 – 2026

	2006	2016	2026	Change 2006 – 2026	% Change 2006 – 2026
0 – 14	15,300	14,600	14,600	- 700	- 5%
15 -24	10,500	9,000	8,900	- 1,600	- 15%
25 – 34	9,300	9,600	9,000	- 300	- 3%
35 – 49	21,200	18,200	17,000	- 4,200	- 20%
50 – 64	21,100	21,400	21,900	+ 800	+ 4%
65 – 84	15,900	21,200	24,200	+ 8,300	+ 52%
85+	2,000	3,000	4,600	+ 2,600	+ 130%
TOTAL	95,300	97,100	100,200	+ 4,900	+ 5%

Source: Office for National Statistics, 2008-based sub-national population projections

2.22 A 2007 study by the Cambridge Centre for Housing and Planning Research has estimated unconstrained figures for housing demand and newly arising need in the West Midlands. For Staffordshire Moorlands this indicates a demand from newly arising need for

285 dwellings per annum comprising of 190 market sector, 30 intermediate sector and 65 social rented dwelling units. The 2007 Strategic Housing Market Assessment indicates that taking account of current and backlog need there will be a requirement for 429 affordable housing units per annum. The Staffordshire Flexicare Strategy identifies a need for 867 flexicare housing places by 2020 and 1,185 places by 2030, principally for older persons.

2.23 In terms of jobs growth, it is predicted that between 2006 and 2026 there will be a net increase in the number of B-use jobs of 2,700 after allowing for job losses. As with every part of the country, Staffordshire Moorlands has been experiencing rapid economic change moving away from the traditional industries of agriculture, textiles/manufacturing, and coal mining to service sector businesses such as finance, retailing, tourism, leisure and the knowledge economy. The District's workforce is tending towards growth amongst managers and senior officials and increases in the professional class.

2.24 Changes in the future economy will have significant implications for the need and type of employment land provided as well as the infrastructure to support growth. Most of the Staffordshire Moorlands is unlikely to be a target for significant large-scale inward investment due to its poor transport links and the absence of major centres of further education. However, the quality of the environment, community life and the workforce the District offers will attract new businesses and the District will continue to play a major role in the economy of the North Staffordshire area.

Inter-district Links and Relationships

2.25 Staffordshire Moorlands adjoins a number of other local and regional authorities as well as including within its local authority boundary the Peak District National Park (fig 6). The Core Strategy needs to have regard to and be complimentary to spatial strategies of neighbouring areas. This section identifies key linkages with neighbouring areas and influences on the District.



Fig. 6 Relationship of Neighbouring Authorities

2.26 In planning terms the District lies within the **North Staffordshire sub-region**

which is dominated by the North Staffordshire Major Urban Area (MUA) comprising of the conurbation of Stoke-on-Trent and Newcastle-under-Lyme. North Staffordshire is a relatively self contained geographic area lying between the Birmingham and Manchester zones of influence although it's influence extends across the regional boundary into Cheshire and visa versa. Stoke-on-Trent City Council and Newcastle-under-Lyme Borough Council have produced a Joint Core Strategy aimed at transforming the quality of life and economic prospects of the North Staffordshire MUA, the objectives of which have influenced the approach in the Staffordshire Moorlands Core Strategy. The Council has worked jointly with the other North Staffordshire authorities in developing its evidence base and through the North Staffordshire Partnership in developing joint strategies.

2.27 The Council also has a strong working relationship with the Peak District National Park Authority which has planning responsibility for that part of the **Peak District National Park** which lies within the District. There has been close working in relation to development

of both LDFs in order to ensure close alignment of planning policies. Both the National Park Authority and Staffordshire Moorlands District Council LDFs have also been developed in tandem with the development of the Council's Sustainable Community Strategy by the Moorlands Together Local Strategic Partnership and with the Peak District National Park Management Plan via the National Park Authority.

2.28 The District also has cross-boundary links with adjoining Districts in the North West RSS region. A **South Cheshire Sub-regional Study** has been undertaken on behalf of the former North West Regional Assembly, in collaboration with the former Cheshire County Council. The study provides an evidence base for potential future policy development in the North West RSS and, where appropriate, additional evidence for emerging LDFs in South Cheshire. It also provides evidence to input into strategies being developed in the West Midlands as part of the West Midlands RSS and for LDFs in North Staffordshire and North Shropshire. The study concludes that whilst it is evident that relationships within the Study Area exist, there is currently insufficient evidence to support the existence of an extended sub-region beyond the core South Cheshire authorities. However, the presence of links between authorities suggests that key indicators should continue to be monitored to assess whether an integrated strategy is required. Joint working can help to conduct this monitoring to ensure policies in neighbouring authorities complement one another.

2.29 The following specific cross-boundary influences and issues have been identified from the evidence base and stakeholder consultations:

North Staffordshire Conurbation (Stoke-on-Trent & Newcastle-under-Lyme)

- Important road and public transport links along A53 and A52
- Economic/labour market links – high levels of commuting into conurbation, impact of development of RIS at Chatterley Valley, links with creative industries
- Pressure for housing development – net in-migration from N. Staffs conurbation - need to constrain housing development nearest to conurbation
- North Staffordshire green belt requires consistent policy approach
- Impact of growth in retail, leisure and cultural attractions in conurbation on District

Peak District National Park

- Impact of tourism and recreation needs from Peak District on District – need for complementary policy approach
- Pressure for housing development near to Peak District – need to meet local needs
- Impact of development on key landscape and nature conservation sites – need for assessment and mitigation measures if appropriate
- Overlap of rural housing market areas

Stafford Borough Council

- Economic linkages – Creda factory closure, Blythe Bridge RIS
- Transport links – A50, Stoke-Stafford rail line
- Growth aspirations for Stafford – impact on local housing market to S of District

East Staffordshire Borough Council

- Rural economy – need for complementary approach
- Tourism links – Alton Towers, Churnet Valley, Uttoxeter
- Growth of Uttoxeter – impact on Cheadle town centre

Cheshire East Council

- Cross-boundary development pressures – common understanding and complementary policy approaches needed
- Net in-migration from Congleton and Macclesfield - pressure for housing development in north of District
- North Staffordshire/South Cheshire green belt requires consistent policy approach
- Proposals for Congleton and Macclesfield town centres – impact on Biddulph and Leek town centres
- Rural economy – need for complementary approach

High Peak Borough Council

- Rural economy – need for complementary approach
- Tourism links – Peak District
- Growth of Buxton – impact on Leek
- Impact of development on key landscape and nature conservation sites – need for assessment and mitigation measures if appropriate
- Strategic alliance – scope for joint working on common planning issues and shared priorities

Derbyshire Dales District Council

- Rural economy – need for complementary approach
- Tourism links – Peak District
- Growth of Ashbourne – impact on Leek/Cheadle
- Impact of development on key landscape and nature conservation sites – need for assessment and mitigation measures if appropriate

The Challenges

3 The Challenges

3.1 Staffordshire Moorlands is an area of great diversity and opportunity which faces a number of significant challenges, both from external influences and pressures at a global, national and regional level and from changes occurring at a more local level. These will drive the changes that are going to be necessary to bring about a sustainable improvement in the social, economic and environmental conditions of the District. The following summary of the challenges and the related issues are those which have been identified from work undertaken on the policy context, the evidence base, the consultations we have undertaken, the various information and monitoring sources and the requirements of various key bodies and organisations [A more detailed examination of these challenges was set out in the Preferred Options Core Strategy document]. Fig 7 also sets out a summary of local issues in the District. Appendix E demonstrates how these challenges have influenced the vision and objectives of the Core Strategy.

Accommodating and delivering growth

- Need to meet the requirements for housing and employment provision as assessed by the Council and to manage the rate of development and its distribution so as to meet local needs and aspirations and to avoid undermining the regeneration of the MUAs
- Need to ensure land identified for development makes the best use of resources and does not compromise future needs and is deliverable.
- Importance of working in partnership with other organisations and groups to deliver this growth and the necessary infrastructure improvements.

Strengthening the District's sub-regional role

- Current role of the District in the North Staffordshire sub-region is limited with negative aspects of high levels of commuting, poor public transport links, migration into the District.
- Major strengths of Staffordshire Moorlands are the quality of its rural landscape with its proximity to the Peak District National Park and the quality of its market towns and villages which offer a highly regarded quality of life.
- Tourism is identified as one of the key areas where the District can have a major role in the sub-region to help bring more people in and diversify its economy.
- Need to strengthen connections with North Staffordshire service providers and ensure better accessibility by road and public transport to major attractors and strategic infrastructure.
- Role with the Peak District is particularly important – relieving the pressure of tourism, limiting impact on landscape and protecting sites of value.
- Potential threats from the growth of other centres, undermining the role of local centres and placing pressure on transport links.
- Wider economic changes and the dissipation of population from N Staffs area make it important that the different parts of the sub-region pull together to make the most of their assets and transform the sub-region.

Creating healthy, sustainable communities

- Need to maintain and improve the quality and diversity of the District's communities by ensuring accessibility to services and determining the best pattern of provision and distribution of development across the District, which is sustainable, reflects the role of the different settlements and is not compromised by inadequate availability of infrastructure.
- Need to support the quality of community life through partnership working – improving community safety, tackling health inequalities, reducing the fear of crime, encouraging community cohesion, and tackling deprivation and inequalities.
- Need to improve provision and accessibility to health and education services and facilities and address under-provision or poor quality provision of recreational facilities and open space. There is also evidence of high levels of obesity in the District.

Adapting to changes in population structure

- Significant rise in older persons requires a better understanding of the aspirations and needs of people aged 60 and over, providing opportunities for people to work beyond the traditional retirement age, meeting changing housing needs, and developing services which maintain people's social contact and independence and provide choice.
- Decline in numbers of younger people and families is a major concern, particularly the rural areas where communities are ageing. Requires more investment in children and young people in terms of raising aspirations and educational attainment, improving access to services and recreational opportunities, providing affordable housing for future generations and providing appropriate local employment opportunities.

Improving the housing market

- Provision of affordable housing is a priority need. An ageing population in under-occupied housing, high house prices, below average wage levels, continued in-migration, and a small rental sector points to continued difficulties in accessing affordable housing (to buy or rent) in the future.
- There is an identified under supply of mid-sized units such as semi-detached and terraced dwellings and also a need for more smaller apartments, and an oversupply of detached properties and a need to address the mismatch in supply between the high levels of owner occupation and low levels of social housing and private rented housing as well as a need to provide greater choice in terms of both tenure and price.
- There are areas in Biddulph East at risk of housing market failure where stock fails to meet the Government's decency standard, and does not meet people's aspirations.
- Need to be flexible to be able to respond to changes in the housing market. In particular the recent downturn in the housing market will impact on the delivery of housing in the short to medium term.

Fostering business growth and economic sustainability

- Local economy suffers from relatively low levels of productivity and new firm creation and a fall in the growth of manufacturing sector has not been fully compensated for by a rise in the services and distribution sectors. Too much of the District's economy is based in relatively low productivity activities.
- There are pockets of socio-economic deprivation with lower than average economic activity rates, low income and high unemployment, a declining workforce and a high degree of out-commuting which is both highly unsustainable and undermines the local economy.
- Threats to the economy from competition from surrounding areas and the loss of existing employment sites due to closures, restructuring and pressure for redevelopment for other uses, especially housing.
- Need to support existing major employers whilst developing policies to diversify the economic base by making sites available for modern employment facilities. There is an identified lack of good quality modern premises and smaller sized units available for immediate take up and a significant under-representation of high quality office locations.
- Service sector is seen as the main driver for economic growth with an opportunity to capitalise on the growth of the 'experience economy' – tourism, leisure and retail - in particular developing the District's tourism role.
- To support economic growth there is a continuing need to ensure the provision of relevant employment skills, training and support to retain and develop local workforce.
- Recent downturn in the national economy is a threat to growth and continuation of existing businesses and ability to attract new firms.

Creating thriving, distinctive market towns

- Vitality and viability of town centres under threat from increasing mobility, competition from larger centres outside the District and new technology (internet shopping). Evidence that a significant number of people living within the Leek, Biddulph and Cheadle catchment areas are not using the town for their main shopping and instead are choosing to shop outside the District, particularly for comparison shopping.
- There are local issues - lack cohesion and poor areas on the margins of Leek town centre, traffic congestion in Cheadle town centre, need to strengthen and consolidate the retail centre of Biddulph.
- Identified scope for Leek to support a medium to large high order foodstore and additional comparison goods retailing and for a new medium sized high order foodstore in Cheadle as well as additional comparison goods retailing
- Need to address qualitative deficiencies, improving accessibility and regenerating underused or poor quality areas and buildings where this will help to achieve improvements to the local economy, environment and community needs and maintain local distinctiveness.
- Recent economic recession threatens viability of town centres.

Tackling social exclusion and economic decline in the rural areas

- Services and facilities in many villages have declined resulting in the loss of community facilities such as Post Offices, shops and public houses due to national economic trends, but also the changing population structure of many villages, with higher proportions of elderly people and an out-migration of younger persons and families, disadvantaged by their rural location and a lack of affordable homes, local jobs and poor access to services and facilities.
- Problems of the rural areas has been compounded by a decline in the farming economy and increasing pressure for residential conversions of redundant farm buildings which are not meeting a local need and are not contributing to the rural economy.
- Economic development needs to recognise the contribution which the rural areas can make to the District's economy with a major role for tourism in terms of providing opportunities for jobs, attracting investment and bringing in wealth.
- The dispersed rural settlement pattern in the District means that ensuring accessibility to services and determining the best pattern of provision are inevitably amongst the most challenging spatial issues which the Council and the other service providers need to address.
- In the smaller villages there is limited scope to accommodate significant new development - nonetheless there is a justifiable need for meeting essential local needs to ensure that they can continue to support local communities.
- The need for affordable housing is particularly critical to encourage young and/or smaller households to remain in the rural settlements but smaller sites and higher land values make their delivery difficult.
- There is a need to exploit opportunities arising from the closure of major developed areas in the countryside.

Protecting and enhancing the distinctive quality of the environment

- Whilst continuing to protect, manage and enhance the quality of the District's physical, natural and historic environment including its biodiversity is crucial, there is also opportunity to capitalise on the built and natural assets of the District and its heritage to maximise the quality of life for local residents, attract new investment and achieve economic benefits through tourism.
- There is potential to raise the quality of new development still further, and to ensure that it contributes more significantly to meeting local distinctiveness and sustainability objectives.
- There is also a need to make better use of existing buildings which are of value and add to the character of settlements such as the mill buildings in Leek.
- The setting of the District's settlements is important – the landscape provides an important edge to the urban area and defines their character. There are also important areas of visual open space within settlements which need to be retained.
- The close physical relationship of the District with the Peak District requires special attention to development which may impact on its landscape and areas of value.

Tackling climate change

- Planning has a key role to play in mitigating the causes and effects of climate change through the location and nature of development and by helping to shape places which have lower carbon emissions and are resilient to climate change. The ecological and carbon footprints for the District should not increase and where possible efforts should be made towards footprint reduction.
- Energy efficiency in the design, construction and use of buildings will be vital to reducing the impact of development on climate change.
- Flooding is also an issue which has become significant in recent years due to increased incidences across the country. The Strategic Flood Risk Assessment will inform future decisions on the Core Strategy and the identification of sites for development.
- Partnership working is required to reduce the effects of development beyond the district boundary.

Making travel more sustainable

- High levels of car ownership and car usage and an over-dependence on use of the car for both work and non-work related journeys, partly as a consequence of poor public transport, have resulted in unsustainable travel patterns in the District.
- The main source of non-car access in the District is by bus. However, whilst many settlements are located close to main bus corridors and consequently have regular links to Leek and Hanley, gaps in transport provision is still an issue in certain areas.
- There are problems of poor public transport connectivity between towns and with the national road network which limits movement across the District and places a heavy burden on the local road network. Areas such as Leek, Cheadle and Alton are all experiencing traffic issues arising from increased local road usage.
- Addressing these transport issues will require a range of measures aimed at ensuring maximum accessibility to development sites and allowing for alternative modes of travel as well as looking at management measures such as the provision of car parking and reducing congestion.
- There is a need for services to be able to respond to changes in demand arising from proposals in LDF whilst improved pedestrian access, more cycling facilities and access to countryside will also need to be addressed.

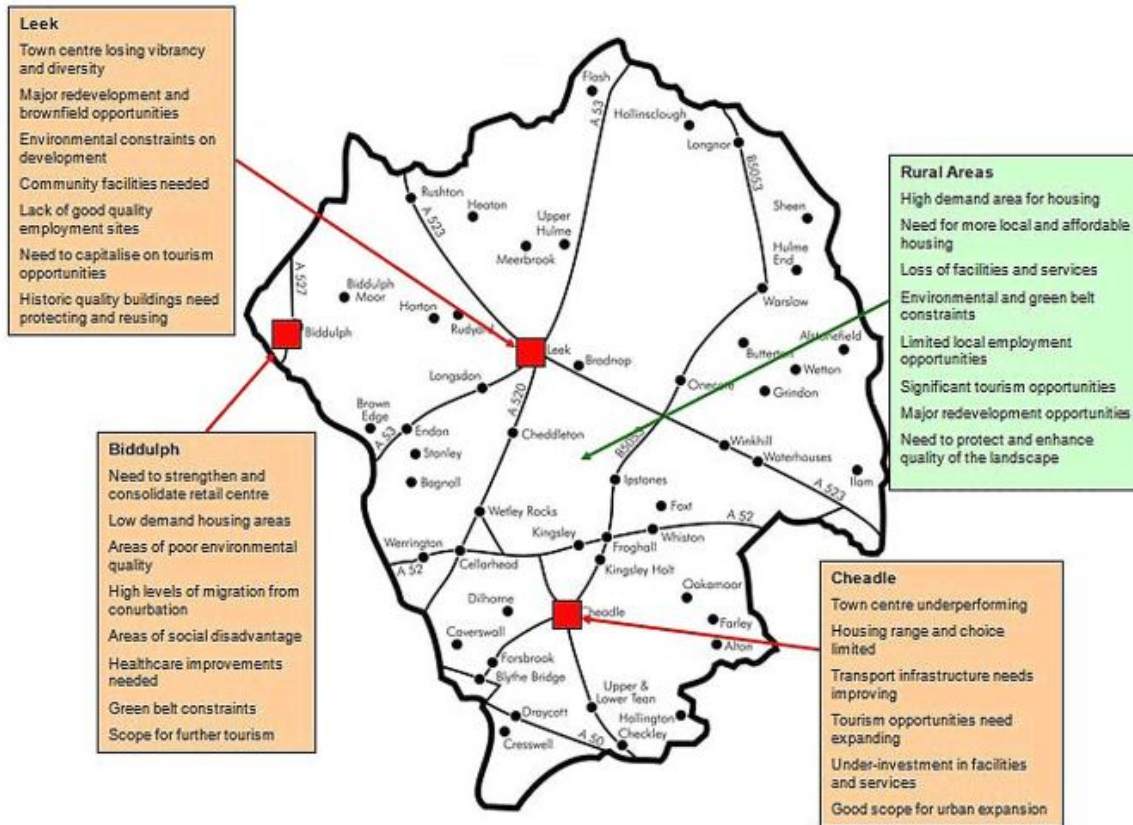


Fig. 7 Summary of Local Issues in the District

The Vision

4 The Vision

4.1 The Vision sets out the direction in which the Council would like to take the District in the long term and sets the context for deriving more detailed objectives and policies within the Local Development Framework. It is a vision which seeks to drive forward change and address the key challenges the District faces and shares a similar vision to the Sustainable Community Strategy as well as reflecting the Council's Priority Outcomes in its Corporate Plan and the community's aspirations. It is also a shared vision which will require the co-ordinated effort of many agencies and partners working together to achieve, including those working outside of the Staffordshire Moorlands.

4.2 The central theme of the vision will be **to see Staffordshire Moorlands become an exceptional place to live, work and visit**. This means balancing the need to foster sustainable growth where it is needed and beneficial, with the need to protect and enhance the District's heritage and its significant built and natural assets.

4.3 It is recognised that some parts of the proposed vision for the District may be aspirational and are unlikely to be achieved in the short term or even medium term, but it is important that we gain a clear understanding about what sort of District we are aiming for in the future. This is just a broad vision and the measures to achieve it are set out in more detail in the subsequent spatial strategy.

The vision for Staffordshire Moorlands is that it will be recognised as a vital part of a regenerated North Staffordshire in terms of its functional relationship, its social and economic contribution, its rich historic and natural heritage and its distinctive character.

We will have sustainable and balanced urban and rural communities which have an excellent quality of life with access to appropriate, affordable and desirable housing, suitable local jobs, a range of recreational, cultural and leisure opportunities and high quality public services and facilities.

The economy of the Moorlands will have undergone a significant change with more diversified and higher quality employment provision better meeting the skills and needs of its local workforce and more opportunities for business start ups across the whole of the District. There will be a more flexible and proactive approach to employment development, raising the District's economic fortunes by exploiting its assets, raising local skill levels and opportunities and addressing deficiencies and disadvantages.

Tourism will be a key element in the diversification of the District's economy and will also contribute significantly to raising the environmental quality and the regeneration of the District. Its market towns will each have their own unique selling point for attracting visitors. The diversity and quality of the District's natural and historic assets will have improved and greater use will be made of the opportunities they provide for recreation and tourism, particularly around the Churnet Valley which together with Alton Towers will be a significant tourist attraction.

The needs of all sectors of the community, in particular younger and older people, will be better met through more provision of recreational and community facilities, local employment opportunities and appropriate housing. Assisted by the LDF process, all the key partners, especially the District Council and health and

education authorities, will have agreed to combine efforts in the location and operation of services to ensure that all residents have access to good quality facilities and services.

All development will be of a high standard of design and more sustainable with a higher degree of local self-sufficiency, reducing our impact on the environment, adapting to climate change and making more efficient use of resources. Settlements will develop in a way that acknowledges their historic and natural heritage, their unique setting and their green infrastructure

Our market towns of Leek, Cheadle and Biddulph will remain the focus of the Moorlands. They will be distinctive and unique in terms of their character and the quality and range of shops, services and facilities they provide for both residents and visitors. Their town centres will be welcoming, safe and appealing and will retain their significant historic heritage and distinctiveness which makes them special places, as well as being prosperous and vibrant, catering for the needs of both the town and its hinterland. Access will be improved between market towns and with their surrounding settlements with greater opportunities to travel by means other than the car.

4.4 This vision is further detailed below to cover the specific challenges which need to be addressed in our towns and the rural areas:

Leek will be an increasingly important civic and service centre for its population and the District and will further strengthen its role as the principal town in the District. The quantity and quality of the retail offer in the town centre will have improved further, and the diversity of employment opportunities, facilities and services it offers increased. It will have enhanced its role as a tourist attraction, building on its special character, heritage and built environment assets. Britannia Building Society and other major employers in the town will grow, but will be balanced by new businesses on improved existing and new employment sites. Underused and poorer quality areas, such as Cornhill and the Churnet Works, will have been regenerated providing new development opportunities and its mill buildings will have been conserved with new uses. The bus station will be served by a reliable public transport system whilst access and car parking in the town centre will be improved with the provision of a new multi storey facility.

Biddulph will continue to maintain its role as a significant service centre for its residents and those in outlying rural areas but with a focus on improving its image and prosperity and on reducing levels of deprivation in Biddulph East. Significant growth and change will have taken place within the town centre through implementation of proposals in the Area Action Plan, including a new town centre supermarket and non-food retail centre in order to make the town more self-sufficient. It will benefit from environmental improvements and improved community and health facilities with more sustainable, thriving and balanced local communities with an expanded local economy. Poor housing market areas will have been successfully renewed and there will be a greater variety of housing types and tenures which better meets the needs of the community. It will have improved connections with the rest of the District.

Cheadle will become a more sustainable settlement, better able to meet its own needs, enhancing and enlarging its role as a significant service centre for the local population and those in its rural hinterland. This will have been achieved through a focus on growth in housing and employment provision with significant complementary investment in the town's social and physical infrastructure. Its town centre will have been enlarged and become more vibrant and attractive supported by a major new supermarket. JCB and other major employers will grow, but the local economy will have been diversified and expanded with new employment areas. It will benefit from improved local public and sustainable transport links focused on the town centre and improved access to other urban areas. With a greater range of housing and employment opportunities Cheadle will have become a more successful and dynamic place where people choose to live and work.

The Rural Areas will have viable, attractive villages and smaller settlements which will continue to foster appropriate, sensitive growth and vitality to support rural living and work. The larger villages will be the rural centres for services, facilities and jobs acting to sustain the rural areas. Smaller village communities will also continue to thrive with a range of affordable housing opportunities to meet local needs and improved access to community services. There will be a more vibrant and diverse rural economy which will provide a range of local job opportunities and support a thriving agricultural sector. Well managed, sustainable tourism will be a major driver in regenerating the rural areas and enhancing their character and quality. Major redundant sites in the countryside will have been redeveloped for new uses, improving the environment and diversifying the rural economy. In the countryside, the richness of the District's landscape, heritage and its biodiversity will continue to be valued, maintained and protected in a way which sensitively accommodates the needs of farmers, rural businesses, visitors and residents. Landscape character and quality will be conserved and enhanced and biodiversity fostered with appropriate new landscaping encouraged. Public access to the countryside will be extended with new walking, cycling and horse riding routes developed.

Aims and Objectives

5 Aims and Objectives

5.1 Whilst the vision sets out how we would like to see the District by 2026, the main challenge will be how we can achieve this in a sustainable manner which delivers the necessary housing, employment, shopping and community facilities whilst ensuring that the District's valuable natural and built heritage assets and its character are not compromised.

5.2 Getting the objectives right is important because they indicate the broad direction that the more detailed strategy and policy measures should take and provide the basis for subsequent targets and indicators. They are closely linked to the key aims/themes of the Sustainable Community Strategy and the key priorities of the Council's Corporate Strategy and have been derived from the challenges and the vision (see Appendix E).

5.3 The aims and objectives have been the subject of consultation and sustainability appraisal and have been subsequently amended to reflect responses and new evidence. The Sustainability Appraisal has identified that there are no instances where these spatial objectives are incompatible with the LDF's sustainability appraisal objectives.

Spatial Aims

To see Staffordshire Moorlands become an exceptional place to live, work and visit by:

SA1. Creating distinctive, sustainable, self-supporting settlements

SA2. Meeting the needs of our communities

SA3. Encouraging a strong, prosperous and diverse economy

SA4. Maintaining a quality environment and special places

Spatial Objectives

SO1. To make provision for the overall land-use requirements for the District, consistent with national and regional policy, local evidence, the role of Staffordshire Moorlands within North Staffordshire and the role of each settlement.

SO2. To create a District where development minimises its impact on the environment, helps to mitigate and adapt to the adverse effects of climate change and makes efficient use of resources.

SO3. To develop and diversify in a sustainable manner the District's economy and meet local employment needs in the towns and villages.

SO4. To provide new housing that is affordable, desirable, well-designed and meets the needs of residents of the Moorlands.

SO5. To ensure the long-term vitality and viability of the three market towns of Leek, Biddulph and Cheadle.

SO6. To maintain and promote sustainable regenerated rural areas and communities with access to employment opportunities, housing and services for all.

SO7. To support and enhance the tourism, cultural, recreation and leisure opportunities for the District's residents and visitors.

SO8. To promote local distinctiveness by means of good design and the conservation, protection and enhancement of historic, environmental and cultural assets throughout the District.

SO9. To protect and improve the character and distinctiveness of the countryside and its landscape, biodiversity and geological resources.

SO10. To deliver sustainable, inclusive, healthy and safe communities

SO11. To reduce the need to travel or make it safer and easier to travel by more sustainable forms of transport

The Development Approach

6 The Development Approach

6.1 In order to meet the challenges facing the District and ensure that future development properly meets the needs of residents, businesses and visitors, we need to make sure that new development is directed to areas which will support our plans.

Alternative Development Approaches

6.2 During the preparation of the Core Strategy alternative spatial strategy options were considered, consulted upon and evaluated in order to ensure that the most appropriate strategy is chosen.

6.3 A range of 7 options were originally generated and subject to Sustainability Appraisal. This was reduced to 4 deliverable draft development approaches which were assessed and consulted on at the Issues and Options stage each representing different options for a spatial strategy. Each option had a different impact on the 3 towns and rural areas and different implications for delivering housing, employment, services and facilities and meeting local needs. For each alternative strategy, indicative development levels were also given based on a suggested apportionment of the District's housing requirements from 2001 to 2026 between a range of 5,500 (lower growth level as proposed in the RSS Review Spatial Options document) and 7,500 dwellings (higher growth level as requested by the Council in its response to the RSS Review consultation). The potential strengths and weaknesses of each approach were set out in the document. Respondents were also asked to give their views on each of the alternative development approaches and to put forward any other options.

6.4 The 4 alternative development approaches were considered:

- 1. Town based development** - Growth of Leek, Cheadle and Biddulph to accommodate bulk of District's housing and employment development needs. Limited development in villages for affordable housing only. Priority to brownfield sites but allowing for peripheral expansion on radial routes. Town centres grow as main service providers for District
- 2. Town and larger village based development** - Growth of Leek, Cheadle and Biddulph and larger villages to accommodate bulk of District's housing and employment development needs. Limited development in other settlements for affordable housing only. Priority to brownfield sites but allowing for peripheral expansion of towns and larger villages. Town centres and larger village centres grow as main service providers for District.
- 3. Distributed development** - Housing and employment development in all settlements sufficient to meet local needs. All parts of the District could experience change but on a limited scale. Limited development in town centres, greater focus on local and village centres. Enhanced transport links between settlements.
- 4. Focused development**- Growth to meet demand. Bulk of housing and employment development targeted to areas in need of regeneration or where opportunities exist. Limited development in other areas for affordable housing only.

6.5 The responses to the consultation indicated the main preference being for option 1 (town based growth) with marginally less support for options 2 (towns and larger villages) and 4 (focused development) and lastly option 3 (distributed development). No alternative approach to accommodating future development was suggested which was different to those already previously examined.

6.6 The Sustainability Appraisal also identified options 1 and 2 as having the most positive impact on the SA objectives as both promote development in more sustainable locations enabling transport links between the rural areas and towns to be strengthened. Both options would be likely to improve the quality of the local housing stock and provision of affordable housing/ social housing. The Development Capacity Study identified options 4 (focused development) and 1 as being the most sustainable in terms of infrastructure capacity and accessibility with option 3 (distributed development) being the least sustainable.

The Proposed Development Approach

6.7 In the light of the responses and the evidence of development capacity and need, the proposed development approach is one which focuses development on the 3 market towns of Leek, Cheadle and Biddulph and the larger villages but allows for limited development of other settlements to meet local needs and targets areas in need of regeneration. The proposed development approach could be described as combining the positive impacts of all of the options put forward – facilitating growth of towns and larger villages where it can be accommodated or is needed, meeting local needs in other rural areas and bringing forward regeneration opportunities. This approach also best articulates national and regional planning policy in the local context. Figure 8 illustrates the key elements and influences on the proposed development approach.

6.8 This development approach is also considered to be a sustainable option which would enable development to be focused on regeneration and targeted opportunities in areas of highest accessibility and where it could be supported by existing infrastructure or could best facilitate infrastructure improvements, and where it could achieve high levels of affordable housing. It is a realistic and balanced approach which recognises the needs of both urban and rural areas, increases opportunities to utilise brownfield sites and minimises the need for major green belt/countryside changes. As well as supporting the regeneration of towns, this approach also helps rural settlements maintain services and facilities and would ensure that the local needs of rural areas are continued to be met. It accords well with the RSS spatial strategy and performs best in the sustainability appraisal. It is also considered to be a deliverable approach in that evidence from the SHLAA and Development Capacity Study indicates that there are sufficient deliverable sites within these settlements. Whilst the Development Capacity Study ranks the proposed development approach as being marginally less sustainable in terms of infrastructure capacity and accessibility than options 1 and 4 due to the increased emphasis on development in the rural areas, it acknowledges that this would not be a problem provided the choice of locations for allocations in the rural areas reflects the infrastructure capacity and accessibility of individual settlements.

6.9 In order to ensure that settlements develop in accordance with the proposed development approach and their capacity to support growth, it is necessary to define a settlement hierarchy and appropriate levels of development. To inform this process the Development Capacity Study assessed the infrastructure and accessibility of all settlements with a population of 1,000 or more. This indicated that in Leek and Cheadle infrastructure and accessibility are not expected to act as a constraint on future expansion. Biddulph has adequate provision at present but could be constrained if development is not restrained, whilst many of the larger villages have good accessibility but infrastructure is already or

could be constrained. However, in view of number of the larger villages levels of development in each of these settlements is likely to be low and can be apportioned to reflect an individual settlements capacity

6.10 In the light of the evidence of the Development Capacity Study and also the RSS requirement to restrain development in those areas nearest to the North Staffordshire conurbation and to reflect the vision and aims to create more self-sufficient settlements, the proposed development approach also limits growth in Biddulph and parts of the rural areas nearest to the conurbation and increases growth in Cheadle in order to address the past under-investment in the town. This also accords with the approach of restricting housing development in the adopted Biddulph Town Centre Area Action Plan

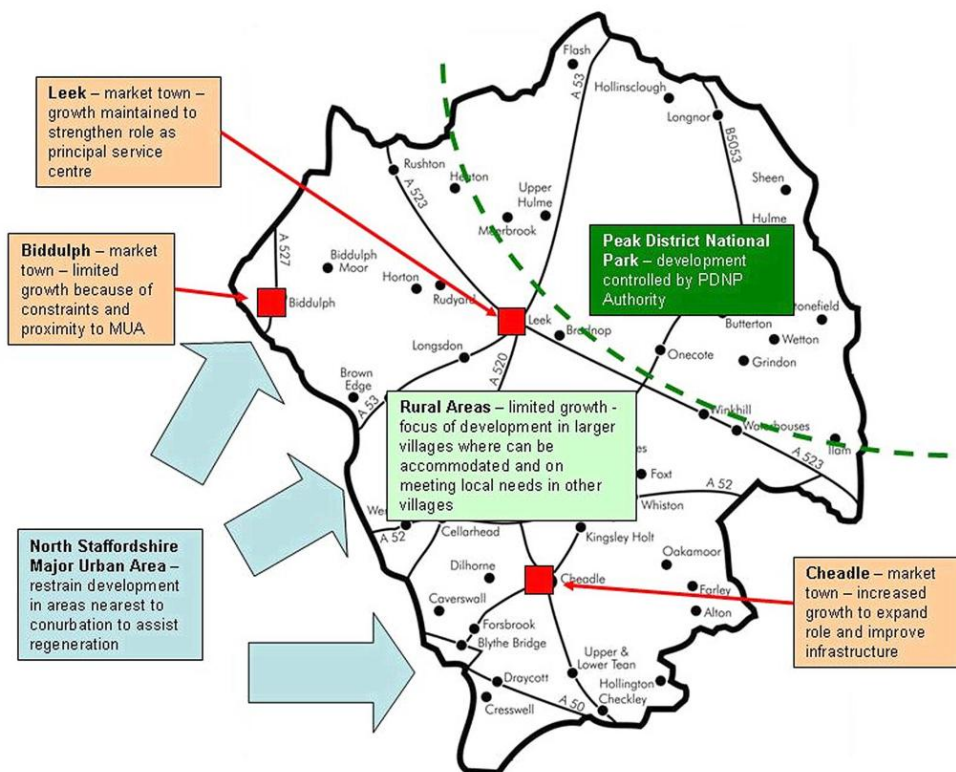


Fig. 8 Diagrammatic Illustration of Proposed Development Approach

The Spatial Strategy for Staffordshire Moorlands

7 The Spatial Strategy for Staffordshire Moorlands

7.1 The Spatial Strategy provides the framework for managed, sustainable housing and job growth in accordance with national and regional policy and local evidence, which is integrated with the necessary infrastructure for delivering development whilst safeguarding and enhancing key existing environmental, social and economic assets and resources. As well as providing certainty, it seeks to be flexible and resilient enough to enable the District to endure and respond to changes in the economy and housing markets during the lifespan of the Plan. Delivering the vision and objectives will also require the support of other partners and organisations.

7.2 The driving force behind the proposed spatial strategy is the need to make the District an exceptional place in which to live and work and to visit. The proposed spatial strategy seeks to achieve this by outlining the measures and policies needed to deliver the 4 strategic aims of creating distinctive, sustainable and self-supporting settlements; meeting the needs of our communities; encouraging a strong, prosperous and diverse economy; and maintaining a quality environment and special places. It also seeks to strengthen the role of Staffordshire Moorlands as a vital part of North Staffordshire, particularly in terms of its tourism contribution. This will mean ensuring that new development and regeneration is targeted to locations and sites which support the overall strategy and that the necessary infrastructure is in place and that initiatives and actions are delivered in a complementary and integrated way. This will need to be balanced against the need to protect and enhance the District's considerable natural and heritage assets which are so important to the character and attraction of the District and ensuring that all development is sustainable in the interests of future generations, particularly embracing the challenges of climate change. The strategy also recognises the strategic need to support the regeneration and urban renaissance of the North Staffordshire conurbation through controlled development.

SA1: Creating distinctive, sustainable, self-supporting settlements

7.3 The creation of settlements which are distinctive, sustainable and self-supporting is a key theme of the Strategy. This means ensuring that development and investment is directed to those settlements which have the capacity and scope for growth as well as supporting, in a sustainable way, those other settlements whose needs must continue to be met.

7.4 In accordance with the proposed development approach, the strategy is based on focusing development in the market towns of Leek, Cheadle and Biddulph which will accommodate the bulk of District's housing and employment needs in scale with their individual infrastructure capacity and needs, economies, constraints and their future roles and relationships. Development and investment will be targeted in these towns to provide a sustainable mix of homes, businesses, shops, leisure, health, education and many other uses, creating a balance that increases self-sufficiency, resolves existing problems where this is feasible and helps to meet local needs. Increasing the self-sufficiency of the market towns will also help in sustaining the long-term viability of the Staffordshire Moorlands and contributing positively to the quality of life offer of North Staffordshire which is recognised as a key objective by the North Staffordshire Regeneration Partnership. However, the District's 3 market towns are very different in terms of their character, needs and aspirations. The strategy reflects this by taking a unique approach to how each town will develop.

Leek

7.5 Leek, as the largest town in the District serving a wide area, will be promoted as the principal service centre and market town. It is the administrative centre for the District, already has a wide range of services and facilities and provides a high proportion of the District's jobs and has good transport links with the rest of the District. The Council's Development Capacity Study and Housing Land Availability Assessment both demonstrate scope for further growth. It is also a key market town in North Staffordshire and has a major role to play in the development of the tourist offer and as a service and employment base to support the rural economy of the sub-region.

7.6 Whilst Leek is already a highly sustainable settlement which has the capacity to take further growth, this needs to be of an appropriate scale and nature and in locations which do not undermine its distinctive character. Its role will therefore be reinforced by focusing development on expanding the range of housing and community facilities the town can offer; by creating further employment growth and increasing the diversity of employment opportunities to meet existing and future needs; by strengthening the role of Leek as a principal service and retailing centre for the District; and by promoting and investing in Leek's special character and heritage and strengthening its role as a visitor destination.

7.7 The mixed-use regeneration of key opportunity sites at the Churnet Works and Cornhill will be major drivers for urban renaissance and change. Development in these opportunity areas will be mixed use, but they will contain major commercial elements including employment, retail, tourism and leisure developments that will serve the needs of the area, as appropriate. Development of both sites will depend upon the provision of critical transport infrastructure works and other public transport improvements. It is anticipated that the regeneration of the Cornhill site will need significant public sector intervention in order to succeed.

7.8 Both Biddulph and Cheadle also have important roles in the District as market towns supporting surrounding rural areas, but their needs and capacity for further growth are very different.

Biddulph

7.9 Biddulph's role in the District as a significant service centre and market town will continue to be supported but development will be more targeted with the priority being to improve the local housing market and range of local community facilities; expand the employment offer in the town; regenerate and enhance the town centre; and improve its image and visitor attraction. Green belt and environmental constraints and the close proximity of the town to the N. Staffs conurbation together with identified capacity constraints justify the restraint of housing development in the town. Whilst there will still be a need to identify new sites for housing and employment growth, there will also be an emphasis on regeneration and enabling development to tackle disadvantage and poor housing provision, notably in the Biddulph East area. This will require a strong partnership approach with RENEW and other housing providers.

Cheadle

7.10 Cheadle's role in the District as a significant service centre and market town on the other hand has scope to be enhanced and strengthened with the priority being to expand its housing market area and range of community provision; creating further employment growth and increasing the diversity of employment opportunities; expanding its retailing centre; and improving environmental quality and accessibility. The Council's Development Capacity Study indicates scope to accommodate further growth which will also address issues of under-investment and under-performance in terms of achieving a more sustainable settlement and contributing more towards meeting the needs of the District.

7.11 The strategy is based on taking a comprehensive view of the expansion of the town and programming ahead for the phased release of land and related infrastructure improvements. This will take the form of urban extensions involving housing and employment development with related leisure and community facilities as part of an overall regeneration and growth strategy.

7.12 In order to support the role of the town centres of Leek, Biddulph and Cheadle as main service providers for the District the Strategy promotes additional retail development in each centre. The amount of new retail development is based on advice in the Retail Study, which shows capacity for additional convenience and comparison goods floorspace in the towns of Leek, Cheadle and Biddulph up to 2016. This was based on available expenditure arising from current and projected population within their respective catchment areas and market share adjustments to address current retail under-performance. It does not take account of population increases as a result of additional building that has or may take place which would be over and above the trend line projections. Appendix F sets out the implications in terms of the total required retail provision for each area. Needs beyond 2016 will be based on a review of capacity nearer that time.

Town Centre Masterplanning

7.13 Preference will be given to accommodating the bulk of the increases in retail provision within the town centres. Masterplans will be produced for the town centres of Leek and Cheadle. Both towns face development pressures and the preparation of Masterplans will ensure future developments are accommodated in a planned and more sustainable manner. This follows the recommendation in the *Transforming North Staffordshire* report, prepared by the Work Foundation, which proposes that Masterplans be prepared for Leek and Cheadle to help secure the ongoing vitality and viability of the towns within a North Staffordshire sub-regional context. The Masterplans will identify the scope for retail growth and other related changes to enhance the function of the town centres and will help identify suitable town centre sites for enhanced retail provision both through the intensification of existing sites and the conversion of sites in public ownership. However, it is recognised that it may not be possible to accommodate all of the required growth within the town centres, whilst some retailing such as bulky goods, would benefit from a location with good road access. Therefore where retail growth cannot be accommodated within the town centre then a site or sites will be identified on the edge of the town centres. The Masterplanning process will be timed to feed into the statutory planning process, with key opportunities taken forward in the Site Allocations DPD.

7.14 The role of Leek and Cheadle town centres will also be enhanced through measures to increase their appeal through a locally distinctive retail offer with more major retailers, including a major new supermarket anchor store, support for independent shops and a flourishing market and through improved access into and around the town centre. In Leek the Strategy will also focus on improving commercial activity and vitality on the edges of the town centre and reusing vacant or underused floorspace. Within Biddulph town centre significant growth and change is already taking place through implementation of proposals in the Area Action Plan supported by the Market Towns Initiative, including a new town centre supermarket and non-food retailing next to the bypass in order to make the town more self-sufficient.

Rural Areas

7.15 The strategy for the rural areas is based on ensuring that villages continue to be vibrant and sustainable communities, providing opportunities for people of all ages. The rural areas will maintain an important role within the District in terms of providing homes and jobs to meet local needs with better links with services and facilities in the larger villages and towns in order to address the decline in the rural economy and tackle social exclusion. The focus for development will therefore be on the larger villages which have the existing range of services and facilities and good accessibility to be capable of acting as rural service centres catering for the bulk of the rural area's needs. Development will be targeted to provide for local need, with affordable housing, shops, local services, community facilities and low impact businesses of a scale and nature appropriate to those settlements and which would not act to undermine support for the 3 main towns. The levels of development in the larger villages will however need to be related to their individual capacity to accommodate further growth as identified in the Development Capacity Study.

7.16 In the smaller villages there will be limited development only, principally for local housing needs and rural diversification, whilst the countryside areas outside market towns and villages, including hamlets and other small settlements, will be subject to strict control over development with an emphasis on meeting essential rural needs, promoting environmental enhancement including landscape and biodiversity, and on encouraging appropriate economic diversification and tourism. In order to facilitate development 'Infill Boundaries' will be defined for the smaller villages within which appropriate development would be allowed. Major developed areas in the countryside will also be identified where an appropriate range of uses would be permitted to support rural needs.

