

East Staffordshire Borough Council  
Local Development Framework

# CORE STRATEGY

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# ISSUES & OPTIONS

JULY 2007



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# 1. Foreword

We all appreciate the good things about East Staffordshire. We may want things to stay just as they are. But change is inevitable and will affect the type of place East Staffordshire will be.

The nature of work and jobs is changing. We have lost and are continuing to lose manufacturing jobs in the Borough. The population is changing. There are considerable pressures for additional development, especially for a wider choice of housing in the Burton upon Trent area. If this happens, other land uses such as employment, retail, services will be essential if self supporting communities are to be created that make the least possible impact on the environment.

We want to make sure that our response to these changes provides positive benefits for the area and that the changes are a catalyst for improvement. This Core Strategy is being prepared so that we can guide the future direction of development and achieve the best possible outcomes for the community.

This document identifies the key issues that need to be addressed in the future development of the Borough. There are many difficult decisions to be made. In many cases there is no one solution to the issues that need to be addressed. This is why this document considers a range of options. It is only by hearing the views of as many people as possible and carefully assessing the implications of each option that we can make the right choice. Views have already been expressed on this through earlier consultations. Whichever option is chosen in the future it will also need to be supported in detail by technical studies, which are now being completed.

# 2. Purpose

The Core Strategy for East Staffordshire is a strategic level document that provides the framework for subsequent planning documents. This is where a clear direction for the Borough needs to be established. In the Core Strategy major decisions need to be made. Through discussion we need to collectively identify the key challenges and the possible solutions to them. Fundamentally, it needs to take a long-term view over 20 years of where the Borough will change.

1. Foreword  
2. Purpose



### 3. The Planning System

The Planning and Compulsory Purchase Act 2004 requires local planning authorities to produce a Local Development Framework (LDF) for their area as a priority. LDF's must contain clear up to date planning frameworks to enable efficient delivery of new development, especially housing. They are a major part of the Government's reform programme and objectives for culture change in planning, particularly building around three themes:

- Sustainable development
- A Spatial Planning approach (which deals with not only the use of land but also activities on it and how these are delivered); and
- Community involvement in planning

Planning shapes places where people live and work and has a critical role to play in achieving balanced housing markets and sustainable improvements in the economic performance of an area. It should make places better for people and positively manage rather than simply control development.

The LDF comprises a portfolio of Local Development Documents (LDDs) which together set out the planning framework and policies for the area, and includes the Core Strategy. East Staffordshire LDF portfolio is detailed in its approved Local Development Scheme and includes LDDs for Burton Town Centre, Inner Burton, Housing and Employment Land Allocations and Policies, and Planning Control Policies. Eventually these LDDs will replace the adopted Local Plan (July 2006) for the Borough.

The wider planning context for the Borough is now set by national, and regional plans. We will need to follow national planning framework provided by Government through its Planning Policy Statements. At regional level guidance is provided by the West Midlands Regional Spatial Strategy (RSS). This is now under partial review but the outcome of this will potentially have major implications for the future scale of development in the Region and more particular in East Staffordshire. Central Government has additionally to identify areas of growth for further development and East Staffordshire may be included in this. As the Council's Core Strategy emerges it will need to respond to these issues.

### 4. Core Strategy

Development of a joined up set of policies and frameworks for local action is a key objective of the new planning system. It is important that in producing the Local Development Framework, the Council takes into account relevant policies and strategies at the local, regional and national levels.



The key local strategy, which the LDF must relate to, is the East Staffordshire Sustainable Community Strategy. It is the Government's intention that LDF's will give spatial expression to those elements of the Sustainable Community Strategy that relate to the use and development of land.

The Core Strategy must relate to the Community Strategy which itself is under review to become a Sustainable Community Strategy in line with revised government guidance.

## 5. Description of East Staffordshire

East Staffordshire is an exceptionally attractive place in which to live and work. The Borough has a rich natural and historic heritage with beautiful countryside and historic towns and villages. Equally there are strong pressures for development in the area and a balance is needed. The location of the Borough is shown on Plan 1.

