



East Staffordshire Borough Council

Local Development Framework

Guidance on the Development Principles
to inform the Master Planning of Potential
Core Strategy Allocations

November 2010

Amended February 2011

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1.0 Introduction

- 1.1 The Borough Council has agreed to defer consultation on the next stage in the preparation of its Core Strategy pending clearer guidance on the process for the Local Development Framework from government. In particular, the anticipated Localism Bill and detailing off the Big Society agenda is likely to impact on how plans go forward.
- 1.2 Notwithstanding this decision the Council also emphasised that in moving forward to the eventual resumption of the Core Strategy it wished to explore with partners how it could thoroughly examine the potential of major sites which ultimately may need to be considered in meeting the overall development need of the Borough over the next thirty years.
- 1.3 With the demise of regional housing figures, the Council believes it is even more appropriate than before that it has in place both a clear exposition of the vision of how the Borough can positively change over the next three decades and also where possible take a much longer term perspective across the Borough. Its agenda is no longer necessarily driven by housing numbers but, as we consider key sites, how we can deliver the quality of development this Borough expects.
- 1.4 To inform this next stage the Council has set out in this document details of its vision, and in particular the development principles it will seek to apply to the potential inclusion of sites in its preferred option which it anticipates consultation on next summer.

2.0 Work so far

- 2.1 The Council has undertaken extensive consultation already, at the Core Strategy's "Issues and Options" stage, to gauge the views of the community on how the Borough should evolve over the next 15-20 years. From this consultation, some strong principles have emerged. These will underpin all the options that will be included in the emerging Core Strategy, and it is clear that any future greenfield development must conform to these principles.

3.0 The Vision

- 3.1 The Council is leading a place-shaping agenda that will deliver a radical enhancement of the quality and extent of the commercial, business and housing offer that is currently available in Burton upon Trent and its suburbs.
- 3.2 The intention is to build on the positive attributes of a town that has previously flourished on a thriving brewing heritage, has reinvented itself in recent years as an excellent location for business relocation and new business set up, but needs to look to the future and take advantage of its enviable transportation links and geographical attractions to secure a sustainable future for its current and future residents. The Council considers that sensitive management of housing growth, associated infrastructure and amenity improvements and commercial growth at an incremental rate will secure a transformation that will make the town an even more attractive place to live and to work.
- 3.3 The Borough however is more varied than its principal town. Uttoxeter and the rural areas are a part of this vision too. The benefits of growth need to be shared across the Borough as there will also be specific changes that the Core Strategy has to address in the rural areas and Uttoxeter too.
- 3.4 The Borough has valued natural assets that distinguish us from other areas and which need to be protected and enhanced but equally provide opportunities through green infrastructure to improve the attractiveness to residents, employees, tourists, visitors, and investors. The promotion of economic, social and mental wellbeing can be supported by the use and enjoyment of green infrastructure. The National Forest, the Trent Valley and Trent and Mersey Canal are all part of this.
- 3.5 New development and Green Infrastructure must be fully integrated if the Borough is to realise the quality of development it expects in the future. Our Town Centres too as part of their renaissance will need to embrace this especially where Burton upon Trent is to confirm its status as the Capital of the National Forest and to capitalise on what is a major asset of the town, the Trent Valley. Plans should be ambitious and look to create green infrastructure beyond the current horizon.



Vision

East Staffordshire is a place where people can achieve their aspirations and enjoy living in an attractive environment.

We want to provide choice and opportunity for all members of the community and celebrate the diversity the borough has to offer.

The Borough will seek to protect its heritage and safeguard assets.

A coherent green infrastructure will provide enhanced amenities.

Burton upon Trent will be recognised as the “Capital” of the National Forest, with a high quality, diverse green infrastructure incorporating key assets.

Economic growth will provide a range of opportunities to meet the needs of the community.

Step change themes

Better choice of housing for all
Addressing imbalance in housing mix
More diverse, dynamic and high value economy
Transformation of town centres
Cohesive communities
High quality green infrastructure
Sustainable transport and highway infrastructure

Cross cutting themes

Sustainable Development
Balancing growth with renewal of existing areas
Infrastructure
Implementation and Delivery
Wellbeing
Climate Change

4.0 Location Specific Visions

- 4.1 This overall vision is for the Borough but is not uniform and more detail is required for its individual parts.