7.17 Due to the restrictions on growth opportunities outside of the built-up areas of the District and in accordance with the principles of sustainability, development will be concentrated in the urban areas where there is the greatest potential for the re-use of previously developed land and to minimise the need to travel by being located close to existing services, jobs and public transport. However, whilst the priority will be on using brownfield and underused sites, the strategy recognises the need to allow for development of some greenfield sites and also peripheral expansion in order to enable the housing and employment requirements to be met, particularly in areas such as Cheadle where the growth aspirations cannot be met within the existing urban area. It is expected that peripheral expansion will only come forward where it will bring infrastructure benefits and can be properly assimilated into the landscape and well related to existing urban areas. The Council will work closely with its partners and other support services to ensure this can be achieved.

7.18 In order to give adequate guidance and certainty in the Core Strategy on where strategic growth on the periphery of the towns will take place, broad locations for major housing and employment development will be identified. In the rural areas it is not considered appropriate to identify broad locations, other than the major developed areas in the countryside, because the limited scale of development required for any particular settlement would not require large allocations to be made.

SA2: Meeting the needs of our communities

7.19 **Our communities are central to the special characteristics of Staffordshire Moorlands. It is important that their needs are adequately met to ensure that they continue to thrive and have a high quality of life.**

7.20 One of the prime requirements in meeting the needs of our communities is ensuring there is sufficient provision of the right type of housing in the right places and that this is delivered at the right time. This is necessary both to retain existing households within the District and to provide opportunities for meeting the needs of future households to support local services and sustain economic growth. The need for homes will be defined by the requirements as assessed by the Council, the Sustainable Community Strategy and the Council's Housing Strategy as well as supporting documents such as the Housing Needs Study and the Strategic Housing Market Assessment.

Affordable Housing

7.21 The strategy recognises that many people in the District will require support to enable them to access housing appropriate to their needs through opportunities for alternative, more affordable and appropriate forms of housing. This will require a package of measures and initiatives through the Council's housing enabling role and partnership working with private developers, RSLs and Parish Councils including increasing the requirement for affordable housing provision and facilitating more supported housing.

7.22 One of the principal means of delivering more affordable housing will be through changes to the threshold and quotas for providing affordable housing on allocated and windfall sites reflecting the recommendations of the Strategic Housing Market Assessment and the findings of the Development Capacity Study. The Council and partner RSL's will also continue to work to maximise Homes and Communities Agency funded development across the district, but in order to create a significant increase in the future supply of affordable housing the Council will also need to directly intervene itself in providing sites and, in the longer term, funding to develop affordable homes throughout the District.

7.23 The strategy also seeks to address the needs of a changing population by increasing the provision of suitable accommodation and services for older people and catering for smaller households in the towns and by providing for the needs of younger people and families in the rural areas. As well as ensuring there is a suitable range of housing provided to meet these needs, specific housing needs will be addressed through support for the development of extra care housing and by addressing the needs of other groups such as gypsies and travellers based on the recommendations of the North Staffordshire Gypsy and Traveller Needs Assessment.

7.24 Housing development levels are based on the District's requirement as assessed in the Housing Requirements Paper (Oct 2010). The apportionment of housing development between the sub-areas of the District is based on a number of factors including the proposed development approach, the availability of deliverable sites, infrastructure constraints and opportunities, environmental constraints on development (e.g. green belt, flood risk areas), the aspirations and strategies of other agencies and service providers and the strategic need to restrain development near to the MUAs. Appendix F sets out the implications in terms of annualised development rates and the minimum net requirement for each area necessary to achieve the required provision after deducting completions and current commitments. Meeting these needs will require a mixture of large sites to provide the infrastructure and facilities needed to address the needs of some settlements, and the limited release of smaller sites to meet identified local needs in smaller communities and enable their continued evolution.

Housing Development

7.25 In **Leek** the rate of housing development will be increased from a past average of 57 dwellings/annum to 82.5 dwellings/annum. In the short to medium term the emphasis will be on making the most of opportunities for brownfield development within the existing urban area through appropriate reuse of surplus mill buildings as well as regenerating underused and surplus areas. Whilst much of the housing need could potentially be accommodated on brownfield sites within the current built-up area, some greenfield development for housing within the settlement boundary and on the edge of the town will also be necessary. Major greenfield sites will only come forward in the longer term.

7.26 Suggested levels of new housing development in **Biddulph** will decrease from a past average of 71 dwellings/annum to 55 dwellings/annum in order to limit impact on the adjacent N. Staffordshire MUA and reflecting the policy and environmental constraints on expansion of the town's development boundaries. Evidence from the SHLAA shows that the majority of this development could potentially be accommodated within the present settlement boundary, but much of this would have to be on greenfield sites due to the limited availability of brownfield sites. Where development on greenfield sites outside of the settlement boundary is needed, this should only be in the longer term and in areas which can be assimilated into the landscape. This may in some cases necessitate green belt boundary changes.

7.27 The rate of housing development in **Cheadle** will be increased from a past average of 42 dwellings/annum to 60.5 dwellings/annum reflecting the need to strengthen Cheadle's role in the District, bring forward infrastructure improvements through development and create a more self-sufficient town. Opportunities for development on brownfield sites are limited in Cheadle and therefore in the medium to longer term greenfield site development on the edges of the town will be required. It is considered that the most sustainable way of expanding the housing market area is through urban extensions in appropriate areas which can deliver suitable infrastructure improvements.

7.28 The rate of housing development in the **Rural Areas** will be decreased from a past average of 85 dwellings/annum to 77 dwellings/annum reflecting the emphasis of the strategy to focus the bulk of new development in the towns and the need for strategic restraint in those areas nearest to the North Staffordshire conurbation but maintaining sufficient growth to support existing communities in the rural areas. New development will be on a range of brownfield and greenfield sites targeted to support existing services and facilities primarily in and on the edge of the larger villages and varying in scale depending on the size and capacity of each settlement.

7.29 The need to manage housing supply will be crucial to the successful delivery of the strategy. The development rate will be varied over the plan period to ensure that it is realistic and appropriate to the prevailing housing market and does not undermine the needs of the adjoining North Staffordshire conurbation. Additionally housing will be controlled through various measures to ensure that it is distributed appropriately across the District and that preference is given to urban, brownfield sites or sites delivering essential infrastructure needs.

7.30 Although the spatial strategy focuses on the location of major development and the role of different areas, much of the development that occurs in the District is relatively small-scale and piecemeal and this is particularly true for housing development. The strategy expects this type of development to continue throughout the built-up area, although the nature, scale and density of the development will vary according to its location, character and relative accessibility. An additional allowance will therefore be made on top of the requirements to accommodate development on such sites which cannot be identified, for example because sites are too small or their availability is unknown (known as 'windfall' sites). Any such development will be managed to ensure that development rates are not excessively exceeded.

Infrastructure Provision

7.31 A major factor in achieving the strategy is the delivery of the necessary social, physical and green infrastructure to support future development requirements, both within existing urban areas as well as in new areas of development. The Strategy seeks policy measures to protect services and facilities as well as development proposals to support them. With limited resources available to the Council, the implementation of infrastructure improvements is dependent on the successful delivery of physical development and regeneration schemes through developer funding and the plans and programmes of other service providers. Developers promoting development and regeneration schemes will be expected to contribute towards strategic and local infrastructure requirements, through both on-site facilities and financial contributions for off-site works and facilities. The role of such planning contributions is presently under review by the Government with a Community Infrastructure Levy (CIL) being proposed. The Council will need to consider the appropriateness of introducing CIL for Staffordshire Moorlands to meet future infrastructure needs on a locality basis. Much of the information set out in the Infrastructure Plan would inform CIL calculations and if developer contributions are sought through this method, then the appropriate methodology would be set out in a separate local development document. For the foreseeable future, however, developer contributions will be sought, including those strategic or pooled contributions in accordance with Government Circular 05/2005. The District Council has published Supplementary Planning Guidance (2004) which deals with such contributions.

7.32 The Development Capacity Study and the strategies, plans and programmes of key service providers will inform decisions on future provision. To address the identified need for health and education provision, redevelopment or development of services and facilities will therefore be considered appropriate in principle, where this meets an established need or shortfall. Future sites will be considered if the demand or need is identified. Proposals involving the development of other community facilities will be considered in relation to the needs of the local resident population. New and improved community facilities should be comprehensively planned for and suitable land should be provided in accessible locations - the Development Capacity Study will be used to determine this. In order to maximise both the provision of community services and the best use of developed sites and existing facilities, the Strategy proposes to promote

the co-location or sharing of community uses where this is relevant thus reducing the need to find additional sites. Of particular relevance would be school facilities and grounds where the buildings and facilities can be utilised for other uses at appropriate times.

7.33 The Strategy also recognises that the needs of residents will continue to be met from opportunities, experiences and services provided outside the District. It does not seek to compete with the larger health, educational, retail, leisure and recreational opportunities available elsewhere in the North Staffordshire sub-region, but to complement them and facilitate better access to them. Whilst the focus is therefore on meeting local needs, it will also seek to improve the infrastructure links to the sub-region and invest in improved public transport. In this respect buses are the only realistic public transport option for linking up the area and it is vital that there is investment in this service both to connect settlements and provide access to the rail network. The Strategy also seeks to minimise the need to have to travel by car by limiting development in unsustainable locations and enabling facilities which promote walking, cycling and the use of public transport, in accordance with the priorities of the Staffordshire and North Staffordshire Local Transport Plans. The Council will continue to work closely with the Highway Authority to ensure the coordination of any such proposals within the LDF and the Local Transport Plans.

SA3: Encouraging a strong, prosperous and diverse economy

7.34 A strong focus of the strategy is developing and diversifying in a sustainable manner the economy of Staffordshire Moorlands and meeting local employment needs in the towns and villages by distributing employment growth and change across the District. This will be particularly important in strengthening the District's role within the sub-region and is central to achieving self-sufficient communities.

7.35 Achieving a strong economy is also a key component of the Council's Sustainable Community Strategy and it's Corporate Plan. Productivity is the key to a strong economy and well-being and in a knowledge-based economy skills are key to raising productivity. The Council's Economic Strategy will identify opportunities to build greater local capacity with an educated, skilled and flexible workforce, particularly supporting the needs of young people and the economically inactive. The Spatial Strategy seeks to support this by facilitating the growth of local educational and training establishments and maximising access to higher order facilities outside the District and by working with developers to provide training programmes and employment support. It also seeks to ensure that there is appropriate housing and complementary social and leisure facilities to retain the local workforce.

7.36 The Strategy provides strong support for the growth of existing businesses, in particular Britannia Building Society, JCB and Alton Towers as major employers, and providing opportunities for their expansion are central to the delivery of a thriving economy. Allied to this is the importance of growing Small and Medium Enterprises in the District, particularly the growth of knowledge-based industries and high value manufacturing which can match the skills of the District's workforce. There is also a need for the continued development of start-up/ incubator and grow-on space in the District, and opportunities to provide this will be sought. This will be supported by the Economic Strategy through promotion and initiatives. The Strategy also recognises the strategic importance of the Blythe Bridge Regional Investment Site in delivering the economic objectives at both a regional and local level.

7.37 Employment development levels are based on the Preferred Option RSS Phase 2 Revision supplemented by evidence in the latest Employment Land Study to give a requirement of 24 hectares between 2006 and 2026. Appendix F sets out the implications in terms of the total required employment provision for each area. The distribution of employment provision takes account of the role and function of each settlement, the proposed housing development levels and the existing workforce distribution. New employment provision is to be primarily focused in the market towns, close to the local populations and sustainable transport networks to allow for easy access and to support the principle of self-containment. The higher proportion of employment development in the rural areas reflects the higher workforce levels and need for growth in the rural areas.

7.38 The Council is committed to ensuring that there is a portfolio of sustainably located employment sites attractive to developers, operators and appropriate to market needs. In general, the strategy promotes the consolidation and environmental enhancement of existing employment areas where these are in sustainable locations so they can continue to meet the needs of those firms that support the local economy. However that does not mean retaining sites unnecessarily that could be more appropriate for other land uses. Some of the existing industrial and commercial areas in the District may require significant investment to maintain or refurbish stock and these areas will be identified within the LDF as having the potential to be recycled for alternative uses in the future, particularly where these lie close to the town centre. Where firms and businesses are displaced these will be supported to find alternative sites within the District and compensatory measures introduced to support provision elsewhere.

Identifying New Employment Areas

7.39 New areas will need to be identified for strategic employment allocations to provide flexible floorspace opportunities within accessible locations. Major new employment areas will be focused near to the towns in order to support sustainable patterns of development. Whilst the priority will be to use existing previously developed land, there will be a need to identify greenfield sites because of the lack of suitable available brownfield sites. Priority will be to make further provision at established employment locations through intensification and expansion where these are in sustainable locations in order to minimise impact on other areas.

7.40 In **Leek** the priority will be to intensify employment development to the south of the town where the potential for expansion and good road communications and accessibility are greatest. As well as improving existing employment areas, there will be new employment areas created to reflect the significant role Leek will play in encouraging a strong, prosperous economy and meeting the District's needs. This strategy will require the provision of a new road link between the A53 and A520 to serve existing and future employment areas and measures to secure better public transport access.

7.41 In **Biddulph** the focus for employment development will continue to be at the new Victoria Business Park off the A527. This development is already committed and will meet anticipated demand as identified in the Employment Land Study.

7.42 In **Cheadle** new employment provision will need to be planned comprehensively and phased with the proposed increase in housing in order to secure the necessary infrastructure improvements and benefits needed to support growth. The expansion of existing employment areas to the south will be the priority where these can be adequately served by road and public transport.

7.43 In the **Rural Areas** economic activities and uses complementary to the countryside will continue to be allowed in a carefully controlled manner. New employment development should be of a small scale and related to the larger settlements, where possible expanding existing employment areas. There are also a number of well established employment areas in the open countryside which will be supported, where they are sustainable, to enable them to continue to provide opportunities for existing and new businesses. Where they are no longer suitable for continued employment uses, alternative uses will be considered.

7.44 The strategy places a strong emphasis on sustainable tourism, as a key driver for diversifying the local economy and strengthening the District's role in the sub-region. The District already has a significant number of tourism assets and given its strategic location near to major centres of population and adjoining the Peak District is well placed to play a major role in the North Staffordshire sub-region as a centre for rural tourism. This will be achieved by providing opportunities to increase the length of visitor stays, promoting more sustainable forms of tourism which are compatible with the character of the area, establishing links between existing tourist facilities and enhancing and managing tourism in a way which balances the needs of visitors, residents and the environment. Delivering this will require a partnership approach with key organisations and neighbouring authorities as well as engaging the private sector in identifying opportunities.

7.45 The District's market towns will play a key role in achieving growth in tourism, in particular the town centres by offering a range of experiences and attractions for day and long-stay visitors. This will be achieved by measures and initiatives to help develop and promote the towns and their rural hinterland as visitor destinations focusing on their unique qualities and heritage. Sustainable tourism will be embedded into the heart of the town's regeneration strategies and Town Centre Masterplans, ensuring tourism is recognised as the major potential driver for economic change.

Churnet Valley Tourism Corridor

7.46 As well as promoting tourism opportunities in the market towns, a major tourism corridor will be promoted along the Churnet Valley, running from Rudyard Lake and Tittesworth Water through Leek, Cheddleton, Froghall and Oakamoor to Alton. This is an area with a number of well established tourist attractions and heritage and natural features where sensitive development can provide a strong focus for rural regeneration and a significant sub-regional asset. The aim will be to focus opportunities for further appropriate visitor accommodation and tourist facilities along the corridor, improve and develop links between existing facilities and activities so that they are benefiting from each other, and maintain and establish links with regional tourism facilities, such as the National Cycle network and Staffordshire Way. This will require pulling together the various community, economic and tourism strategies which impact on the District to deliver change. This will also need to be supported by measures to improve access by public transport, walking and cycling into the countryside. The expansion of the Churnet Valley Railway and the continued sensitive growth of Alton Towers phased with measures to improve access will be a key element of this corridor. However, tourism development must not be at the expense of the special qualities of the Staffordshire Moorlands which draw so many people to the District in the first place. A very sensitive approach to the provision and expansion of facilities and accommodation will be required. In order to achieve this a Masterplan will be necessary.

7.47 The tourism offer will also be enhanced through the development of a tourist management organisation (Staffordshire Destination Management Partnership) that links to the work being done for both Staffordshire and the Peak District and through measures within the Council's Economic Strategy to provide business support for new and existing businesses, improve the quality and distribution of visitor information, develop activities and promotions, and support visitor management schemes.

SA4: Maintaining a quality environment and special places

7.48 **Maintaining a quality environment and creating special places is a key theme of the strategy which underpins all of the other aims and is essential to enhancing the District's tourism role. In particular, local distinctiveness and protection of the District's unique landscape and settlement character will be a major consideration in all new development.**

7.49 A Landscape and Settlement Character Assessment has been undertaken which will be used to map the quality of the District's landscape and identify future management measures. It will also guide future development in order to ensure this is in harmony with prevailing landscape character and identify important countryside areas and visual open spaces to be protected and enhanced as a long-term recreational open space and ecological community resource. A PPG17 Audit of recreational and public open spaces has also been undertaken which will establish local standards of open space provision and help identify areas to complement these major areas of open space which will need to be protected to ensure future needs are met. These areas of open space will also be made more accessible and linked together, where possible, by footpaths and cycle routes. The provision and enhancement of these open spaces will play an important role in improving health and reducing health inequalities and community safety which is a key Council priority. This will be combined with measures to increase and widen access to participation in sport and physical activity through the emerging Sports and Physical Activity Strategy.

7.50 The Strategy also seeks to promote better design and identify and protect buildings, features and areas of value and encourage local communities to highlight those of most value to them through Parish Plans and Village Design Statements. It also encourages the use of Masterplans to identify the design principles for major development sites. It continues to provide a high level of protection to our most valued natural and heritage assets, such as Listed Buildings, Conservation Areas and SSSIs even if this may mean foregoing some immediate socio-economic benefit. The strategy also aims to secure the sustainable management of other assets which although not designated make an important contribution to the character, distinctiveness and identity of the area.

7.51 Maintaining a quality environment is also about reducing our wider impact on the environment, adapting to climate change and making best use of resources. All local development has a global impact and therefore requires an integrated approach to new development which promotes a sustainable economy that delivers high levels of employment, and a just society that promotes social inclusion in ways that protect and enhance the physical environment and optimise resource and energy use. In practice this means giving priority to the reuse of previously developed land and existing buildings. Proposals will be assessed against the sequential approach to development.

7.52 It also means linking housing and commercial land needs and directing planned and phased development to locations which avoid the risk of flooding and are supported by transport, leisure, community and essential services whilst minimising damage to the

environment. Building materials and methods will be encouraged which help reduce the depletion of natural resources and the production of greenhouse gases, and ensure buildings have a long life, flexibility and adaptability for other potential alternative future uses.

7.53 The Core Strategy will adopt national and regional targets and requirements for reducing carbon dioxide emissions and raising renewable energy usage as these are supported by research, but this will be complemented where possible by local measures to reduce emissions and ensure new developments are adaptable to changing climatic conditions. The Council's Sustainability Strategy also sets out a range of actions required at a local level to deliver more sustainable development.

7.54 The environmental as well as social and economic implications of development will be intrinsic to any decisions made in the LDF. Throughout the process of formulating policies and proposals, options have been continuously tested against sustainability objectives through the combined Sustainability Appraisal and Strategic Environmental Assessment in order to deliver sustainable development. To ensure that the policies in the Core Strategy provide a positive framework for conservation and enhancement of the District's biodiversity and do not impact adversely on significant nature conservation sites in the vicinity an 'Appropriate Assessment' has also been undertaken in accordance with the Habitats Regulations.

7.55 The Council also believes that the protection of the Green Belt within the District is of strategic importance, and it is a fundamental part of the Strategy that the Green Belt shall continue to be protected up to 2026 and beyond with continued restraint on development to reflect national planning policy. However, whilst it is proposed that there will be no major releases of land from the Green Belt it is recognised that, in exceptional cases, some changes to boundaries may be necessary to facilitate urban expansion which cannot be accommodated within existing urban areas.

Core Policies

8 Core Policies

8.0.1 This section sets out the Core Policies which will be used to deliver and implement the Core Strategy. The primary purpose of the Core Policies is to help articulate the Core Strategy taking forward its spatial vision, objectives and spatial strategy. The Council is not proposing to produce a separate Development Control Policies DPD and therefore the Core Policies include both strategic and cross-cutting development control policies. These detailed policies do not just address the control of development, but also provide a context for a wide range of activities with a spatial dimension.

8.0.2 The policies seek to be proactive and aspirational – it is not intended to be a development control manual setting precise requirements, but aims to set out what the Council wishes to achieve with fewer policies than the Local Plan, but more comprehensive, more locally distinctive and with an emphasis on value judgements. Where appropriate they will be supported by SPDs giving guidance and advice. These will be key policies for determining planning applications both at Planning Committee and under Delegated Powers.

8.0.3 In developing these policies account has been taken of earlier work on issues, the evidence base, responses to consultations and meetings and discussions with key stakeholders and Council officers. When the Core Strategy is finally adopted, following the public examination, these policies will replace the saved policies of the Staffordshire Moorlands Local Plan. Appendix H details how these will be replaced.

8.0.4 A set of 32 policies has been drafted divided into the following sections, each relating to a specific Core Strategy objective which in turn will help deliver the proposed development approach and the vision. For each policy supporting text has been provided to justify and explain the policy itself.

- **Spatial Strategy Policies (8.1)** - The Spatial Strategy policies reflect the proposed vision and development approach and provide the strategic policy context for all other policies, establishing the Council's overall approach to development, the level of future provision, housing management measures and the distribution of development. In particular they establish the settlement hierarchy and, through Area Strategies, a range of actions and measures for each settlement. They also address other development of strategic significance.
- **Development Control Policies**– These provide detailed policy guidance relating to specific types of development. They cover:
 - **Sustainable Development Policies (8.2)**
 - **Economy and Employment Policies (8.3)**
 - **Housing Policies (8.4)**
 - **Town Centre and Retailing Policies (8.5)**
 - **Design and Conservation Policies (8.6)**
 - **Sustainable Communities Policies (8.7)**
 - **Rural Policies (8.8)**
 - **Natural Environment Policies (8.9)**
 - **Transport Policies (8.10)**

8.1 Spatial Strategy Policies

Spatial Objectives

SO1. To make provision for the overall land-use requirements for the District, consistent with the Regional Spatial Strategy, the role of Staffordshire Moorlands within North Staffordshire and the role of each settlement.

8.1.1 The spatial strategy policies seek to set the overall quantum and nature of development needed to meet the assessed requirements of the District taking into account national and regional policies and up-to-date local evidence and establish how the development proposed for the District is to be achieved in order to deliver the vision and spatial strategy. In order to ensure that there is sufficient to meet longer term needs and be able to respond to changes in the market, it is proposed that housing and employment targets should not be seen as absolute ceilings. This is supported by policy measures to manage housing supply based on annual housing development rates to ensure adequate delivery and measures to restrain development to prevent broader regional regeneration objectives from being undermined.

8.1.2 Area-specific requirements and policies are also proposed, based on a settlement hierarchy which reflects the development approach, to ensure that the type and amount of development in each settlement is appropriate to its role, infrastructure capacity, future needs and constraints. The distribution is based on percentages to give flexibility to incorporate any future changes in assessed requirements for the District. The area-specific policies establish the approach to development in those areas, identifying strategic development needs to be met and how these are to be delivered. Major strategic development opportunities are identified where appropriate, but it is not proposed to identify specific locations for all other development within settlements nor to identify settlement boundaries, as this may prejudice the scope of the subsequent Site Allocations DPD to properly assess and determine appropriate allocations, development boundaries and other designations. Where expansion of the urban areas is required the Core Strategy does however identify broad locations for future housing and employment growth.

8.1.3 The spatial strategy policies also establish the approach to be adopted in relation to development in the countryside, facilitates the review of detailed boundaries and identifies those areas where major improvements to transport provision are required and how it relates to future development.

Identification of Broad Locations

8.1.4 In order to give clear guidance on the scale and location of future development, not just across the District, but particularly for the main settlements, the Core Strategy identifies broad locations for both housing and employment development. It is not the role of the Core Strategy to identify specific sites for development as this would make it too inflexible and restrictive, but merely to identify those development areas which are considered central to the achievement of the strategy where sites would be identified and the anticipated nature and scale of development in those areas. This will in turn influence and inform future decisions on suitable sites for allocations in the Site Allocations DPD, Supplementary Planning Documents and on planning applications. In the rural areas it was not considered appropriate to identify broad locations, other than the strategic development sites which are proposed in policy SS6c, because the limited scale of development required for any particular settlement would not require strategic development areas to be identified.

8.1.5 A search of potential areas of development for housing was undertaken for each of the towns. This included all potential development areas of 10 or more dwellings which were initially identified through the Strategic Housing Land Availability Assessment. Small sites of less than 10 dwellings have not been included as these would be expected to come forward as additional unidentified sites. Sites were subsequently grouped into broad areas (urban area and urban extensions). Areas which were considered to be too significantly constrained by green belt policy, flooding or other essential uses (e.g. playing fields) were discounted from the initial search unless it was considered that they would provide significant overriding planning or infrastructure benefits. Each of the areas identified was then assessed based on a range of sustainability and environmental considerations having regard to evidence available at that time and then ranked in order of preference accordingly. The ranking of sites based on their initial assessment was intended to provide guidance in making choices. From this ranking, preferred broad locations to meet the requirements for each town were identified. Consultation on the preferred broad locations and also the other broad locations was then undertaken. Suggestions were also invited for broad locations which had not been included. The assessment and ranking of all of the broad locations was subsequently reviewed in the light of further evidence and responses from the Preferred Options consultation and following representations on the Submission document and its subsequent Addendum, in order to identify the final choice of broad locations and their priorities.

8.1.6 Employment areas were not subject to such an extensive search of sites because there was strong evidence from the Employment Land Study that the scale of employment provision required could be accommodated on existing committed and opportunity sites without the need to identify new sites. The Spatial Strategy also directs employment growth to specific areas. Nonetheless in order to ensure that the existing committed and opportunity sites were the most sustainable and appropriate areas, these were also assessed and put forward for consultation. Suggestions were also invited for other broad locations for employment which had not been included.

Details of the assessment and ranking of all broad locations are set out in the 'Sustainability Appraisal of Revised Submission Core Strategy' document.

Identification of Strategic Regeneration Sites

8.1.7 Consultation on issues and options and information from the evidence base has highlighted a number of major regeneration opportunity sites, primarily existing or previously developed areas which are underused or derelict and which would benefit from redevelopment for appropriate uses. Many of these were considered of local significance only and their redevelopment was not central to the delivery of the Core Strategy. However, several were considered of strategic significance, either because of their location or their potential role in delivering significant infrastructure and environmental benefits for the area. The Spatial Strategy identifies these areas and they have subsequently been assessed and were put forward for consultation.

SS1 Development Principles

The Council will expect the development and use of land to contribute positively to the social, economic and environmental improvement of the Staffordshire Moorlands in terms of delivering, in partnership with other agencies and services:

- **a mix of types and tenures of quality, affordable homes to meet the needs and aspirations of the existing and future communities**
- **quality local services, including provision for education, healthcare, leisure, community, cultural and tourist facilities in response to anticipated population change and visitor numbers;**
- **easy access to jobs, shops and transport services by all sections of the community;**
- **increased economic prosperity and opportunities for employment and greater local capacity with an educated, skilled and flexible workforce;**
- **a healthy, safe, attractive and well-maintained environment;**
- **development which maintains the distinctive character of the Staffordshire Moorlands, its individual towns and villages and their settings;**
- **development that is undertaken in a way that protects and enhances the natural and historic environment of the District and its surrounding areas both now and for future generations.**
- **development which secures high quality, sustainable environments, efficient and effective use of resources and contributes effectively to tackling climate change and reduced carbon emissions.**

All proposals for development will be considered in the context of the District-wide Spatial Strategy and with regard to both its direct and indirect cumulative impact over the longer term. New development will make the best use of previously developed land and buildings and will follow a sequential approach to the sustainable location of development.

8.1.8 This policy underpins the whole Core Strategy and provides a fundamental set of criteria that will be applied to all development proposals to ensure that all development provides integrated solutions which meet social, economic and environmental objectives at the same time. In particular consideration will be given to the longer term implications of development having regard also to the indirect and cumulative impact.

8.1.9 It is considered that the broad thrust of the policy is in line with the Council's Sustainable Community Strategy and the aims and objectives of the existing RSS, and the emerging RSS Review. The policy also reflects the guiding aims of meeting the needs of our communities, creating sustainable, self-sufficient settlements; encouraging a strong, prosperous diverse economy; providing quality local services, including schools, health, care, open spaces, leisure and community facilities; and maintaining a quality environment and special places. The policy is therefore one which balances the need to make adequate provision for homes, jobs and services with the need to protect and enhance the District's considerable natural and heritage assets in the most sustainable way. Detailed requirements concerning the control of development and specific designations will be subject to more detailed policies set out elsewhere either in this document or in future LDF documents and shown on the Proposals Map.

8.1.10 In order to protect the countryside which is important to the character of the Moorlands and maintain sustainable settlements, development boundaries will be defined in the Site Allocations DPD which will limit the extent of development. Outside of the

development boundaries there will be strict control on development to meet defined needs and to facilitate the appropriate redevelopment of existing developed sites. Development boundaries will be subject to review through the Site Allocations DPD in order to ensure that they can endure for the plan period of the Core Strategy.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PPS12 'Local Spatial Planning'; PPS3 'Housing'
- **Regional policy guidance** - Current RSS policies UR3, UR4, RR1, RR4, PA1, QE1, QE3, EN1, T1, T2; Phase 2 Review RSS policies SR1, SR2, UR3, UR4, CF8, RR1, RR4, PA1, QE1, QE3, T1, T2

SS2 - Future Provision of Development

Provision will be made for 5500 additional dwellings (net of demolitions) to be completed in Staffordshire Moorlands (excluding the Peak District National Park) during the period 2006 to 2026. This will be phased at the average development rates to achieve the net additional dwelling completions set out below. Sufficient deliverable land will be identified to provide at least 5 years of development at all times.

Period	Average Annual Development Rate	Net Dwelling Completions
2006 – 2011	220	1100
2011 – 2016	220	1100
2016 – 2021	320	1600
2021 – 2026	340	1700

The Council will review the overall housing requirement and annual development rate at the beginning of each phase to ensure that future provision will continue to adequately meet identified local needs and reflect development potential.

A minimum of 1525 affordable housing units will be provided from all sources between 2006 and 2026 as part of the overall housing provision for the District in order to meet the proven needs of those who are not able to obtain a home in the open market.

Provision will be made for at least 24 hectares of additional employment land in Staffordshire Moorlands (excluding the Peak District National Park) during the period 2006 – 2026. Sufficient deliverable land will be identified to provide at least 6 hectares of employment land at all times.

Provision will be made for new retail, transport, recreational, community and tourism facilities and services to meet the identified needs of settlements within Staffordshire Moorlands (excluding the Peak District National Park) up to 2026 as set out in policies SS5 and SS6.

8.1.11 The Housing Requirements Paper produced in 2010 assessed several options for establishing an appropriate level of housing requirement for the District over the plan period. It concluded that 5,500 dwellings would be an appropriate requirement for the District as it represented the best balance between meeting local demand and need for housing and recognising the development potential of the District. It was considered to be the most pragmatic option in terms of delivering the appropriate amount and type of housing for the District and enabling the District to contribute to the regeneration of North Staffordshire. It was also supported by the latest evidence and based on realistic assumptions regarding future household growth and a recovery in the housing market. This figure is also considered to still be in general conformity with the current RSS and the emerging RSS Phase 2 Review. This level of provision will also enable the Council to address much of the high level of affordable housing need from existing and future households and facilitate the need for regeneration and increased self-sufficiency in the market towns and larger villages. The requirement for 5,500 dwellings is a target and should not be seen as an absolute ceiling as there needs to be flexibility to ensure there is a continuous 5 year supply of deliverable land at all times in accordance with PPS3. The Council will however monitor and manage the amount of development over the plan period to ensure that the 5,500 dwellings target is not excessively exceeded to prevent undermining the North Staffordshire MUA.

8.1.12 The requirement will be met from all sources of permanent housing provision including new build market dwellings and flats, conversions or changes of use of existing properties, affordable and local needs housing, rural exceptions housing, residential caravans, gypsy and traveller caravans, and sheltered and extra care/flexicare housing which is self-contained. Losses of housing through demolitions or conversions or changes of use to non-residential uses will be deducted from the provision. The requirement assumes that current levels of vacancies in the existing housing stock remain constant over the plan period. If monitoring indicates any significant variation in the vacancy level, this will be taken into account in determining future requirements

8.1.13 In order to manage the rate of development the requirement is divided over 4 phases of the plan period - phase 1 (2006-2011) reflects actual completions (rounded up). The policy proposes lower levels of development in the first half of the plan period to 2016 and higher levels post-2016 based on a gradual recovery of the housing market to 2016 increasing up to 2021 to a level which can then be sustained to 2026.

8.1.14 In accordance with PPS3, the Council will ensure that there is a 5 year supply of deliverable housing land at all times based on the appropriate annual development rates for the period. The Council will seek to achieve this through a 'plan, monitor, manage' approach to the phased release of allocated sites and the granting of permissions on unidentified (windfall) sites. However, due to the scale of existing housing commitments the rate of development in the 5 years to 2016 will be heavily subject to the market.

8.1.15 In order to ensure that the housing requirement and development rate continue to adequately meet local needs and reflect development potential, the Council will undertake a comprehensive review of future requirements at the beginning of each 5 year phase. If, in the light of new evidence or changed national or strategic guidance, this review highlights a need for a different requirement or development rate, then the Council will consider revisions to the Core Strategy or any other appropriate measures to address this.

8.1.16 The provision of employment land is based on the latest 2008 Employment Land Study Update which establishes demand for almost 24 hectares of employment land across the District to 2026. This amount of development also reflects a requirement to maintain a 5 year supply of deliverable employment land of 6 hectares in accordance with policy PA6A of the emerging RSS Revision. This will be achieved through the phased release of allocated sites and the granting of planning permissions on unidentified sites. This forecast is

aspirational and makes various assumptions not only of the District’s economic development but also continued national economic growth. If growth is slower the forecasts may need to be further revised to reflect a more realistic demand for employment land.

8.1.17 Provision will also be made for new retail, transport, recreational, community and tourism facilities and services to meet the identified needs of settlements. This will be achieved through developer requirements on housing sites, partnership working with service providers and the Council’s Sports and Playing Field Strategies. New retail requirements will be in accordance with the capacity levels identified in the 2006 Retail Study and 2008 Retail Study update to meet identified needs to 2016. A review of the Retail Study will be undertaken prior to 2016 to establish capacity beyond 2016.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 ‘Housing’ and CLG Guidance Notes ‘Delivering Affordable Housing’ and ‘Estimating Housing Need’
- **Regional policy guidance** - Current RSS policies CF2, CF3, PA6; Phase 2 Review RSS policies CF2, CF3, CF4, CF7, PA6A
- **Evidence** - Strategic Housing Market Assessment; EmploymentLand Study; Retail Capacity Study; Housing Requirements Paper

SS3 - Distribution of Development

Development will be located in accordance with the Spatial Strategy and will be distributed between the towns and rural areas as set out below. In identifying land for new development or in considering planning applications, development shall also be compatible with the settlement hierarchy in terms of the development approaches set out in policies SS5 and SS6 below.

	Housing	Employment
Leek	30%	30%
Biddulph	20%	20%
Cheadle	22%	20%
Rural Areas	28%	30%

8.1.18 The distribution of development reflects the spatial strategy and will guide the provision of housing and employment for the whole of the plan period. The use of proportional distributions will enable the Council to monitor and manage overall development in each of the towns and the rural areas to ensure that it is realising the spatial strategy and to make adjustments to net requirements in the event of evidence of changes in the housing market or as a result of any changes to the overall requirements for the District arising from any future review of housing requirements or development rates.

8.1.19 The apportionment of housing between areas is based on the proposed development approach and the spatial strategy and on the findings of the Development Capacity Study which support the bulk of provision in the towns but also ensuring there is adequate provision in the rural areas to support local communities. The apportionment of the employment is based on achieving a balanced provision to support future workforce needs.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'
- **Regional policy guidance** - Current RSS policies CF2, CF3, PA6; Phase 2 Review RSS policies CF2, CF3, PA6A
- **Evidence** - Strategic Housing Market Assessment; EmploymentLand Study; Development Capacity Study

SS4 - Managing the Release of Housing Land

The release of land for housing across the District will be managed in order to deliver the level and distribution of development set out in policies SS2 and SS3. The adequacy of supply will be assessed and monitored through the Strategic Housing Land Availability Assessment and the Annual Monitoring Report. A Housing Implementation Strategy that details the approach to managing delivery of the housing will be set out in a Housing Delivery SPD. Where deemed appropriate, measures will be used to adjust the delivery of housing by bringing forward or holding back development in accordance with the Housing Delivery SPD.

Allowance will also be made for an assumed contribution from unidentified (windfall) sites of up to 25% of the annual development rate in urban areas and up to 30% in rural areas. This will be additional to the net housing requirement being sought on allocated sites but will be taken into account in managing the release of land for housing.

There will be a preference for previously developed sites and sites within urban areas before greenfield and edge of urban areas, other than where required to bring forward significant infrastructure needs or as set out in Policy SD1.

In the Green Belt and settlements inset within the Green Belt, levels of new housebuilding will be restricted in the period up to 2016 through the phased release of housing allocations and the limited granting of permissions on unidentified (windfall) sites in order to avoid undermining the renaissance of the North Staffordshire conurbation. Any restraint should be balanced with the need to improve prospects in the Biddulph local regeneration area.

8.1.20 The Council has a responsibility to manage the rate of housing development in order to ensure that there is a continuous supply of housing land over the plan period and to ensure that wider strategic objectives are not undermined. This will be achieved by not only managing the overall supply for the District, but also the distribution of development between the towns and the rural areas. Fig 9 below sets out the net housing requirements for the District and its sub-areas based on the distributions set out in policy SS3. The housing requirements will be met from completions since 2006 and current commitments to give a net residual requirement to be met through allocations and small sites.

Fig. 9 Net Housing Requirements					
Area	Amount	Required Provision	Annualised Development Rate	Completions and Commitments¹	Net Residual Requirement²
Leek	30%	1650	82.5	850	800
Biddulph	20%	1100	55	380	720
Cheadle	22%	1210	60.5	171	1039
Rural	28%	1540	77	699	841
Total		5500	275	2100	3400
Notes:					
1: Comprises of completions since 1/4/06 and sites with planning permission or under construction as at 31/03/11 net of any losses					
2: Net requirement to be found from allocations and small sites between 1/04/11 and 2026					

8.1.21 The allocations in the Site Allocations DPD will be the key to the delivery of the housing requirement but in order to provide flexibility for slippage in allocated sites and shortfalls in provision from allocations, the policy allows for between 25% and 30% of new housing development to also come forward from unidentified (windfall) sites. This accords with the guidance in PPS3 and advice from GOWM that the net requirement must be identified as allocations, but that an allowance can be made for additional windfall developments to ensure that the annual development rates are being met should allocated sites not come forward as anticipated. The Council will monitor the total provision to ensure that annual development rates are not excessively exceeded.

8.1.22 This level of windfall development reflects historic levels of development on such sites and expected future trends as evidenced in the SHLAA and is considered important to the delivery of a range and variety of housing sites across the District. The means by which the windfall allowance will be monitored will be set out in the Housing Delivery SPD.

8.1.23 Measures to manage the rate of development will be established within the Housing Delivery SPD and the rate of development will be continually assessed and monitored to advise on the need to take appropriate action to adjust the delivery of housing. This may involve bringing forward sites through the granting of permission for further unidentified sites or it may require holding back development through the refusal of permission on unidentified sites. It may also involve addressing the phasing of allocations.

8.1.24 An Annual Monitoring Report and bi-annual Housing Supply Schedules will be produced which will also contain housing trajectories and assessments of the 5, 10 and 15 year supply of housing against the requirements in Policy SS2. Appendix G sets out the current Housing Trajectory which tracks the provision of housing supply over the lifespan of the LDF (2006-2026). The purpose of the Housing Trajectory is to highlight the robustness and soundness of the overall housing strategy in the Core Strategy and how it is likely to perform in relation to the housing requirements. However, many of the factors influencing the delivery of housing are beyond the control of the local planning authority or the

development industry. The role of monitoring will be important in assessing the actual performance in terms of delivery of this and other parts of the development strategy and highlighting 'trigger points' for measures to adjust the delivery of housing.

8.1.25 There is a risk that a fragile economy and market conditions could result in the quantities of housing development being below the set targets. In such circumstances, the council will work together with developers and landowners on specific sites, in accordance with the overall strategy, to bring them forward, for example through using the council's own land, using compulsory purchase powers, expediting planning permissions and preparing development briefs. The Site Allocations DPD will be used to ensure that deliverable sites are identified for development. In addition, reviews of the SHLAA will be used to identify additional sites in line with the spatial strategy and to reassess the priority for development of existing sites. In appropriate circumstances public sector funding may be used to facilitate development of sites. The Annual Monitoring Report will assess how serious the implication of this risk is each year and indicate the measures needed to address this.

8.1.26 The need to restrict development in those parts of the District nearest to the North Staffordshire conurbation is important in order to avoid excessive development undermining the renaissance of the conurbation by stimulating further in-migration. This will apply to those areas and settlements washed over by the Green Belt and the following settlements which are inset in the Green Belt: Biddulph, Biddulph Moor, Brown Edge, Endon, Stanley, Bagnall, Cheddleton, Wetley Rocks, Werrington & Cellarhead, Kingsley, Caverswall & Cookshill, Blythe Bridge & Forsbrook. The Council will limit housing development in these areas primarily to that which is required to meet local needs by identifying an appropriate level of allocation and by resisting large scale housing development on unidentified sites. The Housing Delivery SPD will set out how housing development will be controlled in these areas. Biddulph is identified in Policy UR2 of the RSS as a local regeneration area where local authorities should work with other agencies and partners to develop regeneration strategies to promote urban renaissance. Restraint will therefore be balanced with the need to improve prospects in Biddulph, provided this does not prejudice the need to focus resources within the MUAs. This restriction will be in place only until 2016 to allow progress on urban renaissance in the conurbation to become established and will be reviewed after that time.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'
- **Regional policy guidance** - Current RSS policies CF2, CF3, CF4, CF6; Phase 2 Review RSS policies CF2, CF3, CF4, CF5, CF10
- **Evidence** - Development Capacity Study

Settlement Hierarchy

8.1.27 In order to properly deliver the spatial strategy at a local level it is proposed to establish a hierarchy of settlements reflecting the roles, function and capacity of individual settlements. This hierarchy will ensure that the aims and objectives of the Core Strategy and the proposed development approach are properly met through an appropriate balance of development. It will also provide a spatial context for the co-ordination of the plans, strategies and initiatives of the various service providers and agencies with an interest in the Staffordshire Moorlands. This hierarchy is also broadly in line with the current and emerging RSS. **It should be noted that the designation of a settlement within the hierarchy reflects its planning status only and does not confer any other status as a town or village.**

8.1.28 The status of each category of settlement, a list of those settlements included within them and the development principles and levels of development which apply to each category are set out in policies SS5 and SS6. In considering sites for development regard should be had to the hierarchy to ensure that the appropriate scale and type of development is provided in each settlement and other rural areas.

8.1.29 All development will need to be of a scale and nature appropriate to the character and role of each area within its hierarchy. For each town and the rural area categories there is an Area Strategy which sets out the various measures and actions which will be taken to address the needs of those areas. The Area Strategies are key policies which drive forward the LDF and help implement the strategies and plans of other organisations and service providers as well as establishing how settlements are to develop over the plan period.

8.1.30 The hierarchy is as follows (see also figure 10):

Towns – these are the largest settlements comprising of Leek, Biddulph and Cheadle which accommodate half of the Districts population and the majority of the District's services and facilities. The spatial strategy seeks to focus future growth in these settlements and to strengthen their role as service centres. These settlements will be defined by a Development Boundary within which development of an appropriate scale and nature will be allowed.

Larger Villages – these are the most sustainable settlements in the rural areas which generally have a good local social infrastructure, some local employment opportunities and good accessibility to the towns and larger centres. These villages also have an important role in terms of serving and supporting their immediate surrounding rural areas and smaller villages. The spatial strategy focuses the bulk of the rural development in these settlements and seeks to ensure that they are sustained and promoted as service centres. These settlements will be defined by a Development Boundary within which development of an appropriate scale and nature will be allowed. It is recognised that there is a significant range amongst these villages in terms of their size and facilities and it is proposed therefore that the scale of development in each area should be relative to their current size and infrastructure capacity.

Smaller Villages – these villages generally have a poor range of services and facilities and it is often necessary for local residents to travel outside the village for most of their daily needs. Development on a large scale would be unsustainable in these villages, as it will generate a disproportionate number of additional journeys outside the village and may undermine the spatial strategy. However, it is recognised that there is a need to meet local needs in these settlements for housing and other economic or community purposes. These settlements will be defined by an Infill Boundary within which limited development of an appropriate nature will be allowed.