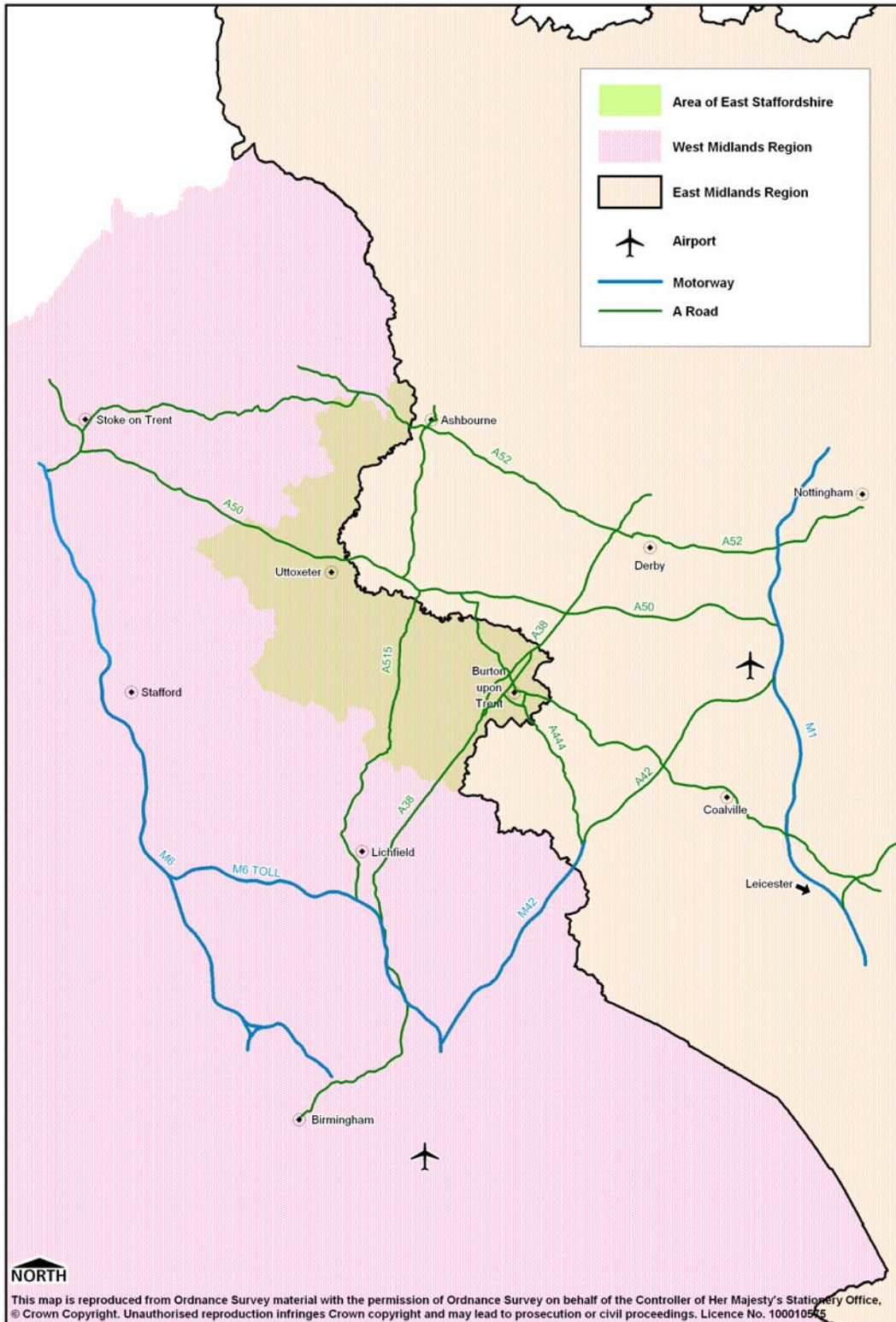
It has a diverse urban and rural economy that has undergone a significant period of restructuring. It has also enjoyed a period of economic growth, with employment growing by 20% since 1988. Despite this there are a variety of key issues that are threatening the economic prosperity of the area. These include an over-reliance on manufacturing and low value added service sectors, a low wage economy and a lack of economic opportunity in areas of multiple deprivation. There is a need to stimulate regeneration and economic growth by bringing forward new development sites and supporting infrastructure to attract quality housing, high value industries and create significant jobs. For example, ensuring that there is a wider choice of housing for key stages of people's lives or for employment development influencing the type and range of jobs on offer.

The Borough covers an area of 39,000 hectares and in the 2001 Census its total population was 103,800. The Borough's population is concentrated mainly in the Burton area. The next most significant settlement is Uttoxeter but there are also larger villages, including Barton under Needwood, Tutbury and Mayfield.

Strong emphasis is placed on the role of local authorities and on the development plan process to recognise and reinforce the local distinctiveness of an area and to create through their Sustainable Community Strategies and Core Strategies a sense of place. The Core Strategy needs to recognise not only the uniqueness of the Borough but also within it the separate roles of Burton, Uttoxeter and the Rural Areas. The Core Strategy needs to explore these differences.



# Area of East Staffordshire



## 6. Key Challenges to be Addressed

In developing a plan to guide change and development over the period up to 2026, there are a number of challenges. The way they are resolved will have a key impact on the type of place the Borough may be in 20 years time. The key challenges are:

- To maintain an emphasis on re-using previously developed sites but to realise that greenfield sites will also be required to meet overall development needs.
- Meeting housing needs of the growing number of households with homes that meet the specific requirements of a changing population.
- Addressing the restructuring of employment patterns, both in terms of delivering new types of employment opportunity for the Borough's residents, and in seeking productive and sustainable uses for land that has been vacated by manufacturing industries.
- Working to minimise climate change as a result of development and activity in the Borough, as well as adapting new development to the impacts of climate change which we cannot reverse.
- Strengthening and revitalising town centres and modernising shopping facilities, so that East Staffordshire town centres continue to retain their competitiveness in the face of existing and emerging competition from outside the Borough.
- Improving the poor public transport infrastructure including rail within East Staffordshire, so as to encourage more sustainable forms of travel and also address the movement of traffic in urban and rural areas.
- Working towards improved equality of access to services and opportunities in all parts of the Borough, to eliminate the relative disadvantage that some parts of East Staffordshire currently experience. This would apply to access to housing opportunities, education and training, jobs, health, shopping, open space, leisure and recreational facilities and other community services.



## 7. The Vision for the Borough

This presents an opportunity for us to set out a direction of development and identify what we consider to be the main priorities for the area. Whilst it should be genuinely visionary, it also needs to be deliverable and specific to place.

### East Staffordshire Borough

East Staffordshire is a place where people can already progress and achieve their aspirations. We want to have good quality jobs, high quality houses, vibrant town centres and above all a good quality of life for all of our residents. Our ambition is to create a 'step change' in the area's economic performance and housing offer and be nationally recognised as a champion of regeneration.

### Burton upon Trent

Burton upon Trent has a distinctive identity: a strong cluster of food and drink businesses and a brewery sector of national significance. It lies on the eastern edge of Staffordshire and on the north eastern edge of the West Midlands. It has a strong sub regional identity within the West Midlands Region but with an existing relationship with its neighbours in South Derbyshire.

Burton upon Trent has a significant role in revitalising a sub regional area, which straddles both sides of the border between the East and West Midlands Regions. It will broaden its economic base by maintaining investment and employment levels supported by a high level of housing growth that will meet our local requirements, offering choices to families, the elderly, the young and maybe to meet the needs of those who work in the area but reside elsewhere.