Burton upon Trent

- 4.2 Burton upon Trent will be recognised nationally as the “Capital” of the National Forest, with a high quality and diverse green infrastructure network. Burton upon Trent will be a positive and highly ambitious town, which has developed its sub regional status as an economic, retail, and cultural centre. Anticipated job growth over the next twenty years will have realised the potential to disperse prosperity to all the community, but this economic growth must be balanced by sufficient housing provision to ensure that development is sustainable meets the needs of the whole community and reduces overall levels of commuting.
- 4.3 The challenge for the Borough Council and its partners will be delivered by sustainable growth that has met the economic, social, cultural and shopping needs of all. The creation of a sustainable integrated transport network, the delivery of significant infrastructure, and the establishment of further education and training establishments will have delivered sustainable growth. Burton upon Trent’s future should be comprised of cohesive communities made up of people who are proud to live, work and stay in the Borough.
- 4.4 The status of Burton upon Trent within the sub region will have been established. Together with the adjoining South Derbyshire area common land use and spatial needs of areas only separated by administrative boundaries will have been met and a shared vision that has realised the economic potential will be delivered.
- 4.5 The town and the wider area will have become a key strategic area and will influence growth across the Borough. Accelerated growth in Burton upon Trent will drive forward the East Staffordshire economy and further strengthen the Borough’s links with a growing part of the East and West Midlands.
- 4.6 Burton upon Trent Town Centre will be established as a high quality town centre experience with major investment in the public realm, making best use of its riverside setting and industrial heritage in brewing beer and its location at the centre of the National Forest. A series of linked public spaces will have provided vitality, quality and connection with the River Trent and its washlands. The town centre will be in rich in retail and leisure facilities providing activity during the day and at night. It will be a thriving centre for education and employment with an increasing town centre population providing a safe and enjoyable environment that is attractive to all age groups.

Uttoxeter

- 4.7 Uttoxeter will have maintained its role as 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 commuting. Significant growth and change will have taken place within the town centre through implementation of proposals in the Master Plan Vision:

“A multi-functional, attractive Town Centre that incorporates a wide-ranging mix of activities set within a high quality network of pleasant streets and spaces, which create a strong identity and a place where people want to live, work and visit. A Town Centre that builds upon its strategic location, its unique historic environment and its shops and markets, to attract and retain new investment for the benefit of local business and residential communities “

- 4.8 Uttoxeter will have benefited from environmental improvements and improved community and health facilities with more sustainable, thriving and balanced local communities with an expanded local economy. Key to promoting the town as a balanced and sustainable community is to readdress the imbalance of recent housing development without expanded local employment opportunities. that will include the economic benefits of tourism and leisure initiatives such as the future of Uttoxeter Racecourse and other leisure facilities which it is envisaged will come forward during the plan period. Including the potential of former gravel workings at Leasowes Farm.
- 4.9 The town will offer a multi-functional, attractive town centre that incorporates a wide-ranging mix of activities set within a high quality network of pleasant streets and spaces, which create a strong identity and a place where people want to live, work and visit. The town centre will have built upon its strategic location, its unique historic environment and its shops and markets, to attract and retain new investment for the benefit of local business and residential communities.

The Rural Areas

- 4.10 Rural Areas that 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 appropriate housing opportunities to meet local needs and improved access to community services.
- 4.11 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 and any further potential of the former military camps in the countryside will have been brought into new uses, by improving the environment or diversifying the rural economy where appropriate or restored to open landscaped countryside.
- 4.12 In the countryside, the richness of the Borough’s landscape and its biodiversity will continue to be valued 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.