Other Rural Areas – this comprises of the open countryside and green belt outside of the towns, larger villages and smaller villages where further development is generally inappropriate other than to meet essential local needs and for rural activities. Within these areas there are some groups of houses and hamlets which are not identified as ‘smaller villages’ because their predominantly open character and loose-knit nature makes infilling and the definition of an Infill Development Boundary inappropriate. They also contain major developed areas which may be suitable for appropriate development or redevelopment.

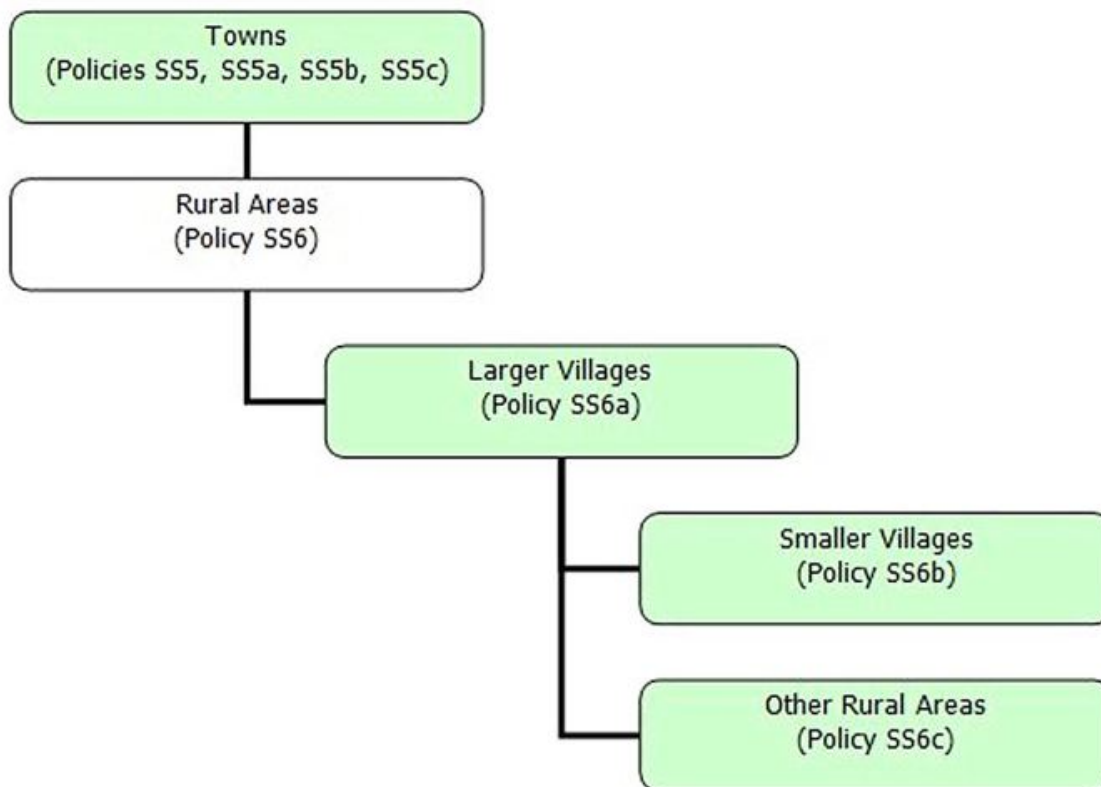


Fig.10 Settlement Hierarchy

SS5 - Towns

The following are identified as towns:

- Leek
- Biddulph
- Cheadle

These settlements will accommodate the bulk of the District's housing, employment and retail needs, distributed as follows:

Town	Housing (net completions 2006 - 2026)	Affordable housing target	Employment (additional employment land 2006 – 2026)	Retail (additional convenience and comparison goods floorspace).
Leek	1650	375	7.2 hectares	3,000m ² convenience 12,000 m ² comparison (of which 50% is for bulky goods retailing)
Biddulph	1100	325	4.8 hectares	AAP Proposals
Cheadle	1210	425	4.8 hectares	2,500m ² convenience 6,000 m ² comparison (of which 50% is for bulky goods retailing)

The Site Allocations DPD will define the urban areas of these settlements by a Development Boundary and will allocate sites for development in accordance with the strategy for those towns sufficient to ensure that the requirements set out above can be met.

To encourage best use of land in the urban area, this development will be managed by phasing through the Site Allocations DPD to ensure that priority is given to bringing forward development on previously developed sites and other sites delivering significant infrastructure provision.

8.1.31 The 3 towns of Leek, Biddulph and Cheadle are the largest settlements in the District accommodating 50% of the District's population and the majority of the District's services and facilities. The spatial strategy seeks to focus future growth in these settlements and to strengthen their role as significant service centres.

8.1.32 The housing and employment requirements are based on the distributions set out in policy SS3 which reflect the spatial strategy and local needs. The housing requirements will be met from completions since 2006, current commitments and new allocations. The employment requirements are capable of being met from existing commitments or extensions to existing employment areas. The retail requirements are based on the capacity figures identified in the Retail Study (updated in 2008) and are indicative only of the amount of floorspace currently required in order to address identified quantitative and qualitative deficiencies in retail floorspace in Leek and Cheadle. They will be met through new allocations informed by Masterplans. The Retail Study also concludes that the proposed allocation of new comparison retail floorspace within Leek is compliant with emerging RSS policy PA12B and will not materially impact on the delivery of the major redevelopment scheme in Hanley (Stoke) City Centre or any other centre within the sub-regional retail hierarchy. The figures for housing and employment are targets for the whole plan period and will be monitored through the Annual Monitoring Report and monitoring schedules to assess performance and the need for management measures. It will be necessary to reassess the employment and retail requirements prior to the end of their respective plan period through a review of the Employment Land Study and the Retail Study to determine needs beyond their respective plan periods. The affordable housing targets are based on estimates of what could realistically be delivered on allocated sites and from other sources.

8.1.33 The policy allows for development or redevelopment of land to come forward within Development Boundaries which is appropriate to the needs, capacity and character of each settlement in a phased manner. There will necessarily need to be an element of flexibility in the phasing of site releases over the lifetime of the Core Strategy to ensure that a continuous housing supply is available at all times. However, the onus will be on applicants to demonstrate to the Council's satisfaction that there is a good reason to depart from the phasing approach to be set out in the Site Allocations DPD.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'
- **Regional policy guidance** - Current RSS policies CF2, CF3, PA6; Phase 2 Review RSS policies CF2, CF3, CF4, CF7, PA6A
- **Evidence** - Strategic Housing Market Assessment; Employment Land Study; Retail Capacity Study; PPG17 Audit; Development Capacity Study

Area Strategies

8.1.34 The following policies set out the specific area strategies for each town and for the larger villages, smaller villages and other rural areas. They set out what we would like to achieve in each of them. The area strategies do not provide a definitive list of the proposals and projects for each area, rather they set out the actions needed to achieve the vision, deliver the spatial strategy and achieve the objective of creating sustainable, self-supporting communities in each distinct area of the District. The delivery of these proposals will not necessarily be the responsibility of the Council. Other groups and organisations may be responsible for their delivery. Many will also depend on securing sufficient resources and the support of landowners.

SS5a - Leek Area Strategy

The Council and its partners will seek to consolidate the role of Leek as the principal service centre and a market town and support its regeneration. This will be achieved through the following actions:

1. Continue to meet the housing and community needs of Leek and its rural hinterland by:

- increasing the range of available and affordable house types, especially for first time buyers and older people;
- allocating a range of deliverable housing sites both within the urban area and, on land adjacent to the urban area. Sites within the urban area shall be in locations across the town which have good accessibility to services and facilities with priority being given to previously developed (brownfield) sites. Sites on land adjacent to the urban area shall be in locations which relate well to the urban area, can be assimilated into the landscape, and would help secure infrastructure improvements for the benefit of that part of the town. Sites for new housing development will be identified and phased through the Site Allocations DPD within the following broad locations and in the following priority order depending on the need for sites to be brought forward:

- Within the urban area
- Small urban extensions

- protecting, increasing and improving the provision and accessibility of open space, sport and recreational facilities, including the provision of a Sports Village. Specific areas will be identified through the PPG17 Audit and the Sports and Physical Activity Strategy;
- increasing and improving the provision of educational, health and community facilities and enabling further shared use of facilities. Specific facilities and needs will be identified through the Plans and Strategies of relevant service providers;
- promoting measures to encourage walking and cycling.

2. Create employment growth and increase the diversity of employment opportunities to meet existing and future needs by:

- supporting the retention and growth of Britannia Building Society and other existing businesses within the town;
- providing opportunities for new enterprises and businesses by allocating employment sites with good access to the A520 and A53. Sites for new employment development will be identified and phased through the Site Allocations DPD within the following broad locations and in the following priority order depending on the need for sites to be brought forward:

- Within the urban area
- Churnet Works
- Cornhill (EM1)
- Leekbrook Industrial Estate (EM2)

- providing facilities and sites for new start-up businesses and expanding the service sector, in particular small B1(a) and B1(b) uses, knowledge-based and creative industries;

- improving the provision of prime office space and commercial premises in and around the town centre;
- encouraging mixed use development on larger redevelopment sites, particularly within or near to the more accessible town centre locations, on former employment premises, and in mill buildings within the town centre;
- improving and intensifying the use of existing employment areas at Barnfields and Leekbrook;
- Improving accessibility to employment areas, particularly from areas of local deprivation and need.

3. Strengthen the role of Leek as a principal service and retailing centre for the District by:

- the sensitive redevelopment and expansion of the town centre to increase the quantity and quality of the retail offer, improve linkages between areas and establish new development opportunities in accordance with Policy TCR1. This will be identified through a Town Centre Masterplan;
- consolidating the main retail core and the market area and protecting and enhancing its distinctiveness, vitality and viability;
- enabling the provision of additional bulky goods retailing in accordance with Policy TCR2;
- supporting improvements to the range and diversity of educational, health, cultural and community services and facilities in the town, including the provision of a new community arts and cultural facility and campus improvements at Leek College;
- improving accessibility to the town's major retail, service and employment areas, particularly by public transport, from the rest of the District;
- managing car parking to support the role of Leek as a destination for shopping, employment, entertainment and tourism without leading to congestion of the town centre, including consideration of the need to provide a new multi-storey car park.

4. Promote Leek's special character and heritage and strengthen its role as a visitor destination by:

- conserving and enhancing buildings, sites and areas of heritage and cultural importance, complemented by new distinctive, sensitively designed, high quality, sustainable buildings;
- promoting environmental enhancements in and on the edges of the town centre, establishing the Market as a central feature, creating strong, high quality 'gateways' into the centre and improving signposting;
- increasing tourist opportunities for visitors through additional high quality accommodation, promoting links with the Peak District and the development of new tourist attractions linked to the Churnet Valley tourist corridor (see policy SS7);
- improving and creating pedestrian and cycle links in the town and in particular between the town centre and Brough Park, Westwood College, Leek High School and Churnet View Middle School;
- protecting and improving the setting of the town and increasing access into the countryside by foot and cycling.

5. Create major regeneration mixed use opportunities and related infrastructure improvements for the following strategic sites:

- **Cornhill, Leek – uses which may be suitable are employment, tourism and leisure; any development shall make provision for a link between the A520 and A53 to the south of the town and links to the canal and Churnet Valley railway.**
- **Churnet Works, Macclesfield Road, Leek – uses which may be suitable are employment, residential, retail, leisure; any development shall make provision for appropriate off-site highway improvements.**

The detailed uses and infrastructure requirements for these sites will be identified through the Site Allocations DPD. Masterplans will also be produced to guide the detailed planning of these areas. High quality design will be expected for these visually sensitive sites in line with the requirements set out in Policy DC1 and the Council's Design SPD.

8.1.35 Leek is the largest settlement in the District with an already well established range of facilities and services serving the whole of the District. Despite this the town has lacked opportunities for retail and economic growth and has not fully developed its tourism and cultural potential. The proposed strategy for Leek seeks to strengthen the role of Leek as the principal town in the District by addressing a number of specific challenges which have been identified through consultation, the evidence base and the strategies and plans of other agencies and organisations.

8.1.36 The Site Allocations DPD will review and define the precise extent of the town development boundary which will be shown on the Proposals Map to accommodate, where appropriate, peripheral expansion and also to protect the surrounding countryside and green belt from further encroachment.

8.1.37 In order to deliver the housing requirements for Leek set out in Policy SS5 it is estimated that there will need to be a minimum of 800 additional dwellings provided on new allocated sites. Although initial development proposals should be focused on the existing urban area, the Council recognises that it needs to provide a range of opportunities to enable the market to respond to the targets set for the town and to address key infrastructure and regeneration needs. In practical terms, this means providing for different types of housing development in a variety of locations including greenfield development on the edge of the urban areas. The broad locations for such development have been identified through the Sustainability Appraisal report as being the most sustainable location or which will help facilitate the provision of key infrastructure projects and it is in these locations that allocations could be considered. Their locations are shown on the Inset Maps.

8.1.38 Employment provision will be met through the expansion of existing employment areas to the south of the town which have good access to the road network. This is considered to be the most sustainable location for employment development and will minimize the impact of development on the countryside and residential areas. The total capacity of the preferred broad locations for employment provision totals 11.7 hectares which exceeds the requirement for Leek. However, this will provide additional capacity for growth beyond 2026.

8.1.39 The allocation of housing and employment sites will take place in the Site Allocations DPD. Allocations will be phased to take account of the objectives referred to above. These will also take into account the availability of sites and their specific constraints as well as the likely construction rates that may be achieved. The bulk of housing development will take place in the urban area on a mixture of brownfield and greenfield sites distributed around the town including infill development, redevelopment and conversions. In identifying sites

preference will be given to brownfield sites particularly sites within or near to the town centre or redevelopment sites. After deducting past completions since 2006 and current commitments, there is an estimated need for 800 dwellings on new sites. The total estimated capacity on sites which could accommodate 10 or more dwellings within the urban area is 642 dwellings, but this may vary as a result of more detailed assessment of sites as part of the Site Allocations DPD. Additionally, evidence from the SHLAA suggests that a further 100 dwellings could come forward on smaller sites which can accommodate less than 10 dwellings.

8.1.40 The need to release land adjacent to the urban area will be assessed against the release and likely release of land within the urban area. With a 10% allowance for slippage on constrained sites (80 dwellings), it is estimated that there would be a need for around an additional 138 dwellings to be identified on other sites. In order to provide flexibility to ensure the requirements for Leek are able to be met and provide a more sustainable mix of housing sites, it is considered that, rather than identifying specific broad locations to accommodate this need, there should be an allowance for small urban extensions to come forward, if required to supplement the provision in the urban areas. These would not be identified in the Core Strategy, but would come forward through the Site Allocations DPD and be capable of providing up to around 150 dwellings in total. The total actual provision from past completions, current commitments, allocations and small sites after deducting an allowance for slippage would be 1662 dwellings for Leek (see figure 11).

Fig. 11 Anticipated Housing Provision for Leek

TOTAL REQUIREMENT	1650
Completions since 2006	367
Current Commitments	483
New allocations – Within the urban area	642
New allocations – Small urban extensions	150
Small sites allowance	100
TOTAL POTENTIAL PROVISION	1742
Slippage Allowance	-80
TOTAL ACTUAL PROVISION	1662
Over/under provision	+12

8.1.41 The identification of sites and proposals for improved or new recreational and sports facilities and for additional or improved educational and health facilities and services will emerge from the PPG17 Audit and through discussions with service providers. Where new sites or facilities are required they will be identified in the Site Allocations DPD. The identification of new retail and commercial sites in and on the edge of the town centre will be through the Town Centre Masterplan which is currently underway. Where appropriate sites are identified they will be subsequently allocated in the Site Allocations DPD.

8.1.42 The policy also identifies 2 major regeneration opportunities which are considered strategically important. The regeneration of the Cornhill area of Leek has been recognised as a Council objective for a number of years. The site is owned by the District Council and is well related to existing employment uses as well as potential tourism facilities to the south. A significant related requirement is the provision of an east-west link road between the A520

Cheddleton Road and the Barnfield Industrial estate, to allow easier access across the southern side of the town, and to relieve pressure on Junction Road. The County Council has begun investigating the costs and feasibility of a link road.

8.1.43 The Churnet Works area is an existing industrial site on the Macclesfield Road which is largely underused and presents a poor approach into the town. Its redevelopment presents a significant opportunity to regenerate an area of poor environmental quality and achieve a mix of uses and infrastructure improvements which will benefit this part of the town. The uses listed that may be suitable for this area will be further explored through the masterplanning. This will need to address issues associated with potential retail use in this area including the impact on the town centre. Any proposal that includes a retail element will need to satisfy the requirements of PPS6 and Core Strategy Policy TCR2. It is at this stage that the specific nature of the retail element will be explored. Following concern over flood risk and safe access in this area, a site specific Flood Risk Assessment (FRA) has been undertaken and the Environment Agency is now satisfied that, with suitable flood mitigation measures, an element of residential development can be accommodated within the site. As a consequence a capacity of 92 dwellings has been allowed for on the Churnet Works site (this site was subsequently granted outline consent in May 2011 and will be included as a commitment in any future update of housing land supply).xxx

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'; PPS4 'Planning for Sustainable Economic Growth'; PPG17 'Planning for Open Space, Sport and Recreation
- **Regional policy guidance** - Current RSS policies UR2, UR3, UR4, RR3, CF2, PA1, PA5, PA6, QE1, QE3, QE4, QE5, T1, T2, T3, T5; Phase 2 Review RSS policies SR2, UR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5>
- **Evidence** - Strategic Housing Market Assessment; Employment Land Study; Retail Capacity Study; PPG17 Audit; Development Capacity Study; Strategic Flood Risk Assessment; Strategic Housing Land Availability Assessment; Landscape and Settlement Character Study

SS5b - Biddulph Area Strategy

The Council and its partners will seek to enhance the role of Biddulph as a significant service centre and a market town and support its regeneration. This will be achieved through the following actions:

1. Improve the local housing market and range of community facilities by:

- **increasing the range of available and affordable house types, especially for first time buyers, families and older people, including extra care housing;**
- **allocating a range of deliverable housing sites both within the urban area and, on land adjacent to the urban area. Sites within the urban area shall be in locations across the town which have good accessibility to services and facilities with priority being given to previously developed (brownfield) sites. Sites on land adjacent to the urban area shall be in locations which relate well to the urban area, can be assimilated into the landscape, and would help secure infrastructure improvements for the benefit of that part of the town. Sites for new housing development will be identified and phased through**

the Site Allocations DPD within the following broad locations and in the following priority order depending on the need for sites to be brought forward:

- Within the urban area
 - Extension to the urban area to the west of the Bypass (Area 4)
 - Small urban extensions in the Green Belt
- improving the housing stock in Biddulph East through selective redevelopment and broader regeneration measures including the need to improve all unimproved Schindler properties;
 - protecting, increasing and improving the provision and accessibility of open space, sport and recreational facilities, including the provision of a Sports Village. Specific areas will be identified through the PPG17 Audit and the Sports and Physical Activity Strategy;
 - increasing the provision of educational, health and community facilities to include the provision of a Primary Care Centre. Specific facilities and needs will be identified through the Plans and Strategies of relevant service providers.
2. Create employment growth and increase the diversity of employment opportunities to meet existing and future needs by:
- supporting the retention and growth of existing businesses within the town;
 - providing opportunities for new enterprises and businesses by promoting further development at the Victoria Business Park (EM1) and within the urban area;
 - providing facilities and sites for new start-up businesses;
 - encouraging mixed use development on former employment premises and in mill buildings within the town centre;
 - Improving accessibility to employment areas, particularly from areas of local deprivation and need.
3. Strengthen the role of Biddulph as a significant service and retailing centre for the District by:
- implementation of the BiddulphTown Centre Area Action Plan;
 - improving public transport connections to the town centre
4. Improve the image and identity of Biddulph and strengthen its role as a visitor destination by:
- regenerating and improving the streetscape of the town centre through implementation of the Biddulph Town Centre Area Action Plan;
 - upgrading the general environment of the town through landscaping and the improvement and creation of green spaces;
 - strengthening and promoting links between the town and countryside in particular with the Biddulph Valley Way, Biddulph Grange Garden and the Country Parks;
 - improving the main approaches to the town from the south;
 - protecting and enhancing the setting of the town.

8.1.44 Biddulph is the second largest settlement in the District but has suffered from economic decline and a poor image and has the most deprived areas in Staffordshire Moorlands. The Biddulph East ward falls within the North Staffordshire Housing Market

Pathfinder which has been established to address housing market failure, obsolescent housing stock and mismatch between housing supply and demand. More recently the issue of town centre decline has been addressed in the Biddulph Town Centre Area Action Plan. The proposed strategy for Biddulph seeks to further enhance its role as a significant service centre and a market town by addressing a number of specific social, economic and environmental challenges which have been identified through consultation, the evidence base and the strategies and plans of other agencies and organisations.

8.1.45 The Site Allocations DPD will review and define the precise extent of the town development boundary which will be shown on the Proposals Map. Due to the extent of green belt around the town, opportunities for peripheral expansion are limited and the bulk of development will need to be accommodated within the existing established development boundary although this should not be at the expense of essential open space or design quality.

8.1.46 The Spatial Strategy seeks to restrict levels of new housing development in order to prevent the regeneration of the North Staffordshire conurbation being undermined, and to improve the housing market within the town. In order to deliver the housing requirements for Biddulph set out in Policy SS5 it is estimated that after deducting past completions since 2006 and current commitments, there will need to be a minimum of 720 additional dwellings provided on new allocated sites. Evidence from the District Council's Strategic Housing Land Availability Assessment (SHLAA) shows that much of this new housing development could be accommodated within the existing development boundary where there are opportunities for redevelopment. Much of the capacity in the urban area has already been met on the recently committed Uplands Mill site (200 dwellings). The total capacity on sites which could accommodate 10 or more dwellings within the urban area is estimated at around 312 dwellings, but this may vary as a result of more detailed assessment of sites as part of the Site Allocations DPD. Additionally, evidence from the SHLAA suggests that around a further 100 dwellings on smaller sites could come forward during the plan period.

8.1.47 In order to meet the requirements for Biddulph, land is also proposed for a new community development on the edge of the urban area to the west of the bypass (around 280 houses on greenfield land – excluding the existing playing fields). With a 10% allowance for slippage on constrained sites (72 dwellings), this would leave a need for around an additional 100 dwellings to be identified on other urban extension sites. These would have to be in the green belt given the lack of other non-green belt sites and will require minor changes to the boundaries of the green belt. As with Leek, in order to provide flexibility to ensure the requirements for Biddulph are able to be met and provide a more sustainable mix of housing sites, it is considered that, rather than identifying any additional broad locations, there should be an allowance for small urban extensions to come forward, if required to supplement the provision in the urban areas and area 4. These would not be identified in the Core Strategy, but would come forward through the Site Allocations DPD and be capable of providing up to around 100 dwellings in total. The total actual provision from past completions, current commitments, allocations and small sites after deducting an allowance for slippage would be 1100 dwellings for Biddulph (see figure 12).

Fig. 12 Anticipated Housing Provision for Biddulph

TOTAL REQUIREMENT	1100
Completions since 2006	102
Current Commitments	278
New allocations – Within the urban area	312
New allocations – West of Bypass (Area 4)	280

New allocations - Small urban Extensions	100
Small sites allowance	100
TOTAL POTENTIAL PROVISION	1172
Slippage allowance	-72
TOTAL ACTUAL PROVISION	1100
Over/under provision	0

8.1.48 Employment provision will be able to be met through the continued development of the VictoriaBusinessPark as this is considered to be the most sustainable location for employment development which is well served by existing infrastructure. The total remaining capacity of this site is 9 hectares which exceeds the requirement for Biddulph. However, this will provide additional capacity for growth beyond 2026.

8.1.49 The allocation of sites within and on the edge of the urban area will take place in the Site Allocations DPD. Allocations will be phased to take account of the objectives referred to above. These will also take into account the availability of sites and their specific constraints as well as the likely construction rates that may be achieved. In Biddulph East, an area of system-built and poor quality housing, there is also scope to explore other private and public partnerships that will have the potential to improve housing quality and choice through renovation and new build. The identification of sites and proposals for improved or new recreational and sports facilities and for additional or improved educational and health facilities and services will emerge from current studies being undertaken and through discussions with service providers. Where new sites or facilities are required they will be identified in the Site Allocations DPD.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'; PPS4 'Planning for Sustainable Economic Growth'; PPG17 'Planning for Open Space, Sport and Recreation'
- **Regional policy guidance** - Current RSS policies UR2, UR3, UR4, RR3, CF2, PA1, PA5, PA6, QE1, QE3, QE4, QE5, T1, T2, T3, T5; Phase 2 Review policies SR2, UR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5
- **Local policy guidance** - Biddulph Town Centre AAP
- **Evidence** - Strategic Housing Market Assessment; Employment Land Study; Retail Capacity Study; PPG17 Audit; Development Capacity Study; Strategic Flood Risk Assessment; Strategic Housing Land Availability Assessment; Landscape and Settlement Character Assessment

S5c - Cheadle Area Strategy

The Council and its partners will seek to expand the role of Cheadle as a significant service centre and a market town. This will be achieved through the following actions:

1. Expand the housing market area and community provision by:

- increasing the range of available and affordable house types and higher market housing, especially for first time buyers and families;
- allocating a range of deliverable housing sites both within the urban area and, on land adjacent to the urban area. Sites within the urban area shall be in locations across the town which have good accessibility to services and facilities with priority being given to previously developed (brownfield) sites. Sites on land adjacent to the urban area shall be in locations which relate well to the urban area, can be assimilated into the landscape, and would help secure infrastructure improvements for the benefit of that part of the town. Sites for new housing development will be identified and phased through the Site Allocations DPD within the following broad locations and in the following priority order depending on the need for sites to be brought forward:
 - Within the urban area
 - Extension to the urban area to the north and north east of Cheadle (Areas 1 and 2)
 - Small urban extensions
- protecting, increasing and improving the provision and accessibility of open space, sport and recreational facilities, including the provision of a Sports Village. Specific areas will be identified through the PPG17 Audit and the Sports and Physical Activity Strategy;
- providing additional educational, health and community facilities, including, if required, the provision of a recreation area for younger people to serve Cheadle West and a new primary school to serve east/north Cheadle. Other specific facilities and needs will be identified through the Plans and Strategies of relevant service providers.

2. Create employment growth and increase the diversity of employment opportunities to meet existing and future needs by:

- supporting the retention and growth of JCB and other existing businesses within the town;
- providing improved access to JCB and existing employment sites;
- providing opportunities for new enterprises and businesses by allocating
- new employment sites with good access to the A521 and A522. Sites for new employment development will be identified and phased through the Site Allocations DPD within the following broad locations and in the following priority order depending on the need for sites to be brought forward:
 - Within the urban area
 - New Haden/Brookhouses Industrial Estate (EM1)
 - Draycott Cross Road (EM2)

- providing facilities and sites for new start-up businesses;
 - improving and intensifying the use of existing employment areas at New Haden/Brookhouses.
- 3. Expand the role of Cheadle as a significant service and retailing centre for the District by:**
- the sensitive redevelopment and expansion of the town centre to increase the quantity and quality of the retail offer and establish new development opportunities including provision of a major new supermarket. This will be identified through a Town Centre Masterplan;
 - expanding the main retail core and protecting and enhancing its vitality and viability;
 - enabling the provision of additional bulky goods retailing in accordance with Policy SS5;
 - regenerating and improving the streetscape of the town centre and creating more public realm;
 - expanding the range and diversity of educational, health, sport, cultural and community services and facilities in the town;
- 4. Improve environmental quality and accessibility by:**
- reducing levels of through traffic in the town centre and along the A521 and A522;
 - promoting the longer term provision of a bypass to the west of the town;
 - improving pedestrian and cycle links across the town and into the countryside;
 - improving public transport links between the town and other main settlements;
 - managing and improving the green corridor to the east of the town;
 - promoting the role of the town and its links with the Churnet Valley as a visitor destination.

The need for and viability of the provision of a bypass and other infrastructure improvements, including a link from the A50 at Blythe Bridge to Cheadle, should be confirmed by means of a Transportation Study including the implications for surrounding villages and the wider area.

8.1.50 Cheadle is the smallest of the District's market towns and has suffered from under-investment in its infrastructure and town centre and a lack of housing opportunities. The Spatial Strategy identifies the town as an area for significant growth in order to expand its role as a service centre and market town. The proposed strategy for Cheadle therefore seeks to achieve this through a range of actions and measures as well as addressing a number of specific challenges which have been identified through consultation, the evidence base and the strategies and plans of other agencies and organisations.

8.1.51 One of the most significant challenges identified is the need for a bypass to relieve through traffic in the town and provide improved access to existing and planned housing and employment areas. A Cheadle Inner Bypass was identified in previous LTPs but was subsequently withdrawn. Whilst some junction improvements have been implemented, there remains a strong need to investigate and identify other potential solutions to improve traffic flows through the town particularly in the light of the growth aspirations for the town. A Transportation Study will therefore be required to investigate the need and viability of a

bypass and/or other appropriate infrastructure improvements, including the implications for surrounding villages and the wider area and the scope for funding from proposed developments.

8.1.52 A further significant challenge is the need for more community facilities to serve a growing population. In this respect, a potential need has been identified in the Open Spaces Audit for the provision of a recreational area for younger people to serve Cheadle West and by the County Council for a new primary school to serve the north and east of the town, if demand arises. It is anticipated that developer contributions from planned new development in these areas will support their provision. Sites for these facilities, if required, will be identified in these areas through the Site Allocations DPD.

8.1.53 In order to deliver the housing requirements for Cheadle set out in Policy SS5 it is estimated that after deducting past completions since 2006 and current commitments, there will need to be a minimum of 1039 additional dwellings provided on new sites. Some of this development will take place in the urban area on a mixture of brownfield and greenfield sites distributed around the town including infill development, redevelopment and conversions. In identifying sites preference will be given to brownfield sites particularly sites within or near to the town centre or redevelopment sites. The total estimated capacity on sites which could accommodate 10 or more dwellings within the urban area is 441 dwellings, but this may vary as a result of more detailed assessment of sites as part of the Site Allocations DPD. Additionally, evidence from the SHLAA suggests that a further 100 dwellings could come forward on smaller sites which can accommodate less than 10 dwellings. With a 10% allowance for slippage on constrained sites (104 dwellings), this would leave a need for around an additional 602 dwellings to be identified on urban extension sites. It is anticipated that land north and north east of Cheadle could accommodate up to 400 dwellings. The Site Allocations DPD will identify the extent and scale of specific sites within this broad location, the release of which will be assessed against the release and likely release of land within the urban area. In order to provide flexibility to ensure the requirements for Cheadle are able to be met and provide a more sustainable mix of housing sites, it is considered that, rather than identifying any further broad locations, there should be an additional allowance for small urban extensions to come forward, if required to supplement the provision in the urban areas and areas 1 and 2. These would not be identified in the Core Strategy, but would come forward through the Site Allocations DPD and be capable of providing up to around 200 dwellings in total. The total actual provision from past completions, current commitments, allocations and small sites after deducting an allowance for slippage would be 1208 dwellings for Cheadle (see figure 13).

Fig. 13 Anticipated Housing Provision for Cheadle

TOTAL REQUIREMENT	1210
Completions since 2006	103
Current Commitments	68
New allocations – Within the urban area	441
New allocations – North and North East of Cheadle	400
New allocations – Small urban extensions	200
Small sites allowance	100
TOTAL POTENTIAL PROVISION	1312
Slippage allowance	-104
TOTAL ACTUAL PROVISION	1208

Over/under provision	-2
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8.1.54 Employment provision will be met through the expansion of existing employment areas to the south of the town. This is considered to be the most sustainable location for employment development and will minimise the impact of development on the countryside and existing residential areas. The total capacity of the preferred broad locations for employment provision totals 7.6 hectares which exceeds the requirement for Cheadle. However, this will provide additional capacity for growth beyond 2026.

8.1.55 The Site Allocations DPD will review and define the precise extent of the boundary of the urban area which will be shown on the Proposals Map to accommodate, where appropriate, peripheral expansion and also to protect the surrounding countryside and green belt from further encroachment. The allocation of sites will also take place in the Site Allocations DPD. Allocations will be phased to take account of the objectives referred to above. These will also take into account the availability of sites and their specific constraints as well as the likely construction rates that may be achieved.

8.1.56 The identification of sites and proposals for improved or new recreational and sports facilities and for additional or improved educational and health facilities and services will emerge from current studies being undertaken and through discussions with service providers. Where new sites or facilities are required they will be identified in the Site Allocations DPD. The identification of new retail and commercial sites in and on the edge of the town centre will be through the Town Centre Masterplan which has been completed. Where appropriate sites are identified they will be subsequently allocated in the Site Allocations DPD.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'; PPS4 'Planning for Sustainable Economic Growth'; PPG17 'Planning for Open Space, Sport and Recreation'
- **Regional policy guidance** - Current RSS policies UR3, UR4, RR3, CF2, PA1, PA5, PA6, QE1, QE3, QE4, QE5, T1, T2, T3, T5; Phase 2 Review RSS policies SR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5
- **Evidence** - Strategic Housing Market Assessment; Employment Land Study; Retail Capacity Study; PPG17 Audit; Development Capacity Study; Strategic Flood Risk Assessment; Strategic Housing Land Availability Assessment; Landscape and Settlement Character Assessment

SS6 - Rural Areas

The rural areas comprise of the following development categories:

- Larger villages
- Smaller villages
- Other rural areas

In total these will provide for around 1540 new dwellings including 400 affordable dwellings and 7.2 hectares of employment land between 2006 and 2026 in accordance with the Area Strategies set out in policies SS6a – SS6c below.

The Site Allocations DPD will define the urban areas of larger villages by a Development Boundary and will allocate sites for development sufficient to ensure that the requirements set out above can be met. In the smaller villages an Infill Boundary will be defined within which limited infill development will be permitted.

8.1.57 The rural areas outside of the Peak District make up over two-thirds of the plan area in terms of land coverage and contain nearly half of the plan area's population. The majority of this area is undeveloped countryside which is of high landscape quality and has poor accessibility. However, the rural areas also includes a diverse mixture of large and small villages, hamlets and scattered development as well as some major developed areas. In order to ensure that development in the rural areas reflects the spatial strategy this policy establishes the different development categories and the overall level of housing and employment development which will be provided.

8.1.58 The housing and employment requirements are based on the distributions set out in policy SS3. The housing requirements will be met from completions since 2006 and current commitments to give a net residual requirement of 841 dwellings to be met through allocations and small sites (see fig. 9). The affordable housing target is based on estimates of what could realistically be delivered on sites to be allocated. The employment land is necessary to provide sufficient local employment opportunities in the villages and also to enhance and diversify employment provision at existing established employment sites in the rural areas in support of objective SO3.

8.1.59 When the Core Strategy is reviewed, the District Council will re-assess the categorisation of villages, based on their respective services, facilities, populations, and capacity to accommodate further growth.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'
- **Regional policy guidance** - Current RSS: policies CF2, CF3, PA6; Phase 2 Review RSS policies CF2, CF3, CF4, CF7, PA6A
- **Evidence** - Strategic Housing Market Assessment; Employment Land Study; Retail Capacity Study; PPG17 Audit; Development Capacity Study

SS6a - Larger Villages Area Strategy

The following are identified as larger villages:

- **Alton**
- **Biddulph Moor**
- **Blythe Bridge & Forsbrook**
- **Brown Edge**
- **Cheddleton**
- **Endon**
- **Ipstones**
- **Kingsley**
- **Upper Tean**
- **Waterhouses**

- **Werrington & Cellarhead**
- **Wetley Rocks**

These settlements shall retain and enhance their role as rural service centres, providing for the bulk of the local housing needs of the rural areas and also for limited employment needs of a scale and type appropriate to each settlement having regard to local needs (including those of its local market), infrastructure capacity and character. The Council and its partners will achieve this through the following actions:

- 1. Retain and enhance their role as rural service centres by:**
 - **enabling appropriate development which supports and increases the range and quality of services and facilities available to the rural areas;**
 - **protecting services and facilities which are essential to sustain rural living;**
 - **improving connections by public transport to surrounding smaller villages and market towns**
- 2. Meet local housing needs by:**
 - **increasing the range of available and affordable house types, especially for first time buyers and families;**
 - **allocating a range of deliverable housing sites primarily within the urban area in locations across the village with good accessibility to services and facilities. Where development is required to be met on land outside the urban area this will be only of a small scale and on sites which relate well to the urban area, can be assimilated into the landscape and have good access.**
 - **allowing for rural exceptions housing in appropriate locations on the edge of settlements (in accordance with policy H2). This will be additional to the housing provision for the rural areas.**
- 3. Meet limited employment needs by:**
 - **enabling small-scale new employment development;**
 - **improving and intensifying the use of existing employment areas and, where appropriate, expanding them.**
- 4. Ensure that new development reflects and enhances each village's special character and heritage by:**
 - **giving priority to the reuse and regeneration of existing redundant, underused or surplus sites and premises for new development;**
 - **restricting the scale of new development;**
 - **supporting the use of Parish Plans and Village Design Statements to guide future development;**
 - **protecting and enhancing the setting of individual settlements.**

8.1.60 The larger villages have an important role in terms of serving and supporting their immediate surrounding rural areas and smaller villages. It is important therefore that they are sustained and promoted as service centres. A major issue in such settlements is balancing the need to retain local facilities and accommodate housing and other needs with maintaining their character and avoiding over-development. The proposed strategy for the larger villages seeks to sensitively retain and enhance their role as service centres by

addressing a number of specific social, economic and environmental challenges which have been identified through consultation, the evidence base and the strategies and plans of other agencies and organisations.

8.1.61 The policy allows for development or redevelopment of land to come forward which is appropriate to the needs, capacity and character of each settlement. The amount and nature of development will be dependent on the development capacity of individual settlements and the availability of suitable sites. In some settlements the scale of development may therefore be limited. The Site Allocations DPD will define the extent of development in these settlements by a Development Boundary which will be shown on the Proposals Map. Village Action Plans will play an important role in identifying priorities for projects and initiatives.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'; PPS4 'Planning for Sustainable Economic Growth'; PPS7 'Sustainable Development in Rural Areas'
- **Regional policy guidance** - Current RSS policies RR1, RR3, RR4, CF2, PA1, PA5, PA6, PA14, PA15, QE1, QE3, QE5, T1, T2, T3, T5; Phase 2 Review RSS policies SR2, RR1, RR3, RR4, CF2, CF7, CF8, PA1, PA5, PA6, PA14, PA15, QE1, QE3, QE5, T1, T2, T3, T5
- **Evidence** - Strategic Housing Market Assessment; Employment Land Study; PPG17 Audit; Development Capacity Study; Strategic Flood Risk Assessment; Strategic Housing Land Availability Assessment; Landscape and Settlement Character Assessment

SS6b - Smaller Villages Strategy

The following are identified as smaller villages:

- **Bagnall**
- **Blackshaw Moor**
- **Boundary**
- **Bradnop**
- **Caverswall**
- **Checkley**
- **Consall**
- **Cookshill**
- **Cotton**
- **Dilhorne**
- **Draycott**
- **Foxt**
- **Froghall**
- **Heaton**
- **Hollington**
- **Hulme**
- **Kingsley Holt**
- **Leekbrook**
- **Longsdon**
- **Lower Tean**

- **Meerbrook**
- **Oakamoor**
- **Rudyard**
- **Rushton Spencer**
- **Stanley**
- **Stockton Brook**
- **Swinscoe**
- **Whiston**
- **Winkhill**

These settlements shall provide only for appropriate development which enhances community vitality or meets a local social or economic need of the settlement and its hinterland. The Council and its partners will achieve this through the following actions:

1. Enhance community vitality by:

- **protecting and enabling services and facilities which are essential to sustain rural living;**
- **improving connections by public transport and other transport measures to neighbouring larger villages and market towns;**
- **supporting the provision of local, mobile and electronic services which increases the range and quality of services.**

2. Meet local community, social or economic need by:

- **Enabling new housing development which is essential to local needs, including affordable housing (in accordance with policy H2);**
- **Allowing for rural exceptions housing in appropriate locations on the edge of settlements (in accordance with policy H2). This will be additional to the housing provision for the rural areas.**
- **Enabling small-scale new employment development including 'live-work' developments which are for a rural enterprise or an existing authorised business use;**
- **Supporting the diversification of existing farm enterprises (in accordance with policy R1);**
- **Supporting the development of appropriate ICT and new means of communications to enable homeworking and small businesses reliant on e-technology.**

8.1.62 The smaller villages have a more limited role as service centres, but they are vital to the rural areas particularly in terms of providing for local housing and rural employment needs. A major issue for smaller villages is the loss of local population through lack of housing opportunities. The proposed strategy for the smaller villages therefore seeks to allow an appropriate level of sensitive development which enhances community vitality or meets a local social or economic need of the settlement and its hinterland.

8.1.63 Development on a large scale would be unsustainable in these villages, as it will generate a disproportionate number of additional journeys outside the village and may undermine the spatial strategy. However, it is recognised that there is a need to meet local needs in these settlements. This will be strictly controlled, both in terms of its scale and type in order to ensure that the character and life of the settlement is not undermined. Housing

in particular will be required to be either affordable or meet an identified local need which cannot be met elsewhere in accordance with policy H2. This also includes live-work units, since the occupant will be local.

8.1.64 These settlements will continue to be subject to Green Belt or countryside policies but in addition some limited infilling and redevelopment is considered acceptable. In order to guide development an Infill Development Boundary will be defined around these settlements within which appropriate development will be allowed. These boundaries will be more tightly drawn than Development Boundaries to accommodate infilling or redevelopment but to restrict peripheral expansion.

Supporting Guidance and Evidence

- **National policy guidance** - PPG2 'Green Belts'; PPS3 'Housing'; PPS4 'Planning for Sustainable Economic Growth'; PPS7 'Sustainable Development in Rural Areas'
- **Regional policy guidance** - Current RSS policies RR1, RR4, CF2, PA14, PA15, QE1, QE3, QE5, T1, T2, T3, T5; Phase 2 Review RSS policies - SR2, RR1, RR4, CF2, PA14, PA15, QE1, QE3, QE5, T1, T2, T3, T5
- **Evidence** - Strategic Housing Market Assessment; Employment Land Study; Development Capacity Study; Strategic Housing Land Availability Assessment; Landscape and Settlement Character Assessment

SS6c - Other Rural Areas Area Strategy

The other rural areas comprise the countryside and the green belt outside of the development and infill boundaries of the towns and villages, as defined in the Site Allocations DPD, including those small settlements and dispersed developments not identified in Policies SS5, SS6a and SS6b.

These areas will provide only for development which meets an essential local need, supports the rural diversification and sustainability of the rural areas, promotes sustainable tourism or enhances the countryside. The Council and its partners will achieve this through the following actions:

1. Meet essential local needs by:

- **Restricting new housing development to that which is essential to local needs, including affordable housing (in accordance with policies H2 and R2);**
- **Allowing rural exceptions housing (in accordance with policies H2 and R2) or community facilities which meet a local need, where that need cannot be met in a settlement within the hierarchy. In such cases the development should be in a sustainable location close to an existing serviced settlement;**

2. Sustain the rural economy by:

- **Enabling the limited expansion or redevelopment of an existing authorised business for employment uses;**
- **Supporting the diversification of existing farm enterprises (in accordance with policy R1);**

- Supporting the expansion of BlytheBusinessPark;
 - Supporting the development of appropriate ICT and new means of communications to enable homeworking and small businesses reliant one-technology;
3. Enhance and conserve the quality of the countryside by:
- Giving priority to the need to protect the quality and character of the area and requiring all development proposals to respect and respond sensitively to the distinctive qualities of the surrounding landscape;
 - Limiting uses which generate a substantial number of regular trips in areas that are not well served by public transport;
 - Ensuring renewable energy schemes are of an appropriate scale, type and location;
 - Recognising and conserving the special quality of the landscape in the PeakDistrictNational Park (in accordance with Policy DC3);
 - Encouraging measures which protect and enhance the biodiversity, geological resources and heritage of the District.
4. Regenerate underused major developed areas in the countryside by:
- Identifying major developed areas through the Site Allocations DPD at:
 - Bolton Copperworks, Froghall – uses which may be suitable are employment, residential, tourist-related retail and accommodation, leisure; any development shall make provision for appropriate off-site highway improvements.
 - Anzio Camp, Blackshaw Moor – uses which may be suitable are employment, extra care housing, tourist accommodation;

Development of these areas shall be complementary to and not undermine the role of the towns and larger villages nor shall it undermine wider strategic objectives. It shall also avoid or minimise environmental impacts and congestion and safeguard and enhance natural and cultural assets.