### Uttoxeter

The town is a major service centre for mid East Staffordshire. Many of the crucial services that rural residents require are situated in Uttoxeter. The town serves the needs of the wider catchment area surrounding the town but will broaden its economic base and re-balance the level of recent house building with more local employment opportunities.

### The Rural Areas

Some 40,000 people live in the rural area of the Borough. It accounts for some 80% of the Borough's land area. It is a place for many people of all ages with differing requirements and a base for the operation of many local businesses. Rural businesses are important to the overall economy of the Borough.

Business development, agricultural reform, tourism and planning all have major implications for rural enterprises. Housing, access to and delivery of services, including childcare and healthcare all have increasing importance to the old and young, those who have limited





access to transport, those who have specific healthcare needs and those that become isolated by the areas that they live in.

It is within this context that the Core Strategy needs to express policies that respond to the spatial needs of these issues.

**Q.1. Do these descriptions reflect the different parts of the Borough?**

**Q.2. What changes do you see happening or are necessary over the next 20 years in the function and character of these areas?**

This needs to be a shared vision and already we have discussed with stakeholders what form that might take. Their contributions have ranged:

#### **From the general:**

- “To improve the quality of life for the local population, promote healthy lifestyles and provide health and social care support to meet local needs”.
- “To ensure that everyone has the opportunity for a decent home”.
- “To develop sustainable communities that meets the needs and aspirations of all household whilst supporting economic, social and environmental objectives”.
- To achieve a robust and forward looking economy by 2026 where the current dependency on the three main sectors will have been replaced by a balanced economy built upon traditional strengths and an increased number of growth-sector companies”.

#### **To the specific:**

- “Burton will have a significant role in revitalising a sub regional area which straddles both sides of regional boundaries. It will broaden its economic base by maintaining investment and employment levels supported by a high level of housing growth that will meet our local requirements but also those who work in the area but travel daily and reside outside the Borough.
- “Uttoxeter will be a multi-functional and attractive town that builds upon its strategic location to serve a wider rural hinterland”.
- “Our Rural areas will be economically prosperous and vibrant, together with an enhanced natural rural environment”.
- “The diversity of the Borough is to be celebrated in the contribution this makes to the area’s development and dynamics”.
- “Growth should not be at the expense of the Borough’s inherent strengths and qualities”.



Whichever vision is formed, one message is already clear from our consultations and technical studies.

“Business as usual” was deemed as not an acceptable option for the future of East Staffordshire.

**Q.3. Do you agree with any of the above statements and is there anything the Council needs to include or take out?**

To help this progress we now consider some of the key challenges and how they might be translated into more detailed Issues and Options.

## 8. Strategic Objectives

The Core Strategy aims to deliver local priorities for development in line with the Sustainable Community Strategy currently being produced. The two documents must involve the community continuously throughout their preparation. How this will be done is set out in more depth in the Borough Council’s Statement of Community Involvement.

The existing Community Strategy aims to improve the quality of life and well-being of the people of the Borough by facilitating development through:

- Making suitable land available for mixed use development, particularly in line with economic, social and environmental objectives
- Contributing to sustainable economic growth and regeneration
- Protecting and enhancing the environment and the quality and character of the East Staffordshire countryside and communities
- Ensuring high quality development through good design; and
- Creating sustainable and deliverable communities

The Borough Council is committed to the principles of sustainability. The Core Strategy and the remaining documents of the Local Development Framework should aim to achieve an integrated approach between the four aims of sustainable development;

- The maintenance of high and stable levels of employment;
  - Social progress which recognises the needs of everyone;
  - Effective protection of the environment; and
  - The prudent use of natural resources
- Our aim is to set a clear vision for the Borough with clear economic, social and environmental objectives;
  - Consider the needs and aspirations of the Borough’s various communities; and



- Achieve an integrated approach to regeneration and delivery of support infrastructure.

## 9. Key Spatial Objectives & Key Challenges

The Core Strategy is a spatial plan. That means that it must go beyond planning for land-use only and act as a tool for implementing other strategies and plans that cover East Staffordshire. Apart from the Regional strategies, education and health strategies, and other infrastructure providers, some of the local ones which are:

- Sustainable Community Strategy
- Rural Strategy
- Economic Regeneration Strategy
- National Forest Strategy
- Biodiversity Plan
- Community Safety Strategy
- Green Space Strategy
- Local Air Quality Review
- Housing Strategy
- Local Transport Plan

From these strategies emerge key spatial aims and objectives that need to be covered in the Core Strategy which in summary are:

- How the Borough should develop
- Providing for peoples' needs
- How the Borough functions; and
- How the Borough becomes more sustainable.

## 10. The West Midlands Regional Spatial Strategy

The current RSS sets out housing requirements for the period 2001-2021. The Review needs to look at a further 5 years and therefore covers the period 2001-2026. Three options are put forward for housing provision over this period. Option One is based on a continuation of current RSS policies; and Option Two has been derived from advice and further discussion with local authorities; and Option Three meets the overall levels of housing demand associated with the Government's latest household projections, and the need to replace obsolete housing stock which will be demolished.

For East Staffordshire the Option 1 figure would be 7700 homes, for Options 2 and 3 the figure would be 15000 homes. (If housing completions 2001-2006 are subtracted, this would mean a further 6000 or 13260 or so homes respectively still to be built). It is recognised that such a high level might require provision in neighbouring districts.



Later this year the West Midlands Regional Assembly will publish its Preferred Option for the Region, which will have implications for the Borough.

## 11. Options

We need to make fundamental choices on whether the Borough should pursue a very intense urban focus for new growth or a more dispersed approach; whether priorities should always be given to re-use of brownfield land or whether in some circumstances developing greenfield land with good access to services and facilities is preferable. Rather than put forward a particular choice the options are deliberately left wide open to incorporate a number of possible alternatives.