Inner Burton

- 4.13 As part of growth it is crucial that the Council plans for sustainable communities that cater for different needs, in particular those parts of the community that are either less well catered for at the moment or who will represent a larger proportion of the total population in the future.
- 4.14 The Inner Wards of Burton upon Trent will be an attractive and desirable area that builds upon the strengths and the advantages of their location, where people choose to live and remain. The area will have seen direct benefits from the growth and changes elsewhere in the Borough. In particular the housing stock will have been improved through private sector confidence and investment. Redevelopment of housing and future development sites in the area will be appropriate; Environmental and infrastructure improvements will be delivered by both public and private funds

5.0 Objectives

- 5.1 East Staffordshire's sustainable vision has the key objective of ensuring a step change in the Borough's economic prosperity. The development of appropriate infrastructure is crucial in ensuring that this vision is realised. The Council and its partners do not wish to simply see the Borough develop as an area of large residential developments.
- 5.2 The aspirations of change within East Staffordshire will see an expansion of the existing urban area, predominantly in Burton upon Trent. The limited availability of brownfield sites, coupled with the need to match housing needs with employment growth, requires the release of Greenfield sites for housing and employment.
- 5.3 A number of objectives are emerging to ensure the delivery of the vision in these areas:
- Strong vibrant settlements with excellent transport connections will have developed through growing and regenerating the towns' urban cores and strengthening the centres that serve the rural parts. These settlements, set within an enhanced green framework of a sustainable countryside, will work together to provide accessible jobs, services and facilities to meet the needs of the growing population.
 - The scale of additional housing in East Staffordshire will have broadened the choice of housing and regenerated parts of the Borough to achieve high standards of urban living and provide new infrastructure and community facilities.
 - Economic development, alongside the proposed housing growth will have ensured that East Staffordshire and its urban centres remain competitive and have minimised the effects of outward commuting on the Borough's road and rail infrastructure. As well as investment in infrastructure and delivery of key development sites, there will be support for the workforce and business creation/expansion and inward investment across the Borough.
 - The environmental values of the Borough and in particular the open countryside will have been preserved, enhanced and integrated into the Strategy. Burton upon Trent will be the Capital of the National Forest which itself will be extensively implemented. The Central Rivers Initiative will be recognised as a regional recreational asset.
 - The level of matching public and private sector investment necessary to deliver employment and housing developments and address infrastructure constraints will have been secured and implemented.

6.0 Strategic Location of Development

6.1 To deliver the spatial strategy for the Borough, the following principles will be applied to the location and scale of development:

- Most new development, including most housing, employment, retail and mixed use development, will take place within the urban areas, with the largest amount of development located in Burton upon Trent, with smaller, but significant, amounts in Uttoxeter.
- New retail, leisure, office, cultural and tourist facilities development will be located within Burton upon Trent and Uttoxeter, utilising existing services and high levels of accessibility, unless it is deemed appropriate in the countryside.
- In rural areas, the scale of development will reflect the settlement's size and function, to meet the identified needs of the settlement and its immediate area as identified in the settlement hierarchy. Tutbury, Barton under Needwood, Rolleston and Rocester are strategic villages.

7.0 Principles for Development

7.1 The Council has undertaken extensive consultation already, at the Core Strategy's "Issues and Options" stage, to gauge the views of the community on how the Borough should evolve over the next 20-30 years. From this consultation, some strong principles have emerged. These will underpin all the Options that will be included in the emerging Core Strategy, and it is clear that any future greenfield development must conform to these principles. These principles are:

- 1. The creation of new sustainable communities, not merely housing estates, with easy access (by means other than the car) to places of work, shops, health, leisure, recreational and cultural facilities, and the provision of services and infrastructure.*
- 2. Green infrastructure-led – that is, a relatively high proportion of the total area is designed from the outset as structural open space running through the area. This open space needs to be designed to perform a number of roles: recreational space; protecting existing natural habitats and creating new ones to increase biodiversity; and providing for Sustainable Drainage Systems (SuDS).*
- 3. The design standard of all development is to be of the highest quality. This starts with the creation of a sense of place. Breaking up larger sites with structural open space allows the creation of smaller communities that people will more easily relate to. All buildings need to be designed to a high quality, in accordance with the Council's Design Guide.*
- 4. The creation of new communities provides opportunities to ensure that all new developments are sustainable. They should be built to the highest viable energy efficiency standards. Local area-based low or zero carbon energy generation would also be expected, as well as design which allowed resilience to changing climatic conditions.*

7.2 More specifically, to ensure sustainable development, the Council will expect that all proposals should:

- (a) be located and designed to minimise energy needs arising from the construction, maintenance and running of the building, through careful siting of buildings to minimise exposure, maximising opportunities for retention of existing buildings, and recycling building materials. Developments should use the appropriate materials, siting, form, orientation and layout of buildings to maximise the benefits of passive solar heating, cooling, lighting and natural ventilation*
- (b) be designed so as to incorporate the best environmental practice and sustainable construction techniques appropriate to the type and size of development, utilising those techniques that minimise the use of non –*

renewable resources and which maximise the use of recycled and locally sourced materials.