- Facilitating the appropriate redevelopment of other major developed areas where the proposed development brings positive benefits to the area and any resultant environmental or highways concerns could be adequately addressed and minimised. Such proposals will be expected to provide supporting information that demonstrates clearly that the redevelopment will complement the overall development strategy for the District.

Any development proposal that might have the potential to affect a European or Ramsar Site must itself be subject to appropriate assessment and also a rigorous environmental impact assessment to determine potential effects on ecology, protected species and site integrity.

5. Enhance tourist opportunities by:
- Identifying the Churnet Valley between Leek and Alton as a major sustainable tourist corridor in accordance with Policy SS7;
 - Allowing for small-scale tourism developments in other areas (in accordance with policies E3 and R1);

- **Establishing strong linkages between recreational and tourist resources;**
- **Recognising and developing the close linkages to the Peak District National Park.**

6. Maintain the Green Belt within Staffordshire Moorlands but its detailed boundaries will be reviewed to ensure that its purpose in separating the urban areas and maintaining their identity is consistent with the need to promote sustainable patterns of development around settlements in or on the edges of the Green Belt. Strict control will continue to be exercised over inappropriate development within the Green Belt as defined by Government policy.

8.1.65 The concept of sustainability argues in favour of concentrating most development in or adjoining existing built-up areas. However, there can be cases where some development and diversification of use in the countryside can be beneficial and sustainable. For instance, some farm businesses may benefit from diversification and an increased number of visits to the countryside can help the rural economy. However this needs to be appropriate to the character of the countryside which also needs to be sustained.

8.1.66 Where development in the countryside is justified, the preference will be for the re-use or redevelopment of existing buildings. All development in these areas will be strictly controlled, both in terms of its scale and type in order to ensure that the character and role of the countryside and the green belt is not undermined. Housing in particular will be required to be either affordable or meet an identified local need which cannot be met elsewhere in accordance with Policies H2 and R2.

8.1.67 Within these areas there are some smaller settlements and hamlets which are not identified in Policy SS6c as 'Small Villages' because their predominantly open character and loose-knit nature makes infilling and the definition of an Infill Development Boundary inappropriate. New housing in these settlements and hamlets will be similarly restricted to meeting the requirements set out in Policies H2 and R2.

8.1.68 The development of renewable energy sources will also often be in rural areas but such development will almost always have an environmental cost. Whilst there is support at a national policy level for developing renewable energy schemes in rural areas (PPG22 'Renewable Energy'), it is also recognised that any such proposals must be weighed against the continuing commitment to protect the environment. The scale and design of such schemes will therefore be of paramount importance and should accord with Policy SD2.

8.1.69 Historically development of a large scale has taken place in a number of areas in the countryside of Staffordshire Moorlands, often associated with past industrial activity or specific needs. These are brownfield sites and where these are no longer needed it is necessary to consider whether an alternative use would be appropriate. The complete or partial redevelopment of such major developed areas may offer the opportunity for environmental improvement without adding to their impact as well as helping to meet the needs of the rural areas and improve the rural economy. This is supported by RSS Rural Renaissance Policy R1 which promotes improvements in housing choice and the rural economy, and environmental quality in rural areas. Two such areas have been identified at:

- **Bolton Copperworks, Froghall** - The historic copper factory of Thomas Bolton and Sons most of which is now closed and derelict apart from a small section that services copper wires. It lies within an area of high landscape and tourism value adjoining the village of Froghall. The whole site occupies an area of approximately 17 hectares comprising of a range of industrial buildings. Its strategic location at the centre of the

Churnet Valley Tourist Corridor is considered crucial to the Corridor's success.

- **Anzio Camp, Blackshaw Moor** – Former army training base located 3 miles to the north of Leek on the southern edge of the Peak District National Park. The site extends to some 15.4 hectares and includes 17 existing buildings.

8.1.70 The extent and nature of future development of both of these sites will be identified through the Site Allocations DPD. This will also specify maximum levels of dwellings permissible on both sites and will also determine type of housing (i.e. whether affordable, local needs, tenure etc). Significant amounts of housing will not be permitted on either site. At the Bolton Copperworks site any housing permitted shall be limited to that required to cross-subsidise other uses. At the Anzio Camp site any extra-care housing shall be of a scale required only to meet local needs which cannot be otherwise met in a settlement. Any housing which falls within Use Class C3 (Dwellings), including any sheltered or Extra Care/Flexicare accommodation which is self-contained, will count towards the housing requirements of the District and the Rural Areas.

8.1.71 The policy also places considerable emphasis on tourism. This is identified in the spatial strategy and the Sustainable Community Strategy as a major opportunity to sustain the rural economy and strengthen the role of the District within the region and North Staffordshire.

8.1.72 The District has a close link with the Peak District National Park in terms of tourism and the policy seeks to encourage and promote tourism opportunities that could ease pressures on the Park itself, provided this would not increase pressure on areas of biodiversity interest. This is in accordance with Policy 10 in the published East Midlands RSS.

8.1.73 The Green Belt serves a number of purposes which are derived from Government guidance (PPG2) and the Staffordshire Structure Plan. The Green Belt keeps land open and free from development over a long period, which extends beyond the plan period, in order to give assurance that its boundaries will endure. National policy on Green Belts is set out in PPG2 and will apply to the whole of the Green Belt. The broad extent of the Green Belt has been considered through the RSS Phase 2 Review Examination in Public. However, no significant changes to the boundary of the Green Belt in Staffordshire Moorlands were identified as being required in the Panel Report. Minor changes to the boundaries may however be necessary to ensure that the development needs of settlements can be accommodated in the most sustainable way. The Site Allocations DPD will review its boundary in tandem with the identification of sites for development to ensure that its purpose in separating the urban areas and maintaining their identity is consistent with the need to promote sustainable patterns of development around settlements in or on the edges of the Green Belt.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PG2 'Green Belts'; PPS3 'Housing'; PPS7 'Sustainable Development in Rural Areas'; PPS4 'Planning for Sustainable Economic Growth'
- **Regional policy guidance** - Current RSS policies RR1, RR3, RR4, PA14, PA10, PA15, QE1, QE6, QE7, T1, T2, T3, T5; Phase 2 Review RSS policies SR2, RR1,

RR3, RR4, CF2, CF7, CF8, PA1, PA5, PA6, PA10, PA14, PA15, QE1, QE6, QE7, T1, T2, T3, T5

- **Evidence** - Strategic Housing Market Assessment; Employment Land Study; Development Capacity Study; Strategic Housing Land Availability Assessment; Landscape and Settlement Character Assessment

SS7 - Churnet Valley Tourism Corridor

The Churnet Valley shall be identified as a major sustainable tourism corridor. Within this corridor the following forms of development and measures will be supported:

- **short stay and long stay visitor accommodation;**
- **tourist facilities and services;**
- **extension of the Churnet Valley Railway;**
- **links to strategic footpaths/cycle routes;**
- **improvements to the Caldon Canal;**
- **the potential for restoration of the Uttoxeter Canal;**
- **the redevelopment of the Bolton Copperworks site at Froghall (see Policy SS6c);**
- **the sensitive expansion of Alton Towers;**
- **measures to enhance its landscape character and heritage and to protect the designated nature conservation sites and the river valley as wildlife corridors.**

Any development should be of a high standard of design, demonstrate strong sustainable development principles and be sensitive to the heritage, landscape and biodiversity of the area. Complementary highway improvements of access routes and measures to support other alternative means of access will be required to serve any developments which generate significant demand for travel.

A Masterplan will be produced to define the detailed extent of the corridor and guide the detailed planning and management of the corridor.

Further development at Alton Towers shall be considered against guidance set out in a Supplementary Planning Document. This shall include, as appropriate, measures to improve the principal access routes to Alton Towers via the villages of Farley and Alton and the provision of the Alton – Denstone road link.

8.1.74 The Churnet Valley, running from Rudyard Lake and Tittesworth Water through Leek, Cheddleton, Froghall and Oakamoor to Alton, is an area of significant landscape, wildlife and heritage value with a number of existing well-established tourist and visitor attractions (see figure 14). The Churnet Valley Tourism Corridor is a major development and management initiative which will provide a strong focus for sustainable rural regeneration across the District and a significant sub-regional asset as well as complementing and easing pressures on the neighbouring Peak District National Park. The aim will be to focus opportunities for further appropriate visitor accommodation and tourist facilities along the corridor, improve and develop links between existing facilities and activities so that they are benefiting from each other, and maintain and establish links with regional tourism facilities, such as the National Cycle network and Staffordshire Way. This will be supported by measures to improve access by public transport, walking and cycling into the countryside.

8.1.75 The expansion of the Churnet Valley Railway and the continued sensitive growth of Alton Towers phased with measures to improve access will be a key element of this corridor. Any expansion of Alton Towers will be determined through an SPD which is currently being prepared. This will also address the implementation of the Denstone and Alton Relief Road (part of the proposed route falls within the Moorlands) so that traffic through these areas associated with Alton Towers can be relieved.

8.1.76 Sustainable tourism is tourism which takes account of its current and future economic, social and environmental impacts, balancing the needs of visitors, the economy, the environment and host communities. Tourism development must not be at the expense of the special qualities of the Churnet Valley which draw so many people to the area in the first place. A very sensitive approach to the provision and expansion of facilities and accommodation will therefore be required. The proposed Masterplan will provide the framework for achieving this and will be adopted as Supplementary Planning Guidance. The principal purpose and role of the green belt should also not be undermined by the Tourism Corridor, but development can still take place provided it is of an appropriate use, scale and form and is complementary to the overall strategy for the corridor.

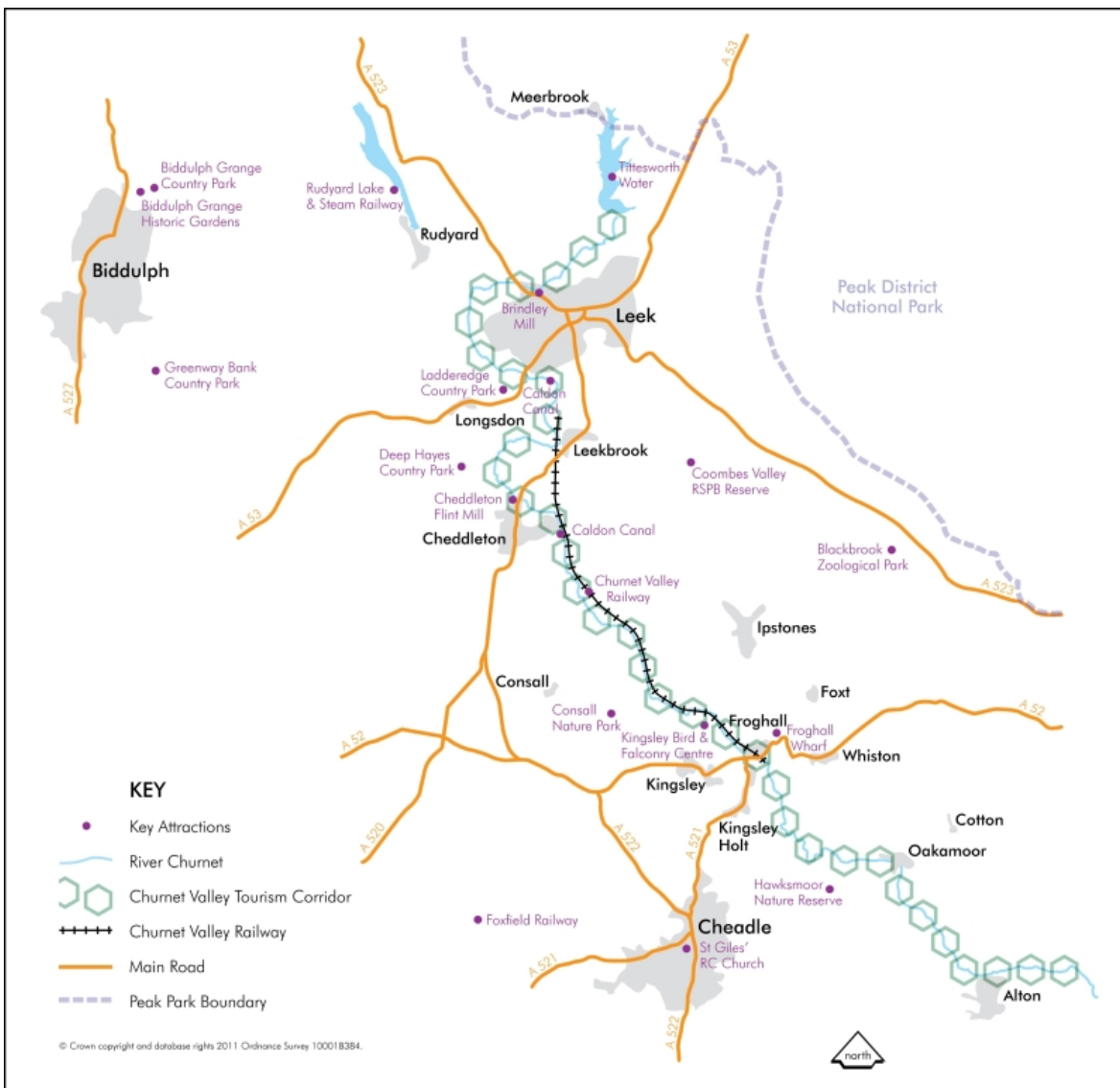


Fig. 14 Map of the Churnet Valley and Key Attractions

Supporting Guidance and Evidence

- **National policy guidance** - PPS4 'Planning for Sustainable Economic Growth'; PPS7 'Sustainable Development in Rural Areas'
- **Regional policy guidance** - Current RSS policies UR3, PA1, PA10; Phase 2 Review RSS policies UR3, PA1, PA10
- **Evidence** - West Midlands Visitor Economy Strategy; Staffordshire Moorlands Tourism Study

SS8 - Blythe Bridge Regional Investment Site

The Regional Investment Site at the junction of the A50 with the Blythe Bridge bypass shall be safeguarded for high quality development falling within Classes B1 and, where appropriate, B2 of the Uses Classes Order to meet regional economic needs. Development will be strictly controlled to ensure that it:

1. **Provides a high quality site attractive to national and international investors;**
2. **Supports the diversification and modernisation of the region's economy;**
3. **Is in accordance with the adopted or any subsequently revised Development Brief as approved by the Council.**

8.1.77 This site was identified in the Staffordshire Structure Plan and the adopted Staffordshire Moorlands Local Plan as a 'Premium Employment Site' and has the benefit of an adopted Development Brief. The emerging RSS Review continues to recognise the site as a major strategic employment site for North Staffordshire proposing its inclusion as a 'Regional Investment Site'. The Council will therefore ensure that it continues to be safeguarded for this purpose. In view of its strategic role, the site does not count towards the employment requirement for the District.

In the light of more recent government guidance and changing economic and transport needs since the original development brief was adopted in 1997, the brief should be reviewed which will also give an opportunity to address the scope for accommodating other supporting uses as well as re-assessing highways and transport requirements. Any revised Brief should be subject to appropriate consultation and subsequent approval by the Council.

Supporting Guidance and Evidence

- **National policy guidance** - PPS4 'Planning for Sustainable Economic Growth'
- **Regional policy guidance** - Current RSS policies PA1, PA7; Phase 2 Review RSS policies PA1, PA7
- **Evidence** - Employment Land Study

8.2 Sustainable Development Policies

Spatial Objectives

SO2. To create a District where development minimises its impact on the environment, helps to mitigate and adapt to the adverse effects of climate change and makes efficient use of resources.

Background

8.2.1 The need to respond pro-actively to the issue of climate change has been identified as a major challenge for the District and planning has a key role to play in ensuring that development minimises its impact on the environment, helps to mitigate and adapt to the adverse effects of climate change and makes efficient use of resources.

8.2.2 In order to address this complex issue three policies are set out which provide a checklist of the basic principles that should underlie all elements of development if sustainability is to be achieved and the impact on climate change is to be tackled. The policies set local targets for development on previously developed land which reflect the anticipated availability of such sites over the plan period. They also promote the greater installation of renewable energy in general, in line with national targets, regional policy, and recent local evidence. Additionally, the policies require the use of the best environmental practice and sustainable construction techniques, including on-site waste recycling and site waste management plans to reflect national and regional guidance, the Draft Staffordshire Joint Waste Core Strategy, as well as good practice advice. Policy SD3 also addresses other significant issues of concern in the District relating to pollution control and minimising flood risk.

SD1 - Sustainable Use of Resources

The Council will require all development to make sustainable use of resources, and adapt to climate change. This will be achieved by:

1. Giving preference to development on previously developed land in the most sustainable locations in allocating land for development and determining planning applications, except where:

- a previously developed site performs poorly in sustainability terms and could not be made otherwise acceptable;
- development upon a previously developed site would cause harm to some asset of acknowledged importance or if it would create an unacceptable flood risk;
- the proposal relates to the provision of development on a greenfield site which cannot be accommodated on a previously developed site in the locality, or which would provide overriding benefits e.g. affordable housing, infrastructure benefits.

2. Managing housing development to achieve the following previously developed land targets:

2006 - 2016

65%

2016 - 2026

55%

3. Supporting or promoting proposals that remediate brownfield sites affected by contamination, where this is consistent with other policies and also ensuring that any legacy from former land uses (such as coalmining) is appropriately addressed so that no future liability for future maintenance or public safety arises.”.

4. Requiring that development is located and designed to minimise energy needs and to take advantage of maximised orientation to achieve energy savings in line with Policy SD2.

5. Ensuring all planning applications which require a Design and Access Statement are accompanied by a Sustainability/Energy Statement.

6. Ensuring that all new housing developments meet the CABE Building for Life ‘good’ (silver) standard, and that all substantial developments (greater than 10 residential units or 1000m² floorspace) meet the ‘very good’ (gold) standard.

7. The Council will expect that all developers investigate the potential for re-using construction or construction waste materials, especially those sourced locally (which can include those minerals available on site, as appropriate) and integrates where possible on-site waste management facilities. The Council will require that all new-build schemes achieve 25% of the total minerals used as derived from recycled and reused content unless it can be demonstrated by the developer that it would not be practical or viable to do so. This percentage may alter as future local evidence may dictate. Where appropriate, a Site Waste Management Plan may be required.

8. Requiring all new development achieves the highest viably possible water conservation standards of the Code for Sustainable Homes and the BREEAM offices scale, including the use of Sustainable Drainage Systems (SuDs) in all developments, unless it can be demonstrated that it is not practicable to do so.

8.2.3 The Government has made it clear that sustainable development is the core principle underpinning land use planning, in PPS1 and other guidance. In particular the Stern Review (October 2006) identified that human activity is changing the world’s climate, with profound and rising costs to the natural environment, concluding that action is needed now to avoid the worst of these costs.

8.2.4 National and regional policy and guidance promotes the use of previously developed land for development and the efficient use of land. The Strategic Housing Land Availability Assessment indicates that 60% of new housing could be built on previously developed land. There may however still be circumstances where the re-use of a brownfield site over greenfield may not be appropriate, for example on sustainability grounds. The policies therefore proposes a stepped target for development of housing on previously developed land with higher levels in the first half of the plan period in accordance with the RSS Revision (Policy CF4b) recognising that the development of the most suitable previously developed sites is more likely to be realised earlier on in the Plan period, and the identification of less suitable sites (whether on sustainability or greenfield grounds) later. The target proposed exceeds that of the RSS Revision to 2016 and overall gives an average for the plan period of 60% in line with the national target for housing development currently set out in PPS3. This target will however be reviewed through the Annual Monitoring Report to ensure that it remains achievable and is not unduly restrictive on the supply of housing land, and may be varied if considered necessary.

8.2.5 The District contains many older settlements, many of which contain buildings and sites which could be re-used. Some of these have a history of contamination due to industrial legacy, and remediation measures will be necessary. In some cases a developer may be required to submit pre-application evidence as to the presence of contamination across the site, under the 2011 Environmental Impact Regulations, before a planning application can be determined. Further, the District has a history of mineworkings; the presence of which can adversely affect the stability of future built developments. The presence of minerals underground may also be identified as a resource for future extraction under County Minerals Plans. For these reasons, all future applications and allocations will be assessed against the best available information, such as Coal Authority records.

Supporting Guidance and Evidence

- **National Policy Guidance** - PPS1 'Delivering Sustainable Development'; PPS1 Supplement 'Planning and Climate Change'; PPS10 'Planning for Sustainable Waste Management'; PPG14 'Development on Unstable Land'; Strategy for Sustainable Construction; Code for Sustainable Homes
- **Regional Policy Guidance** - Current RSS policies CF4, CF6, QE1, QE2, QE3, QE9, EN1, EN2; Phase 2 Review RSS policies SR1, SR2, SR3, CF5, QE1, QE2, QE3, QE9, EN1, EN2
- **Evidence** - Strategic Flood Risk Assessment; WMRA Sustainability Checklist

SD2 - Renewable and Low-Carbon Energy

The District will strive to meet part of its future energy demand through renewable or low-carbon energy sources (which could be through a variety of technologies, for example wind power, solar energy, biomass etc), in line with current evidence which identifies the feasibility of these forms of energy across the District. This will be achieved by:-

1. Supporting small- and large- scale stand alone renewable or low-carbon energy schemes, subject to the following considerations:

- **the degree to which the scale and nature of a proposal impacts on the landscape, particularly having regard to the Landscape Character Assessment and impact on the Peak District National Park (taking into account both individual and cumulative effects of similar proposals);**
- **the degree to which the developer has demonstrated any environmental/economic/social benefits of a scheme as well as how any environmental or social impacts have been minimised (e.g. visual, noise or smell);**
- **the impact on designated sites of European, national and local biodiversity and geological importance in accordance with policy NE1;**
- **the impact on the amenity of residents and other interests of acknowledged importance, including the historic environment;**
- **the degree to which individual proposals reflect current local evidence regarding the feasibility of different types of renewable or low-carbon energy at different locations across the District.**
- **in the case of proposals on greenfield sites, the Council will expect that submissions first demonstrate that there were no alternative brownfield sites, which were reasonably feasible and viable, and acceptable in other respects.**

2. Requiring that all new development is constructed to the highest viably possible energy efficiency/renewable energy levels of the Code for Sustainable Homes and the BREEAM office scale (and as a minimum satisfy the levels required by law at the date of approval).

3. Requiring that all submissions for substantial residential, non-residential, and mixed use developments (greater than 10 residential units or 1000m² floorspace) consider:-

- whether the scheme could contribute to any existing district heating infrastructure in that area, as a supplier of heat, or where there is no existing infrastructure the submission should explore the potential for the establishment of new infrastructure for this purpose; and**
- whether the scheme could benefit as a significant heat receptor (for example high density residential schemes). In these circumstances the submission should explore whether there is existing connecting infrastructure. Where there is no existing infrastructure the submission should explore the potential for the establishment of new infrastructure for this purpose.**
- In the case of mixed use schemes, the submission should explore how different uses can be optimally laid out to benefit from co-location as heat suppliers/receptors; including how new connecting infrastructure would assist the transference of low carbon heating.**

4. The Council will promote the introduction of similar energy/carbon-saving and water efficiency measures within existing buildings (subject to other planning considerations) – for example during conversions requiring planning permission; or retrofitting schemes. In the case of extensions requiring planning permission, such measures (either within the extension or original building) will be supported.

5. The Council will promote the integration of ‘decentralised’ renewable energy/low-carbon energy infrastructure within new development (or as retrofitted within existing development) and will encourage developers to explore how individual schemes can maximise micro-generation opportunities. Where major-scale development is proposed, for example across large-scale site allocations for housing, commercial or mixed uses, there will be an expectation that developers take a view regarding how sustainability standards can be further exceeded across the whole site. For example through the use of communal micro-renewable facilities or district heating schemes

8.2.6 In recent years the UK has committed itself to legal obligations stemming from EU Directives, relating to both future greenhouse gas (GHG) emissions (including carbon); and future renewable energy capacity. The Climate Change Act 2008 requires the UK to reduce GHG emissions by 80% between 1990 and 2050; with a requirement that UK CO₂ emissions reduce by 26% between 1990 and 2020. EU Directive 2009/28/EC requires the UK to source 15% of its energy from renewables by 2020 (the target for 2010 was 10% – however actual uptake by 2009 was only about 6.7%). The Planning and Energy Act 2008 also allows planning authorities to set their own requirements/targets for renewable energy generation across their Districts.

8.2.7 This legislation post-dates earlier PPS which is still highly material – in particular PPS22 (2004) and PPS1 (2005), and associated companion documents, encourage Districts to promote renewables to contribute to these targets and to develop an evidence based understanding of renewables opportunities in their areas. In tandem with these developments, there has been greater expectation from Government that (the mostly voluntary) standardised

rating systems for the sustainability of buildings, namely the Code for Sustainable Homes, and the various BREEAM Scales (for non-domestic uses), be applied to all new developments. These ratings also cover other design elements such as building insulation, and water efficiency. There is an expectation that developments meet Code Levels/Standards in line with the anticipated trajectory of the UK's Low Carbon "roadmap" between 2010-2019, as set out in the Government's "Building a Greener Future" (2007) document. In addition to Policy SD2's expectation that those Code Levels be at least achieved in line with this trajectory. Separately to these rating systems (and the wider planning system), the Building Regulations may also require minimum energy and water efficiency standards are achieved within new developments as a matter of law – overriding any planning policy (or rating requirement) when the law 'exceeds' it.

8.2.8 The Policies are broadly consistent with the RSS Revision in that they strive for the application of maximum viable Code for Sustainable Homes standards, sustainable construction techniques; as well as promoting on-site renewables etc. As a response to the above legislation and PPS, in 2009 the Council, along with other Staffordshire planning authorities, commissioned consultants CAMCO to produce a Staffordshire-wide study examining in detail both the opportunity for stand-alone renewables in general; and the justification for setting requirements for 'integrated' decentralised renewable energy sources within all new developments. This study, which also included energy opportunity mapping, and viability studies, was published in 2011. As a result Policy SD2 promotes both stand-alone renewables; and integrated renewables across new developments. However in the case of the latter the Policy does not set a percentage requirement for either decentralised energy generation or on-site carbon reduction, because it was considered that this was either superfluous given the greater drive for building energy efficiencies within the Code for Sustainable Homes trajectory/BREEAM (in line with the energy hierarchy); or because coupling these Code expectations with such a requirement runs the risk of making future development unviable. For this reason both Policies SD1 and SD2 are caveated with reference to developer viabilities. The Council may in future commission further evidentiary work which could revise this policy position. The CAMCO study (and any subsequent evidence) will become a material consideration to this policy as evidence base.

8.2.9 As with national guidance the Policy also gives wholesale support to new renewable energy development (e.g. wind farms) without differentiating between forms. The District does have natural characteristics (e.g. wind currents, high river flows) which could make this viable – either now, or due to future technology. However, the policy also recognises that their siting and design requires careful consideration to protect the natural and built environment without precluding the supply of any type of renewable energy. The viability of different forms of renewable energies, within different areas of the District, is referenced in the CAMCO work (which may in future be informed by further local evidence).

8.2.10 All of the above measures are consistent with the Sustainable Community Strategy and the Corporate Plan which highlight tackling climate change as a major issue to be addressed in the District. Travel and remoteness as planning considerations are more fully dealt with under separate Core Strategy policies C1, T1 and T2.

Supporting Guidance and Evidence

- **National Policy Guidance** - PPS1 'Delivering Sustainable Development'; PPS1 Supplement 'Planning and Climate Change'; PPS22 'Renewable Energy'; Strategy for Sustainable Construction; Code for Sustainable Homes

- **Regional Policy Guidance** - Current RSS policies CF4, CF6, QE1, QE2, QE3, QE9, EN1, EN2; Phase 2 Review RSS policies SR1, SR2, SR3, CF5, QE1, QE2, QE3, QE9, EN1, EN2
- **Evidence** - WMRA Sustainability Checklist; Staffordshire County-wide Renewable / Low Carbon Energy Study (CAMCO)

SD3 - Pollution and Flood Risk

The Council will ensure that the effects of pollution (air, noise, water, light) are avoided or mitigated by refusing schemes which are deemed to be (individually or cumulatively) environmentally unacceptable and by avoiding unacceptable amenity impacts by refusing schemes which are pollution-sensitive adjacent to polluting developments, or polluting schemes adjacent to pollution sensitive areas, in accordance with national guidance.

Development proposed within the floodplain will be guided to first make use of areas at no or low risk of flooding before areas at higher risk, where this is viable or possible and compatible with other policies aimed at achieving a sustainable pattern of development. Development deemed acceptable within areas at risk of flooding due to national or other policies or other material considerations, must be subject to a flood risk assessment. Additionally, approved schemes must be designed and controlled to mitigate the effects of flooding on the site and the potential impact of the development on flooding elsewhere in the floodplain. In all cases, schemes will be determined after having considered both individual and cumulative impacts.

When considering planning applications and future allocations in the Site Allocations DPD, the Council will also have regard to all relevant Catchment Flood Management Plans affecting the District.

8.2.11 This Policy deals specifically with issues of pollution and flood risk. Pollution not only can negatively impact on the quality of life of people, but can also contribute to climate change (impact on ozone etc) and adversely impact on biodiversity assets (which can also affect 'wealth creation'). National guidance on pollution has sought to minimise or mitigate the impacts of pollution, whilst balancing this against the imperatives for economic activity which generate it (PPS1). PPS23 goes further by establishing the precautionary principle and sets out matters to be considered in preparing Local Development Documents and taking decisions on individual planning applications. The Council will apply these principles to any development where pollution considerations may arise. The Moorlands has a wet climate and within it there are significant corridors along rivers identified as being within flood risk zones. The questionnaire responses indicate acute public concerns to flooding generally. Development patterns can have distorting effects on the water cycle and drainage systems (for example, artificial features such as hardstanding, new roads and pavements can create channels of surface run-off).

8.2.12 The District Council will continue to keep abreast of relevant evidence affecting pollution and flood risk in its District, such as the requirements of the 2003 Water Framework Directive and any relevant Catchment Flood Management Plans, as per RSS Policy QE9. A level 1 Strategic Flood Risk Assessment has been undertaken for the District. In accordance with PPS25, areas of 'low', 'medium' and 'high' risk have been mapped using data collected from the Environment Agency, Staffordshire Moorlands District Council, Severn Trent Water, United Utilities, the Highways Agency and British Waterways. This has included

information on flooding from rivers, surface water (land drainage), groundwater, artificial water bodies and sewers. This provides the basis for the Sequential Test to be applied. The Council will apply the Sequential Test to all sites within the 'high' and 'medium' risk flood zones to demonstrate that there are no reasonably available sites in areas with less risk of flooding that would be appropriate to the type of development or land use proposed. If there is an area of overlap between the site boundary and area at risk of flooding, this should be utilised as an opportunity to reduce flood risk within the site, by using waterside areas for recreation, amenity and environmental purposes. Where the need to apply the Exception Test is identified, if the Council considers that there are an insufficient number of suitable sites for development, the scope of the SFRA could be widened to a Level 2 assessment.

Supporting Guidance and Evidence

- **National Policy Guidance** - PPS1 'Delivering Sustainable Development'; PPS1 Supplement 'Planning and Climate Change'; PPS23 'Planning and Pollution Control'; PPG24 'Planning and Noise'; PPS25 'Development and Flood Risk'; Strategy for Sustainable Construction
- **Regional Planning Guidance** - Current RSS policies CF4, CF6, QE1, QE2, QE3, QE9, EN1, EN2; **Phase 2 Review RSS policies** SR1, SR2, SR3, CF5, QE1, QE2, QE3, QE9, EN1, EN2
- **Evidence** - Strategic Flood Risk Assessment

8.3 Economy and Employment Policies

Spatial Objectives

SO3. To develop and diversify in a sustainable manner the District's economy and meet local employment needs in the towns and villages.

SO7. To support and enhance the tourism, cultural, recreation and leisure opportunities for the District's residents and visitors.

Background

8.3.1 The provision of employment land of the right type and in the right place is a key issue for the Core Strategy. The Employment Land Study has highlighted the need for the local economy to rely less on the manufacturing industry and to stimulate the private sector by making more sites available. The Study particularly indicated the need for starter units and the potential for offices. Tourism and cultural development is also seen in the Employment Land Study as being potentially significant for the District's economy in terms of generating income and providing employment.

8.3.2 This section therefore contains 3 policies to help develop the District's economy and maintain existing valuable employment land and premises. Policy E1 identifies the general locations for different types of employment development. It reflects the recommendations of the Employment Land Study and seeks to set out local guidance for employment development in accordance with the proposed development approach. Policy E2 reflects concern regarding the loss of established employment sites and premises to other uses and seeks to establish stronger, but flexible measures to safeguard those areas which are most likely to be capable of supporting the local economy. Policy E3 seeks to positively support the important role that tourism and culture plays in the economy of the Staffordshire Moorlands.

E1 - New Employment Development

New employment development will be assessed according to the extent to which it supports and improves the local economy in terms of providing for the needs and skills of the existing and future local resident workforce and meeting identified business needs, having regard to the Area Strategies in SS5 and SS6.

In addition:

- **All proposals should help maintain or enhance an appropriate range of employment premises and sites across the District in terms of their scale, location and type.**
- **Within or on the edge of the town centres and on existing employment sites where redevelopment for other uses is proposed, mixed use schemes will be promoted. Mixed use schemes should accommodate employment generating uses of a scale and nature appropriate to their location.**
- **New business developments (use classes B1 (a, b and c)) should be located in existing or proposed employment areas or in or on the edge of town centres. Preference will be given to town centre locations for all office**

developments, unless ancillary to another use or specifically allocated. Elsewhere business developments will only be permitted for the expansion of existing businesses or for small-scale developments provided they would not have an unacceptable impact on the amenities, character or appearance of the area.

- **New industrial developments (use class B2), should be located in existing or proposed employment areas. Elsewhere industrial developments will only be permitted for the expansion of existing businesses provided they would not have an unacceptable impact on the amenities, character or appearance of the area.**
- **New warehouse and distribution uses (use class B8) should be located in existing or proposed employment areas on sites where there is ready access to roads which are higher in the road hierarchy and where sensitive areas are less likely to be affected by heavy goods vehicles.**
- **Large scale office (Class B1a) developments (of 5000m² gross or more) will only be permitted where a clear need for the proposal has been demonstrated and there would be no adverse impacts on planned and committed office development schemes within other centres.**

To ensure that the District's workforce is suitably skilled, the Council will, where appropriate, seek to enter into agreements with developers to contribute towards training programmes and employment support and employment access schemes.

8.3.3 This Policy will ensure that there is a choice of sustainably located employment sites, attractive to developers and operators and appropriate to market needs. The Employment Land Study identified a need to follow successful examples such as the Victoria Business Park, and opportunities to encourage more start-up businesses and embrace new technologies in order to diversify the District's economic base away from industrial to office markets.

8.3.4 This policy also supports local businesses many of which are located outside main settlements or designated industrial estates, are within rural locations or are tightly hemmed in by housing or other development. For those businesses wishing to expand and remain on their current sites, there needs to be a careful balance between protecting the countryside or surrounding land uses, maintaining the openness of the green belt and allowing these firms to provide the additional floorspace that they require.

8.3.5 Expansion and consolidation land and premises also need to be provided for larger occupiers. This will be particularly important for established businesses in the area that are planning to expand locally or respond to changing market circumstances. In meeting these needs, it will be necessary for this policy to be complemented by on-going dialogue and consultation, in particular with major employers in the area to identify not only land-use requirements but transportation and economic development strategies that may be required.

8.3.6 Large-scale office developments (5,000m² gross or more), not otherwise allocated, will need to ensure that they are clearly justified in terms of need and are not at the expense of development in other centres within their catchment area.

8.3.7 In order to ensure that the local workforce and businesses benefit from new development, the policy also proposes local labour or business agreements in appropriate cases to provide job opportunities and training for local people and businesses in the

construction and running of the schemes. More detail on agreements with developers to contribute towards training programmes and employment support and employment access schemes and on off-site contributions for employment training and support will be provided in an SPD on Developer Contributions. This SPD will contain additional information on when agreements may be needed, what they will seek to cover, levels of contribution and how they will operate.

Supporting Guidance and Evidence

- **National policy guidance** - PPS6 'Planning for Town Centres'; PPS4 'Planning for Sustainable Economic Growth'
- **Regional policy guidance** - Current RSS policies PA1, PA5, PA6; Phase 2 Review RSS policies PA1, PA5, PA6, PA13B
- **Evidence** - Employment Land Study

E2 - Existing Employment Areas

Employment areas and premises (falling within Use Classes B1, B2 or B8) that:

- are well located to the main road and public transport network; and
- provide, or are physically and viably capable of providing through redevelopment, good quality modern accommodation attractive to the market without harm to the amenity of nearby residents; and
- are capable of meeting a range of employment uses to support the local economy;

will be safeguarded for such purposes.

Redevelopment of such areas for housing, retail or other non-employment uses will not be permitted unless:

- the site is identified in the Site Allocations DPD for redevelopment; or,
- it can be demonstrated that the site would not be suitable or viable for continued employment use having regard to the above criteria and evidence can be provided that no suitable and viable alternative employment use can be found, or is likely to be found in the foreseeable future; or
- substantial planning benefits would be achieved through redevelopment which would outweigh the loss of the site for employment use.

Where redevelopment is proposed preference will be given to a mixed use redevelopment scheme which retains an element of employment provision on the site. Where this would not be viable the Council will negotiate for funding to support off-site employment provision.

8.3.8 Government policy guidance for development to take place on previously-developed land has meant that many of the existing employment sites have become under considerable pressure from the threat of residential development. Applicants often argue that there is no demand for an existing employment site or that its retention or its redevelopment for new employment uses is not a viable option. It is accepted that in some cases this is true. However, it needs to be recognised that employment land is a finite resource and once it is lost, it is effectively lost for good. Although the retention or redevelopment of a site for

employment use may not be viable at a particular time, the economics of development may change over time and its redevelopment for employment uses may become a viable proposition in the future.

8.3.9 The Council will continue to resist proposals involving the loss of employment land by proposing a sequential approach towards planning applications. This would initially involve retaining appropriate and viable employment sites. Where a lack of demand can be demonstrated by an appropriate marketing exercise and where the retention of a site in employment use can clearly be shown to be unviable, the potential for mixed-use development should be explored incorporating an element of employment uses within the development.

8.3.10 The Employment Land Study highlights some opportunities on underused sites, derelict buildings and for mixed use developments. Mixed-use development is considered to be beneficial in contributing to sustainable development and provides the opportunity to build business units which might otherwise not be viable. Permitting some residential development on employment sites for example can help to raise land value and generate additional revenue to bring forward sites with known problems that are costly to resolve. Locating housing and employment developments close to each other also has added benefits of potentially helping to reduce the amount of traffic, congestion and pollution from work to home travel. This is particularly so with 'live-work' units – purpose built units where the occupier of a studio, office or workshop lives in a flat attached to the place of work.

8.3.11 Where mixed use development is not viable then the Council will seek a financial contribution in appropriate cases towards securing employment development elsewhere in the area. Further details will be set out in the Developer Contributions SPD.

Supporting Guidance and Evidence

- **National policy guidance** - PPS4 'Planning for Sustainable Economic Growth'
- **Regional policy guidance** - Current RSS policies PA1, PA5, PA6; Phase 2 Review RSS policies PA1, PA5, PA6, PA12B
- **Evidence** - Employment Land Study

E3 - Tourism and Cultural Development

New tourism and cultural development will be assessed according to the extent to which it supports the local economy and promotes the distinctive character and quality of the District having regard to the Area Strategies in Policies SS5 and SS6.

In addition:

- **Support will be given to clusters of attractions, particularly within the Churnet Valley Tourism Corridor in accordance with Policy SS7, where they meet the objectives above and do not result in a cumulative detrimental impact.**
- **New facilities attracting large numbers of people should be located in highly accessible locations, and preferably within the towns, unless it complements an existing tourist facility or requires a countryside location or setting.**
- **New tourist and visitor accommodation and facilities should be developed in locations that offer good connectivity with other tourist destinations and amenities, particularly by public transport, walking and cycling. They should**

normally be located in or close to settlements where local services, facilities and public transport are available. Outside of these locations, including within the Green Belt, new accommodation and facilities should:

- **be of a scale and design which can be easily assimilated into the local area in a sustainable manner;**
- **normally be limited to the conversion of existing buildings; or**
- **exceptionally, may be new build where it is required to support or complement existing accommodation, facilities or attractions and there is a demonstrable need which cannot be met in other ways. Preference will be given to buildings which are non-permanent in nature.**

Within the Churnet Valley Tourism Corridor permanent new tourism development of an appropriate scale will be supported in accordance with Policy SS7 and the Churnet Valley Masterplan.

- **Outside the Green Belt permission will be granted for sites for camping and touring caravans provided they are well screened, sited and designed and have good access. Small camping sites may be appropriate in the Green Belt provided they do not prejudice the 'openness', there is appropriate screening and any necessary facilities can be accommodated within existing buildings.**
- **Support will be given to the provision of new cultural facilities in town centres and villages to meet the needs of local communities and visitors.**
- **All development shall be of an appropriate quality, scale and character compatible with the local area, protect the residential amenity of the area and shall not harm interests of acknowledged importance.**

This policy positively supports the important role that tourism and culture plays in the economy of the Staffordshire Moorlands and the contribution it makes to increasing physical activity and improving health and well-being. It is essential however that all new tourism, visitor and cultural proposals that are located outside settlement boundaries should be in sustainable locations and carefully assessed so that they do not have a detrimental impact on the local area. Support is also given to clusters of attractions where they do not result in a cumulative detrimental impact. Clusters of attractions are where there are a number of attractions and facilities grouped in a geographical area which are able to offer linked trips, shared activities and complementary visitor opportunities. They should be related to existing visitor and tourist facilities or to features such as canals and strategic footpaths. The policy also accords with the Spatial Strategy and policy SS7 which seek to promote the Churnet Valley as a major tourism and recreational resource.

Existing tourist accommodation in the Staffordshire Moorlands is generally small scale family-run businesses, usually rurally located, often in converted buildings. The area has a relatively high proportion of self-catering types of accommodation and very few hotels and serviced accommodation. At present a very low proportion of visitors to the Moorlands stay overnight and supply is particularly low in the three towns. Within the Churnet Valley Tourism Corridor the provision of further short and long stay visitor accommodation is particularly supported. Whilst in the main this should be within existing buildings or of a non-permanent nature, some new permanent visitor accommodation may be appropriate – the Masterplan will provide further guidance on suitable sites and scale. Particular attention should be made to the quality of new tourist accommodation. A Staffordshire Moorlands Tourism Study

undertaken in 2011 has identified a number of projects that would enhance the tourism offer of the District. These include developing and improving attractions and attractors, and enhancing the accommodation stock, notably further small serviced and self catering accommodation, particularly in the Churnet Valley, and providing budget hotel accommodation in the market towns.

Within town centres new tourism and cultural facilities and accommodation should accord with Policy TCR1. Outside settlement boundaries new tourist accommodation will be limited to the conversion of existing buildings and in exceptional circumstances non-permanent buildings meaning that the landscape can be returned to its previous state. Sites for touring caravans and camping sites will be granted providing they meet the criteria set out in the policy. Stronger controls will however apply across the Green Belt, including those parts of the Churnet Valley Tourism Corridor which are within it, in order to preserve their openness.

Supporting Guidance and Evidence

- **National policy guidance** - PPS4 'Planning for Sustainable Economic Growth'; PPS7 'Sustainable Development in Rural Areas'
- **Regional policy guidance** - Current RSS policies UR3, PA1, PA10; Phase 2 Review RSS policies UR3, PA1, PA10
- **Evidence** - Employment Land Study; West Midlands Visitor Economy Strategy; Staffordshire Moorlands Tourism Study

8.4 Housing Policies

Spatial Objectives

SO4. To provide new housing that is affordable, desirable, well-designed and meets the needs of residents of the Moorlands

Background

8.4.1 The provision of sustainable, decent and affordable housing for all sectors of the community remains one of the priorities of the Council, the Sustainable Community Strategy and of the LDF. This section therefore contains 3 policies aimed at achieving this.

8.4.2 Policy H1 seeks to ensure that an appropriate range and type of housing is provided which meets identified needs arising from changes in population structure, including special needs for the elderly, and promotes higher quality, more sustainable housing design and layout. It is proposed to address this through a range of measures and requirements. In tackling these issues the proposed policy approach will be contributing towards the delivery of not only local priorities but also the national and regional housing agendas.

8.4.3 Policy H2 sets out the requirements for providing affordable and local needs housing, including the provision of rural exceptions housing and tackling areas of low demand whilst policy H3 reflects guidance requiring local authorities to meet identified needs for gypsies and travelers.

H1 New Housing Development

New housing development should provide for a mix of housing sizes, types and tenure including a proportion of affordable housing as set out in policy H2, and where appropriate housing for special groups, to meet the needs and aspirations of the current and future population having regard to the Area Strategies in SS5 and SS6.