Those choices will be supported by technical evidence which is now being prepared and includes housing and employment land capacity and availability studies, transportation assessments, retail capacity, strategic flood risk assessment, and infrastructure needs.

The challenges before us raise many issues that can be addressed in different ways. We now consider each of these challenges in more detail and seek your views.

A key challenge is to find suitable opportunities within the Borough to provide for the level of housing and employment land to be identified in the Regional Spatial Strategy, whilst keeping impacts on the natural and existing built environment to the minimum. The Core Strategy must set out a long-term strategy for accommodating the housing, employment retail and leisure requirements of the RSS.

Previously development has been concentrated within the two principal towns of Uttoxeter and Burton with little development in the rural areas. Higher levels of residential growth are emerging from the Regional Spatial Strategy and this approach may have to change in the future.

A series of maps follow at the end of this section which indicate possible directions of growth from each of the large settlements in the Borough. They provide wide range of alternatives not all of which will be needed to achieve the scale of growth envisaged in the emerging Regional Spatial Strategy. They show possible directions for housing employment and mixed use development.

It is likely that many growth areas will accommodate a mixture of housing and employment uses to help develop balanced, sustainable communities and provide viable transport choices.

The Core Strategy will need to identify a settlement hierarchy for use in determining the scale of development appropriate in different locations. This will be determined by the space available now and how much will become available in the future and whether land is suitable to build on.



**Q.4.** Where should the majority of new development be located in the Borough?

**Q.5.** What are your views on the development of greenfield sites?

**Q.6.** If we need to identify greenfield sites for development should these be considered on the fringes of Burton upon Trent or would you prefer that development was concentrated in one new settlement or scattered amongst existing settlements?

New development will also include employment land, as a consequence of residential growth. To maintain a readily available source of new land, this may require the release of sensitive greenfield sites on the edge of Burton and Uttoxeter.

In determining where development should go a balance will need to be struck between the need to ensure economic prosperity for the area which will require development to take place against the potential loss of greenfield sites with value for nature, recreation and visual amenity.

**Q.7.** What are your views on this?

**Q.8.** If the Council were to accept high levels of growth which may mean developing greenfield sites the Council considers that this must be linked to the regeneration of the inner Burton wards. Do you agree with this, and if so, how do you think this could be achieved?

**Q.9.** Should housing and employment be mixed on these sites?

**Q.10.** Alternatively, should we concentrate development of major housing and employment on the principal highway corridors of the A38, A50 and A511?

The West Midlands RSS review indicates that the proposed growth in housing for the Borough may imply development in neighbouring districts. The prospect of potential development in the adjoining Drakelow area of South Derbyshire could go some way to meeting this growth. However, this will need to be addressed in the East Midlands RSS review which is currently underway since Drakelow falls within that Region. This option along with all other options will require substantial infrastructure investment to be carried out.

**Q.11.** The Council considers that the Drakelow option provides the opportunity to see the development of a previously developed site as opposed to having to develop greenfield sites. Do you agree with this view?

As stated earlier the scale of development for the Borough will be set within the West Midlands Regional Spatial Strategy and our own plans will need to generally conform with this.

In order to meet the housing requirements set out in the RSS the Council will need to plan for people wishing to move into the Borough who already work here as well as for its own housing requirements.



In Uttoxeter, significant development which would be contrary to the RSS Review may impact on regeneration within the Stoke area. Conversely sufficient development needs to take place to ensure that the continuing regeneration and viability of Uttoxeter takes place.

**Q.12.** If all previously developed sites are developed, do you wish to see greenfield sites developed in the Uttoxeter area?

## 12. ISSUES

### 12.1 Housing

#### 12.1.1 Existing Housing

East Staffordshire has 46000 dwellings with 62% in Burton-upon-Trent, 11% in Uttoxeter and 27% in villages and rural areas. Across the borough approximately a third of houses are detached, another third are semidetached and a quarter terraced. The remainder are flats, mobile homes or caravans. Despite the large proportions of detached and semidetached houses almost 60% properties fall within Council Tax band A or B.

Forty percent of properties were built after 1964 but 28% were built before the first world war. Although pre-war properties dominate the centres of Uttoxeter and Burton-upon-Trent the largest proportion (30%) are found in rural areas.

In 2001 75% of dwellings were owner occupied. The remaining quarter was split between the private rented sector, housing association properties and shared ownership housing. Since 2001 anecdotal evidence suggests a small increase in the private rented sector. About 150 people are accepted as homeless each year.

The “decent homes” standard requires properties to be warm, weatherproof and have reasonably modern facilities. One third of the dwellings failing the standard were hard to keep warm.

There are therefore some considerable challenges facing existing housing in the Borough especially with regard to Inner wards of Burton.

**Q.13.** Do you believe there is the range of housing available in Inner Burton to meet a variety of family needs?

**Q.14.** Should we consider demolishing and rebuilding areas where there is a demand of a different size or with modern facilities?

**Q.15.** Should we consider linking new development elsewhere as a support to new investment in the Inner Wards?

#### 12.1.2 New Housing

The Council has undertaken urban capacity studies of Burton and Uttoxeter. These have shown that whilst both towns, Burton in



particular can accommodate development on previously used land, the Council will still have a look for Greenfield sites to meet its target.

We must also ensure that a wide range of accommodation is provided that meets the needs and aspirations of households. A study of these needs is now being produced which will identify levels of affordable housing, and for the elderly, supported and sheltered housing and as part of a wide choice, housing to support inward investment linked to employment policies.

**Q.16.** Do you consider that there is a shortage of certain types of housing in the area and if so what?

**Q.17.** If you wished to move within the Borough is there suitable property for your needs. What are they?

Most of the houses that will exist in twenty years have already been built. We therefore need to work to improve the existing housing to ensure it meets the needs of the Borough and is a decent standard. We must also work within the community to improve neighbourhoods which fall below the standard people expect.