- (c) incorporate facilities to minimise the use of water and the creation of waste, and which maximise opportunities for recycling.*
- (d) limit any adverse effects on water quality, reduce water consumption and minimise the risk of flooding and promote the use of Sustainable Urban Drainage Schemes*
- (e) include the use of local and sustainable sources of materials, and where appropriate Site Waste Management Plans should be prepared to ensure that at least 25% of the total minerals used derive from recycled and reused content.*
- (f) meet the Code for Sustainable Homes standards as set out at either national or regional level, depending on which is higher. The Council will encourage exemplar developments in the Borough and will encourage and view favourably developments that meet higher levels of the Code for Sustainable Homes standards provided they do not conflict with other policies in the Core Strategy.*

8.0 High Quality Design

- 8.1 The Council will require high quality design for all development in East Staffordshire, in line with the Design Guide Supplementary Planning Document and the national place shaping agenda. Development proposals should respond positively to the context of the areas in which they are proposed and;
- Build on the urban, suburban and rural local character, respecting local patterns of development and the historic environment;
 - Provide safe communities;
 - Enhance the landscape and promote biodiversity;
 - Aid movement through accessibility, connectivity, permeability and legibility;
 - Enable a mix of uses;
 - Provide innovative architecture; and
 - Provide well designed and integrated public art.
 - Comply with the standards set out in National Forest guidance
- 8.2 Developers are expected to have regard to the consequences that may arise from development. Development proposals should, therefore, include provision for necessary on site and off site infrastructure, community facilities and/or mitigation measures where this is necessary to ensure comprehensive planning and to avoid placing an additional burden on the existing community and area.
- 8.3 New housing development should be of a type, size mix and layout that help to create or maintain a sustainable, mixed community. On strategic greenfield sites or very large brownfield sites, a range of housing types and sizes within a variety of different price and affordability brackets will be required, including, where appropriate, homes at the higher end of the market (*premium homes*) in well-integrated locations on the site.
- 8.4 Specialist housing and developments for groups such as 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 the need. In particular, they should be located where there is good public transport and be close to facilities such as shops, health centres, etc.
- 8.5 All housing developments should be at the most appropriate density compatible with the site and its location.
- 8.6 All new housing should meet the Lifetime Homes standard which means it can be easily adapted for someone with mobility difficulties. All new dwellings must

meet the sustainable design and construction requirements set out in the Council's Design Guide SPD.

9.0 Sustainable Urban Extensions

9.1 It is likely that to meet the current development requirements for the Borough the Core Strategy will need to identify a number of urban extensions to Burton upon Trent and Uttoxeter. The masterplans for these will make provision for:

- A broad balance and range of housing choice, including both market and affordable housing;
- Variations in housing density
- A wide range of local employment opportunities that offer a choice of jobs and training prospects;
- An appropriate level of retail, leisure, social, cultural, community and health facilities that meet local needs but do not compete with the town centre;
- Nursery, primary and, where necessary, secondary educational needs;
- Access to well designed separate but overlooked cycleways (both off and on road) and walking routes serving the local facilities;
- Housing located within a maximum walking distance of 300m of a frequent, viable and accessible bus service;
- A design-led approach to the provision of car-parking space with the overall aim of reducing dependency on the private car;
- Measures to deliver a target of 20% modal shift away from car use over the plan period;
- A network of green spaces linking the area to the wider green infrastructure framework that provides for large-scale landscape enhancement, the conservation of important environmental assets and natural resources, biodiversity and formal and informal recreation areas;
- Development that respects the environmental character of its rural surroundings and existing townscape character. Particular attention should be given to the creation of a well designed and defined edge to development and a sensitive transition to adjoining areas in the wider countryside. Proposals will need to include plans for the long term use and management of these areas;
- Local waste management facilities and neighbourhood waste management facilities for the separation, storage and collection of waste, to increase the efficiency of its subsequent re-use, recycling and treatment.