All development will be assessed according to the extent to which it provides for high quality, sustainable housing and to which it meets identified local housing market needs and the strategy for the area having regard to the location of the development, the characteristics of the site and the economics of provision.

In addition:

- **Housing for special groups, particularly for older people, should meet a genuine and proven local need and demand and be of a scale and in a location which is appropriate to its needs.**
- **Housing proposals of 10 dwellings or more will be required to provide a mix of housing in terms of size, type and tenure on the site. The final mix will be negotiated with the developer based on local housing needs as informed by the Strategic Housing Market Assessment and other relevant factors such as available supply and market demand.**

- **All housing development should be at the most appropriate density compatible with the site and its location, and with the character of the surrounding area. This will generally be within the range of 40 dwellings per hectare or more in or on the edge of town centres , 30 – 40 dwellings per hectare in other urban areas and villages and 20 – 30 dwellings per hectare in remoter rural areas.**
- **Residential development and redevelopment on unidentified (windfall) sites will be permitted up to an indicative maximum scheme size of 9 dwellings within the Development Boundaries of the towns and larger villages, and up to an indicative maximum scheme size of 5 dwellings within the Infill Development Boundaries of the smaller villages. Exceptionally, larger windfall schemes may be permitted where it would provide over-riding affordable housing, regeneration, conservation or infrastructure benefits and it would not undermine delivery of the spatial strategy.**
- **All new dwellings should aim to be built to “Lifetime Homes” standard in accordance with the current national advice and targets.**
- **All new dwellings must be of sufficient size to provide satisfactory levels of amenity for future occupiers whilst respecting the privacy and amenity of existing occupiers.**
- **All new dwellings must meet the sustainable design and construction requirements set out in the RSS and policy SD1.**

8.4.4 This policy is primarily to ensure that an appropriate range and mix of housing – including affordable housing – is provided to meet the needs of the existing and future population. It reflects the guidance in PPS3 'Housing' and the RSS to achieve mixed and balanced communities and to make efficient use of land. Collaborative working between Local Planning Authorities, local communities, stakeholders, developers and house builders is also a key principle underlying PPS3.

8.4.5 The range, type and mix of affordable accommodation required on development sites will be determined by a combination of the results of housing needs studies, housing market assessment, information from the waiting lists, consideration of existing housing stock, local housing market information as well as any other available information including the constraints of sites.

8.4.6 Housing for special groups will also be needed to meet the future increase in elderly persons across the District and the needs of those with a learning or physical disability – this may be in the form of sheltered housing, extra care homes or flexicare or supported housing. Further guidance on these types of housing will be set out in an accompanying Housing Delivery SPD.

8.4.7 In order to address the needs of a changing population, Lifetime Homes must be a component of all future larger schemes. The cost of implementing the Lifetime Homes standard is not high and it will benefit all future occupiers as well as making homes more adaptable and future-proof. The requirement for all new dwellings to be built to Lifetime Homes standard reflects the government's aspirations to see all homes built to this standard by 2013 as set out in its strategy 'Delivering Lifetime Homes, Lifetime Neighbourhoods'. Developers should therefore seek to achieve this unless there are justifiable circumstances where this may not be practicable or appropriate.

8.4.8 Density requirements will vary across the District to reflect the character and sustainability of different areas. Higher densities are considered appropriate near to town centres where densities are generally much higher and there is greater accessibility to services and facilities whilst in the remoter rural areas lower densities are considered more appropriate to reflect their character and poorer supporting infrastructure. All development including higher density development will be required to incorporate a high standard of design of buildings, streets and spaces.

8.4.9 Details of the Council's requirements for sustainable design and construction are set out in Policy SD1 and the accompanying supporting text.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'
- **Regional policy guidance** - Current RSS policies UR3, RR1, RR3, CF2, CF5; Phase 2 Review RSS policies SR3, UR3, RR1, CF2, CF6, CF7, CF8, CF10
- **Evidence** - Strategic Housing Market Assessment; Development Capacity Study; Strategic Housing Land Availability Assessment; 'Delivering Lifetime Homes, Lifetime Neighbourhoods' DCLG; CABE 'Building for Life' criteria

H2 - Affordable and Local Needs Housing

The provision of affordable housing will be delivered through the following measures:

- 1. In the towns, residential developments of 15 dwellings (0.5 hectares) or more shall provide a target of 40% affordable housing on-site from all sources. The actual level of provision will be determined through negotiation taking into account development viability and other contributions**
- 2. In the larger villages, residential developments of 5 dwellings (0.16 hectares) or more shall provide a target of 50% affordable housing on-site from all sources. Exceptionally this may be provided through a commuted sum payment in lieu. The actual level of provision will be determined through negotiation taking into account development viability and other contributions.**
- 3. In the rest of the rural areas, including smaller villages, all housing should either be affordable or meet a local need which cannot be met elsewhere, unless there are exceptional circumstances which dictate otherwise.**
- 4. In all areas on residential developments below the above thresholds, a financial contribution will be required towards meeting the affordable housing needs of the local area. Such provision will be determined through the Housing Delivery SPD and will take into account development viability and other contributions.**
- 5. In or on the edge of villages, small schemes for 100% affordable housing will be allocated in the Site Allocations DPD or will be permitted on suitable unidentified sites which are well related to services and facilities and where a demonstrable need exists within the local area which cannot otherwise be met by means of provision in the plan.**

6. **Schemes proposing 100% affordable housing will be targeted to those areas in greatest demonstrable need.**
7. **In areas of low demand or where the stock does not meet and is not capable of meeting local housing market needs consideration will be given, in consultation with local communities, to options for renovation/improvement or redevelopment schemes to create more sustainable and balanced housing.**
8. **Unless circumstances dictate otherwise and in agreement with the Council, 70% of all affordable dwellings provided on each site should be social rented housing with the remainder being intermediate housing.**

8.4.10 The limited supply of, and high demand for, housing in Staffordshire Moorlands has led to high prices and rents. It is now extremely difficult for local people on low incomes and increasingly those on middle incomes to afford a home of their own. This is particularly so in the rural areas. The 2008 Matthew Taylor Report considered the implications of housing provision in rural areas and found that the high cost of homes coupled with low wages of rural workers are creating affordability pressures that threaten the future of rural communities. Unless more affordable housing is provided, there is a danger that those on lower and middle incomes, particularly the young, will be forced to leave the district in increasing numbers. As a result, our communities will be damaged and the district's age and social structure will become even more biased towards the elderly and the wealthy.

8.4.11 The Strategic Housing Market Assessment (HMA) demonstrates a significant need for affordable housing in the District which exceeds the District's average annual development rate requirements. This policy therefore seeks to increase the provision of affordable housing across the District through a range of measures. The HMA findings would suggest a 100% affordable housing target, however this is considered unrealistic as it would not allow a sustainable housing market to be maintained. An increase beyond the current 33% however could be justified and has been tested through the Development Capacity Study.

8.4.12 The threshold and minimum target for affordable housing provision are intended to ensure that adequate provision is made both in urban and smaller rural settlements to help address this need and ensure that a sustainable housing market is maintained which will deliver the range of housing needed to help meet market demand as well affordable housing needs. All development involving the provision of housing which meet the thresholds will be required to make provision for affordable housing unless there are exceptional circumstances why this would not be possible. The Development Capacity Study assessment of the viability of sites where affordable housing is required confirms that a target of up to 40% in the towns and 50% in the villages could be deliverable depending on the nature of the site and the range of other contributions being sought.

8.4.13 The majority of any affordable housing that is likely to be provided will mostly be on allocated sites in or on the edges of the main market towns. Affordable Housing provision will also be contributed to by windfall schemes, net gains from conversions, new provision of non self contained household spaces, and long term vacant properties brought back into use.

8.4.14 In the rural areas it is anticipated that the bulk of the provision of affordable houses will be in the larger villages, either on allocated sites or on windfall sites. Because of the smaller scale of development in the rural areas a lower threshold is considered justifiable. In the remoter rural areas and smaller villages the very limited scope for new dwellings is such that all new housing should be restricted to that which is affordable or meets a local need other than in exceptional circumstances e.g. enabling development. A local need is

defined as being for a person or family currently living or working in the community or needing to work in the community and will be subject to a local occupancy condition. Local needs housing may also include live/work units as defined in the glossary.

8.4.15 Given the high level of need for affordable housing which is unlikely to be met through on-site provision there is also justification for requiring other housing below the threshold to make a financial contribution to support provision elsewhere. The definition and mechanism for delivering affordable and local needs housing including the requirements for financial contributions will be set out in an accompanying Housing Delivery SPD.

8.4.16 Schemes which offer 100% affordable housing will need to be targeted to those areas in greatest need as identified by the Council in order to ensure that those areas are not disadvantaged by lower levels of affordable housing development. The proportion of social housing reflects the recommendation in the Strategic Housing Market Assessment but this will be kept under review through the Strategic Housing Market Assessment and may be varied in the light of changing housing needs and market conditions.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'; PPS3 Supplement - 'Delivering Affordable Housing'
- **Regional policy guidance** - Current RSS policies CF2, CF5; Phase 2 Review policies CF2, CF7, CF8, CF10
- **Evidence** - Strategic Housing Market Assessment; Development Capacity Study; Strategic Housing Land Availability Assessment

H3 - Gypsy and Traveller Sites

Provision for gypsies and travellers will be made through the allocation of a site or sites in the Site Allocations DPD if required to meet a proven need.

The following considerations will be taken into account in the allocation of a site or the determination of applications for gypsy and traveller sites:

- **There is an identified need that cannot reasonably be met on an existing or planned site;**
- **Safe and convenient vehicular and pedestrian access to the site should be provided;**
- **The site must be large enough to provide for adequate on site facilities for parking, storage, play and residential amenity;**
- **The site is reasonably accessible to shops, schools and other community facilities on foot, by cycle or public transport;**
- **The site should not be detrimental to amenities of adjacent occupiers;**
- **Adequate levels of privacy and residential amenity for occupiers should be provided;**
- **Sites or features of natural, historic or archaeological value should not be harmed by the proposal.**

There will be a presumption against the development of gypsy and traveller accommodation in the Green Belt unless there are very special circumstances.

8.4.17 Recent legislation and guidance from the government has indicated a commitment to taking steps to resolve some of the long standing accommodation issues for members of the Gypsy and Traveller communities. This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to decent and appropriate accommodation options akin to each and every other member of society.

8.4.18 This policy seeks to address this through criteria aimed at ensuring such provision is made in appropriate locations which will apply both to the allocation of sites and the determination of planning applications. This policy also relates to travelling showpeople as set out in Circular 04/07. Although their work is of a mobile nature, showpeople nevertheless require secure, permanent bases for the storage of their equipment and more particularly for residential purposes.

8.4.19 The need for sites for gypsies and travellers within Staffordshire Moorlands has been identified through the North Staffordshire Gypsy and Traveller Accommodation Needs Assessment. The 2007 Assessment identifies a requirement for 2 residential and 2 transit pitches for the District over the period 2007 – 2012. This Assessment includes provision for travelling showpeople. Proposals for the allocation or creation of sites required to meet this need will be assessed against the parameters in this policy, taking into account the spatial regeneration and environmental protection objectives of this strategy, and other relevant criteria set out in the Core Strategy.

Supporting Guidance and Evidence

- **National policy guidance** - Circular 01/06; Circular 04/07
- **Regional policy guidance** - Phase 2 Review RSS policy CF9
- **Evidence** - North Staffordshire Gypsy & Traveller Accommodation Needs Assessment

8.5 Town Centre and Retailing Policies

Spatial Objectives

SO5. To ensure the long-term vitality and viability of the three market towns of Leek, Biddulph and Cheadle.

Background

8.5.1 It is important to maintain and improve the long term vitality and viability of the three Staffordshire Moorlands market towns as they are the main service centres for their populations and the surrounding rural hinterlands. Policies for development in Biddulph town centre are set out in the Biddulph Town Centre Area Action Plan, adopted by the Council in February 2007 and therefore are not required to be addressed in the Core Strategy. The town centre policy (TCR1) therefore relates only to Leek and Cheadle.

8.5.2 In line with the responses from the consultation and the Retail Study and the proposed spatial strategy, the policies support further retail development in Leek and Cheadle on town centre or edge of centre sites. The proposed policy approach seeks to be pro-active in the development of Leek and Cheadle town centres through a range of measures focusing retail, office, leisure and cultural development within them and actively planning for their growth and enhancement to meet the needs of all members of the community as well as maintaining local distinctiveness. The use of primary and secondary frontages as a tool for maintaining vitality in the main shopping streets is consistent with the approach used successfully in the Biddulph AAP.

8.5.3 Outside of the town centres policy TCR2 seeks to support local shopping facilities whilst bulky goods retail development outside of town centres is proposed to be controlled through sequential testing i.e. considering town centre sites first and only where this is not possible, edge of town centre locations and exceptionally out of centre sites with good transport links.

TCR1 - Development in the Town Centres

The vitality and viability of the town centres of Leek and Cheadle (defined on the Proposals Map of the Site Allocations DPD) will be protected and enhanced by positive management as follows:

- 1. Focusing and promoting retailing as well as other key town centre uses such as offices, leisure and cultural facilities within the town centres where they contribute to vitality and viability.**
- 2. Supporting positive measures and proposals which enhance and regenerate the shopping and town centre environment and promote their tourism potential.**
- 3. Enhancing local distinctiveness by supporting proposals which help retain, attract or expand the provision of independent retailers in the town centres including niche markets.**
- 4. Ensuring new development is well related to pedestrian shopping routes.**

5. **Ensuring there are adequate parking facilities in suitable locations in and around the town centres and good access to the town centres by those using public transport, cycling or walking.**
6. **Setting out design principles to improve and enhance the distinctive heritage of the town centres including minimising the risk of crime.**
7. **Promoting housing on upper floors within the primary shopping areas and elsewhere in the town centres where this does not jeopardise their vitality and viability.**
8. **Only permitting new retail, leisure, office and other key town centre uses outside town centres where they are consistent with the approach set out in PPS6 in terms of need, scale, sequential approach to site selection, impact on other centres, including those beyond the district boundary, and accessibility and are consistent with the West Midlands Regional Spatial Strategy policies for non-strategic centres.**
9. **Protecting the retail function in the heart of the town centres by designating primary and secondary shopping frontages (to be defined in the Site Allocations DPD), as set out in the Primary and Secondary Frontages Policy.**

Proposals relating to Biddulph Town Centre will be assessed against policies in the Biddulph Town Centre Area Action Plan Development Plan Document (adopted February 2007). Proposals for town centre uses in Biddulph outside the AAP boundary will be assessed in accordance with the relevant parts of this policy.

Primary and Secondary Frontages Policy

Primary Frontages

In primary frontages, proposals for changes of use to A1 retail will be supported. Development falling within other use classes will only be permitted where it will not create a concentration of non-shopping uses and result in an unacceptable change in the retail character of the immediate area or have an adverse effect on the vitality or viability of the town centre.

Proposals for residential use at ground floor level in primary frontages will not be supported.

Any non-A1 use must be complementary to adjacent shopping uses in terms of its operational characteristics and retain a display frontage appropriate to a shopping area.

Secondary Frontages

In secondary frontages, development falling within other use classes will be permitted where it will contribute to the vitality and viability of the town centre.

8.5.4 The market towns of Leek, Cheadle and Biddulph are the main centres in the Staffordshire Moorlands, serving residents of the towns themselves and their large rural hinterlands. It is recognised both locally and nationally that our town centres are very important to the social, economic and environmental well being of the District. It is considered

crucial to maintain and improve their long term vitality and viability so that they are attractive places to shop, work, visit and invest in. In line with national guidance set out in Planning Policy Statement (PPS) 6 'Planning for Town Centres', and the Preferred Options of the West Midlands RSS Review this policy states how the Council will plan pro-actively for the town centres by focusing growth and development within them to meet the needs of all members of the community in terms of retailing and other facilities, whilst at the same time preserving their unique local identity.

8.5.5 This policy approach ties in with the vision of the Staffordshire Moorlands Draft Sustainable Sustainable Community Strategy 2007 – 2020, which states that 'by 2020....our vibrant market towns will be home to a range of successful retail, visitor and knowledge based businesses'.

8.5.6 Evidence from the Staffordshire Moorlands Retail Study (2006) highlights the importance of enhancing Leek and Cheadle town centres, particularly in terms of retail offer to encourage more sustainable travel patterns. Survey work undertaken as part of this study with the local population through both in centre interviews and telephone surveys has revealed that there are gaps in the provision of both convenience and comparison goods causing significant numbers of Staffordshire Moorlands residents to regularly shop outside the District.

8.5.7 The policy contains a whole range of measures to maintain the vitality and viability of our town centres. Retailing and other key town centre uses like offices, leisure uses such as hotels and cinemas and cultural facilities like those connected with performance and the arts should ideally be focused in town centres. However, as the District has a thriving tourist industry it is recognised that when special circumstances dictate, hotels in particular may need to be located outside town centres. Retailing and other key town centre uses will only be permitted outside town centres, where proposals are consistent with national guidance in PPS6 and regional guidance in the West Midlands RSS review.

8.5.8 Whilst the Core Strategy provides an overarching strategy for the future development of the town centres, the subsequent Site Allocations Development Plan Document (informed by Masterplans) and the adopted Biddulph Town Centre Area Action Plan specifically will identify opportunities for major redevelopment in all three town centres.

8.5.9 Examples of measures to enhance the town centres which could be considered are improvements to traffic management, possible pedestrianisation and improvements to the public realm such as greening the town centres. It is also extremely important to ensure that our town centres, which are our key service centres for a large rural hinterland, are accessible by a choice of means of transport as well as to pedestrians. It is recognised that a proportion of town centre users travel by private transport and need convenient parking places to encourage them to use the town centres rather than go to other centres outside the District.

8.5.10 Retaining and enhancing local distinctiveness has strong local support with residents and businesses alike not wanting our historic market towns to become 'clone towns'. Supporting independent traders and niche markets (such as antiques in Leek) is a positive way of doing this. Good design is also particularly important in our town centres in order to retain distinctiveness, attract visitors and also ensure that key areas and buildings are user friendly for the whole community. The SPD on design and Policy DC1 cover this in more detail.

8.5.11 Upper floors in our town centres are not used to their full capacity. There is a local need for housing in accessible locations as well as the other benefits residential use could bring, such as security outside normal working hours and assisting with the development of the evening economy.

8.5.12 The safeguarding of the retail function at the heart of Leek and Cheadle town centres is considered to be a crucial factor in maintaining their vitality and viability, so in line with PPS6 guidance, primary and secondary shopping frontages will be defined in the Site Allocations Development Plan Document. It is considered that in the designated primary frontage if a proposed change of use to a non-A1 use would result in three or more adjacent units in non-A1 use then this would create a concentration, and would be unacceptable. In some locations within the primary frontage, where two non-A1 use units are created opposite a single non-A1 unit or where there is a significant A1 frontage (i.e. larger units in prominent positions) the change of use may also be unacceptable. Where the units are near a street junction, the presence of non-retail units around the corner may also be a material factor. If significant numbers of non-A1 uses are clustered in a part of the Primary Frontage, even if they are not adjacent, this may also constitute a concentration, particularly if this occurs towards the pedestrianised part of Derby Street in Leek or central High Street (particularly the southern side) in Cheadle – the busiest part of the town centres. Additionally it is recognised that the retail character of an area can be adversely affected by concentrations of particular types of non-A1 uses. In considering applications for non-A1 uses in an A1 unit in the primary frontage, evidence of marketing to demonstrate that there are no retail uses that could occupy the unit will be required. In secondary frontages a more flexible approach will be taken as it is recognised that a diversity of uses can be accommodated in such areas.

8.5.13 This policy primarily covers the development of Leek and Cheadle town centres, as Biddulph town centre is the subject of a separate DPD, an Area Action Plan (AAP) adopted in February 2007. However, all development proposals for town centre uses in Biddulph outside the AAP boundary will be carefully considered against the policies in the Core Strategy as well as national guidance in PPS6 and the West Midlands Regional Spatial Strategy review.

Supporting Guidance and Evidence

- **National policy guidance** - PPS6 'Planning for Town Centres'
- **Regional policy guidance** - Current RSS policies UR2, UR3, PA11, QE3; Phase 2 Review RSS policies UR2, UR3, PA12B, QE3
- **Local policy guidance** - BiddulphTown Centre AAP
- **Evidence** - Retail Capacity Study; Development Capacity Study

TCR2 - Retailing Outside Town Centres

The Council will identify sites for significant retail provision in Leek and Cheadle to meet the local need identified in Policy SS5. Preference will be given to town centre and then edge of centre sites. Where there are no sequentially preferable sites available, sites outside the town centres in highly accessible locations will be identified in the Site Allocations DPD.

Other major retail proposals (of 500m² gross or more) will not be permitted outside town centres in order to protect the vitality and viability of the town centres, unless the proposal can be demonstrated to be acceptable under national and regional planning policies.

Within the towns, but outside town centres, and in the larger villages identified in Policy SS6a, new or extended convenience retail units of up to 500m² gross floor space to serve everyday local shopping needs and improve access to retail

facilities at a local level will be promoted and supported, provided that they complement but do not adversely impact upon the vitality and viability of the three town centres and are in sustainable locations.

8.5.14 Evidence from the Staffordshire Moorlands Retail Study (2006) demonstrates a need for further retail floorspace in Leek and Cheadle. Whilst the preference will be to locate a site within or on the edge of the town, it is recognised that there are limited sites in the town centres to accommodate the amount of floorspace identified. Consequently, where necessary, in line with the sequential test set out in PPS6, the Council will identify highly accessible sites outside the town centres to accommodate significant retail provision.

8.5.15 It is recognised that in accordance with sustainability principles and guidance set out in PPS6 and the West Midlands Regional Spatial Strategy, it is important for residents to have easy access to a network of local centres to meet their day to day shopping needs both in urban and rural areas in addition to town centres. This serves the needs of the less mobile and minimises the transport needs of rural residents. This also ties in with a key theme in the Staffordshire Moorlands Sustainable Community Strategy 2007 – 2020 which is to respond to the needs and aspirations of an older population by providing the opportunity for them to continue living in rural communities and access services including local shopping for day to day needs.

8.5.16 The policy also allows for small scale convenience retail development for local needs in accordance with the hierarchy of centres identified in Policies SS5 and SS6, to ensure that retail facilities outside of town centres complement rather than undermine their vitality and viability. It covers facilities in neighbourhood areas in the towns as well as village shops. Farm shops can also meet a demand for local produce in a sustainable way, contributing to the rural economy. Such establishments often do not require planning permission where they are ancillary to another use. Where permission is required, care will be taken to ensure that they do not undermine existing easily accessible convenience shopping available to the community.

Supporting Guidance and Evidence

- **National policy guidance** - PPS6 'Planning for Town Centres'
- **Regional policy guidance** - Current RSS policies UR2, UR3, RR1, PA11; Phase 2 Review RSS policies UR2, UR3, RR1, PA12B
- **Evidence** - Retail Capacity Study; Development Capacity Study

8.6 Design and Conservation Policies

Spatial Objectives

SO8. To promote local distinctiveness by means of good design and the conservation, protection and enhancement of historic, environmental and cultural assets throughout the District.

SO9. To protect and improve the character and distinctiveness of the countryside and its landscape, biodiversity and geological resources.

Background

8.6.1 The built and natural environment of the District is one of its greatest assets and is valued highly by its residents and visitors. It is vital therefore that the core policies give sufficient prominence to design and heritage considerations, not just in terms of resisting inappropriate development but also promoting creative and sensitive design solutions to future developments. The landscape and setting of its settlements is also valued and there is a need to address this through the core strategy.

8.6.2 The design and conservation policies seek to promote local distinctiveness by means of good design and the conservation, protection and enhancement of historic, environmental and cultural assets along with the District's landscape and the setting of its settlements. Policy DC1 sets out design criteria relating to new development to reinforce local distinctiveness and positively contribute to the area. Policy DC2 covers the protection and enhancement of the historic environment. Policy DC3 sets out measures to protect and enhance the local landscape and setting of settlements.

DC1 - Design Considerations

All development shall be well designed and reinforce local distinctiveness by positively contributing to and complementing the special character and heritage of the area in line with the Council's Design SPD. In particular, new development should:

- **be of a high quality and add value to the local area, incorporating creativity, detailing and materials appropriate to the character of the area;**
- **be designed to respect the site and its surroundings and promote a positive sense of place and identity through its scale, density, layout, siting, landscaping, character and appearance;**
- **create, where appropriate, attractive, functional, accessible and safe public and private environments which incorporate public spaces, green infrastructure including making provision for networks of multi-functional new and existing green space (both public and private) in accordance with policy C3, landscaping, public art, 'designing out crime' initiatives and the principles of active design;**
- **incorporate sustainable construction techniques and design concepts for buildings and their layouts to reduce the local and global impact of the development, and to adapt to climate change, in accordance with policy SD1;**

- **protect the amenity of the area, including residential amenity, in terms of satisfactory daylight, sunlight, outlook, privacy and soft landscaping;**
- **promote the maintenance, enhancement, restoration and re-creation of biodiversity and geological heritage, where appropriate, in accordance with policy NE1;**
- **provide for safe and satisfactory access and make a contribution to meeting the parking requirement arising from necessary car use;**
- **ensure that existing drainage, waste water and sewerage infrastructure capacity is available, and where necessary enhanced, to enable the development to proceed;**
- **ensure, where appropriate, equality of access and use for all sections of the community.**

8.6.3 Good design is a key element of sustainable development, so the Council will promote a high standard of design which is locally distinctive and reinforces the unique character of its individual settlements. A high quality, well designed, development can enhance the sense of place and identity of an area and can bring significant benefits to the local environment and economy. In this way, new development can have a positive impact on the lives of local people and visitors to the District.

8.6.4 Guidance on those features and characteristics which make the Moorlands so unique and how design can complement and reflect this will be provided through the Design SPD. All developers and applicants will be required to provide a Design and Access Statement to accompany suitable planning applications which addresses, as appropriate, the issues set out in Policy DC1 and the Design SPD. A Design and Access Statement will be required to accompany proposals for development with accurate illustration of the proposal and its relationship with its surroundings including crime prevention considerations.

8.6.5 Assessment of potential impacts from new developments at the earliest possible stage of the design process will assist in identifying problems to be overcome. Applicants are advised to refer to the Government guidance entitled "By Design" (a companion to PPS1). Detailed guidance on issues of security and public safety in the public realm can be found in 'Safer Places: The Planning System and Crime Prevention' and in 'Secured by Design' (www.securedbydesign.com) produced by the police. A further useful reference point is the 'Streets for All Manual: West Midlands' produced by the Department of Transport and English Heritage. This contains guidance on the retention and conservation of historic street furniture, rationalisation of existing signage, minimisation of street markings, use of appropriate surfacing and associated highway improvements. The principles of active design set out by Sport England promote opportunities for sport and physical activity in the design and layout of development.

8.6.6 The 'green infrastructure' can be defined as a network of multi-functional open spaces, including formal parks, gardens, woodlands, green corridors, waterways, street trees and open countryside. It performs a valuable role in the District's towns and villages. A Green Infrastructure Study will be undertaken to consider how the green spaces relate to one another in the District and where there may be opportunities to extend them.

8.6.7 In order to help identify the characteristics of a site the Council will also promote the use of 'Concept Statements' for allocated and large unidentified sites. Concept Statements, developed by the Countryside Agency, are a simple, clear expression of the key

characteristics of place that new development should create. They explain how the policies and objectives of the Core Strategy will apply to a specific site in order to deliver the best possible economic, social and environmental benefits. They are less detailed than an SPD but more informative for developers and the community than a DPD. Where applicable, the statements should be closely informed and linked to a robust consideration of the historic environment of the sites and their surrounding areas.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PPS3 'Housing'; PPS7 'Sustainable Development in Rural Areas'; PPS12 'Local Spatial Planning'
- **Regional policy guidance** - Current RSS policies UR3, UR4, RR1, QE1, QE3, QE4, EN2, T1, T2; Phase 2 Review RSS policies SR2, UR3, UR4, RR1, QE1, QE3, EN2, T1, T2; Streets for All Manual: West Midlands – Department of Transport & English Heritage (2005)
- **Evidence** - Safer Places: The Planning System and Crime Prevention' (ODPM/Home Office); CABE Building for Life Criteria; Manual for Streets (DCLG/Department for Transport, 2007; Active Design (Sport England)

DC2 - The Historic Environment

The Council will safeguard and, where possible, enhance the historic environment, areas of historic landscape character and interests of acknowledged importance, including in particular scheduled ancient monuments, significant buildings (both statutory listed and on a local register), the settings of designated assets, conservation areas, registered historic parks and gardens, registered battlefields and archaeological remains by:

1. **Resisting development which would harm or be detrimental to the special character and historic heritage of the District's towns and villages and those interests of acknowledged importance.**
2. **Promoting development which sustains, respects or enhances buildings and features which contribute to the character or heritage of an area and those interests of acknowledged importance through the use of conservation area appraisals, design statements, archaeological assessments, characterisation studies and Masterplanning.**
3. **Preventing the loss of buildings and features which make a positive contribution to the character or heritage of an area through appropriate reuse and sensitive development, including enabling development, unless their retention is not viable or there would be substantial planning benefits to outweigh the loss.**

8.6.8 The historic environment of Staffordshire Moorlands is a resource for which the District is renowned. It includes a range of buildings, gardens and structures many of which are statutorily protected. The historic environment also extends beyond individual assets to the historic character of the wider landscape. This policy seeks to ensure that sites and areas of particular heritage value are both safeguarded for the future and, where possible, enhanced both for their own heritage merits and as part of wider heritage regeneration

proposals. There are 967 Listed buildings and structures and 14 Conservation Areas within the District outside the Peak District National Park and a further 371 Listed buildings and structures within the Peak District National Park. Conservation Areas and buildings that are statutorily listed are protected under national legislation guidance. Additionally the Council has adopted an SPD which outlines procedures for identifying local buildings not statutorily protected but considered appropriate for retention.

8.6.9 The Authority has undertaken a round of Conservation Area Appraisals to assess the particular qualities and needs of each one. These appraisals will act as tools in defining the character of the areas and as an aid in considering development proposals. Management plans are being prepared for each Conservation Area to inform and encourage good practices to conserve their character and appearance.

8.6.10 A register of parks and gardens of special historic interest is maintained by English Heritage. Although there are no specific additional statutory controls resulting from inclusion on the register, Government guidance (PPG15) indicates that local authorities must have regard to the protection of these sites in preparing plans and determining planning applications. Staffordshire County Council has undertaken a countywide Historic Landscape Characterisation project which was taken into account when producing the District Council's Landscape & Settlement Setting Study (refer to Policy DC3).

8.6.11 This policy identifies a range of measures which the Council will use to promote sensitive development which will contribute to the character or heritage of an area and those interests of acknowledged importance. In addition proposals for sites and areas of heritage importance, including sites identified under local listing, should adhere to the design guidance to be set out through the proposed Design SPD and any relevant Conservation Area management plans.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PPS5 'Planning for the Historic Environment'
- **Regional policy guidance** - Current RSS policies UR3, RR3, QE3, QE4, QE5, QE6; Phase 2 Review) RSS policies UR3, RR3, QE3, QE4, QE5, QE6
- **Evidence** - Conservation Area Appraisals; Historic Environment Record by Staffordshire County Council; Staffordshire County Council's Historic Landscape Characterisation Study.

DC3 - Landscape and Settlement Setting

The Council will protect and, where possible, enhance local landscape and the setting of settlements in the Staffordshire Moorlands by:

1. **Resisting development which would harm or be detrimental to the character of the local and wider landscape or the setting of a settlement and important views into and out of the settlement as identified in the Landscape and Settlement Character Assessment;**
2. **Supporting development which respects and enhances local landscape character and which reinforces and enhances the setting of the settlement as identified in the Landscape and Settlement Character Assessment;**

3. **Supporting opportunities to positively manage the landscape and use sustainable building techniques and materials which are sympathetic to the landscape;**
4. **Identifying through the Site Allocations DPD and protecting from inappropriate development, areas of visual open space where the intention will be to retain the land's open and undeveloped appearance. Where appropriate the Council will seek public access agreements with the land owners and seek proposals for the enhancement or improvement of these areas as part of the green infrastructure network in accordance with policy C3. In exceptional cases, limited development of areas of visual open space may be acceptable where this will bring about overriding improvements to the open space itself;**

Recognising and conserving the special quality of the landscape in the Peak District National Park, and ensuring that development does not adversely affect the wider setting of the National Park.

8.6.12 The Staffordshire Moorland's natural environment is one of the District's greatest assets and the need for it to be protected is recognised within the Staffordshire Moorlands Sustainable Community Strategy 2007-2020. National guidance set out in Planning Policy Statement 7 identifies the need for Council's to produce policies that maintain and enhance the value of the countryside. There has been a move away in national Government guidance from 'blanket' local landscape designations in favour of locally based Landscape Character Assessments. The continued use of the current Special Landscape Area designation is therefore not considered sufficiently sensitive to local landscape characteristics and it is proposed to address local

landscape impact through the use of a Landscape Character Assessment. The Council has undertaken a Landscape Character Assessment in order to identify character features in the District which should be used to inform planning decisions taking into account Staffordshire County Council's Historic Landscape Characterisation Study. This identifies a range of 10 different landscape character types across the District (see figure 15)

8.6.13 This Policy provides protection for local landscape character which includes features, qualities and views that can make a valuable contribution to the landscape quality. This will be achieved through resisting development that would have a detrimental impact on landscape features, qualities and views. Trees, hedgerows and dry stone walls are examples of the types of landscape features this policy seeks to protect.

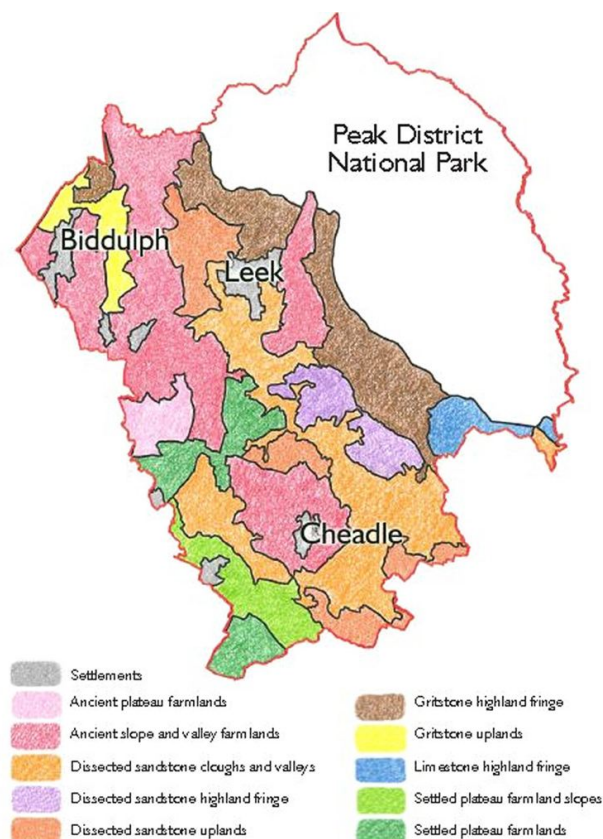


Fig. 15 Landscape Character Types

8.6.14 The setting of settlements is also considered important to the character of the Moorlands and the special qualities of its towns and villages. This policy seeks to ensure that new development respects and reinforces these qualities. The Landscape and Settlement Character Study is seen as a positive way of identifying and highlighting the importance of an area and its setting which will form a significant piece of evidence to support both the allocation of sites in the LDF and the day-to-day control of development.

8.6.15 Visual open space are areas of land which are not essential as 'public' open space but which perform valuable functions within towns and villages, for example by forming a visual break between development, protecting attractive views and enhancing the setting of a public amenity. Such areas can contribute significantly to the character of settlements and should therefore be kept free from most development. The Landscape and Settlement Character Study which has reassessed these areas will inform their subsequent definition in the Site Allocations DPD.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PPS7 'Sustainable Development in Rural Areas'
- **Regional policy guidance** - Current RSS policies UR3, RR1, RR3, QE3, QE4, QE6; Phase 2 Review RSS policies UR3, RR3, QE3, QE4, QE6
- **Evidence** - Landscape and Settlement Character Assessment; Historic Environment Record by Staffordshire County Council; Staffordshire County Council's Historic Landscape Characterisation Study.

8.7 Sustainable Communities Policies

Spatial Objectives

SO6. To maintain and promote sustainable regenerated rural areas and communities with access to employment opportunities, housing and services for all.

SO7. To support and enhance the tourism, cultural, recreation and leisure opportunities for the District's residents and visitors.

SO10. To deliver sustainable, inclusive, healthy and safe communities.

Background

8.7.1 Creating sustainable communities by ensuring that new development contributes to the creation of safe, livable and mixed communities with good access to jobs and key services and to sports, recreation and leisure facilities for all the population is a key principle of Government planning guidance and regional planning policy and is widely supported by local residents. It is particularly important in rural areas like the Staffordshire Moorlands where accessibility to facilities and services by transport modes other than the private car can be limited. The proposed Sustainable Communities policies therefore seek to establish measures which will support, protect and promote community facilities and services and the provision of infrastructure improvements to serve new development.

8.7.2 Policy C1 protects existing community facilities, ensures that there will be adequate infrastructure in place to serve new development, supports the relocation of uses no longer compatible with their surroundings and requires high quality design and layouts in new developments. Policy C2 promotes the provision of high quality recreational open space by implementing and supporting schemes that will protect and improve the quantity, quality and accessibility of open space and outdoor sports, leisure and children's play facilities throughout the District.

C1 - Creating Sustainable Communities

In order to create sustainable communities at a local level the Council will:

- 1. Support proposals which protect, retain or enhance existing community facilities (including multi use and shared schemes) or provide new facilities. New facilities should preferably be located within defined built up areas where they are most accessible. In exceptional cases facilities may be located adjacent to these areas where it can be demonstrated that this is the only practical option and where a site is well related to the existing settlement.**
- 2. Safeguard land required for the provision of facilities to meet existing and future community needs, as identified by service providers.**
- 3. Resist proposals involving the loss of community facilities unless:**
 - i. an alternative facility of the same type is available or can be provided in an accessible location in the same locality; or**
 - ii. a viability appraisal including a marketing exercise by a qualified professional demonstrates that there are no options for continued use**

as a community facility which are financially viable and it can be demonstrated that loss of the facility would not disadvantage local residents.

- 4. Only permit new development where the utility, transport and community infrastructure necessary to serve it is either available, or will be made available by the time it is needed. All development proposals must therefore either incorporate the infrastructure required as a result of the scheme, or make provision for financial contributions and/or land to secure such infrastructure or service provision at the time it is needed, by means of conditions or a planning obligation in line with the Council's Developer Contributions SPD, or any subsequently adopted Community Infrastructure Levy.**
- 5. Support the relocation of uses which are no longer compatible with their surroundings due to negative amenity issues such as noise or accessibility where an alternative suitable site can be secured, subject to the requirements set out in Policy E2 in order to facilitate regeneration.**
- 6. Require development proposals to incorporate high quality locally distinctive design features and layouts that will reduce crime and the fear of crime and support inclusive communities, particularly in terms of accessibility and functionality in line with the Council's Design SPD.**
- 7. Require major new development to be accessible by a choice of means of transport, in accordance with policy T1.**

8.7.3 The vision of the Staffordshire Moorlands Sustainable Community Strategy 2007 – 2020 focuses heavily on achieving an excellent quality of life in the District. Clearly, availability of and access to services is a major part of this as well as reducing the fear of crime. Other major strands of the Sustainable Community Strategy which relate to the creation of sustainable communities are 'investing in our children and young people' and 'responding to the needs and aspirations of an ageing population'.

8.7.4 Community facilities such as village halls, village shops and post offices, schools, colleges, nurseries, places of worship, health services, convenience stores, libraries, public houses and cultural facilities such as theatres and arts centres play an important role in community life in the Staffordshire Moorlands. The loss of such facilities can have a widespread negative impact on the community, particularly the old and the young who live in rural areas and may have limited access to alternative facilities. Access to such facilities for those who live in rural areas is addressed in Planning Policy Statement 7 'Sustainable Development in Rural Areas'. In line with this Government guidance, the policy seeks to support the retention of community facilities, particularly where their loss would leave gaps in provision and thereby disadvantage local residents i.e. result in them being unable to easily access a similar facility elsewhere. Where an alternative facility of the same type already exists or the lost facility is replaced in the same locality so that it is accessible to all members of the community, this could mitigate the loss. Each proposal will be judged on its own merits. It is recognised that there are occasions where particular uses may become financially unviable. In such cases, a thorough marketing exercise must take place and all options for continued use as a community facility (such as a multi use scheme) must be thoroughly explored.

8.7.5 The policy is supportive of proposals to protect, retain and enhance facilities including their innovative delivery through the multi purpose use of buildings like schools and village halls, where the benefits of economies of scale can be realised. Where new build facilities are proposed, accessibility for all members of the community will be a key factor in judging the planning application. Suitable land identified by service providers for the provision of community facilities will be allocated in the Site Allocations DPD.

8.7.6 An important part of creating sustainable communities is the provision of the necessary infrastructure to serve new development (such as roads, accessibility by public transport, schools and public open space), where this is lacking. Otherwise, new development can put a strain on existing facilities and disadvantage both existing and new residents in an area. This is recognised by the Government as a development cost to be met by the landowner or developer. Full details of the Council's requirements will be produced in an SPD. The Council will also consider the use of 'Community Infrastructure Levy' (CIL) to fund investment in vital infrastructure either across the District or in specific areas.

8.7.7 In relevant cases, supporting the relocation of uses no longer compatible with their surroundings can bring benefits to the local community by allowing more appropriate development to take place through regeneration. For example, a heavy industrial use could be replaced by a light industrial use or residential development. Each proposal will be judged on its merits and where employment land is involved, in conjunction with the requirements set out in Policy E2.

8.7.8 Good design is also an integral part of a successful development scheme. Development proposals must incorporate features to minimise both crime and the fear of crime (in line with the SPD) as this is an issue of concern, particularly amongst older people in the District. Inclusive design features such as those which allow access to all should also be part of new development schemes in line with the design SPD.

8.7.9 In accordance with sustainability principles, major new development must be accessible by a choice of means of transport so that all members of the community are able to access it.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PPS3 'Housing'; PPS4 'Planning for Sustainable Economic Growth'; PPS7 'Sustainable Development in Rural Areas'; PPS12 'Local Spatial Planning'; Circular 5/05 'Planning Obligations'
- **Regional policy guidance** - Current RSS policies UR3, UR4, RR1, RR4, CF5, QE1, QE3, T1, T2; RSS Phase 2 Review policies UR3, UR4, RR1, RR4, CF8, QE1, QE3, T1, T2
- **Evidence** - Development Capacity Study; Safer Places: The Planning System and Crime Prevention (ODPM/Home Office).

C2 - Sport, Recreation and Open Space

The Council will promote the provision of high quality recreational open space by implementing and supporting schemes that will protect and improve the quantity, quality and accessibility of open space and outdoor sports, leisure and children's play facilities throughout the district, in accordance with the adopted minimum standards set out in the Open Space, Sport and Recreation SPD.

Where there is a proven deficiency, qualifying new residential development will be expected to make provision, or a contribution towards provision of open space, sports and recreation facilities which are necessary and reasonably related in form and scale in accordance with the adopted minimum standards set out in the Open Space, Sport and Recreation SPD.

In addition:

- **Existing areas of open space, recreational land and buildings including school playing fields and amenity open space will be protected from development, unless:**
 - **suitable alternative provision is made which is at least as accessible and at least equivalent in terms of size, usefulness, attractiveness and quality and is capable of being maintained adequately through management and maintenance agreements; or**
 - **an assessment has been undertaken to demonstrate the facility is surplus to requirements.**

Sites over 0.2 hectares will be identified in the Site Allocations DPD.

- **New sport, recreation and open space facilities should:**
 - **be located in accessible locations and supported by the local transport infrastructure;**
 - **protect the residential amenity of the area;**
 - **be of an appropriate quality, scale and form compatible with the local area, especially if the site is located outside the settlement boundary in the open countryside; and**
 - **not harm interests of acknowledged importance; and**
 - **be designed so that they are fit for purpose.**
- **Applications to improve the use and availability of existing outdoor sports and recreation provision such as the introduction of ancillary facilities such as changing rooms, artificial surfaces or floodlighting will be permitted provided that they :**
 - **are directly related to the needs of the facility;**
 - **can be satisfactorily and economically serviced; and**
 - **meet the above criteria for new sport, recreation and open space facilities.**

Any of the above development should be consistent with the Council's Sports and Physical Activity Strategy and the guidance in the Open Space, Sport and Recreation SPD.