The Council is studying the needs of gypsies and travellers in the Borough and dependent upon the outcome of that may need to identify site provision to meet these needs.

**Q.18.** Should we prepare a set of criteria to assess any sites?

## 12.2 Changing Employment Patterns

Over the last 10 years, East Staffordshire has been well positioned to meet commercial development needs with the main focus on new business parks such as Centrum 100 and Centre 38, which have created around 3,000 new jobs.

Notable changes to the Borough in this time has been significant levels of economic restructuring, with traditional industries such as brewing and engineering in decline, and service sector jobs increasing significantly.

A key challenge for the future is to continue the diversification of the Borough's economy and to ensure there is a balanced supply of well paid jobs available to meet the needs and aspirations of local people. To support this additional employment land on brownfield and greenfield sites will need to be made available to service the needs of local companies wishing to expand and for inward investors too.

**Q.19.** The Regional Spatial Strategy makes reference to a minimum reservoir of 50 hectares of immediately available land being allocated within a rolling 5-year period, is this enough or too much to meet the needs of investors?



The type of employment attracted to development sites also needs to be considered. The logistics and distribution sector has seen sustained growth, with 25% of the Borough's total employment now in this sector. The future growth of this sector needs to be considered in relation to its demands on employment land, infrastructure and the transport network.

In contrast sectors such as business and professional services, which offer a range of highly skilled and well-paid jobs are relatively under-developed in comparison to neighbouring areas. The manufacturing sector is forecast to continue to decline, presenting opportunities to consider the future usage of sites currently used for this purpose.

The Core Strategy policies could help to achieve the following ambitions:

- Create vibrant and modern urban centres with a high quality living environment and a varied range of job opportunities;
- Create a local economy made up of firms engaged in a wide range of different types of business, with no over-reliance on one business sector;
- Create a local economy where new businesses can start up easily;
- Create a local economy where existing businesses can go for high levels of growth and be flexible enough to prosper when markets change;
- Drive up the number of skilled people and the range of skills they can offer and develop the potential of our workforce;
- Create a sustainable and diverse rural economy.

**Q.20.** In recent years there has been considerable development of logistics and distribution warehouses. At a time when employment land is limited should we seek to develop policies that encourage high value uses on premium employment sites but restrict logistics and distribution uses?

**Q.21.** To attract inward investment, do we need to ensure that a range of appropriately located and sized sites is available?

**Q.22.** How can we ensure that employment land is readily and immediately available?

**Q.23.** How can the LDF encourage the development and growth of new business start up companies, do you consider that there is shortage of business premises for these types of businesses?

## 12.3 Shopping and Town Centres

An assessment of the future needs for retail and leisure has been carried out for the Council as part of the evidence base for the Core Strategy and for the Burton Town Centre Area Action Plan. Dependent





on what level of population growth is accommodated, it indicates that over the next 15-20 years there may be considerable scope for additional comparison (largely non-food) goods throughout the Borough, but the capacity for further convenience goods (food, groceries etc) is more limited.

Burton and Uttoxeter town centres are places where a range of activities take place – people shop, work, relax, study, do business and live there. The town centres will need to change and adapt to the challenges of the future. Many of the major occupiers in the town centre have plans for the future – Burton College and the shopping centre owners, for example. Recent work has been done to produce a Masterplan for Uttoxeter, and an Area Action Plan for Burton Town Centre - part of the Local Development Framework – is being prepared. This will guide the development of the centre whilst taking into account all the different interests and groups that use the town centre. If significant population growth is to take place, the town centre will need to attract these greater numbers – other centres such as Derby and Lichfield are in competition with Burton – and cope with getting people in and out of the centre quickly and efficiently.

Local shopping facilities are vital, and if further significant population growth is to occur – which will include the development of brownfield sites within existing built-up areas – this will help to improve the viability of these local shops. However, local shopping remains vulnerable, as does the provision of shopping facilities in villages. 23% of East Staffordshire’s population do not have access to a car – the figure is much higher in parts of inner Burton - and for them shops that are easy to walk to, cycle to, or take a bus to, are vital.

**Q.24.** What are the strengths and weaknesses of each town centre?

**Q.25.** What are the most important changes that should be made in Burton and Uttoxeter town centres to help them meet the challenges of the future?

## 12.4 Natural Environment

Green infrastructure is an essential component of sustainable development. It is the network of green spaces and natural elements that connect our towns and villages. It is open spaces, waterways, woodlands, street trees, natural heritage and open countryside. The possible growth within the Borough provides the opportunity to integrate green infrastructure with planning and policy.

We already have many green assets and high quality environments. However, there are also many areas that suffer from a poor environment. Often these areas also suffer from social and economic decline. The Core Strategy should recognise and provide the context to review environmental decline, enhance existing green assets and harness the potential of green infrastructure to underpin an urban and rural renaissance and drive the Borough forward.



Other issues to consider are:

- New development may provide the opportunity for new and or improved spaces and for improving the biodiversity of open spaces within the development
- The density of new development will affect open space requirements i.e. development spread across many settlements may have a different local impact
- The value of green spaces for providing opportunities for 'green travel'
- The impact on air quality of open spaces
- The health benefits of open spaces
- Opportunities provided by parks and open spaces and allotments to contribute to sustainability objectives
- Designation of open spaces to protect areas of existing landscape or habitat quality

The National Forest is a major initiative to create a multi purpose forest for the nation. Burton upon Trent is described as the "capital" town of the Forest and there is the potential to promote the town and its environs as an exemplar of urban forestry.