- Reducing predicted carbon emissions to 25% less than the Building Regulations Target Emission Rate through the generation of decentralised and renewable or low carbon energy.
- Meeting Code for Sustainable Homes Level 3 in all developments

9.2 The master planning approach should reflect and where appropriate incorporate design codes and standards, so as to secure high quality sustainable development. Design statements will need to demonstrate an understanding of the local natural and built environment as well as embracing sustainable development principles. The latter will help in addressing climate change, protecting biodiversity and open spaces, dealing with waste, and reducing consumption of non-renewable resources.

10.0 Outcomes

10.1 In summary the Borough Council will wish to consider the choice of strategic sites for inclusion in the Core Strategy as it goes forward on the basis of compliance with the following tests and outputs.

10.2 For each strategic site 'allocation' the following factors will be considered:

- Site specific vision statement (how this fits into the overall vision summarised above, and what specifically it should seek to achieve – a clear picture of the place and its key attributes)
- Development principles and objectives
- Site framework plan – illustrating the development objectives and key constraints and opportunities in map form
- Section 106 Obligations – list of any specific obligations sought

10.3 The resultant masterplans will

- set vision for an area undergoing change and a strategy for implementing the vision
- take initiative in terms of design, layout, houses, jobs and services
- show local people what an area might look like in the future
- show how development will be integrated with surroundings
- show how streets, squares and open spaces are to be connected
- define heights, massing and bulk of buildings
- set out suggested relationships between buildings and public spaces
- determine distribution of uses
- identify network of movement by various modes
- relate physical form to socio-economic and cultural context
- set out basis for provision of infrastructure
- set out an implementation and phasing strategy
- provide a basis for more detailed work (e.g. area briefs and coding)

11.0 The Process

- 11.1 As stated the Borough Council intend to produce by the summer of 2011 a series of masterplans that are able to meet the requirements of this Guidance.
- 11.2 The considered sites will have no endorsement until they have been progressed through the subsequent stages of the Core Strategy subject to any amendments to the LDF process in due course. They should not be seen as in any way prejudicing the proper process of identifying Options for development, which have been generated after full consultation, before the Council selects its preferred option.
- 11.3 The Council will require that the site proposers work with the Council to produce masterplans for those sites where the feasibility of strategic development, in the form of sustainable communities, needs to be tested before they can be considered as deliverable Options, and included in the Core Strategy Publication stage.
- 11.4 The status of these masterplans would therefore be as part of the evidence base feeding into the preparation of the Core Strategy. Primarily, these sites will be greenfield sites to the west and south of Burton upon Trent, and around Uttoxeter, and the key strategic villages although this list is not exhaustive. It is again stressed that the preparation of a masterplan for any of the sites does not mean that they will necessarily become the Council's preferred choice in the Core Strategy, and that the masterplan is simply part of the evidence base to assist the Council in deciding whether the site should be included or excluded as an Option.
- 11.5 One of the tools used to assess the Core Strategy Options' suitability to move forward to the next stage of the process, is the Sustainability Appraisal. Work on the Sustainability Appraisal will also suggest modifications to the Option that will improve the overall sustainability. The masterplan information will feed into the Sustainability Appraisal and assist in the assessment of the Options.
- 11.6 As part of the preparation of these masterplans it will be expected that the proposer will engage with all relevant stakeholders, such as infrastructure providers. Engagement with the local community, in line with the Council's Statement of Community Involvement, is also advised. However, because it cannot prejudge whether or not the site will move forward to be considered as a possible Option, the Council will not be directly involved in the consultation. It will provide advice and assistance on a strictly non-partisan basis.
- 11.7 Once the Core Strategy is adopted and the sites allocated for development confirmed, formal masterplans will need to be prepared for each site, to accommodate changes made during the Core Strategy preparation process, to underpin any subsequent planning application, and to provide further details,

inappropriate at a draft, unallocated stage, such as the proposed relationship of the development with other allocated sites.