8.7.10 Open space in the Staffordshire Moorlands forming a network of green infrastructure, is important to both residents and visitors and this policy promotes and safeguards many types of open space. The Sustainable Community Strategy and the Council's Sport and Physical Activity Strategy recognise the importance of good quality open space, sports and recreation facilities in tackling obesity and improving the quality of life and health of communities. An updated Sports and Physical Activity Strategy will identify the future needs

of the District by reflecting the outcome of the PPG17 audit in terms of the quantity, quality, and accessibility of recreational open space, sports and recreation facilities provision. The glossary includes examples of the types of recreation facilities and open space included in the Audit.

8.7.11 The Council will establish local standards for all types of provision within an updated Open Space, Sport and Recreation SPD. This will also be used to set the open space, sports and recreation facilities requirement for planning applications or alternatively, the amount of contribution payable in lieu of that provision into the Council's Open Space Sports and Recreation Facilities Fund. The allocation of new sites for sport and recreation will take place in the Site Allocations DPD.

8.7.12 New sport, recreation and open space facilities should be in an accessible and sustainable location and carefully assessed so that they do not have a detrimental impact on the local area, especially if they are proposed on the edge of a settlement in the open countryside. Opportunities to promote access to facilities by public transport and by alternatives to the car such as recreational routes, cycleways and bridleways etc should be maximised. The Council also supports the improvement of existing facilities in order to increase their use and availability such as changing facilities and floodlighting. Again these need to be carefully assessed so that the scale is directly related to the needs of the facility, they do not have a detrimental impact on the residential amenity of the area and do not impact on the 'openness' of the Green Belt.

8.7.13 The protection of existing areas of open space and recreational facilities is also considered necessary to ensure that there is no net loss of open space in terms of quantity and quality. However, the policy recognises that there may be instances where alternative provision elsewhere or improvements to neighbouring facilities may be a more appropriate option. Areas to be protected will be identified in the Site Allocations DPD.

Supporting Guidance and Evidence

- **National policy guidance** - PPG17 'Planning for Open Space, Sport and Recreation'
- **Regional policy guidance** - Current RSS policies UR3, RR1, QE1, QE4; Phase 2 Review RSS policies UR3, RR1, QE1, QE4
- **Evidence** - Development Capacity Study; PPG17 Audit

C3 - Green Infrastructure

The Council will, through partnership working with local communities, organisations, landowners and developers, develop an integrated network of high quality and multi-functional green infrastructure that will:

- **Support and improve the provision of open space, sport and recreational facilities for local communities and enhance the settings of neighbourhoods;**
- **Link existing and potential sites of nature conservation value and historic landscape features, create new wildlife habitats, increase biodiversity, and increase tree cover where it is appropriate to the landscape;**

- **Enhance the natural, man-made and cultural features that are crucial to the local landscape and create opportunities for the restoration of degraded landscapes and the enhancement of the urban fringe;**
- **Mitigate the negative effects of climate change and maximise potential climate change benefits including effective flood risk and waterways management;**
- **Create appropriate access for a wide range of users to enjoy the countryside, including improved linkages to and provision of formal and informal recreation opportunities and accessible woodland areas, encouraging walking and cycling;**
- **Contribute to the diversification of the local economy and tourist development through the enhancement of existing, and provision of new facilities.**

The Council will identify, protect and enhance Green Infrastructure assets through the Site Allocations DPD and the Green Infrastructure Strategy.

8.7.14 Green Infrastructure is the network of green spaces and natural elements that intersperse and connect our towns, villages and countryside. It is the open spaces, waterways, gardens, woodlands, green corridors, wildlife habitats, street trees, natural heritage and open countryside.

8.7.15 Green Infrastructure provides multiple benefits for the economy, the environment and people. A high quality environment has a key role in delivering the spatial strategy. It is important for the quality of life of local residents and improves the perception and attractiveness of the area for visitors and investment. Green infrastructure also has a role in our adaptation to climate change and contributing to carbon neutral development.

8.7.16 Staffordshire Moorlands contains a wide range of existing and potential green infrastructure assets, which can benefit from a strategic approach to ensure adequate protection is given to key features, to identify areas where new linkages and assets need to be created and to guide and manage development which may impact on such areas. The Core Strategy recognises the cross cutting function that green infrastructure has, and the benefits of integrating green infrastructure with social and economic priorities, which will help contribute to the development of sustainable communities.

8.7.17 This policy will be supported by a 'Green Infrastructure Strategy' which will seek to create functional and physical connectivity between green spaces, identify opportunities to provide additional green routes, consider how land can help to alleviate flooding through providing storage areas at times of flooding, consider opportunities to adapt to climate change and importantly make recommendations for how new development should be designed where it should be located in the context of local landscape character, and how it can contribute to the wider green infrastructure network. The Green Infrastructure Strategy will inform the production of the Site Allocations Development Plan Document and will establish appropriate objectives and targets.

Supporting Guidance and Evidence

- **National policy guidance - PPG17 'Planning for Open Space, Sport and Recreation'**

- **Regional policy guidance** - Current RSS policies UR3, RR1, QE1, QE2, QE4; Phase 2 Review RSS policies UR3, RR1, QE1, QE2; QE4
- **Evidence** - Development Capacity Study; PPG17 Audit; Strategic Flood Risk Assessment; Landscape & Settlement Character Assessment; Staffordshire Moorlands Biodiversity Opportunity Map

8.8 Rural Policies

Spatial Objectives

SO6. To maintain and promote sustainable regenerated rural areas and communities with access to employment opportunities, housing and services for all.

Background

8.8.1 There is a particular need in the District to support the rural economy, enable farm diversification and support rural communities. Re-use of rural buildings is also a particularly important issue in the District and therefore clear policy guidance is essential. There are a number of challenges that need to be addressed in terms of ensuring that such buildings are appropriately re-used and particular local circumstances are addressed such as safeguarding buildings of particular merit and meeting local housing needs. National guidance, Planning Policy Statement 7, identifies the re-use of rural buildings for economic development purposes usually being preferable but acknowledges that conversion to residential use may be more appropriate in some locations and for certain types of buildings.

8.8.2 This section contains 2 policies which set out the type of development which will be supported in the rural areas outside of the towns and villages. They seek to sustain the rural economy and enhance the quality of the countryside. Policy R1 supports rural diversification and identifies the requirements for development. Policy R2 establishes the forms of residential development that are acceptable in rural areas. The part of the policy on conversions of rural buildings seeks to establish a balance between achieving rural diversification and enabling appropriate residential development where it enables the provision of affordable housing or helps to meet an identified local need which cannot be met elsewhere.

R1 - Rural Diversification

All development in the rural areas outside the development boundaries of the towns and villages will be assessed according to the extent to which it enhances the character, appearance and biodiversity of the countryside, promotes the sustainable diversification of the rural economy, facilitates economic activity, meets a rural community need and sustains the historic environment.

Appropriate development should not harm the rural character and environmental quality of the area or any sites designated for their nature conservation, or historical interest by virtue of the scale, nature and level of activity involved and the type and amount of traffic generated or by other effects such as noise and pollution.

Wherever possible development should be within suitably located buildings which are appropriate for conversion. Where new or replacement buildings are involved, development should have minimal impact on the countryside and be in close proximity to an existing settlement.

Within the Green Belt, inappropriate development which is otherwise acceptable within the terms of this policy, will still need to be justified by very special circumstances.

Priority will be given to the re-use of rural buildings for commercial enterprise, including tourism uses, where the location is sustainable and the proposed use does not harm the building's character and/or the character of its surroundings.

8.8.3 The need for rural areas to be able to meet their economic and community needs is recognised as an important issue in both the West Midlands Regional Spatial Strategy (RSS) and national planning guidance. The RSS recognises strengthening the rural economy and enabling sustainable diversification as a key priority for the region. There is a particular need in the District to support the rural economy, enable farm diversification and support rural communities whilst at the same time protecting the countryside from inappropriate development. The Sustainable Community Strategy recognises that “We should make best use of the opportunities for economic development within our district without prejudice to our major employers or our environment and quality of life” with one of its five themes being to enhance conditions for business growth and sustainability.

8.8.4 In line with national guidance Planning Policy Statement 7, the West Midlands RSS and the Staffordshire Moorlands Sustainable Community Strategy, Policy R1 sets out the criteria for economic, community and recreation development that the Council will be supportive of in rural locations and the need for such development not to have a detrimental impact on rural character or environmental quality.

8.8.5 The Sustainable Community Strategy also identifies the need to enhance conditions for business growth and sustainability. Tourism is identified as having the most obvious potential for growth of service sector business and employment in the Staffordshire Moorlands. It also recognises Staffordshire Moorlands as having high levels of self employment and a culture of entrepreneurship although current business start up rates are low. There is an opportunity to encourage indigenous business growth through the provision of suitable business/ industrial units, and also an opportunity to attract small scale knowledge based business preferring a non-urban operating platform. There also is a need to address agricultural decline through supporting appropriate rural diversification.

8.8.6 Whilst encouraging rural economic diversification is important to strengthening the rural economy, at the same time, it is important to ensure that such development is located within sustainable locations and does not have a negative impact on the countryside. This policy sets out the local context for judging such proposals.

8.8.7 Tourism also plays an important role in diversifying the rural economy and the proposed Tourism Study will be used to identify where there is scope for further provision and the nature of that provision which will help inform decisions on applications for tourism uses in order to ensure supply matches demand. Policy E3 sets out the considerations for tourism proposals.

8.8.8 Staffordshire County Council is currently completing a County-wide mapping and characterisation project of historic farmsteads, which is part of a Region-wide programme of projects. The aim of the project is to provide the evidence base to inform decisions on the sustainable management of this valuable resource – both in terms of its economic benefits as well as contribution to the essential character and identity of Staffordshire's rural landscapes.

Supporting Guidance and Evidence

- **National policy guidance** - PPG2 'Green Belts'; PPS4 'Planning for Sustainable Economic Growth'; PPS7 'Sustainable Development in Rural Areas'

- **Regional policy guidance** - Current RSS policies RR1, PA14, PA10, PA14, PA15, QE1, QE5, QE6; Phase 2 Review RSS policies RR1, PA10, PA14, PA15, QE1, QE5, QE6
- **Evidence** - Landscape and Settlement Character Assessment

R2 - Rural Housing

Other than sites allocated for housing development in the Site Allocations DPD, only the following forms of housing development will be permitted in the rural areas outside the settlement and infill boundaries of the town and the villages:

- **Affordable housing which cannot be met elsewhere, in accordance with Policy H2.**
- **A new dwelling that meets an essential local need, such as accommodation for an agricultural, forestry or other rural enterprise worker, where the need for such accommodation has been satisfactorily demonstrated and that need cannot be met elsewhere.**
- **Proposals for replacement dwellings, provided they do not have a significantly greater detrimental impact on the existing character of the rural area than the original dwelling or result in the loss of a building which is intrinsic to the character of the area.**
- **Extensions to existing dwellings provided they are appropriate in scale and design and do not have a detrimental impact on the existing dwelling and the character of the rural area.**
- **The conversion of non-residential rural buildings for residential use where:**
 - **the building is suitable and worthy in physical, architectural and character terms for conversion; and**
 - **it can be demonstrated that agricultural or commercial use is not viable or suitable. In such cases there will be a requirement for a marketing exercise to be carried out by a suitably qualified professional or other evidence that the building would be unsuitable for a commercial use; and it either:**
 - **enables the provision of affordable housing or helps meet an identified local need in a sustainable location which cannot be met elsewhere; or**
 - **conversion to residential use would enable a building of particular merit to be safeguarded.**

8.8.9 Policy R2 places particular importance on identifying and safeguarding local character. A building can, over time, become something which is associated with a locality and which makes a valuable contribution to a unique sense of place. Policy R2 recognises the importance of development control decisions in protecting such buildings and the importance of decisions being made on a case by case basis with regard to the appropriateness of residential extensions and replacement dwellings in order that buildings which are intrinsic to the unique character of a rural area are safeguarded.

8.8.10 Policy R2 recognises that the re-use of rural buildings for commercial purposes is preferable to that of residential uses in line with Planning Policy Statement 7 and sets out the criteria for the re-use of these buildings. It takes account of local circumstances and the need to safeguard rural buildings that are judged to be of particular merit in terms of architectural, historical importance or their contribution to local character in accordance with Planning Policy Statement 7. It provides policy recognition that in certain circumstances agricultural or commercial use may no longer be financially viable for a rural building and places a requirement for this to be demonstrated through a marketing exercise. Where a marketing exercise is required this should examine the state of the building and its potential for future uses, as well as providing evidence of marketing that has been undertaken and of interest for agricultural or commercial uses. The policy also recognises that there are circumstances where a rural building may be unsuitable for commercial use, i.e. if it is incompatible with an adjacent residential use; if the form, bulk or design of building does not lend itself to a commercial use; or if it would cause unacceptable traffic or environmental problems. If it can be successfully demonstrated that an agricultural or commercial use may not be financially viable or that a commercial use would be unsuitable, then conversion for residential use will only be acceptable where it enables the provision of affordable housing or helps to meet an identified local need in a sustainable location which cannot be met elsewhere or where conversion to residential use would enable a building of particular merit to be safeguarded. This is to ensure that, due to the large number of rural buildings, residential conversion is not permitted where it would undermine the overall development approach for the District in terms of creating an oversupply of housing outside of existing settlements.

8.8.11 It is essential that all applications for planning permission for new dwellings in the countryside are scrutinised thoroughly to avoid non-essential housing development. In the case of occupational dwellings the proposal will be required to meet the criteria for such dwellings in Annex A of PPS7. In the case of rural building conversions, enabling affordable housing can, in appropriate cases, be in the form of a financial contribution towards off-site affordable housing provision rather than the building itself being converted for affordable housing purposes. Local needs housing can be market housing in line with policy H2 provided it is for a person or family currently working in the community or needing to work in the community or they can be for live/work units as defined in the Glossary.

Supporting Guidance and Evidence

- **National policy guidance** - PPS3 'Housing'; PPS7 'Sustainable Development in Rural Areas'
- **Regional policy guidance** - Current RSS policies RR1, RR4, CF2, CF5, QE1, QE3, QE5; Phase 2 Review RSS policies RR1, RR4, CF2, CF5, CF7, QE1, QE3, QE5
- **Evidence** - Strategic Housing Market Assessment; Development Capacity Study; Strategic Housing Land Availability Assessment; English Heritage and the Countryside Agency (2006) 'Living buildings in a living landscape: finding a future for traditional farm buildings'; English Heritage and the Countryside Agency (2006) 'Historic Farmsteads. Preliminary Character Statement: West Midlands Region'.

8.9 Natural Environment Policies

Spatial Objectives

SO9. To protect and improve the character and distinctiveness of the countryside and its landscape, biodiversity and geological resources.

Background

8.9.1 The District has a wealth of biological and geological resources many of which are statutorily protected. It is essential that the core policies identify and address the protection and enhancement of such resources in line with the RSS and Government planning guidance. The RSS identifies a large portion of the Staffordshire Moorlands as being an Area for Concentrated Biodiversity Enhancement (BEA) and this needs to be recognised and supported within the core policies. The proposed policy approach therefore seeks to balance positive management measures with strict control of development through a single broad policy which also provides policy support for projects undertaken in the District to enhance biodiversity.

NE1 - Biodiversity and Geological Resources

The biodiversity and geological resources of the District and neighbouring areas will be protected and enhanced by positive management and strict control of development by:

- 1. Resisting any proposed development that could have an adverse effect on the integrity of a European site alone or in combination with other plans or projects unless it can be demonstrated that the legislative provisions to protect such sites can be fully met.**
- 2. Protecting, and enhancing national, regional and locally designated sites. The Council will not permit any development proposal which would directly or indirectly result in significant harm to geological and biodiversity conservation interests including ancient woodland, unless it can be demonstrated that:**
 - there is no appropriate alternative site available; and**
 - all statutory and regulatory requirements relating to any such proposal have been satisfied; and**
 - appropriate conservation and mitigation measures are provided; or if it is demonstrated that this is not possible**
 - the need for, and benefit of, the development is demonstrated to clearly outweigh the need to safeguard the intrinsic nature conservation value of the site and compensatory measures are implemented.**
- 3. Supporting opportunities to improve site management and increase public access to wildlife sites including supporting the objectives of the Staffordshire County Council Rights of Way Improvement Plan.**
- 4. Ensuring development where appropriate produces a net gain in biodiversity, and ensuring that any unavoidable impacts are appropriately mitigated for.**

5. **Ensuring development promotes the appropriate maintenance, enhancement, restoration and/or re-creation of biodiversity through its proposed nature, scale, location and design. The Staffordshire Moorlands Biodiversity Opportunity Map, in conjunction with the Staffordshire Biodiversity Action Plan, will be used to guide biodiversity enhancement measures to be included in development proposals as appropriate to the nature and scale of development proposed and other environmental interest, in particular supporting opportunities to increase grassland and heathland habitats including supporting targets in the UK and Staffordshire Biodiversity Action Plan.**
6. **Protecting and enhancing habitats and species of principal importance for the conservation of biodiversity as identified in legislation, and recognising and implementing appropriate measures, including landscape-scale conservation management, to take account of the fact that the distribution of habitats and species will be affected by climate change.**
7. **Recognising the value of the natural environment for sport and leisure activities and the need to manage such activities to ensure there is no conflict.**
8. **Ensuring the provision and protection of green infrastructure networks in line with Policy C3.**

8.9.2 National guidance in the form of Planning Policy Statement 9 requires that Council's take an integrated approach to planning for biodiversity and geodiversity when preparing local development documents. These documents should reflect and be consistent with, national, regional and local biodiversity priorities and objectives (including those agreed by local biodiversity partnerships) with a hierarchy of sites having been identified in national government guidance. These sites are protected under separate legislation with ODPM Circular 06/2005 outlining how statutory obligations impact within the planning system and policy NE1 will seek to reinforce their protection through the planning process. This policy will help in the achievement of the Staffordshire Moorlands Sustainable Community Strategy outcome of "The built and natural environment will have been protected, public open spaces improved and biodiversity enhanced."

8.9.3 A Staffordshire Moorlands Biodiversity Opportunity Map has been produced by Staffordshire Wildlife Trust in conjunction with other nature conservation bodies which highlights areas of biodiversity importance and sets out objectives and priorities. This will form the basis of the Green Infrastructure Strategy for identifying future targets for the restoration and creation of new habitats, and creating and restoring linkages between important habitat areas.

8.9.4 The Key Diagram shows the concentration of significant nature conservation sites in the District, which includes Special Protection Areas, Special Areas of Conservation and Sites of Special Scientific Interest. The Site Allocations DPD proposals map will identify the location of designated sites of international, national, regional and local biological and geological importance and ancient woodlands.

8.9.5 The provision of green infrastructure is also recognised as benefiting biological and geological resources. Defra has produced 'Guidance for Local Authorities on Implementing Biodiversity Duty' which states 'The creation and improvement of Green Infrastructure in urban and rural areas and the countryside in and around towns can help to deliver multiple

benefits for biodiversity, landscape, and health and recreation. Policy C3 sets out the Council's policy for developing an integrated network of green infrastructure which will be informed and supported by a Green Infrastructure Strategy.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PPS7 'Sustainable Development in Rural Areas'; PPS9 'Biodiversity and Geological Conservation'; Circular 06/2005 'Biodiversity and Geographical Conservation - Statutory Obligations and Their Impact Within the Planning System'
- **Regional policy guidance** – Current RSS policies RR1, PA14, PA15, QE1, QE2, QE4, QE6, QE7, QE8, QE9; Phase 2 Review RSS policies RR1,, PA14, PA15, QE1, QE2, QE4, QE6, QE7, QE8, QE9
- **Evidence** - Landscape and Character Assessment; Appropriate Assessment; DEFRA 'Guidance for Local Authorities on Implementing the Biodiversity Duty'; Natural England and West Midlands Biodiversity Partnership (2008) 'Enhancing Biodiversity across the West Midlands'; Natural Environment and Rural Communities Act 2006.

8.10 Transport Policies

Spatial Objectives

SO11. To reduce the need to travel or make it safer and easier to travel by more sustainable forms of transport

Background

8.10.1 Reducing the need to travel, and reducing the reliance on the car is a well established planning principle stemming from concerns at combating climate change (reducing vehicular emissions) and of addressing social equity (ensuring physical accessibility to all sections of society). Jointly the Staffordshire Local Transport Plan, and North Staffordshire Local Transport Plan (refer to para. 1.25 for further explanation) are the principal means of addressing transport issues in the District, and the proposed policy approach seeks to ensure that proposals in the LDF are helping deliver the objectives of these Local Transport Plans.

8.10.2 It is considered that there is potential in affecting modal shift away from the car in Staffordshire Moorlands in two respects - by targeting public transport improvements along the main 'work corridors' connecting the Moorlands with the conurbation; and by promoting public transport schemes within rural areas and between rural areas and towns. The Development Capacity Study has examined the accessibility of the main settlements in the District using the existing transport network including public transport and this has informed the development approach and identification of development areas. However, it is important that strategic planning decisions are not purely based on the location of existing public transport infrastructure. For this reason the proposed policies are proactive in seeking improvements to the existing network. Policy T1 identifies specific development measures which reduce reliance on the car and reduce the need to travel, whilst policy T2 identifies broader measures which promote better accessibility, create safer roads, reduce the impact of traffic, or facilitate highway improvements.

T1 - Development and Sustainable Transport

The Council will promote and support development which reduces reliance on the private car for travel journeys, reduces the need to travel generally and helps deliver the priorities of the Staffordshire Local Transport Plans, where this is consistent with other policies. This will be achieved by:

- 1. Ensuring that all new development is located where the highway network can satisfactorily accommodate traffic generated by the development or can be improved as part of the development.**
- 2. Ensuring that major development is located in areas that are accessible by sustainable travel modes or can be made accessible as part of the proposal.**
- 3. Referring to maximum parking standards as laid out in national and regional guidance, or any parking standards that may be produced locally.**
- 4. Where appropriate all new development shall facilitate walking and cycling within neighbourhoods and town centres, and link with or extend identified walking or cycling routes.**

Development which generates significant demand for travel or is likely to have significant transport implications (as identified within a Transport Assessment) will, where appropriate:

- **Contribute to improved public transport provision**
- **Provide proactive facilities and measures to support sustainable transport modes including on-site features to encourage sustainable travel methods e.g. cycle path links, cycle storage facilities, bus stops etc**
- **Provide and actively promote travel plans**

8.10.3 This policy reflects national transport planning policy and the emerging RSS regional transport policy which seek to deliver a system that supports sustainable transport through the integration with land use planning at all levels, so that transport and planning work together to support more sustainable travel choices and reduce the need to travel. Reducing the need to travel, and reliance on the car, is linked to social equality, through making developments equally 'accessible' to all sections of society. The Policy aims to benefit not only work-related travel but also that for shopping, leisure and recreation etc.

8.10.4 The approach embodied in this policy will seek to manage travel demand in an effective and sustainable way, while improving the range of choice and responding to the needs of residents, workers and visitors.

8.10.5 The Council will continue to work closely with the Highway Authority to ensure the coordination of proposals within the LDF and the Local Transport Plans. The location of development and the way that development is carried out are important factors in helping achieve the priorities of the Local Transport Plans; and in the case of proposals affecting the Strategic Road Network closely involve the Highways Agency such that it can undertake its duties as set out in DfT Circular 2/07: *Planning and the Strategic Road Network*. Choices about where new housing and employment uses are located for example, and patterns of travel that result, will be important factors in helping to reduce reliance on the private car. Encouraging alternative forms of travel and securing access to the most sustainable modes of travel such as public transport, walking or cycling, represent approaches which aim to help achieve a new balance between non-motorised transport, public transport and private car use.

8.10.6 This approach also reflects the aims of the Council's Sustainable Community Strategy and the Corporate Plan priority to promote improved health and protect the environment. The Council will aim to ensure as far as possible, development minimises traffic problems and maximises the potential benefits of accessibility and new infrastructure to the wider community.

8.10.7 The Council will require new developments to meet specified parking standards, details of which will be established through subsequent work on local standards.

8.10.8 It is also important that major new developments help to mitigate any adverse impacts they may otherwise have on transport and travel. Transport Assessments are required to be prepared where any application would have significant transport implications (in line with DfT's Guidance on Transport Assessment March 2007), in consultation with the Highways Authority, so as to determine necessary mitigation measures. Where appropriate, S106 planning obligations, or any adopted Community Infrastructure Levy, will be used to ensure that such developments provide for related transport improvements and fund other

appropriate mitigation measures. Further details regarding potential access and sustainable transport requirements for individual site allocations will be considered in the Site Allocations DPD.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PPS3 'Housing'; PPS4 'Planning for Sustainable Economic Growth'; PPG13 'Transport'
- **Regional policy guidance** - Current RSS policies RR1, RR3, RR4, PA1, T1, T2, T3, T4, T5, T7, T8; Phase 2 Review RSS policies SR1, SR2, UR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5
- **Evidence** - Development Capacity Study

T2 - Other Sustainable Transport Measures

In line with priorities set out in the RSS Regional Transport Strategy and the Staffordshire and North Staffordshire Local Transport Plans, and through working with partner organisations, the Council will encourage and support measures which promote better accessibility, create safer roads, reduce the impact of traffic, or facilitate highway improvements. In particular, the Council will:

1. **Support, subject to feasibility assessment, new road schemes within the District (where not already identified as priorities in the RSS or Local Transport Plans) where:**
 - a. **there would be evidence to suggest positive impact and need for the scheme; and**
 - b. **it would be in accord with the general objectives and policies of the RSS/LTPs**
2. **Support, subject to feasibility assessment, strategic infrastructure improvements and links to major urban areas for example to road, rail, bus facilities in the District and the development of new rail or bus termini within the District**
3. **Continue to safeguard all existing disused railway lines within the District and support the reuse of these for public or commercial/tourism use. To this end the Council will refuse any development which would impede or truncate these routes. However proposals for recreational routes, cycleways, bridleways etc will generally be acceptable.**
4. **Work with its partners to promote the improvement/expansion of existing bus services and the provision of innovative sustainable transport services in the District, particularly those serving rural areas;**
5. **Support and promote the development of a network of safe walking and cycling routes (including the National Cycle Network), connecting to transport interchanges, linking communities and recreational/tourist areas.**
6. **Seek to minimise the environmental impact of freight road transport and to work with Staffordshire County Council and other partner organisations to agree designated lorry routes, freight handling facilities and greater rail use.**

8.10.9 Whereas the Local Transport Plan funding streams are allocated County-wide in accordance with the shared objectives, the LDF must decide broadly where future population is distributed and ensure that the transport network is able to sustain it. It is important therefore that strategic planning decisions are not purely based on the location of existing public transport infrastructure, or predicted locations of funding. For this reason Policy T2 is proactive in seeking improvements to the existing road/bus/rail networks generally. Additionally, the Council will exploit opportunities for new road schemes which are not identified in the LTPs, provided these are feasible, and subject to available finance.

8.10.10 A major issue for the District has been the inadequacy of the alternative modes of travel and in particular the public transport system. Whilst there is an extensive network of bus routes, the Development Capacity Study found that the frequency and accessibility to these services can be limited, particularly in the rural areas.

8.10.11 The high level of out-commuting in the District would also suggest there is potential in affecting modal shift away from the car in a number of ways - by targeting public transport improvements along the main 'work corridors' connecting the Moorlands with the conurbation; by promoting public transport schemes within rural areas / between rural areas and towns; and by facilitating walking and cycling within settlements. This will also help to support healthy, inclusive and sustainable communities as well as reducing the impacts of travel.

Supporting Guidance and Evidence

- **National policy guidance** - PPS1 'Delivering Sustainable Development'; PPS4 'Planning for Sustainable Economic Growth'; PPG13 'Transport'
- **Regional policy guidance** - Current RSS policies RR1, RR3, RR4, PA1, T1, T2, T3, T4, T5, T7, T8; Phase 2 Review RSS policies SR1, SR2, UR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5
- **Evidence** - Development Capacity Study

Delivering the Core Strategy

9 Delivering the Core Strategy

9.1 The delivery of the Core Strategy will require a partnership approach to implementing the policies and proposals. The Council cannot deliver everything itself nor can the outcomes be achieved just through the granting or refusal of planning permission. Implementation will involve other organisations and groups who will work within the framework of their own strategies and plans as well as the spatial plan for the District. It will be very important therefore for the Council to work closely with its partners to ensure the success of the LDF and to be clear about what is required to deliver development, who will deliver it and when it will be required.

9.2 The Core Strategy must also be able to respond to changing circumstances, nationally, regionally and locally, over the plan period and demonstrate that there is flexibility and contingency measures to continue to deliver the development required.

Monitoring how well the LDF is performing will be an essential element of this. By assessing how well

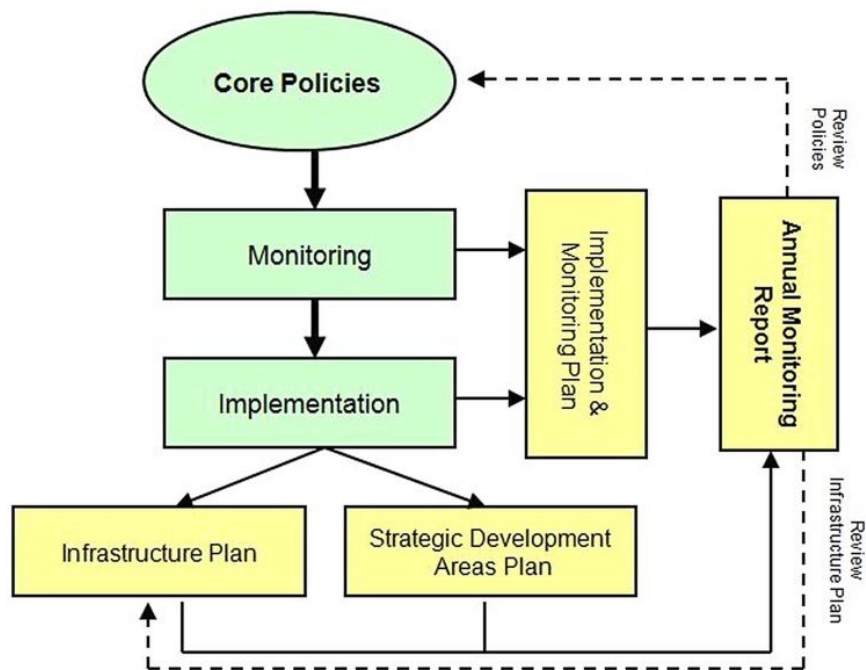


Fig.17 Delivery Framework

the policies are being achieved against clear targets, decisions can be made as to whether policies or documents need to be adjusted or replaced. In particular, monitoring will provide the context for reviewing housing delivery against the Housing Trajectory and the impact of the Strategy on a selected range of sustainability indicators. These indicators have been developed to provide a consistent basis for monitoring performance of the Strategy against the spatial objectives. However, it must be recognised that not all of the indicators will be influenced solely by the implementation of the Core Strategy - other external factors will often have an influence.

9.3 Figure 17 sets out the delivery framework for the Core Strategy which consists:

- an Implementation and Monitoring Plan
- an Infrastructure Plan
- a Strategic Development Areas Plan

9.4 Related to each of these the Council has also undertaken a risk assessment and subsequent risk analysis to identify where contingency measures are needed. Progress on each of these elements of the delivery framework will be reported through an Annual Monitoring Report which will identify the need for any review of the Core Strategy of it.

Implementation and Monitoring Plan

9.5 Appendix A sets out the Implementation and Monitoring Plan for the Core Strategy to achieve delivery and facilitate monitoring of each policy. For each policy it identifies the following:

- **Principal Outcomes** – the proposals and targets which are key to the delivery of the policy.
- **Indicators of Achievement** – the measures to monitor how the proposals and targets are being achieved over the plan period. Some of these are national indicators (NI) and national core output indicators (COI) and are shown as such.
- **Risk Assessment** – identifies whether there is potentially a high, medium or low risk of non-delivery associated with the outcome. Those assessed as having a high or medium risk are considered further in the risk analysis.
- **Principal Means of Implementation/ Delivery** – the main mechanisms, strategies and documents which will be used to deliver and implement the proposals and targets.
- **Delivery Agency** – the various bodies and organisations who will be responsible for delivering the proposals.
- **Key Actions Required** – the main measures needed to ensure delivery.

Infrastructure Plan

9.6 In order to create sustainable communities, providing housing and employment opportunities alone is not sufficient. There is a need to provide the necessary supporting 'infrastructure' including utility services, transport, schools and health and leisure services. This requires joint working with key partners including external organisations. The Infrastructure Plan is a stand-alone document which identifies the infrastructure requirements for the area, who will provide it and when. It will be updated on a regular basis to reflect any changes arising from the monitoring done as part of the Annual Monitoring Report (see below).

Strategic Development Areas Plan

9.7 There are a number of development areas proposed in the Core Strategy which are of strategic significance and central to the achievement of the strategy in the long term. Whilst these are not specifically allocated in the Core Strategy, their broad locations are shown on the Key Diagram and the Strategic Development Areas Plan (Appendix B) gives some guidance on how they will be delivered. It is proposed that these will be subsequently allocated and more site specific guidance given through the Site Allocations DPD.

Annual Monitoring Report

9.8 The Council is required to prepare an Annual Monitoring Report in which the effectiveness of the policies will be assessed. The need for a review of any elements of the Core Strategy will be highlighted in the Annual Monitoring Report where monitoring has identified serious or sustained failure to meet the targets set out in the Implementation and Monitoring Plan or are necessary to reflect changes in national or regional policy. It will also include an update of the housing trajectory set out in Appendix G to demonstrate how policies will deliver housing provision in the area and will indicate how infrastructure providers have performed against the programmes for infrastructure set out in the Infrastructure Plan. Where there is a need to re-prioritise any previous assumptions made regarding infrastructure delivery this will be reflected in a review of the Infrastructure Plan.

Risk Analysis

9.9 The delivery of the Core Strategy is inevitably subject to many risks. This has been dramatically highlighted with the recent credit crunch and its impact on the commercial, housing and regeneration sector. Recognising the degree of risk to the delivery of key elements of the Core Strategy, how these can be minimised and having alternative strategies to deal with the consequences is therefore crucial to its successful delivery.

9.10 A risk assessment therefore has been incorporated into the Implementation & Monitoring Plan, the Infrastructure Plan and the Strategic Development Areas Plan. This involves firstly assessing the level of risk involved in delivering each of the outcomes. Where a high or medium risk of non-delivery is identified, a risk analysis has then been carried out which identifies the impact which non-delivery would have on the Core Strategy, the likely causes of the risk, and the measures to manage and mitigate that risk. This risk analysis will be reviewed on an annual basis through the Annual Monitoring Report to take account of changing circumstances and progress.

Regional, Sub-regional and Cross-boundary Monitoring

9.11 Monitoring of the Core Strategy also needs to be undertaken within a wider context in order to ensure that it is helping to deliver key outputs identified at a regional and sub-regional level. Many of the indicators identified in the Implementation & Monitoring Plan will therefore be used to inform and provide an input into monitoring undertaken by other organisations and agencies.

9.12 The South Cheshire Sub-regional Study also identifies the need for sub-regional monitoring of specific indicators and suggests that if future monitoring demonstrates the existence of a functioning sub-region, stakeholders may decide to proceed with the development of a cross regional strategy for the South Cheshire/North Staffordshire sub-region, necessitating the development of more formal cross-boundary working arrangements. In this situation more extensive data collection and monitoring is likely to be required to ensure that the decision making group has access to an appropriate evidence base.

Appendices

Appendix A Implementation and Monitoring Plan

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required	
SS1 Development Principles	THIS POLICY WILL BE MONITORED AND IMPLEMENTED THROUGH THE INDICATORS USED FOR THE OTHER CORE STRATEGY POLICIES THAT CONTRIBUTE TOWARDS SUSTAINABLE DEVELOPMENT PRINCIPLES						
	SS2 Future Provision of Development	Provision of 5500 dwellings	Net total dwelling completions (NI154)	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications Housing Delivery SPD 	<ul style="list-style-type: none"> SMDC Developers 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Seek appropriate planning obligations and ensure funding available for infrastructure Bring forward development sites
		Annual development rate in accordance with phasing	Net annual dwelling completions for each phase	H			
		5 years of deliverable housing land at all times	5 year housing land supply	M			
	SS3 Distribution of Development	Provision of 24 hectares employment land	Amount and type of employment land available (COI – BD3)	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications 	<ul style="list-style-type: none"> SMDC Developers 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites
		6 hectares of deliverable employment land at all times	Deliverable employment land supply	H			
Distribution of housing development in accordance with policy		Proportion of housing completed in each area	M				
SS4 Managing the Release of Housing Land	Distribution of employment development in accordance with policy	Proportion of employment development completed in each area	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications Housing Delivery SPD SHLAA 	<ul style="list-style-type: none"> SMDC Developers 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites Review SHLAA annually 	
	Managed release of housing land	Completed and planned housing provision trajectory (COI – H1 & H2)	M				
	Max. 25% windfall allowance in urban areas and 30% in rural areas	Amount of housing development on windfall sites	M				
	Restraint on housing development nearest to N Staffs conurbation	Amount of housing development in areas nearest to conurbation	L				

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
SS5 Towns	Dwelling completions for each town in accordance with policy	Net dwelling completions for each town	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications 	<ul style="list-style-type: none"> SMDC Developers RSLs 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Seek appropriate planning obligations and ensure funding available for infrastructure
	Additional employment land for each town in accordance with policy	Net additional employment land for each town	M	<ul style="list-style-type: none"> Housing Delivery SPD Biddulph Town Centre AAP 		<ul style="list-style-type: none"> Bring forward development sites Define development boundary
	Additional retail provision for each town in accordance with policy	Net additional retail provision for each town	M			
	Affordable housing targets for each town in accordance with policy	No. of additional affordable housing units for each town	M			
SS5a Leek Area Strategy	Increasing housing provision for first time buyers and older people	Proportion and type of housing provision in Leek	L	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications 	<ul style="list-style-type: none"> SMDC Town Councils Developers 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy
	Provision of range of deliverable housing sites	Deliverable housing land supply in Leek	M	<ul style="list-style-type: none"> Leek Town Centre Masterplan Site Allocations DPD 	<ul style="list-style-type: none"> RSLs Market Towns Exec 	<ul style="list-style-type: none"> Seek appropriate planning obligations and ensure funding available for infrastructure
	Increased provision of open space and recreational facilities	Quantity & quality of public open space provision in Leek	L	<ul style="list-style-type: none"> Economic Development Strategy Sports and Physical Activities Strategy 	<ul style="list-style-type: none"> Staffs CC Health Authority Urban Vision 	<ul style="list-style-type: none"> Bring forward development sites Improve quality and quantity of public open space
	Provision of new employment sites	Employment land provision in Leek	L	<ul style="list-style-type: none"> SPDs Local Area Agreement Tourism Strategy 	<ul style="list-style-type: none"> Business Link In Staffs Staffordshire University 	<ul style="list-style-type: none"> Ensure service providers policies and strategies are aligned Identify sites for development where appropriate
	Provision of facilities and sites for new start-up businesses and expanding service sector	Number of new business start-ups and service sector employment growth (NI172)	M		<ul style="list-style-type: none"> Stoke-on-Trent & Staffordshire LEP 	
	Expansion of town centre	Quantity & quality of retail offer	M			
	Provision of new community arts and cultural facility	Provision of facility	H			

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required	
	Provision of additional visitor accommodation	Number of bed spaces for visitors	M				
	Regeneration proposals at Cornhill & Churnet Works	Redevelopment of sites	M				
SS5b Biddulph Area Strategy	Increasing housing provision for first time buyers, families and older people	Proportion and type of housing provision in Biddulph	L	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications 	<ul style="list-style-type: none"> SMDC Town Councils Developers 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy 	
	Provision of range of deliverable housing sites	Deliverable housing land supply in Biddulph	M	<ul style="list-style-type: none"> BiddulphTown Centre AAP Economic Development Strategy 	<ul style="list-style-type: none"> RSLs Market Towns Exec 	<ul style="list-style-type: none"> Seek appropriate planning obligations and ensure funding available for infrastructure 	
	Improve Schindler properties as appropriate	No. of Schindler properties improved	H	<ul style="list-style-type: none"> Sports and Physical Activities Strategy 	<ul style="list-style-type: none"> Staffs CC Health Authority 	<ul style="list-style-type: none"> Bring forward development sites 	
	Increased provision of open space and recreational facilities	Quantity & quality of public open space provision in Biddulph	L	<ul style="list-style-type: none"> SPDs Local Area Agreement 	<ul style="list-style-type: none"> Urban Vision Business Link 	<ul style="list-style-type: none"> Improve quality and quantity of public open space 	
	Further development at VictoriaBusinessPark	Employment completions at Victoria Business Park	L		<ul style="list-style-type: none"> In Staffs 	<ul style="list-style-type: none"> Stoke-on-Trent & Staffordshire LEP 	<ul style="list-style-type: none"> Ensure service providers policies and strategies are aligned
	Implementation of BiddulphTown Centre AAP	Quantity & quality of retail offer	L				<ul style="list-style-type: none"> Identify sites for development where appropriate
SS5a Cheadle Area Strategy	Increasing housing provision for first time buyers and families	Proportion and type of housing provision in Cheadle	L	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications 	<ul style="list-style-type: none"> SMDC Town Councils Developers 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy 	
	Provision of range of deliverable housing sites	Deliverable housing land supply in Cheadle	M	<ul style="list-style-type: none"> CheadleTown Centre Masterplan Economic Development Strategy 	<ul style="list-style-type: none"> RSLs Market Towns Executives 	<ul style="list-style-type: none"> Seek appropriate planning obligations and ensure funding available for infrastructure 	
	Increased provision of open space and recreational facilities	Quantity & quality of public open space provision in Cheadle	L	<ul style="list-style-type: none"> Sports and Physical Activities Strategy SPDs Local Area Agreement 	<ul style="list-style-type: none"> Staffs CC Urban Vision Business Link 	<ul style="list-style-type: none"> Bring forward development sites Improve quality and quantity of public open space 	
	Provision of new employment sites	Employment land provision in Cheadle	M		<ul style="list-style-type: none"> In Staffs Stoke-on-Trent & Staffordshire LEP 		

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
	Provision of facilities and sites for new start-up businesses	Number of new business start-ups (NI172)	M			<ul style="list-style-type: none"> Ensure service providers policies and strategies are aligned Identify sites for development where appropriate
	Expansion of town centre	Quantity & quality of retail offer	M			
	Reduced levels of traffic in town centre	Levels and nature of traffic flows	H			
	Creation of major urban expansion	Allocation of sites	M			
SS6 Rural Areas	Net dwelling completions in accordance with policy	Net dwelling completions for each settlement category	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications Housing Delivery SPD 	<ul style="list-style-type: none"> SMDC Developers RSLs 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Seek appropriate planning obligations and ensure funding available for infrastructure Bring forward development sites Define development and infill boundary
	Net additional employment land in accordance with policy	Net additional employment land for each settlement category	M			
	Affordable housing target in accordance with policy	No. of additional affordable housing units in rural areas	M			
SS6a Larger Villages	Provision of bulk of rural areas housing provision	Proportion and type of rural housing provision in larger villages	L	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications Housing Delivery SPD Local Area Agreement 	<ul style="list-style-type: none"> SMDC Parish Councils Developers RSLs Business Link In Staffs Stoke-on-Trent & Staffordshire LEP 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites Ensure service providers policies and strategies are aligned Identify sites for development where appropriate
	No decrease in range of services and facilities	Range of services and facilities available	M			
	Provision of range of deliverable housing sites	Deliverable housing land supply in larger villages	L			
SS6b Smaller Villages	Provision of limited appropriate housing development	Proportion and type of rural housing provision in smaller villages	L	<ul style="list-style-type: none"> Site Allocations DPD 	<ul style="list-style-type: none"> SMDC 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required	
SS6c Other Rural Areas	Provision of limited housing development	Proportion and type of rural housing provision in other rural areas	L	<ul style="list-style-type: none"> ● Determination of planning applications ● Local Area Agreement 	<ul style="list-style-type: none"> ● Parish Councils ● Developers 		
	Redevelopment of Bolton Copperworks, Froghall	Site redeveloped	M	<ul style="list-style-type: none"> ● Site Allocations DPD ● Determination of planning applications ● Economic Development Strategy ● Local Area Agreement ● Masterplans 	<ul style="list-style-type: none"> ● SMDC ● Parish Councils ● SCC ● Developers ● RSLs ● Landowners ● Tourist Board ● Staffordshire Destination Management Partnership ● Visit Peak District ● Exec Board ● Business Link ● In Staffs ● Staffordshire Rural Forum 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Adopt Masterplans ● Bring forward development sites ● Identify sites for development where appropriate ● Work with other agencies to align strategies and plans 	
	Redevelopment of Anzio Camp, Blackshaw Moor	Site redeveloped	M				
	Increased provision of tourism enterprises in accordance with policy	No. and nature of tourism schemes	L				
	Limited development in green belt	No. and nature of schemes in green belt	L				
	SS7 ChurnetValley Tourism Corridor	Increased tourism	No. of visitors to attractions in Corridor	L	<ul style="list-style-type: none"> ● Site Allocations DPD ● ChurnetValley Tourism Corridor Masterplan ● Alton Towers SPD ● Tourism Strategy 	<ul style="list-style-type: none"> ● SMDC ● Developers ● Landowners ● Alton Towers Resort ● Staffordshire Destination Management Partnership ● Tourist Board 	<ul style="list-style-type: none"> ● Adopt Masterplan ● Determine planning applications in accordance with policy ● Bring forward development sites ● Identify sites for development where appropriate ● Work with other agencies to align strategies and plans
Sensitive expansion of Alton Towers Theme Park and Resort		No. and nature of schemes in Alton Towers	L				
Increased provision of tourism accommodation		No. of tourist bed spaces within Corridor	L				