**Q.26.** Do you agree?

**Q.27.** Should we have more robust policies to deliver the National Forest strategy as part of development?

Elsewhere in the Borough there are equally attractive natural environments. Government advice stresses the importance of landscape character assessments. Staffordshire County Council are reviewing and extending this work. This has identified different parts of the Borough that are more sensitive than others.

## 12.5 Built Environment

### 12.5.1 Design

Local distinctive design for all buildings must provide strong links to local and historic patterns, traditions and materials, including high quality contemporary design. The form of development needs to be in keeping with its setting and create a strong sense of place, particular to the Borough and its component parts. We need to improve the design, maintenance and accessibility of buildings and spaces in order to provide clean, safe, sustainable and attractive built and green environment.

**Q.28.** Do you agree that the quality of development in the Borough needs to improve?



The design of housing needs to be capable of adaption to changing lifestyles to allow easy conversion. Design must also maximise the potential for solar gain and minimise heat loss for new buildings therefore reducing the impact on the environment through the use of scarce resources.

Large scale employment buildings play an important role in our economy. When poorly designed, contemporary employment development has a major detrimental impact on the environment and once completed the effects can be felt for a long time to come.

Fear of crime is an important issue and care must be taken on the design and layout of new developments including public areas, housing estates, town centres and industrial areas is a priority but needs to be balanced within all design considerations.

**Q.29.** Should we have a density policy?

**Q.30.** Should this policy define densities for broad areas, such as town centres or should the policy designate specific sites with a minimum/maximum density requirement?

The Council believes that all developments should be of a high quality, however some would argue that this would result in employment developments in particular, which would not be commercially viable. This could potentially deter job investment.

**Q.31.** What do you consider should take priority: quality of development or job creation?

## 12.5.2 Conservation and Design

Design of new development in Conservation Areas is very critical in avoiding poor schemes that have little environmental quality. The Council has long recognised that conservation led-regeneration can bring significant economic and social benefits.

**Q.32.** Can we balance the need for new uses in listed building and conservation areas with the need to protect their architectural and historic value?

## 12.6 Services

The health, education, social services, fire & police services, voluntary sector, and others all have their own plans for improving the delivery of their services to the community. Some of these involve vacating existing premises or building new ones. If significant house building goes ahead, then there may be a need for service providers to revise their plans and provide additional local facilities. For example there may be a need for further doctors' or dentists surgeries, possibly the need to enlarge or build new schools, or extra resources may be needed to police a larger built-up area.



In rural areas, service provision can often be difficult, though one way of being able to maintain some facilities is by their sharing buildings, for example shared use of parts of school buildings etc.

**Q.33.** What are the needs and plans of the providers of these services, and what will these needs be if significant population growth were to take place?

## 12.7 Infrastructure

Apart from highways and public transport infrastructure (see Transport) there are currently no major supply problems for utilities such as gas, electricity and telecommunications. However, again, if major house building is to go ahead, supplying water and sewage disposal resources may be a cause for concern, and some utilities may have a problem gearing themselves up quickly enough given the relatively long lead-in times required by some.

Community networks and groups (“social infrastructure”) will have plans for the future that will need to be taken into account. There are perceived gaps in the provision of community facilities such as halls, and if future growth goes ahead, further provision will be needed in new locations.

In rural areas community facility provision is often under threat. As with services, shared use of buildings may in some cases help to maintain a viable facility in a village, for example a community room in a school or pub, part of an existing hall being used for other, maybe commercial, use etc.

**Q.34.** What are the current gaps in infrastructure provision, and if the population is to grow, where will there be a need to upgrade infrastructure in the future? How will it be financed?

## 12.8 Climate Change

New development in the future must be able to withstand the unavoidable consequences of climate change such as more severe weather conditions and itself help to reduce carbon emissions and contribute to stabilising climate change. The Government wants all new homes to be “zero carbon” by 2016. Energy should be generated on-site or locally from a renewable or low-carbon energy supply and buildings themselves need to become more energy efficient.

For small developments, the means for doing this may result in relatively unobtrusive structures such as solar panels, or a small wind turbine. However for major developments a solution that not only provides for all the energy needs of the development itself, but also creates excess capacity that can be channelled into the National Grid would help reduce carbon emissions elsewhere. This, however, could mean that more obtrusive structures such as large wind turbines might be needed.



One of the consequences of more uncertain weather conditions of particular concern to Burton and parts of Uttoxeter is flooding. Whilst Burton is well-protected by flood defences, there are many properties within the flood risk area, and a number of potential development sites, too. Substantial new developments can increase run-off flows into watercourses, and increase flood risk downstream unless careful consideration is made of how surface water will be drained. In the longer term it is possible that the extent of those areas now identified as being at risk of flooding may change.

- Q.35.** Should the Council insist that all new development meets energy efficiency standards above those currently required by Building Regulations, such as the Eco Homes standard? Also, should the Council require that new developments over a certain size should generate more than 10% (the government suggested minimum) of its energy requirements from on-site or local renewable sources?
- Q.36.** Many brownfield sites in Burton (and to a lesser extent, Uttoxeter) are in a flood risk area. Should these still be developed for housing and other uses, subject to flood protection measures, or should housing only be built on low flood risk sites - which will increase considerably the area of greenfield sites needed for development?

## 12.9 Waste

The County Council are responsible for preparing Development Plan Documents on waste planning. The amount of waste generated by households and by businesses is rising, and if there are to be increases in house building the volume of domestic waste is likely to rise further. Councils have the responsibility to increase recycling rates and as more refuse is recycled this may offset to some degree the increase in waste creation. Energy can be recovered from the burning of waste, although there are potential pollution emission problems with this method of waste disposal.

There will be a need for new waste management plants around the Region, but there is uncertainty over how many will be required and where. One possibility for their location is on employment sites, away from housing, but this will have implications for the amount of land that will have to be allocated for employment.

- Q.37.** If there is a need for more waste management plants, what type of location should they be allowed in?
- Q.38.** In the design of new buildings including housing do we need to incorporate storage facilities for recycling bins and boxes?

## 12.10 Minerals

The County Council are responsible for preparing Development Plan Documents on minerals planning.



There are specific sites in the Borough allocated for sand and gravel extraction in the current Staffordshire Minerals Plan. These are located mainly in the Trent floodplain along the A38. There are also sites allocated for gypsum (used for making plaster) in the Fauld/Tutbury area. Both these are used in the construction industry.

If house building rates are to increase in the area, then demand for these minerals will grow considerably, and existing sites will be worked out much more quickly. There will be growing pressure to open new sites where there are known to be reserves.

**Q.39.** If new sites are needed for mineral extraction what criteria should be used for deciding which reserves are brought forward when? How should competing demands on the land e.g for leisure activities, wildlife conservation etc. be balanced against the need for further mineral sites to be brought forward?

## 12.11 Tourism

Although the Borough is not a major visitor destination, the tourism industry is a significant employer in the area, employing over 4,000 people in a range of businesses. The Borough is home to a number of established attractions such as Coors Visitor Centre, Uttoxeter Racecourse, Tutbury Castle and is in close proximity to Alton Towers and Drayton Manor Park.

Some of the Borough is also part of the National Forest, with Burton upon Trent recognised as its 'capital'. The National Forest is seen as a growing tourism destination, particularly in North West Leicestershire and South Derbyshire, where new attractions such as Conkers and Snibston Discovery Centre have strong affinity with the National Forest. In 2005, 7.3 million tourists visited the National Forest area, spending over £248 million.

**Q.40.** Should East Staffordshire through the LDF encourage the growth of the National Forest and development of new tourist attractions?

Availability of tourist accommodation is also an issue. Burton upon Trent has a good stock of 'budget' hotels, however there is a lack of well designed hotels at the luxury end of the market i.e. boutique or country hotels.

**Q.41.** Do you consider that East Staffordshire has a shortage of hotel accommodation?

**Q.42.** Should the LDF encourage the development of more hotels at the higher end of the market?

There may also be scope to encourage more bed and breakfast or self-catering, camping and caravanning accommodation particularly in the rural area of the Borough to provide business opportunities for farmers or landowners.



**Q.43.** Should the LDF encourage the development of more B&B and self-catering provision, and how can the Core Strategy set the criteria for these sites if necessary?

The Canal system throughout East Staffordshire has long been recognised as a method of transportation and communication but with the decline of the brewing industry and development of alternative transportation methods, the canal systems are under-utilised.

**Q.44.** With the recent emergence of canals as a vehicle for leisure tourism, is there an opportunity for East Staffordshire to make more use of its canals, together with the Trent Washlands and encourage further development such as Marinas, Visitor Centres, small business opportunities i.e. Cycle Hire?

## 12.12 Arts, Leisure and Recreation

The Council's Retail Study identifies considerable growth in expenditure on leisure in East Staffordshire, although two thirds of this is predicted to be eating and drinking outside the home (restaurants, bars etc).

In looking at Leisure Centre capacity in Burton, the possible need to serve a greater population than exists at present will need to be taken into account. Currently, there is some limited capacity within existing centres, but a major increase in population may trigger the need for additional facilities at existing centres, or if population growth is significant totally new facilities may be required.

These facilities will need to be linked to open spaces and the provision of land for additional sports pitches, and be located so they are accessible by means of transport other than the car. Shared use facilities at schools may provide a solution of enhancing sports facilities, particularly if a new school is required and the facility can be designed from the outset to be shared use. Land around existing centres may need to be safeguarded where this is available.

The Brewhouse is nearing capacity in particular because of the partnership with Burton College and the growth in community initiatives and schemes such as Project Wired. An alternative location may need to be found to accommodate expansion. Additional population growth will result in more demand for college and community based training opportunities as well as audience performances and exhibitions.

There is a shortage of suitable business accommodation for cultural industries being generated by the college and Brewhouse.

Public art can be used to improve the local environment and create a sense of place and focal points within new developments.

**Q.45.** What gaps are there in the provision of arts, leisure and recreation facilities in Burton and Uttoxeter, and how could these be brought forward?



**Q.46.** If the population grows significantly, will the existing leisure and recreation facilities be able to cope with extra demand? Will a bigger population support a greater range and quality of facilities, and if so, what should these be, and where should they go?

## 12.13 Transport

There are clearly existing problems with the transport network leading to congestion in Burton at certain times. If major population growth goes ahead this will only make these problems worse unless there is significant investment in additional infrastructure to cope with the extra traffic.

Particular issues surround traffic congestion in Burton Town Centre. A significant amount of congestion in the centre is caused by vehicles trying to access car parks, although there is still some through traffic to and from the east of the town centre that contributes to the problem. The Burton Town Centre Area Action Plan may propose additional shopping, leisure and other developments to meet the challenges of the next 20 years. It will also set out the highway changes that will be necessary to improve the current situation and ensure that adding further development will not make the traffic situation worse.

The Council has declared two Air Quality Management Areas in Burton Town centre – at St. Peters Bridge and along some of the through routes in the Town centre. This is because emissions of nitrogen dioxide (from vehicles) in these locations exceed the limits that are acceptable, set by government. Further work must now be done to find the best way of reducing pollution levels at these locations.

Public transport, cycle and pedestrian routes need to be improved to be able to meet the challenges of the future. If major new housing developments are required in the future, these will need to be served by high quality public transport (including rail) provision and cycle/pedestrian links to the town centre and other key destinations. These may benefit the existing built-up areas around these new developments through which these routes would need to pass.

In addition there are the problems apparent in all rural areas of ensuring access to facilities such as shops, healthcare, etc for those without the use of a car.