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
SS8 BlytheBridge RIS	Safeguarding site for high quality employment development to meet regional economic needs	Amount and type of employment land committed and completed meeting regional economic needs	M	<ul style="list-style-type: none"> Determination of planning applications Economic Development Strategy 	<ul style="list-style-type: none"> SMDC Developers Landowner Stoke-on-Trent & Staffordshire LEP 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites
	Housing development on PDL sites in accordance with target	No. and % of dwellings completed on PDL sites (COI – H3)	M	<ul style="list-style-type: none"> Site Specific DPD Determination of planning applications Code for sustainable homes BREEAM 	<ul style="list-style-type: none"> SMDC Developers SCC EA 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites Provide advice and guidance Consult with EA on appropriate schemes Incorporate Sustainability Checklist for all PAs
SD1 Sustainable Use of Resources	Priority to development on PDL sites	No. and % of dwellings completed on PDL sites (COI – H3) Employment floorspace completions on PDL (COI – BD2)	M			
	Promotion of remediation of contaminated sites	Number of sites identified as having contamination problems and extent of remediation	L			
SD2 Renewable and Low-Carbon Energy	Improvements in levels of sustainable design and construction	No. and type of schemes complying with or exceeding Code for Sustainable Homes, BREEAM etc. requirements	M			
	Increased provision of renewable energy schemes	No. of renewable energy generation schemes by installed capacity and type (COI- E3)		<ul style="list-style-type: none"> Site Specific DPD Determination of planning applications Code for sustainable homes BREEAM 	<ul style="list-style-type: none"> SMDC Developers SCC 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites Provide advice and guidance
SD3 Pollution and Flood Risk	Avoidance or mitigation of effects of pollution	EHI records relating to DC process eg pollution objections		<ul style="list-style-type: none"> Site Specific DPD Determination of planning applications 	<ul style="list-style-type: none"> SMDC Developers 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
E1 To Develop the District's Economy	Avoidance of unnecessary flood risk by directing development to no- or low-flood risk areas in most cases	No. and type of schemes within flood risk zones 2 and 3. No. of planning permissions granted contrary to EA advice on flooding and water quality grounds (COI – E1)			<ul style="list-style-type: none"> ● SCC ● EA 	<ul style="list-style-type: none"> ● Bring forward development sites ● Provide advice and guidance ● Consult with EA on appropriate schemes
	Improved local economy	Employment / unemployment rates and comparative earnings	M	<ul style="list-style-type: none"> ● Site Allocations DPD ● Determination of planning applications ● Economic Development Strategy 	<ul style="list-style-type: none"> ● SMDC ● Developers ● Businesses ● Stoke-on-Trent & Staffordshire LEP 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Bring forward development sites ● Seek use of local labour and business agreements where appropriate ● Support funding for businesses
	Enhanced range of employment premises and sites across the District	Employment land available by type and location (COI – BD2) Employment floorspace completions (COI – BD1)	L			
E2 Existing Employment Sites	Provision of suitably skilled workforce	No. and nature of local labour or business agreements	M			
	Safeguard existing employment sites in accordance with policy Minimise loss of employment provision	Amount of employment land lost to other uses No. of mixed use schemes and off-site employment provision	M M	<ul style="list-style-type: none"> ● Site Allocations DPD ● Determination of planning applications ● Economic Development Strategy 	<ul style="list-style-type: none"> ● SMDC ● Developers ● Businesses 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Bring forward development sites ● Negotiate for mixed use schemes or off-site employment provision
E3 Tourism & Cultural Facilities	Increased provision of tourism and cultural facilities in accordance with policy	No. of tourism and cultural related completions, by type and location	L	<ul style="list-style-type: none"> ● Site Allocations DPD ● Determination of planning applications 	<ul style="list-style-type: none"> ● SMDC ● Developers ● Businesses 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Bring forward development sites

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required	
H1 Range and Type of Housing	Increased provision of tourist accommodation in accordance with policy	No. of tourist accommodation schemes by type and location	L	<ul style="list-style-type: none"> Economic Development Strategy Alton Towers SPD 	<ul style="list-style-type: none"> Landowners NSRP Staffordshire Destination Management Partnership Visit Peak District Executive Board 	<ul style="list-style-type: none"> Identify sites for development where appropriate Develop Tourist Management Organisation 	
	Provision of mix of housing sizes, types and tenure to meet identified local housing market needs	No. and % of dwellings on sites of 10+ by size, type, tenure and location	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications Delivering Housing SPD Design SPD 	<ul style="list-style-type: none"> SMDC Developers Parish Councils Landowners RSLs Urban Vision 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites Identify sites for development where appropriate Promote 'Lifetime Homes' and Building for Life standards 	
	Appropriate density of housing development in accordance with policy	Average density of schemes by location	L				
	Provision of housing on unidentified sites in accordance with policy	No. and % of dwellings on unidentified sites below threshold	L				
	Increased provision of dwellings built to 'Lifetime Homes' standard in accordance with policy	No. and % of dwellings on sites of 10+ built to 'Lifetime Homes' standard	M				
	Sustainable design and construction	No. and % of dwellings on sites of 10+ built to CABE Building for Life 'very good' standard	M				
	H2 Affordable Housing	Increased provision of affordable housing in accordance with policy	No. of affordable dwellings completed (CO1 – H5) (NI155)	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications Delivering Housing SPD Planning Obligations 	<ul style="list-style-type: none"> SMDC Developers Parish Councils Landowners RSLs 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites
		Provision of 100% affordable housing schemes in appropriate locations	No. of 100% affordable housing schemes completed by type and location	M			

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
H3 Gypsy and Traveller Sites	Provision of gypsy and traveller pitches to meet identified need	No. and type of pitches completed and available for use (CO1 – H4)	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications 	<ul style="list-style-type: none"> Homes & Communities Agency Urban Vision 	<ul style="list-style-type: none"> Work in partnership Provide advice and guidance Identify sites for affordable housing development where appropriate Support funding for affordable housing
	Enhanced vitality and viability of the town centres.	No. of people using the town centre (pedestrian footfall counts). Level of confidence of town centre businesses (%). Level of satisfaction of town centre users (%).	M	<ul style="list-style-type: none"> Site Allocations DPD Biddulph AAP Leek and Cheddle Masterplans Determination of planning applications Market Towns Programmes Parking Strategy 	<ul style="list-style-type: none"> SMDC Developers Parish Councils Landowners RSLs 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Identify site for pitches where necessary
TCR1 Development in Town Centres	Enhanced vitality and viability of the town centres.	No. of people using the town centre (pedestrian footfall counts). Level of confidence of town centre businesses (%). Level of satisfaction of town centre users (%).	M	<ul style="list-style-type: none"> Site Allocations DPD Biddulph AAP Leek and Cheddle Masterplans Determination of planning applications Market Towns Programmes Parking Strategy 	<ul style="list-style-type: none"> SMDC Town Councils Landowners Businesses Developers Market Towns Executives Chambers of Trade Urban Vision 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites Undertake environmental enhancement schemes Implement parking strategy
	New retail development and other key town centre uses concentrated within the town centres.	Amount and % of completed retail office and leisure floorspace in the town centres and District (CO1 – BD4).	M			
	Enhancement and regeneration of the shopping and town centre environments to be supported including major town centre redevelopment opportunities.	No. of environmental enhancement schemes implemented / amount spent on improvement schemes in town centres.	L			

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
	Enhancement of local distinctiveness by supporting the attraction and retention of independent retailers.	Net change in no. and % of independent retailers in the town centres.	M			
	Promoting town centre housing.	No. of housing units completed in town centres.	L			
	Protection of the retail function at the heart of the town centres.	Loss of A1 retail floorspace in primary shopping frontages. Percentage of vacant shop units in primary shopping areas.	M			
TCR2 Retailing outside Town Centres	Facilitate provision for new major retail development in Leek and Cheadle in accordance with policy.	Amount and location of completed bulky goods retail development in Leek and Cheadle.	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications Leek and Cheadle Masterplans 	<ul style="list-style-type: none"> SMDC Developers Landowners Businesses 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites
	Complementary convenience retailing in out of town centre and larger village locations in accordance with policy.	Amount and location of convenience retail development outside town centres.	L			
DC1 Design Considerations	Achieving development which is well designed and reinforcing local distinctiveness	No. and % of housing completions reaching very good, good, average and poor ratings against Building for Life criteria (CO1 – H6)	M	<ul style="list-style-type: none"> Determination of planning applications Design SPD Design and Access Statements 	<ul style="list-style-type: none"> SMDC Developers Urban Vision 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Provide advice and guidance
	Protecting and enhancing buildings and features of acknowledged importance	Changes in no. of buildings and features of acknowledged importance Changes to no. of Conservation Areas and Conservation Area Appraisals	L	<ul style="list-style-type: none"> Determination of planning applications Design SPD Local List SPD Conservation Area Appraisals 	<ul style="list-style-type: none"> SMDC Developers Urban Vision 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Provide advice and guidance Undertake Conservation Area Appraisals

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
DC3 Settlement Setting	Protecting and enhancing landscape character as identified through the Landscape Character Assessment	No. and type of development permitted within each Landscape Character Zone	L	<ul style="list-style-type: none"> Archaeological Assessments Design and Access Statements 	<ul style="list-style-type: none"> SMDC Staffs CC Developers Landowners 	<ul style="list-style-type: none"> Include appropriate buildings in local list Undertaking and funding environmental enhancements and building repairs
	Protecting areas of Visual Open Space	No. and type of development permitted within areas of Visual Open Space	L	<ul style="list-style-type: none"> Determination of planning applications Landscape and Settlement Character Assessment 	<ul style="list-style-type: none"> SMDC Developers Landowners 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Provide advice and guidance Undertaking and funding environmental enhancements
C1 Creating Sustainable Communities	Protection, retention or enhancement of existing community facilities.	Changes in no. of community facilities in the towns, larger villages and smaller villages.	M	<ul style="list-style-type: none"> Site Allocations DPD Determination of planning applications Development Capacity Study Planning Obligations Community Infrastructure Levy 	<ul style="list-style-type: none"> SMDC Town and Parish Councils Developers Service providers 	<ul style="list-style-type: none"> Determine planning applications in accordance with policy Bring forward development sites Identify sites for development where appropriate
	New development only where adequate social and physical infrastructure is in place or can be provided	Amount of new residential development within 30 minutes public transport time of: a GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre.	L			
	Relocation of uses no longer compatible with their surroundings.	No. and nature of uses relocated	L			

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
C2 Sport, Recreation and Open Space	Protection and improvement of quantity, quality and accessibility of open space and outdoor sports facilities	Net /gain loss in types of open space provision(ha) and facilities Amount of eligible open spaces managed to green flag award standard	L	<ul style="list-style-type: none"> ● Site Allocations DPD ● Determination of planning applications ● Sport and Physical Activity Strategy ● Play Area Strategy ● PPG17 Audit ● Public Open Space SPD 	<ul style="list-style-type: none"> ● SMDC ● Staffs C C ● Town and Parish Councils ● Developers ● Service providers 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Bring forward development sites ● Identify sites for development where appropriate ● Support funding for schemes ● Manage existing assets
	All qualifying new residential development to make provision towards open space in line with SPD	Quantity of open space provided through new residential development	L			
C3 Green Infrastructure	Protecting, enhancing and linking green infrastructure assets	Net gain/loss in types of open space provision Change in areas of biodiversity importance	L	<ul style="list-style-type: none"> ● Determination of planning applications ● Site Allocations DPD ● Green Infrastructure Strategy 	<ul style="list-style-type: none"> ● SMDC ● Staffs CC ● Town and Parish Councils ● Developers ● Staffordshire BAP Partnership ● Natural England 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Provide guidance and advice ● Identify sites for protection, enhancement and creation of links ● Manage existing assets ● Support funding for schemes
	Supporting development which contributes to the wider rural economy including tourism development	Amount and type of employment and tourist related development permitted in rural areas	L	<ul style="list-style-type: none"> ● Determination of planning application ● Economic Strategy 	<ul style="list-style-type: none"> ● SMDC ● Parish Councils ● Developers ● Businesses ● Rural Partnership ● Advantage West Midlands ● SCC ● Staffordshire Destination 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Provide guidance and advice ● Support funding for rural enterprises
R1 Rural Diversification	Priority to be given to re-use for commercial enterprise where the location is sustainable	Amount and % of all development involving reuse of rural buildings permitted for commercial enterprises	L			

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
R2 Rural Housing	Allowing only appropriate forms of housing development in accordance with policy.	<p>Net additional new build dwellings within rural areas outside settlement boundaries including net additional affordable dwellings</p> <p>Number and type of rural buildings granted planning permission for conversion to residential re-use</p> <p>Net additional new build dwellings located in the countryside which do not constitute either 'agricultural exceptions' or affordable housing schemes</p>	L	<ul style="list-style-type: none"> ● Determination of planning applications ● Planning Obligations 	<ul style="list-style-type: none"> ● Management Partnership ● Visit Peak District Exec Board ● SMDC ● Parish Councils ● Developers ● RSLs 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Provide guidance and advice ● Support funding for rural affordable housing
NE1 Biodiversity & Geological Resources	Protecting and enhancing designated sites of international, national and local biodiversity and geological importance	<p>Change in areas of biodiversity importance including sites of international, national, regional or sub-regional or local significance (COI – E2)</p> <p>Number of nationally/locally important wildlife sites in the District reported as being in 'poor condition'</p> <p>Proportion of local sites where possible conservation management has been or is being implemented (NI197)</p>	L	<ul style="list-style-type: none"> ● Determination of planning applications. ● UK and Staffordshire Biodiversity Action Plan 	<ul style="list-style-type: none"> ● SMDC ● Parish Councils ● Developers ● Staffordshire BAP Partnership ● Natural England 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Provide guidance and advice ● Support funding for biodiversity schemes ● Implement BAP ● Manage existing areas

Policy	Principal Outcomes	Indicators of Achievement	Risk	Principal Means of Implementation/ Delivery	Delivery Agency	Key Actions Required
	Ensuring appropriate development produces a net gain in biodiversity	No. and type of schemes permitted producing a quantifiable net gain in biodiversity	L			
	Meeting the objectives and targets in the UK and Staffordshire Biodiversity Action Plan.	Biodiversity Action Reporting System	M			
T1 Development and Sustainable Transport	Reduce reliance on private car for travel journeys	% of journeys to work made by private car Amount of new residential development within 30 minutes public transport time of: a GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre. (NI175)	H	<ul style="list-style-type: none"> ● Determination of planning applications. ● Staffs Local Transport Plan ● Parking Strategy 	<ul style="list-style-type: none"> ● SMDC ● Staffs CC ● Developers 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Provide guidance and advice ● Seek planning obligations to secure transport measures ● Implement LTP
	Promote sustainable transport measures for development generating significant demand for travel	No. and type of schemes permitted incorporating green travel plan				
T2 Other Sustainable Transport Measures	Supporting measures to promote better accessibility, create safer roads, reduce traffic impact or facilitate highway improvements	No. and type of schemes implemented	L	<ul style="list-style-type: none"> ● Determination of planning applications. ● Staffs Local Transport Plan ● Regional Transport Strategy 	<ul style="list-style-type: none"> ● SMDC ● Staffs CC ● Developers 	<ul style="list-style-type: none"> ● Determine planning applications in accordance with policy ● Seek planning obligations to secure transport measures ● Implement LTP

Appendix B Strategic Development Areas Plan

Area	Brief Description	Justification	Development Scale and Mix	Known Constraints	Known Infrastructure Requirements	Phasing		Implementation Approach	Risk
							Ownership		
LEEK - HOUSING BROAD AREAS									
Urban Area, Leek	Development within the urban area distributed across the town predominantly on brownfield sites but some greenfield sites	Prioritises development on brownfield sites and within urban areas to meet bulk of housing requirements	642 dwellings Average 40dwgs/ha Range of small and large sites providing mix of dwelling types including conversions and redevelopment opportunities.	Varies according to individual sites	Varies according to individual sites, no anticipated significant infrastructure requirements	2006 - 2026	Varies – predominantly private	Sites of 10+ dwellings to be allocated in Site Allocations DPD. Smaller sites identified in SHLAA. Implementation through planning permissions.	M
Small Urban Extensions, Leek	Development on small sites on edge of the urban area, predominantly greenfield open countryside sites	Flexibility to provide a more sustainable mix of housing sites across the town	150 dwellings in total, average 30 dwgs/ha, range of small sites providing mix of dwelling types.	Varies according to individual sites.	Varies according to individual sites, no anticipated significant infrastructure requirements.	Post 2016	Varies - predominantly private	Allocation in Site Allocations DPD. Implementation through planning permissions.	L
BIDDULPH - HOUSING BROAD AREAS									
Urban Area, Biddulph	Development within the urban area distributed across the town predominantly on brownfield sites but some greenfield sites. Bulk of development at Uplands Mill.	Prioritises development on brownfield sites and within urban areas to meet bulk of housing requirements	312 dwellings Average 40dwgs/ha Range of small and large sites providing mix of dwelling types including conversions and redevelopment opportunities.	Varies according to individual sites	Varies according to individual sites, no anticipated significant infrastructure requirements	2006 - 2026	Varies - predominantly private	Sites of 10+ dwellings to be allocated in Site Allocations DPD. Smaller sites identified in SHLAA. Implementation through planning permissions.	M

Area	Brief Description	Justification	Development Scale and Mix	Known Constraints	Known Infrastructure Requirements	Phasing		Implementation Approach	Risk
						Ownership			
Small Urban Extensions, Biddulph	Development on small sites on edge of the urban area, predominantly greenfield open countryside sites.	Flexibility to provide a more sustainable mix of housing sites across the town	100 dwellings in total, average 30 dwgs/ha, range of small sites providing mix of dwelling types.	Varies according to individual sites	Varies according to individual sites, no anticipated significant infrastructure requirements.	Post 2016	Allocation in Site Allocations DPD.	L	
West of Bypass, Biddulph	Development on edge of the urban area. Greenfield open countryside site.	Sustainable location not in Green Belt and within Local Plan settlement boundary close to town centre.	280 dwellings Average 35dwgs/ha Large scale development, predominantly family housing including large element of affordable housing	Important landscape setting and edge to town. Designated Visual Open Space to west of site. Requires careful consideration for impact on views across site.	Provision of access from relief road. Open space and recreational provision.	2021 - 2026	Allocation in Site Allocations DPD.	L	
						Private	Implementation through Development Brief (to include detailed landscape assessment) and planning permissions.		
CHEADLE - HOUSING BROAD AREAS									
Urban Area, Cheadle	Development within the urban area distributed across the town predominantly on brownfield sites but some greenfield sites	Prioritises development on brownfield sites and within urban areas to meet bulk of housing requirements	441 dwellings Average 40dwgs/ha	Varies according to individual sites	Varies according to individual sites, no anticipated significant infrastructure requirements	2006 - 2026	Sites of 10+ dwellings to be allocated in Site Allocations DPD. Smaller sites identified in SHLAA.	M	
			Range of small and large sites providing mix of dwelling types including conversions and redevelopment opportunities.			Varies – predominantly private	Implementation through planning permissions.		

Area	Brief Description	Justification	Development Scale and Mix	Known Constraints	Known Infrastructure Requirements	Phasing		Implementation Approach	Risk
						Ownership			
Small urban Extensions, Cheadle	Development on small sites on edge of the urban area, predominantly greenfield open countryside sites.	Flexibility to provide a more sustainable mix of housing sites across the town.	200 dwellings in total, average 30 dwgs/ha, range of small sites providing mix of dwelling types.	Varies according to individual sites.	Varies according to individual sites, no anticipated significant infrastructure requirements.	Post 2016	Allocation in Site Allocations DPD. Implementation through planning permissions.	L	
North and North East Cheadle	Development on edge of the urban area. Greenfield open countryside site.	Sustainable location not in Green Belt and partly within Local Plan settlement boundary; adjoins existing housing; potential for infrastructure benefits to neighbouring areas.	400 dwellings 300dwgs/ha Medium scale development, mix of house types	Stream and potential area of flooding through centre of site. SBI and remnant historic landscape to south. Public footpath crosses site.	Provision of access from existing highways. Open space and recreational provision. Possible expansion of Nature Reserve.	2021 - 2026	Allocation in Site Allocations DPD. Implementation through Development Brief (to include detailed landscape assessment) and planning permissions permissions.	L	
LEEK - EMPLOYMENT BROAD AREAS									
Urban Area, Leek	Development primarily in existing employment areas and within or on edge of town centre and predominantly on brownfield sites.	Augments current employment provision in sustainable locations to meet some of the town's employment requirements	Generally small scale for offices and light industrial uses	Varies according to individual sites	Varies according to individual sites, no anticipated significant infrastructure requirements	2006 -2026	Larger sites allocated in Site Allocations DPD. Implementation through planning permissions.	L	
Leekbrook, Leek	Development on edge of the urban area. Greenfield open countryside site.	Sustainable location adjoining existing employment area. Has valid	8 hectares of general industrial development	Watercourse and potential area of flooding along northern boundary of site. Tree cover and footpath	Off-site highway works comprising of signaling of junction and footway improvements; ecological and	2011 - 2016 Private	Requirement for reserved matters approval and compliance with conditions and legal agreements.	L	

Area	Brief Description	Justification	Development Scale and Mix	Known Constraints	Known Infrastructure Requirements	Phasing		Implementation Approach	Risk
							Ownership		
Cornhill, Leek	Vacant land adjoining existing housing and employment areas within Settlement Boundary of Local Plan	Sustainable location adjoining existing employment areas. Potential to provide link road between A520 and A53. Identified in Employment Land Study as potential opportunity area.	3.7 hectares for mixed use development including employment.	No direct highway access currently available. Disused railway line to west of site. Residential areas to north. Watercourse along southern boundary.	landscaping requirements. Identified as being of high nature conservation value.	2006 - 2016	Private	Allocation in Site Allocations DPD. Implementation through Masterplan (to include delivery of link road) and subsequent planning permissions.	M
BIDDULPH - EMPLOYMENT BROAD AREAS									
Urban Area, Biddulph	Development primarily in existing employment areas and within or on edge of town centre and predominantly on brownfield sites.	Augments current employment provision in sustainable locations to meet some of the town's employment requirements	Generally small scale for offices and light industrial uses	Varies according to individual sites	Varies according to individual sites, no anticipated significant infrastructure requirements	2006 -2026	Varies	Larger sites allocated in Site Allocations DPD. Implementation through planning permissions.	L
Victoria Business Park, Biddulph	Development on edge of urban area – brownfield, former mining area	Continuation of existing employment development with	6.4 hectares remaining to be developed	No known constraints	Serviced plots available	2006 - 2026	Local Authority	Requirement for reserved matters approval for individual plots.	L

Area	Brief Description	Justification	Development Scale and Mix	Known Constraints	Known Infrastructure Requirements	Phasing		Implementation Approach	Risk
						Ownership			
CHEADLE - EMPLOYMENT BROAD AREAS									
Urban Area, Cheadle	Development primarily in existing employment areas and within or on edge of town centre and predominantly on brownfield sites.	Augments current employment provision in sustainable locations to meet some of the town's employment requirements	Generally small scale for offices and light industrial uses	Varies according to individual sites	Varies according to individual sites, no anticipated significant infrastructure requirements	2006 - 2026 Varies	Larger sites allocated in Site Allocations DPD. Implementation through planning permissions.	L	
New Haden / Brookhouses, Cheadle	Development on edge of the urban area. Greenfield open countryside site.	Sustainable location adjoining existing employment area within settlement boundary. Identified in Employment Land Study as potential opportunity area.	3.8 hectares for general industrial development	Narrow and restricted access to site. Watercourse and trees along northern boundary.	Off-site highways works required to provide improved access from New Haden Road or Brookhouse Way	2016 - 2026 Private	Allocation in Site Allocations DPD. Implementation through planning permissions.	M	
Draycott Cross Road, Cheadle	Development on edge of the urban area. Brownfield, previously opencast workings. Part currently used for storage.	Sustainable location adjoining existing employment area within settlement boundary. Identified in Employment Land Study as potential opportunity area.	3.8 hectares for general industrial development	Limited access to site through existing industrial area. Site conditions need investigating. Woodland area to north of site.	Improved access required from Draycott Cross Road	2006 - 2016 Private	Allocation in Site Allocations DPD. Implementation through planning permissions.	L	

Area	Brief Description	Justification	Development Scale and Mix	Known Constraints	Known Infrastructure Requirements	Phasing		Implementation Approach	Risk
							Ownership		
MAJOR REGENERATION OPPORTUNITY AREAS									
Churnet Works, Leek	Large industrial site comprising of number of existing employment uses and underused buildings	Opportunity for regeneration of strategically located area of poor environmental quality to achieve mix of uses and infrastructure improvements for this part of town	5.3 hectares – mixed use. Suitable uses include employment, residential, retail and leisure.	Significant flood risk affects majority of site – detailed Flood Risk Assessment required. Relocation of existing businesses on site. Potential contamination issues. Close proximity to chemical works.	Improved access from Macclesfield Road and town centre junction improvements. Flood alleviation measures. Land remediation.	2011 - 2016	Private	Implementation through Masterplan and planning permissions. High quality design required.	H
Cornhill, Leek	Vacant land adjoining existing housing and employment areas within Settlement Boundary of Local Plan	Opportunity for regeneration of strategically located area of underused land to achieve mix of uses and potential to provide link road between A520 and A53.	3.7 hectares – mixed use Suitable uses include employment, tourism and leisure.	Access constraints. Neighbouring housing to north.	Provision of link road between Cheddleton Road roundabout and Barnfield Road	2011 - 2016	Local Authority	Allocation in Site Allocations DPD. Implementation through Development Brief and planning permissions. High quality design required.	M
Anzio Camp, Blackshaw Moor	Former army training base now redundant with vacant buildings.	Opportunity for regeneration of strategically located area of poor environmental quality to achieve mix of uses for this part of rural area.	17 hectares – mixed use. Suitable uses employment, extra care housing, tourist accommodation.	Impact on Peak District and areas of nature conservation value.	Sensitive development required to minimise impact. Sustainable transport measures required.	2011 - 2016	Private	Allocation in Site Allocations DPD. Implementation through Development Brief and planning permissions.	M

Area	Brief Description	Justification	Development Scale and Mix	Known Constraints	Known Infrastructure Requirements	Phasing		Implementation Approach	Risk
						Ownership			
Bolton Copperworks, Froghall	Historic copper factory now largely closed and derelict. Partially demolished	Opportunity for regeneration of strategically located area of poor environmental quality to achieve mix of uses for this part of rural area. Strategic location within Churnet Valley Tourism Corridor.	15,4 hectares – mixed use. Suitable uses employment, residential, tourist-related retail and accommodation, leisure.	Impact on Churnet Valley Tourism Corridor and areas of nature conservation. Significant site contamination.	Sensitive development required to minimise impact. Sustainable transport measures required including off-site highway improvements.	2011 - 2026	Private	Allocation in Site Allocations DPD. Implementation through Churnet Valley Masterplan, Development Brief and planning permissions.	M
Urban Area, Leek	Development within the urban area distributed across the town predominantly on brownfield sites but some greenfield sites	Prioritises development on brownfield sites and within urban areas to meet bulk of housing requirements	600 dwellings Average 40dwgs/ha Range of small and large sites providing mix of dwelling types including conversions and redevelopment opportunities.	Varies according to individual sites	Varies according to individual sites, no anticipated significant infrastructure requirements	2006 - 2026	Varies – predominantly private	Sites of 10+ dwellings to be allocated in Site Allocations DPD. Smaller sites identified in SHLAA. Implementation through planning permissions.	M
North of Leek	Development on edge of the urban area. Bulk of development likely to be on former landfill site used for household waste disposal but also scope for some development on adjoining greenfield land.	Sustainable location not in Green Belt and within Local Plan settlement boundary. Beneficial reuse of brownfield site and opportunity to address contamination issues; potential	250 dwellings Average 30dwgs/ha Large scale development, predominantly family housing including large element of affordable housing.	Potential contamination and pollution issues associated with landfill site require investigation and remediation. Some of site has been landscaped. No immediately available access to site.	Provision of access from existing highways. Open space and recreational provision.	Post-2016 (area of landfill may be significantly later). May be developed in phases with unconstrained land developed initially.		Allocation in Site Allocations DPD. Partnership approach required to address land reclamation and phased implementation through Development Brief and planning permissions. Potential grant aid to fund site reclamation.	H

Area	Brief Description	Justification	Development Scale and Mix	Known Constraints	Known Infrastructure Requirements	Phasing Ownership	Implementation Approach	Risk
		for infrastructure benefits to neighbouring areas.						

Appendix C Risk Analysis

The following table considers those outcomes identified as a medium and high risk in the Implementation & Monitoring Plan and considers the causes of the risk arising and the actions necessary to manage and mitigate that risk.

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk		
IMPLEMENTATION AND MONITORING PLAN					
5500 dwellings not being completed by 2026	H	<ul style="list-style-type: none"> Changes to the housing market and the local economy Unforeseen constraints on allocated sites Unanticipated availability of large windfall sites Changes in national or regional targets and developer requirements 	<ul style="list-style-type: none"> Housing Delivery SPD will set out an Implementation Strategy to ensure there is flexibility to deliver the housing targets and requirements in accordance with the Core Strategy. Annual Monitoring Report will monitor progress and identify obstacles and constraints to housing delivery and the need for mitigating measures to address any risks arising and the nature of those measures. Measures to restrain development may include refusing planning permissions or imposing conditions to ensure concentrations of development do not occur Measures to increase development may include bringing forward development on allocated sites, permitting new unidentified sites, engaging with developers to facilitate development, identifying new sites through a review of the Site Allocations DPD or using CPO powers. Review developer contributions Review availability of sites in SHLAA 		
Annual housing development rate not being in accordance with phasing in Policy SS2	M				
5 years of deliverable housing land not being available at all times	H				
Distribution of housing development not being in accordance with policy SS3.	L				
Windfall development exceeding the allowances in policy SS4	L				
Net dwelling completions for each town and the rural areas not being achieved by 2026	M				
Affordable housing targets for each town and the rural areas not being achieved by 2026	H			<ul style="list-style-type: none"> Inability of developers to deliver required affordable housing Lack of funding for RSLs 	<ul style="list-style-type: none"> Review needs through SHMA or local needs surveys Act in partnership with developers and RSLs to identify obstacles and facilitate the provision of more affordable housing. Council to provide land or funding to assist delivery.
24 hectares of employment land not being provided	H			<ul style="list-style-type: none"> Changes to the local economy Unforeseen constraints on allocated sites 	<ul style="list-style-type: none"> Annual Monitoring Report will monitor progress and identify obstacles and constraints to employment land delivery and the need for mitigating measures to address any risks arising and the nature of those measures.

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk
6 hectares of deliverable employment land not being available at all times	M	<ul style="list-style-type: none"> Unanticipated availability of large windfall sites Changes in national or regional targets and developer requirements 	<ul style="list-style-type: none"> Measures may include bringing forward development on allocated sites, permitting new unidentified sites, engaging with developers to facilitate development, identifying new sites through a review of the Site Allocations DPD or using CPO powers. Act in partnership with other agencies to identify obstacles and bring forward sites for development.
Distribution of employment development not being in accordance with policy SS3.	L		
Additional employment land requirements for each town and the rural areas not being achieved by 2026	M		
Additional retail floorspace requirements for Leek and Cheadle not being achieved	M	<ul style="list-style-type: none"> Changes in local economy and retail expenditure patterns Unforeseen infrastructure constraints on allocated sites Impact of other retail development 	<ul style="list-style-type: none"> Annual Monitoring Report will monitor progress and identify obstacles and constraints to retail floorspace delivery and the need for mitigating measures to address any risks arising and the nature of those measures. Measures may include bringing forward development on allocated sites, permitting new unidentified sites, engaging with developers to facilitate development, identifying new sites through a review of the Masterplans and Site Allocations DPD or using CPO powers. Review the Retail Study to identify changes in retail expenditure patterns. Monitor and respond to changes in retail provision which may impact on existing centres or undermine future provision
Provision of facilities and sites for new start-up businesses and the expansion of the service sector not being achieved in Leek	L	<ul style="list-style-type: none"> Inability to deliver sufficient appropriate new sites and premises Inability to attract new businesses/developers Loss of existing sites and premises 	<ul style="list-style-type: none"> Review suitability of sites and premises identified through Site Allocations DPD Facilitate further development on appropriate windfall sites Identify sources of funding/incentives to support and attract businesses Review priorities and measures in Economic Development Strategy Consider measures to help retain existing sites in employment use
Expansion of Leek town centre not being achieved	M	<ul style="list-style-type: none"> Changes in local economy Inability to attract new retailers/developers Competition from other centres Loss of existing retailers 	<ul style="list-style-type: none"> Review suitability of sites and premises identified through Masterplan and Site Allocations DPD Facilitate further development on appropriate windfall sites Identify sources of funding/incentives to support and attract retailers Review priorities and measures in Masterplan Consider measures to help retain existing retailers

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk
Provision of a new community arts and cultural facility not being delivered for Leek	L	<ul style="list-style-type: none"> Inability to fund delivery of facility Land not made available 	<ul style="list-style-type: none"> Consider other sources of funding Consider use of CPO powers Consider alternative means of providing facilities
Provision of additional visitor accommodation in Leek not being achieved	L	<ul style="list-style-type: none"> Inability to deliver sufficient appropriate new sites and premises Inability to attract new operators 	<ul style="list-style-type: none"> Review suitability of sites and premises identified through Site Allocations DPD Facilitate further development on appropriate windfall sites Identify sources of funding/incentives to support and attract operators Review priorities and measures in Tourism Strategy Consider measures to help retain existing sites in employment use
Improvement of Schindler properties not being achieved in Biddulph East	L	<ul style="list-style-type: none"> Inability to fund improvements 	<ul style="list-style-type: none"> On-going monitoring of conditions and improvements to housing stock Investigate further initiatives to fund improvements
Provision of new employment sites at Cheadle not being delivered	H	<ul style="list-style-type: none"> Unforeseen infrastructure constraints on allocated sites Land not made available 	<ul style="list-style-type: none"> Review suitability of sites identified through Site Allocations DPD Identify sources of funding/incentives to support and attract developers and provide infrastructure Engage with appropriate agencies and bodies to investigate measures to overcome obstacles Consider use of CPO powers
Provision of facilities and sites for new start-up businesses not being achieved in Cheadle	L	<ul style="list-style-type: none"> Inability to deliver sufficient appropriate new sites and premises Inability to attract new businesses/developers Loss of existing sites and premises 	<ul style="list-style-type: none"> Review suitability of sites and premises identified through Site Allocations DPD Facilitate further development on appropriate windfall sites Identify sources of funding/incentives to support and attract businesses Review priorities and measures in Economic Development Strategy Consider measures to help retain existing sites in employment use
Expansion of Cheadle town centre not being achieved	H	<ul style="list-style-type: none"> Changes in local economy Inability to attract new retailers/developers Competition from other centres Loss of existing retailers 	<ul style="list-style-type: none"> Review suitability of sites and premises identified through Masterplan and Site Allocations DPD Facilitate further development on appropriate windfall sites Identify sources of funding/incentives to support and attract retailers Review priorities and measures in Masterplan Consider measures to help retain existing retailers

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk
Reduction in levels of traffic in Cheadle town centre not being achieved	M	<ul style="list-style-type: none"> ● Non-delivery of southern link road ● Excessive traffic generation from development sites ● Increased levels of through traffic 	<ul style="list-style-type: none"> ● Monitor traffic levels and identify causes ● Complete traffic studies ● Investigate alternative transport strategies ● Identify additional sources of funding for road measures through Local Transport Plan and CIL
No decrease in range of services and facilities provided in larger villages not being achieved	L	<ul style="list-style-type: none"> ● Changes in local economy ● Inability to attract new business and service operators ● Competition from other uses ● Changes in public sector funding and support 	<ul style="list-style-type: none"> ● Engage with service providers to identify obstacles and investigate alternative means of support ● Identify sources of funding/incentives to support and attract businesses and retain facilities ● Investigate alternative means of delivering services
Blythe Bridge RIS not being developed for high quality employment uses to meet regional economic needs	M	<ul style="list-style-type: none"> ● Difficulty in attracting appropriate businesses ● Viability of development ● Lack of commitment from landowner/developer 	<ul style="list-style-type: none"> ● Review range of uses and infrastructure requirements through SPD ● Engage with developer, landowner, appropriate agencies and bodies to identify sources of funding/incentives to support and attract appropriate businesses
Percentage of housing development on PDL sites being below target in policy SD1	H	<ul style="list-style-type: none"> ● Unforeseen constraints on pdl sites ● Unanticipated availability of further greenfield windfall sites ● Changes in national or regional targets and developer requirements 	<ul style="list-style-type: none"> ● Housing Delivery SPD will set out an Implementation Strategy to ensure there is flexibility to deliver the housing pdl targets and requirements in accordance with the Core Strategy. ● Annual Monitoring Report will monitor progress and identify obstacles and constraints to housing delivery on pdl sites and the need for mitigating measures to address any risks arising and the nature of those measures. ● Consider restraining development on greenfield sites by refusing planning permissions or imposing conditions ● Review housing range/density, phasing and developer contributions on pdl sites ● Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles
Increase in provision of renewable energy schemes not being achieved	M	<ul style="list-style-type: none"> ● Viability of schemes ● Difficulties in finding suitable sites ● Supply chain limitations ● Grid capacity limitations ● Changes in national, regional or local legislation, policy or targets 	<ul style="list-style-type: none"> ● Annual Monitoring Report will monitor progress and identify obstacles and constraints to providing renewable energy schemes. ● Identify other sources of funding to assist in development and running of schemes ● Investigate availability of sites and suitable alternative technologies ● Consider promoting and safeguarding sites through SPD

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk
New schemes not meeting on-site renewable energy provision in accordance with policy SD1	M	<ul style="list-style-type: none"> ● Viability of schemes ● Site circumstances ● Changes in national, regional or local legislation, policy or targets 	<ul style="list-style-type: none"> ● Annual Monitoring Report will monitor progress and identify obstacles and constraints to meeting on-site renewable energy targets. ● Investigate other sources of funding to increase viability of schemes ● Encourage use of alternative technologies which may be appropriate to the site/area including opportunities for combined heat and power for large schemes ● Consider incentives to developers and deferred contributions ● Consider de-centralised energy targets where appropriate
New schemes not meeting sustainable design and construction requirements in accordance with policies SD1 and H1	M	<ul style="list-style-type: none"> ● Viability of schemes ● Lack of awareness ● Changes in national, regional or local legislation, policy or targets 	<ul style="list-style-type: none"> ● Annual Monitoring Report will monitor progress and identify obstacles and constraints to meeting sustainable design and construction requirements. ● Investigate other initiatives to increase awareness of requirements ● Consider 'best practice' examples to raise standards ● Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles
Improvement in local economy in terms of reduced unemployment rates and comparatively higher earnings not being achieved	M	<ul style="list-style-type: none"> ● Changes in national economy ● Failure to attract suitable businesses ● Competition from other areas ● Lack of availability of suitable sites and premises 	<ul style="list-style-type: none"> ● Annual Monitoring Report will monitor local economic changes and identify obstacles and constraints. ● Review suitability of sites and premises identified through Site Allocations DPD ● Identify available sources of funding/incentives to support and attract businesses ● Review priorities and measures in Economic Development Strategy ● Monitor and respond to changes in the wider economy and employment provision elsewhere which may impact on existing businesses in the District or undermine future provision
Local labour or business agreements not being achieved in accordance with policy E1	L	<ul style="list-style-type: none"> ● Lack of support from developers and businesses 	<ul style="list-style-type: none"> ● Engage with developer, business, appropriate agencies and bodies to increase awareness and encourage their use
Existing employment sites not being safeguarded in accordance with policy E2	M	<ul style="list-style-type: none"> ● Viability of retaining sites ● Difficulty in attracting suitable businesses ● Competition from alternative uses 	<ul style="list-style-type: none"> ● Annual Monitoring Report will monitor progress and identify obstacles and constraints to employment provision. ● Identify sources of funding/incentives to support and attract developers and businesses
Loss of employment provision not being minimised	M		

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk
Mix of housing sizes, types and tenure in new housing schemes not meeting identified local needs	H	<ul style="list-style-type: none"> Changes to the housing market Viability of schemes Unforeseen constraints on allocated sites Site circumstances 	<ul style="list-style-type: none"> Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles Consider potential for mixed use redevelopment Annual Monitoring Report will monitor progress and identify obstacles and constraints to housing delivery and the need for mitigating measures to address any risks arising and the nature of those measures. Review needs through SHMA or local needs surveys, taking account of local supply of housing from other sources and market demand Engage with developers, landowners and local estate agents to investigate measures to overcome obstacles to delivering mix of housing on sites Consider delivering a mix of housing across wider area
New schemes not providing dwellings built to 'Lifetime Homes' standard in accordance with policy H1	M	<ul style="list-style-type: none"> Viability of schemes Lack of awareness Changes in national, regional or local legislation, policy or targets 	<ul style="list-style-type: none"> Annual Monitoring Report will monitor progress and identify obstacles and constraints to meeting Lifetime Homes standard. Investigate other initiatives to increase awareness of requirements Consider 'best practice' examples to raise standards Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles
New schemes not providing affordable housing in accordance with policy H2	H	<ul style="list-style-type: none"> Changes to the housing and financial market Viability of schemes Unforeseen constraints on allocated sites Site circumstances Lack of funding for RSLs 	<ul style="list-style-type: none"> Annual Monitoring Report will monitor progress and identify obstacles and constraints to meeting affordable housing targets. Engage with developers and RSLs to identify obstacles and facilitate the provision of affordable housing. Investigate other sources of funding or deferred contributions to increase viability of schemes Consider financial contributions in lieu of on-site provision
Provision of 100% affordable housing schemes in appropriate locations not being achieved	M	<ul style="list-style-type: none"> Changes to the housing and financial market Viability of schemes Lack of availability of sites Lack of funding for RSLs 	<ul style="list-style-type: none"> Annual Monitoring Report will monitor progress and identify obstacles and constraints to meeting affordable housing targets. Undertake appropriate local needs surveys to justify need Engage with landowners, Parish Councils and RSLs to identify obstacles and facilitate the provision of affordable housing. Investigate other sources of funding to increase viability of schemes Consider use of CPO powers to obtain sites

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk
Inadequate provision of gypsy and traveller pitches to meet identified need	M	<ul style="list-style-type: none"> Lack of availability of sites Changes in national, regional or local legislation, policy or targets 	<ul style="list-style-type: none"> Engage with landowners, Parish Councils and RSLs to identify obstacles and facilitate the delivery of suitable sites. Review GTNA to justify need. Consider use of CPO powers to obtain sites.
Enhanced vitality and viability of the town centres not being achieved	M	<ul style="list-style-type: none"> Changes in local economy and retail expenditure patterns Inability to attract new retailers Loss of existing retailers Lack of investment in shopping environment, access and parking Non-delivery of new facilities 	<ul style="list-style-type: none"> Annual Monitoring Report will monitor progress and identify obstacles and constraints to achieving enhanced vitality and viability in town centres. Review the Retail Study to identify changes in retail expenditure patterns. Review priorities and measures in Masterplan Identify sources of funding/incentives to support and attract retailers Consider measures to help retain existing retailers Consider measures to market and promote town centre Increase public investment in town centres
New retail development and other key town centre uses not being concentrated within the town centres.	M		
Enhancement of local distinctiveness by supporting the attraction and retention of independent retailers not being achieved	L		
Protection of the retail function at the heart of the town centres not being achieved.	M		
Provision of new major retail development in Leek and Cheadle not being achieved in accordance with policy S2.	H	<ul style="list-style-type: none"> Changes in local economy and retail expenditure patterns Viability of schemes Difficulty in attracting developer/businesses Unforeseen infrastructure constraints on allocated sites Impact of other retail development 	<ul style="list-style-type: none"> Review scale of development and infrastructure requirements through Masterplans/SPDs Identify sources of funding/incentives to support and attract developers and provide infrastructure Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles Review the Retail Study to identify changes in retail expenditure patterns Monitor and respond to changes in retail provision elsewhere which may impact on delivery of schemes
Not achieving development which is well designed and reinforcing local distinctiveness	M	<ul style="list-style-type: none"> Viability of schemes Lack of awareness Site circumstances 	<ul style="list-style-type: none"> Promote use of Design SPD Consider 'best practice' examples to raise standards Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles and give guidance Investigate other initiatives to increase awareness of requirements

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk
Protection, retention or enhancement of existing community facilities not being achieved	M	<ul style="list-style-type: none"> Changes in local economy Viability of facilities Inability to attract new facilities and service operators Competition from other uses Changes in public sector funding and support 	<ul style="list-style-type: none"> Engage with facility operators, Parish Councils and local businesses to identify obstacles and investigate alternative means of support Identify sources of funding/incentives to support and attract operators and retain facilities Investigate alternative or more effective means of delivering facilities and services e.g. joint use
The objectives and targets in the UK and Staffordshire Biodiversity Action Plan not being met	L	<ul style="list-style-type: none"> Lack of resources to create and manage schemes Lack of awareness Site circumstances 	<ul style="list-style-type: none"> Identify sources of funding/incentives to support schemes Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles and give guidance and advice Investigate other initiatives to increase awareness of requirements
Reduced reliance on private car for travel journeys not being achieved	M	<ul style="list-style-type: none"> Changes in travel patterns Lack of funding for public transport services Viability of schemes requiring sustainable transport measures Lack of S106 funding 	<ul style="list-style-type: none"> Annual Monitoring Report will monitor progress and identify obstacles and constraints to reducing reliance on private car. Engage with developer, appropriate agencies and bodies to investigate measures to overcome obstacles and support sustainable transport measures Investigate initiatives to promote use of travel plans Actively engage with operators and other bodies to maximise external funding opportunities
Sustainable transport measures not being promoted for development generating significant demand for travel	L		

The following table considers those outcomes identified as a medium and high risk in the Strategic Development Areas Plan and considers the causes of the risk arising and the actions necessary to manage and mitigate that risk.

Potential Risk	Impact of Risk on Core Strategy	Causes of Risk Arising	Actions to Manage/Mitigate Risk
STRATEGIC DEVELOPMENT AREAS PLAN			
Housing development within urban areas in Leek, Biddulph and Cheadle not delivered	H	<ul style="list-style-type: none"> ● Viability of sites ● Difficulty in attracting developers ● Sites not made available ● Unforeseen constraints on sites 	<ul style="list-style-type: none"> ● Review housing range/density, phasing and developer contributions on allocated sites ● Engage with developers, landowners, appropriate agencies and bodies to investigate measures to overcome obstacles on allocated sites ● Identify sources of funding/incentives to support and attract developers ● Identify potential for other urban sites coming forward through review of SHLAA ● Increase permissions on unidentified sites
Regeneration proposals at Cornhill & Churnet Works not being delivered in accordance with policy SS5a	H	<ul style="list-style-type: none"> ● Viability of schemes ● Difficulty in attracting developer/businesses ● Unforeseen constraints on sites 	<ul style="list-style-type: none"> ● Review range of uses and infrastructure requirements through Masterplans/SPDs ● Identify sources of funding/incentives to support and attract developers and provide infrastructure ● Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles
Redevelopment of Bolton Copperworks, Froghall and Anzio Camp, Blackshaw Moor not delivered	H	<ul style="list-style-type: none"> ● Viability of schemes ● Difficulty in attracting developer/businesses ● Unforeseen constraints on sites 	<ul style="list-style-type: none"> ● Review range of uses and infrastructure requirements through Masterplans/SPDs ● Identify sources of funding/incentives to support and attract developers and provide infrastructure ● Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles

<p>Employment development at New Haden/Brookhouses, Cheadle not delivered</p>	<p>H</p>	<ul style="list-style-type: none"> ● Viability of delivering associated link road ● Difficulty in attracting developer/businesses ● Unforeseen constraints on site 	<ul style="list-style-type: none"> ● Consider alternative means of access to site ● Review range of uses and infrastructure requirements ● Identify sources of funding/incentives to support and attract developers and businesses ● Engage with developer, landowner, appropriate agencies and bodies to investigate measures to overcome obstacles
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Appendix D Relationship of Key Policies

Core Strategy Policy	Current RSS Policies	RSS Phase 2 Review Policies	Saved Structure Plan Policies	Saved Local Plan Policies ¹	Biddulph AAP Policies
Spatial Strategy					
SS1	UR3, UR4, RR1, RR4, PA1, QE1, QE3, EN1, T1, T2	SR1, SR2, UR3, UR4, CF8, RR1, RR4, PA1, QE1, QE3, T1, T2	D1, D2, D7		
SS2	CF2, CF3, PA6	CF2, CF3, CF4, CF7, PA6A	E1		
SS3	CF2, CF3, PA6	CF2, CF3, PA6A			
SS4	CF2, CF3, CF4, CF6	CF2, CF3, CF4, CF5, CF10			
SS5	CF2, CF3, PA6	CF2, CF3, CF4, CF7, PA6A	E1	H4	
SS5a	UR2, UR3, UR4, RR3, CF2, PA1, PA5, PA6, QE1, QE3, QE4, QE5, T1, T2, T3, T5	SR2, UR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5	D1, D3, E3, E6, E7, E12, TC1	E1	
SS5b	UR2, UR3, UR4, RR3, CF2, PA1, PA5, PA6, QE1, QE3, QE4, QE5, T1, T2, T3, T5	SR2, UR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5	D1, D3, E3, E6, E7, TC1		STRAT1, STRAT2, STRAT4, DS1, DS2, DS3, DS4, DS5, DS6, DS7, PR1, PR2, PR3, T1, T2, T3, T4
SS5c	UR3, UR4, RR3, CF2, PA1, PA5, PA6, QE1, QE3, QE4, QE5, T1, T2, T3, T5	SR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5	D1, D3, E3, E6, E7, E12, TC1	H3, E3, T13	
SS6	CF2, CF3, PA6	CF2, CF3, CF4, CF7, PA6A	E1	H4	
SS6a	RR1, RR3, RR4, CF2, PA1, PA5, PA6, PA14, PA15, QE1, QE3, QE5, T1, T2, T3, T5	SR2, RR1, RR3, RR4, CF2, CF7, CF8, PA1, PA5, PA6, PA14, PA15, QE1, QE3, QE5, T1, T2, T3, T5	D1, D4, E7, H10, T3, TC4		

Core Strategy Policy	Current RSS Policies	RSS Phase 2 Review Policies	Saved Structure Plan Policies	Saved Local Plan Policies ¹	Biddulph AAP Policies
SS6b	RR1, RR4, CF2, PA14, PA15, QE1, QE3, QE5, T1, T2, T3, T5	SR2, RR1, RR4, CF2, PA14, PA15, QE1, QE3, QE5, T1, T2, T3, T5	D4, H10, TC4	N3	
SS6c	RR1, RR3, RR4, PA14, PA10, PA15, QE1, QE6, QE7, T1, T2, T3, T5	SR2, RR1, RR3, RR4, CF2, CF7, CF8, PA1, PA5, PA6, PA10, PA14, PA15, QE1, QE6, QE7, T1, T2, T3, T5	D4, D5A, D5B, E7, E11A, E11B, H10, H11, NC1, NC4, TC5, R3	N2, N7, N11, H6, H15, T13, R12, R15, R21, R22, R23, R24	
SS7	UR3, PA1, PA10	UR3, PA1, PA10	E11A, E11B, E12, R3, R7, R8	R12, R15, R17, R18, R19, R20	
SS8	PA1, PA7	PA1, PA7		E2	
Sustainable Development					
SD1	CF4, CF6, QE1, QE2, QE3, QE9, EN1, EN2	SR1, SR2, CF5, QE1, QE2, QE3, QE9, EN1, EN2	D1, D2, D7, NC9, NC10		STRAT6
Economy & Employment					
E1	PA1, PA5, PA6	PA1, PA5, PA6, PA12B	E3, E6, E7, T10, T18B	H19, E9, E10	
E2	PA1, PA5, PA6	PA1, PA5, PA6, PA12B	E8	E7	
E3	UR3, PA1, PA10	UR3, PA1, PA10	E11A, E11B, E12, R3, R7, R8	R12, R15, R17, R18, R19, R20	
Housing					
H1	UR3, RR1, RR3, CF2, CF5	UR3, RR1, CF2, CF6, CF7, CF8, CF10	D3, H4, H6		
H2	CF2, CF5	CF2, CF7, CF8, CF10	D3, H10	H14, H15, H16	
H3		CF9			
Town Centre & Retailing					
TCR1	UR2, UR3, PA11, QE3	UR2, UR3, PA12B, QE3	TC1	B14, B15, S7	STRAT1, STRAT2, START3
TCR2	UR2, UR3, RR1, PA11	UR2, UR3, RR1, PA12B	TC4		

Core Strategy Policy	Current RSS Policies	RSS Phase 2 Review Policies	Saved Structure Plan Policies	Saved Local Plan Policies ¹	Biddulph AAP Policies
Design & Conservation					
DC1	UR3, UR4, RR1, QE1, QE3, QE4, EN2, T1, T2	SR2, UR3, UR4, RR1, QE1, QE3, EN2, T1, T2	D2	B13	
DC2	UR3, RR3, QE3, QE4, QE5, QE6	UR3, RR3, QE3, QE4, QE5, QE6	NC14, NC15, NC16, NC17A, NC17B, NC18, NC19	B18	
DC3	UR3, RR1, RR3, QE3, QE4, QE6	UR3, RR3, QE3, QE4, QE6	NC2, NC13, R4	N8, N9, N23, R5	
Sustainable Communities					
C1	UR3, UR4, RR1, RR4, CF5, QE1, QE3, T1, T2	UR3, UR4, RR1, RR4, CF8, QE1, QE3, T1, T2	D3, D8, H3, T1A, T3, T18A, NC9	A1	STRAT5
C2	UR3, RR1, QE1, QE4	UR3, RR1, QE1, QE4	D3, R1	R1, R2	
Rural					
R1	RR1, PA14, PA10, PA14, PA15, QE1, QE5, QE6	RR1, PA10, PA14, PA15, QE1, QE5, QE6	D4, NC1, NC2, TC5	B21, B22, H17, E3, E4	
R2	RR1, RR4, CF2, CF5, QE1, QE3, QE5	RR1, RR4, CF2, CF5, CF7, QE1, QE3, QE5	D4, H11, NC1	B21, H6, H7, H8, H9, H10, H11, H12, H13	
Natural Environment					
NE1	RR1, PA14, PA15, QE1, QE2, QE4, QE6, QE7, QE8, QE9	RR1, PA14, PA15, QE1, QE2, QE4, QE6, QE7, QE8, QE9	NC6, NC7A, NC7B, NC13	N13, N14, N15, N17, N18, N22	
Transport					
T1	RR1, RR3, RR4, PA1, T1, T2, T3, T4, T5, T7, T8	SR1, SR2, UR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5	T1A, T1B, T2, T3, T4, T5, T7, T11	T14	

Core Strategy Policy	Current RSS Policies	RSS Phase 2 Review Policies	Saved Structure Plan Policies	Saved Local Plan Policies ¹	Biddulph AAP Policies
T2	RR1, RR3, RR4, PA1, T1, T2, T3, T4, T5, T7, T8	SR1, SR2, UR2, UR3, UR4, CF2, CF7, CF8, PA1, PA5, PA6, PA12B, QE1, QE3, QE4, QE5, T1, T2, T3, T5	T1B, T2, T3, T4, T5, T7, T11, T12, T13, T18A	T6, T7, T13	

Notes

1. These policies will be replaced by the relevant Core Strategy policy once adopted (see Appendix H).

Appendix E Core Strategy Links

This appendix shows how the Core Strategy objectives have been derived from the challenges and vision and how they relate to the key outcomes of the Sustainable Community Strategy and the Corporate Plan.

CORE STRATEGY		SUSTAINABLE COMMUNITY STRATEGY		CORPORATE PLAN
Challenges	Vision	Objectives	Key Outcomes	Priority Outcomes
<ul style="list-style-type: none"> Accommodating and delivering growth Strengthening the District's sub-regional role 	<ul style="list-style-type: none"> Recognise the Moorlands as a vital part of N Staffordshire 	<p>1. Make provision for overall land use</p>	<ul style="list-style-type: none"> Economic Regeneration 	<ul style="list-style-type: none"> Decent and affordable housing A strong economy
<ul style="list-style-type: none"> Tackling climate change Making travel more sustainable 	<ul style="list-style-type: none"> All development will be of a high standard and more sustainable 	<p>2. Mitigate the adverse effects of climate change</p>	<ul style="list-style-type: none"> Environment & Climate Change 	<ul style="list-style-type: none"> Protection of the environment
<ul style="list-style-type: none"> Accommodating and delivering growth Strengthening the District's sub-regional role Fostering business growth and economic sustainability 	<ul style="list-style-type: none"> Recognise the Moorlands as a vital part of N Staffordshire Have sustainable and balanced urban and rural communities Economy will have undergone significant change Needs of all sectors will be better met 	<p>3. Develop the economy, meet local employment needs</p>	<ul style="list-style-type: none"> Economic Regeneration 	<ul style="list-style-type: none"> A strong economy

<ul style="list-style-type: none"> Accommodating and delivering growth Adapting to changes in population structure Improving the housing market 	<ul style="list-style-type: none"> Have sustainable and balanced urban and rural communities Needs of all sectors will be better met 	<p>4. Provide new housing</p>	<ul style="list-style-type: none"> Children and Young people Older people and adults at risk of exclusion 	<ul style="list-style-type: none"> Decent and affordable housing
<ul style="list-style-type: none"> Fostering business growth and economic sustainability Creating thriving, distinctive market towns 	<ul style="list-style-type: none"> Tourism will be a key element Market towns will remain the focus of the Moorlands 	<p>5. Ensure vitality and viability of the towns</p>	<ul style="list-style-type: none"> Economic Regeneration 	<ul style="list-style-type: none"> A strong economy Decent and affordable housing
<ul style="list-style-type: none"> Creating healthy and sustainable communities Improving the housing market Fostering business growth and economic sustainability Tackling social exclusion and economic decline in the rural areas 	<ul style="list-style-type: none"> Have sustainable and balanced urban and rural communities Needs of all sectors will be better met 	<p>6. Sustainable rural settlements and access to services</p>	<ul style="list-style-type: none"> Stronger, Safer Communities Economic Regeneration 	<ul style="list-style-type: none"> Improved community safety A strong economy
<ul style="list-style-type: none"> Strengthening the District's sub-regional role Creating healthy and sustainable communities Adapting to changes in population Fostering business growth and economic sustainability structure 	<ul style="list-style-type: none"> Recognise the Moorlands as a vital part of N Staffordshire Tourism will be a key element Needs of all sectors will be better met 	<p>7. Support tourism, culture, recreation and leisure opportunities</p>	<ul style="list-style-type: none"> Older people and adults at risk of exclusion Children and Young people Stronger, Safer Communities Economic Regeneration 	<ul style="list-style-type: none"> A strong economy Improved community safety Improved health

<ul style="list-style-type: none"> Strengthening the District's sub-regional role Creating thriving, distinctive market towns 	<ul style="list-style-type: none"> Recognise the Moorlands as a vital part of N Staffordshire Tourism will be a key element All development will be of a high standard and more sustainable 	<p>8. Promote local distinctiveness</p>	<ul style="list-style-type: none"> Environment & Climate Change Economic Regeneration 	<ul style="list-style-type: none"> Protection of the environment A strong economy Decent and affordable housing
<ul style="list-style-type: none"> Strengthening the District's sub-regional role Tackling social exclusion and economic decline in the rural areas Protecting and enhancing the distinctive quality of the environment 	<ul style="list-style-type: none"> Recognise the Moorlands as a vital part of N Staffordshire All development will be of a high standard and more sustainable 	<p>9. Protect and improve the countryside</p>	<ul style="list-style-type: none"> Environment & Climate Change 	<ul style="list-style-type: none"> Protection of the environment
<ul style="list-style-type: none"> Creating healthy and sustainable communities Adapting to changes in population structure Improving the housing market Tackling social exclusion and economic decline in the rural areas 	<ul style="list-style-type: none"> Have sustainable and balanced urban and rural communities Needs of all sectors will be better met 	<p>10. Sustainable, inclusive, healthy and safe communities</p>	<ul style="list-style-type: none"> Stronger, Safer Communities 	<ul style="list-style-type: none"> Improved community safety Improved health
<ul style="list-style-type: none"> Creating healthy and sustainable communities Tackling climate change Making travel more sustainable 	<ul style="list-style-type: none"> All development will be of a high standard and more sustainable 	<p>11. To reduce the need to travel or make it safer and easier to travel by more sustainable forms of transport</p>	<ul style="list-style-type: none"> Economic Regeneration Environment & Climate Change 	<ul style="list-style-type: none"> Improved health Protection of the environment A strong economy

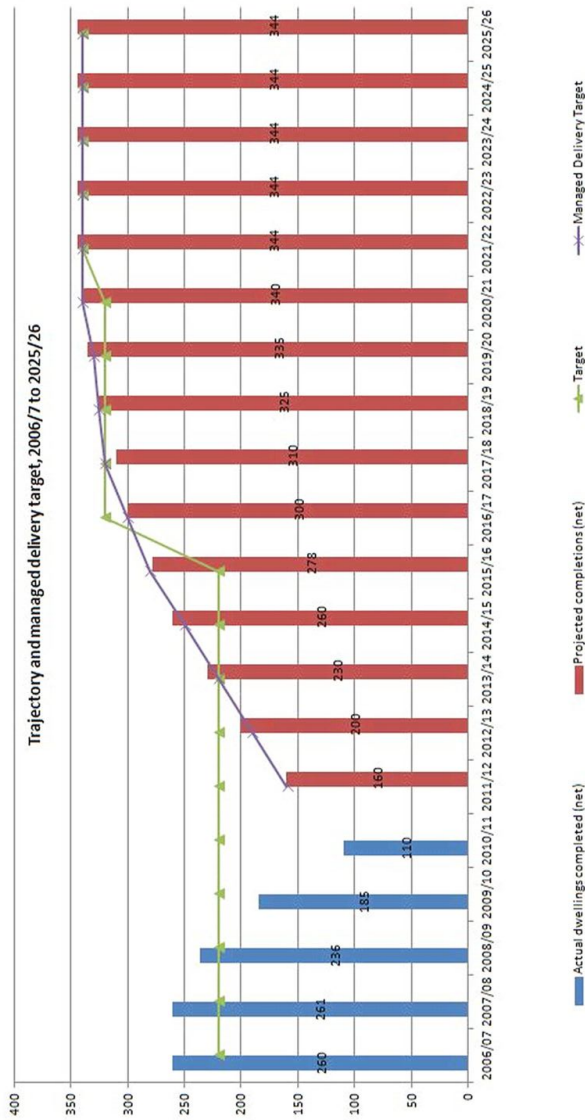
Appendix F Development Requirements Summary

Sub-area	Housing			Employment 2006 – 2026 Requirement	Retail
	2006 – 2026 Requirement	Annualised development Rate	Amount to be Allocated on New Sites		
Leek	1650	82.5	800	375	3,000m ² convenience, 12,000 m ² comparison (of which 50% is for bulky goods)
Biddulph	1100	55	720	325	AAP Proposals
Cheadle	1210	60.5	1039	425	2,500m ² convenience, 3,000 m ² comparison (of which 50% is for bulky goods)
Rural	1540	77	841	400	7.2 hectares
DISTRICT TOTAL	5500	275	3400	1525	

Appendix G Housing Trajectory

The Housing Trajectory tracks the provision of housing supply over the lifespan of the LDF (2006-2026). The purpose of the Housing Trajectory is to highlight the robustness and soundness of the overall housing strategy in the Core Strategy and how it is likely to perform in relation to the housing requirements. It includes a projected contribution from current commitments and an anticipated contribution from future allocations and small sites.

The table sets out the detailed figures for each year of the plan period and the relevant phases. The graph illustrates how many dwellings above or below the target rate the housing supply is at any point in time. It also shows how the Council will need to manage development over the course of the plan period in order to achieve the target for each phase.



YEAR	PHASE 1 (2006 – 2011)					PHASE 2 (2011 – 2016)					PHASE 3 (2016 – 2021)					PHASE 4 (2021 – 2026)					TOTAL
	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025	2025/2026	
1. Actual completions	260	261	236	185	110															1052	
2. Projected completions on committed sites						160	200	200	200	88										1048	
3. Projected completions on allocated sites								25	51	192	293	310	320	325	330	330	330	330	330	3166	
4. Projected completions on small sites							30	35	35	40	40	40	40	40	40	40	40	40	40	500	
5. Slippage Allowance									-8	-20	-23	-25	-25	-25	-26	-26	-26	-26	-26	-256	
6. Total projected completions						160	200	230	260	278	300	310	325	335	340	344	344	344	344	5510	
7. Phased cumulative completions	260	521	757	942	1052	160	360	590	850	1128	300	610	935	1270	1610	680	1020	1360	1720	5510	
8. Annual average completions	210	210	210	210	210	226	226	226	226	226	322	322	322	322	344	344	344	344	344	275	
9. LDF annual average target	220	220	220	220	220	220	220	220	220	320	320	320	320	320	340	340	340	340	340	275	
10. Cumulative LDF target	220	440	660	880	1100	220	440	660	880	1100	320	640	960	1280	1600	680	1020	1360	1700	5500	
11. Cumulative excess/shortfall	+40	+81	+97	+62	-48	-60	-80	-70	-30	+28	-20	-30	-25	-10	+10	0	0	0	0	+10	
12. Managed annual completions target						160	190	220	250	280	300	320	325	330	340	340	340	340	340	340	

Explanatory Notes for Rows:

1. All recorded net completions from 1st April to 31st March
2. Anticipated net completions from sites under construction or with planning permission as at 31st March 2011
3. Anticipated net completions from future allocations (based on estimated capacity of broad locations in towns as identified in policies SS5a, SS5b and SS5c and anticipated completions from likely allocations in rural areas)
4. Anticipated net completions from small sites
5. Allowance for sites not delivering full potential
6. Rows 1 + 2 + 3 + 4 + 5
7. Total anticipated completions (row 6) added cumulatively over the phase
8. Total anticipated completions for the phase divided by 5 (number of years in the phase)
9. Annual target for the phase as set out in policy SS2
10. Annual target for net completions (row 9) added cumulatively over the phase
11. Difference between the cumulative anticipated completions (row 7) and the cumulative target completions (row 10) for the phase
12. Net completions required in order to meet the total requirement for the phase taking into account past and projected completions

Appendix H List of Saved policies in Adopted Local Plan to be Replaced

The table below identifies directly relevant policies which would be replaced by policies in the Core Strategy.

Local Plan Saved Policy Number	Policy Name	Core Strategy Replacement Policy Number
N2	The Green Belt	R1/SS6c/E3
N3	Limited Village Infilling Only	SS6B
N7	Green Belt (Design)	DC1/DC3/R1/SS6c/SS6a
N8	The Special Landscape Area	DC1/DC3/R1/SS7/SS6c/SS6a
N9	The Special Landscape Area	DC1/DC3/R1/SS6c/SS7
N11	The Peak National Park	SS6C/SD1/DC3
N13	Designated Nature Conservation Sites	NE1/R1
N14	Designated Nature Conservation Sites	NE1/R1
N15	Designated Nature Conservation Sites	NE1/R1
N17	Unimproved Grasslands	NE1/R1
N18	Lowland Heaths	NE1/R1
N22	Hedgerows	NE1/R1
N23	Boundary Walls	DC1/DC2/DC3
N25	Common Land	C1/C2
N26	Common Land	C2
B13	Design	DC1/DC2/DC3
B14	Shop Front Design	DC1/DC2/TCR1/C1
B15	Shop Front Design	TCR1
B18	Advertisements	DC1/DC2
B21	Conversion Of Rural Buildings	R1/R2/DC2
B22	Stables And Ancillary Buildings	DC3
H3	Housing - Allocations	SS2/SS3/SS4/SS5/ SS5a,b,c/SS6a/SS6c

Local Plan Saved Policy Number	Policy Name	Core Strategy Replacement Policy Number
H4	Town and Village Development Boundaries	H1/R2/SS4/SS5a,b,c/SS6/SS6a/SS6b/ SS6c/DC1
H6	Infilling in the Countryside	H1/R2/ SS6b
H7	Residential Development in Open Countryside	R2/SS6b
H8	New Agricultural Dwelling on Existing Farm	R2/SS6c
H9	Dwelling for New Agricultural Activity	R2/SS6c
H10	Permanent Dwelling for New Agricultural Activity	R2/SS6c
H11	Replacement and Renovation of Existing Dwellings	R2/DC2
H12	Replacement and Renovation of Existing Dwellings	R2/DC1/DC2
H13	Extensions to Existing Dwellings	DC1/R2
H14	Housing For Local Needs	SS1/SS2/SS5/SS5a,b,c/SS6/SS6a,b,c/H1/H2/R1
H15	Affordable Housing –Exceptions Sites	R2/H2/H1//SS2/SS5/SS5a,b,c/SS6/SS6a,b,c
H16	Affordable Housing – Towns and Larger Villages	SS1/SS2/SS5/SS5a,b,c/SS6/SS6a,b,c/H1/H2
H17	Residential Nursing and Care Homes in the Countryside	DC1
H19	Other Development in Residential Areas	E1/E2/TCR2/C1
E1	New Employment Sites	SS2/SS3/SS5/SS5a,b,c/SS6/SS6a/SS6/ SS8/E1
E2	Premium Employment Site	SS8
E3	Agriculture	R1/SS6c/NE1/DC3/SD1/E3

Local Plan Saved Policy Number	Policy Name	Core Strategy Replacement Policy Number
E4	Agriculture	DC3/DC1/SS6C/R1
E7	Development Policies	E2/R2/E1/R1
E9	Development Policies	E1/DC1
E10	Development Policies	DC1/T1/SD1/SS7/SS8/E1
T6	Railways	T2
T7	Railways	T2
T13	Roads	T2/SS7
T14	Roads	T1/E1/DC3/R1
S7	Non-Retail Uses in Town Centres	TCR1
R1	Open Space in Settlements	C2/SS5a,b,c
R2	Open Space in Settlements	C2/SS5a,b,c
R5	Visual Open Space	DC3/C2/SS5a,b,c
R12	The Caldon Canal	SS7/R1/E3
R15	Churnet Valley Railway	SS7/E3/R1
R17	Tourism (Accommodation)	R1 E3/SS7/SS6c
R18	Self-Catering Accommodation	R1/R2/E3
R19	Holiday Caravanning and Camping	R1/E3
R20	Holiday Caravanning and Camping	R1/E3
R21	Alton Towers Leisure Park	DC2/SS7
R22	Alton Towers Leisure Park	DC1/2/3 SS7
R23	Alton Towers Leisure Park	DC1/2/3 SS7
R24	Alton Towers Access Road	T2/SS7
F1	Education	C1
A1	Developer Contributions	T1/SD1/C1/C2/H2

Table H.1

Appendix I Glossary

Affordable Housing – defined in Planning Policy Statement 3: Housing as including ‘social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.’ The ‘Delivering Housing for Local Needs’ SPD will define this more precisely.

Amenity - the pleasant or normally satisfactory aspects of a location which contribute to its overall character and enjoyment. It includes all forms of amenity (e.g. visual, noise or smell).

Annual Monitoring Report (AMR) – annual report monitoring the implementation of the Local Development Scheme and the extent to which policies in the Local Development Plan Documents are being achieved.

Appropriate Assessment - an assessment of plans that could affect protects the most seriously threatened habitats and species across Europe (Special Protection Areas or Special Areas of Conservation) as required by Article 6(3) of the European Habitats Directive.

Area Action Plan (AAP) – these are a new tool under the 2004 LDF legislation designed to facilitate the regeneration of a small defined area. An AAP includes planning policies against which all proposals within it will be assessed, and a vision or strategy with which to coordinate the work of other partner organizations.

Biodiversity Action Plan (BAP) – a document that details action to be undertaken to conserve any number of species or habitats in a given area. In response to European legislation there is a UK-wide BAP. Consequently Staffordshire County Council has produced a Biodiversity Action Plan for Staffordshire, sometimes called the ‘Local’ BAP.

Biodiversity Enhancement Areas or Areas for Concentrated Biodiversity Enhancement (BEAs) – these are wider geographic areas containing important nature conservation areas (not necessarily designated). The rationale behind BEAs is to protect wider areas over and above the boundaries of individual sites, as a strategic, holistic approach to biodiversity protection. There are 14 identified BEAs within the West Midlands identified by the RSS, including one covering the majority of the Staffordshire Moorlands. Policy approaches typically involve extending existing habitats into one another; and the ‘buffering’ of the exteriors of vulnerable sites from development.

Brownfield – see ‘Previously Developed Land’.

Bulky Goods Retail - Large stores specialising in the sale of household goods (such as carpets, furniture and electrical goods), DIY items and other ranges of goods, catering mainly for car-borne customers

Code for Sustainable Homes - an environmental assessment method for rating and certifying the performance of new homes. It is a national standard for use in the design and construction of new homes with a view to encouraging continuous improvement in sustainable home building.

Commuted Sum– a financial obligation upon a developer to address some shortfall that the development would create, where the scheme would otherwise still be acceptable. For example this might arise where some physical element should be accommodated on-site, but for some reason cannot, eg highway improvements, affordable housing provision, playspace; or in other circumstances eg contributions to the local educational authority for additional schooling capacity.

Community Facilities – facilities which are open to and provided for the health, welfare, social, educational, leisure and cultural needs of the community. Includes village/community halls, local convenience stores, post offices, schools, colleges, nurseries, places of worship, health services, libraries, public houses, theatres, arts centres.

Conservation Area – area of special architectural or historic interest, the character and appearance of which should be protected. Local Planning Authorities have a duty to designate such areas where appropriate.

Corporate Plan – sets out how the authority intends to improve services. It does this by outlining a vision, and cascading aims and objectives; followed by proposed ‘actions’ to achieve targets (with an elaboration as to how this will be measured).

Cultural Facilities – Any building or structure used for programs or activities involving the arts. Includes theatres, museums, art galleries as well as tourism related facilities such as heritage and interpretive centres.

Derelict Land – land so damaged by industrial or other development that it is incapable of beneficial use without treatment. This includes disused spoil heaps, worked out mineral excavations, abandoned industrial installations and land damaged by mining subsidence. It excludes land derelict from natural causes, land still in use and land with a planning permission containing conditions requiring after-treatment.

Developer Contributions – contributions required as a condition of issuing planning consent, where the scheme would otherwise not be acceptable on planning grounds. These are usually required to fund compensatory works off-site, where necessary improvements can not be made on-site.

Development Plan Documents (DPD) – statutory planning documents comprising of the Core Strategy, Generic Development Control Policies, Site Specific Allocations and Area Action Plans.

Dwelling – a house, flat, bungalow or other permanent structure used (legitimately) as a residence.

Dwelling or Housing Density (dph) – net density is an expression of the intensity of use, and relates to the number of dwellings per hectare on a site (including roads, pavements, incidental open space and other such features usual in a housing development, but excluding strategic landscaping or highways outside the site).

Employment Land – In the context of the Structure Plan and the Local Plan employment land is land that is identified for business, general industrial, and storage and distribution development as defined by Classes B1, B2 and B8 of the Town and Country Planning (Use Classes) Order.

Extra Care/Flexi Care - accommodation (owned, leasehold or tenanted) with care and support available ‘round the clock’ and some provision of communal facilities. The majority of people who live within such a housing scheme will be over the age of 55, but it may also include some younger people with learning disabilities. It relates to the complete package of accommodation, care and support from a range of providers, including the NHS.

European Sites – an umbrella term for two Europe-level nature conservation designations for threatened species applying to areas in the UK : *Special Areas of Conservation* and *Special Protection Areas*. These stem from European legislation (the 1992 “Habitats Directive”). It is possible that some national- or local-level designations, such as SSSIs can at the same time be designated SPAs or SACs.

Evening Economy – activity in town centres after normal opening hours, centred on leisure, culture and tourism and generally supported by PPS6.

Flood Risk Assessment - see *Strategic Flood Risk Assessment*

Greenfield– a previously undeveloped area of land. Such land is normally, but not exclusively, outside the built up area of an existing settlement in agricultural use. This category can also include land which was once in use ('brownfield' or 'previously developed') but through the process of time has 'reverted' to a natural state (eg former-quarry areas) and land within built-up areas which have never been previously developed.

Green Belt – an area of principally open countryside surrounding existing built-up areas, the purpose of which is to check the unrestricted sprawl of the built-up area and to safeguard the surrounding countryside against further encroachment.

Green Infrastructure - The network of green spaces and natural elements that intersperse and connect the towns and villages. It is the open spaces, waterways, gardens, woodlands, green corridors, wildlife habitats, street trees, natural heritage and open countryside.'

Gross/Net Floorspace (Retail)– Gross floorspace is the total floor area of a building including storage and offices, whilst net floorspace is the area actually used for retail sales.

Household– 'one person living alone, or a group of people (not necessarily related) living at the same address with common housekeeping – that is, sharing either a living room or sitting room or at least one meal a day' – as defined in the Census.

Household Size – the average number of people in an area to be found in private households within an area derived by dividing the total population by the total dwelling stock within the area,

Housing Land – in the context of the Structure Plan and Local Plan housing land is land that is identified for dwellings and includes both market and affordable housing irrespective of tenure and ownership.

Housing Trajectory – a projection of future housing provision and requirements. The Housing Trajectory tracks the provision of housing supply over the lifespan of the LDF (2006-2026). The purpose of the Housing Trajectory is to highlight the robustness and soundness of the overall housing strategy in the Core Strategy and how it is likely to perform in relation to the housing requirements.

ICT & E-technology – the use of information and communications technology to provide access to services and businesses, particularly from remote locations.

Infrastructure – generally refers to highway capacity, presence of utilities, etc at accommodating further growth in a given location. In its widest sense it can also refer to services or facilities in a settlement for the same reason.

Interests of Acknowledged Importance – a generic term encompassing any sites or designations which under national planning policy, or national/international legal obligations, would normally be protected from development eg nature conservation sites, TPOs, listed buildings/conservation areas etc.

Landscape Character Assessment - assesses the whole of the Staffordshire landscape and sub-divides the landscape into areas of similar character, called **Landscape Character Types**. Subdivisions are also employed dividing up individual character types into those of varying degrees of risk/sensitivity to change.

Landscape-scale Conservation Management - measures, such as buffering and expanding habitats, which can help make biodiversity more robust in the face of climate change by reducing habitat fragmentation and inappropriate adjacent land management.

Leisure - comprises of formal and informal sport and recreational activities, both outdoor and indoor. It also includes passive as well as active pursuits including entertainment venues such as cinemas and town centre uses such as restaurants and nightclubs.

Lifetime Homes standard - A Lifetime Home is one which incorporates 16 design features that together create more accessible and adaptable housing developments intended to increase longevity of usage to, for example the elderly or disabled. To be awarded the standard the development must conform with all of Part M of the Building Regulations and the Housing Corporation Scheme Development Standards.

Listed Building – a building included in a list compiled by the Secretary of State for Culture, Media and Sport as being of special architectural or historic interest as defined in Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Buildings are classified in grades to show their relative importance (Grade I, II* and II). The effect of listing on a building, in planning terms, is to safeguard it from demolition or insensitive alteration.

Live-work Units - units of living accommodation which are specifically designed to accommodate work facilities for those residing therein. They may arise from conversion or from new-build, and can occur in both urban and rural areas. As residential use is justified by an element of employment use; planning conditions are normally attached that specify maximum/minimum percentages of residential/employment floorspace.

Local Development Document (LDD) – the collective term for Development Plan Documents, Supplementary Planning Documents and Statement of Community Involvement.

Local Development Framework (LDF) – a portfolio of Local Development Documents. It consists of Development Plan Documents, Supplementary Planning Documents, a Statement of Community Involvement, the Local Development Scheme and Annual Monitoring Reports. Together these documents will provide the framework for delivering the spatial planning strategy for a local authority area.

Local Development Scheme (LDS) – a public statement of the Council's programme for the production of Local Development Documents.

Local Needs Housing – housing whose occupation is restricted by a condition or legal obligation to persons (and their dependents) currently resident or working in the local area. The 'Delivering Housing for Local Needs' SPD will define this more precisely.

Local Transport Plan – these are drawn up by [County] transport authorities under the Transport 2000 Act. These are similar to Local Plans in that they are adopted statements of intent, with aims, objectives and targets but in relation to transport improvements. They set out priority projects for any funds allocated by central Government. For this reason they should be considered in conjunction with not only planning decisions but also preparation of LDDs.

Low/Zero-Carbon Development – development which incorporates energy efficiency features eg sustainable building materials, greater insulation, on-site energy generation; such that over the lifetime of the development, traditional energy usage requirements are reduced/removed.

Mixed Use Development – developments comprising more than one type of use eg housing plus commercial, housing plus retail. 'Live-work' units are an example.

MUAs (Major Urban Areas) – these are the larger-scale settlements in the West Midlands (including Birmingham and Stoke-on-Trent/Newcastle-under-Lyme), which have in particular been earmarked for further growth in the **RSS**. There are none in the Staffordshire Moorlands.

Net Dwellings– total number of dwelling completions minus losses through conversion or changes of use.

North Staffordshire Conurbation – Stoke on Trent and Newcastle-under-Lyme (see also ‘MUAs’).

Open Space, Sports and Recreation Facilities - Open Space includes parks and gardens, natural and semi-natural open space (e.g. woodlands, nature reserves), amenity green space (e.g. green spaces in and around housing), allotments, cemeteries and churchyards, civic spaces and provision for children and young people (e.g. play areas, skate parks, informal kickabout areas). Sports and recreation facilities include outdoor sports facilities (e.g. playing pitches, bowling greens, tennis courts) and indoor facilities (e.g. swimming pools, sports halls).

Phasing – Used to describe the action of controlling growth eg housing development, so as not to prematurely allow too much growth early on in the Plan process.

Physical Infrastructure– electricity supply, gas supply, water supply and sewerage required to serve development.

PPG/PPS – ‘Planning Policy Guidance’ or ‘Statement’. These are short documents issued by Central Government to Planning Authorities on an irregular basis, providing guidance on a wide variety of Planning matters.

PPG17 Audit – An assessment of open space, sport and recreation facilities across the District undertaken in accordance with PPG17 requirements.

Previously Developed Land (PDL)– as defined in PPS3 this comprises of land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. The definition excludes land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed; land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings). There is no presumption that land that is previously-developed is necessarily suitable for housing development nor that the whole of the curtilage should be developed.

Regeneration Sites - The rejuvenation of a run-down or underused area, bringing important wider social and economic benefits.

Regional Spatial Strategy (RSS)– sets out the region’s policies in relation to the development and use of land, and currently forms part of the Development Plan for local authorities. The RSS for the West Midlands ~~is~~ was produced by the West Midlands Regional Assembly. The Localism Bill which was published on 13 December 2010 provides for the abolition of regional planning and revocation of regional strategies.

Rural Diversification - in its simplest terms rural diversification means the establishment of new enterprises in rural locations. This can mean existing businesses entering into new areas of activity or the creation of entirely new enterprises. These enterprises may be an extension of the existing farm business but equally the new activity can be unrelated to agriculture but should be relevant to the rural area and support the rural economy.

Saved Policies or Plans – existing adopted development plans saved for 3 years from the date of commencement of the Planning and Compulsory Purchase Act in September 2004. Following this 3 years any Policies which an authority intends to continue using must be submitted to, and approved for this purpose, by planning inspector representing the Secretary of State.

Sequential Test – a test conducted by a developer to demonstrate that they have previously assessed all available and viable sites in more central locations, where a less central location is proposed. This approach is particularly pertinent regarding housing and retail developments as per advice in PPS3 and PPS6.

Site Allocations DPD – a DPD which will contain all future allocations of land for housing, employment, retail etc. The lifetime of the SADPD is shorter than the Core Strategy therefore it should be prepared more regularly.

Sites of Special Scientific Interest (SSSI) – sites of national importance designated by English Nature and given statutory protection as areas of special interest by reason of flora, fauna, geological or physiological features. There are 22 SSSI sites within the District.

Social Infrastructure – education, healthcare, community/social facilities, leisure facilities and emergency services required to serve development.

SportsVillage – a nucleus of sports, recreation and leisure facilities to serve a local community.

Statement of Community Involvement (SCI) – sets out the standards which authorities will achieve with regard to involving local communities in the preparation of Local Development Documents and development control decisions. It is not a Development Plan Document but is subject to independent examination.

Strategic Environmental Assessment (SEA) / Sustainability Assessment (SA) – SEA is a generic term used to describe formal environmental assessment of policies, plans and programmes, as required by the European ‘SEA Directive’ (2001/42/EC). SA is a government requirement for all DPDs to predict the environmental and socio-economic effects of policies and proposals of a plan and are used to inform decisions on plan preparation.

Strategic Flood Risk Assessment (SFRA)– a higher level assessment than traditional FRA. It has two levels:

- Level1 - This is a strategic flood risk study (undertaken by a Local Planning Authority), to provide baseline information to support the LDF process, on flood risk across their District. This study is sufficiently detailed to allow application of the Sequential Test for plans and allocations, and to identify whether the application of the Exception Test is likely to be necessary.
- Level2 - This is a follow-on strategic flood risk study to facilitate the application of the Exception Test. This will be required if inappropriate development is required within a Flood Zone. This will allow the sequential approach to site allocation to be adopted within a flood zone.

Strategic Housing Land Availability Assessment (or SHLAA) – a periodic study of potential future housing sites (both market and affordable) across the District, required under PPS3 to be prepared by the District to demonstrate that it can provide adequate future housing supply to meet assessed requirements. It is continually updated on a ‘rolling’ basis.

Strategic Housing Market Assessment (or SHMA) - provides a detailed sub-regional market analysis of housing demand and housing need, identifying the key drivers in the housing market area. In addition it provides a robust evidence base for current and future requirements in terms of market and affordable housing to inform local policies and strategies.

Structure Plan– a strategic planning document produced by the County Council to guide development across the County.

Supplementary Planning Document (SPD) – provides supplementary information in respect of the policies in the Development Plan Documents. Therefore any SPD must ‘link’ to at least one Policy in a DPD. SPDs are different to DPDs inasmuch as whilst their content must be the subject of public consultation, they do not require approval by the Secretary of State.

Sustainability Appraisal (SA)– Tool for appraising policies to ensure that they reflect sustainable development objectives (i.e. social, environmental and economic factors), and are required to be undertaken for all Local Development Documents.

Sustainable Community Strategy– A document which contains a number of crosscutting ‘ambitions’ for the District, stemming from community consultation. The Strategy’s ambitions must be adhered to by all departments in the Authority when producing their plans, etc.

Sustainable Construction - The Strategy for Sustainable Construction represents a commitment from the industry to work towards reducing its carbon footprint and its consumption of natural resources, while creating a safer and stronger industry by training and retaining a skilled and committed workforce. It lays out specific actions by industry and by Government which will contribute to the achievement of overarching targets within each of the main areas covered by the sustainability agenda.

Sustainable Development, Sustainability– generally defined as “*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*”. It means recognising that our economy, the environment and social well-being are interdependent. It requires that we have strong local economies to create the wealth we need to provide for our social infrastructure but in ways that protect and improve the environment. In planning terms this means considering the effects of development in terms of any resource depletions, vehicular/pollution emissions etc, as to whether this can be sustained. Since development location is a factor in car/vehicle use (and vehicle emissions contribute to climate change) sometimes remote locations can be considered ‘unsustainable’, especially when there are no public transport options available.

Sustainable Tourism – tourism development which attempts to make a low impact on the environment and local culture, while helping to support local communities, generate income and employment, and conserve local ecosystems. It is responsible tourism that is both ecologically and locally sensitive.

Travel Plans or Green Travel Plans – A travel plan is a package of practical measures to reduce the cost and environmental impact of travel (particularly climate change) to a premises by offering realistic and cost effective alternatives to cars – for example car sharing, walking, cycling and use of public transport . They are implemented by business premises eg offices or factories, usually (but not necessarily) as a requirement of the planning process - for example where such a development might otherwise be refused.

Urban Area – the continuously built up area of a town or village. The Site Allocations DPD will define the urban area by a development boundary.

Use Class Order (UCO)– Classification of land use as defined by the Town and Country Planning (Use Classes) Order 1987 and amended by the Town and Country Planning (Use Classes) (Amendment) (England) Order 2005.

Windfall – a development which counts against an RSS/LDF requirement such as housing/employment/retail, which is ‘unexpected’ because it arises from a planning application on a non-allocated site.

Key Diagram and Inset Maps

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