**Q.47.** What are the main improvements needed to the transport networks now, and where are they needed?

**Q.48.** If significant new house building were to occur, what additional improvements to the networks would be required?





## 12.14 Delivery

The Core Strategy and its related planning documents will have failed if their policies and proposals are not implemented. Therefore, a basic test of the strategy will be whether it is realistic.

The mechanisms, processes and means of delivery must be examined as well as how well the plan is performing.

Developer contributions (“planning obligations”) can be sought in relation to development where appropriate. The Core Strategy must spell out general policies about the principles and use of such obligations.

- Q.49.** In what circumstances should planning obligations be sought?
- Q.50.** What matter should be covered by such obligations; and
- Q.51.** What factors should be taken into account?
- Q.52.** Will it be possible to have a planning obligation as a requirement of the release of a greenfield site, to make a contribution to a regeneration proposal elsewhere?
- Q.53.** Do we need to promote a new way that co-ordinates all aspects of development, especially within the Burton area where growth needs to support regeneration programmes with the town?

## 13. Your Role

We want to involve our communities and other interested parties to shape the content of our future plans. Your views are important and the Council wants to receive them by the end of November 2007, so that good progress can be made on the Core Strategy.

These views will be used to help shape the Preferred Option early in 2008, which will be available for your comment.

In trying to answer the above questions, there are already a variety of options that could apply to the location of new development. These can be illustrated in diagrammatic form in at least three ways. No decision has been made on any of these options and it would be inappropriate to do so at this stage. There may be others or combinations of these first suggestions. The Preferred Option will ultimately describe this in a key diagram but it will not allocate land for development.

To help you structure your views a questionnaire has been produced which deals with each issue. A copy is included in this report and extra copies are available at our offices, in local libraries and via the Council’s website. Completed questionnaires should be sent to the Policy Team by post, fax or e-mail.

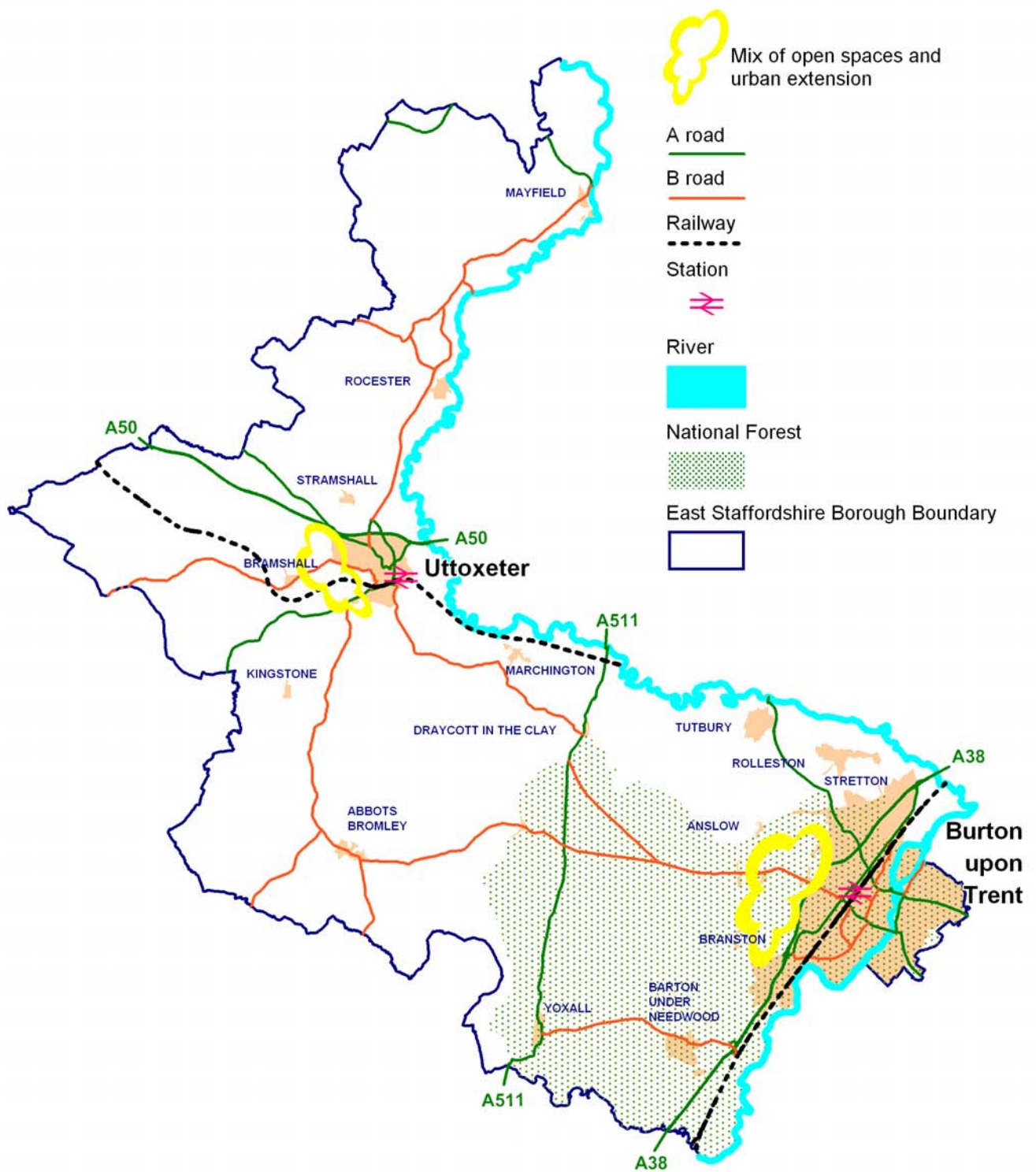


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# Option 1 - Burton and Uttoxeter - Urban Extensions

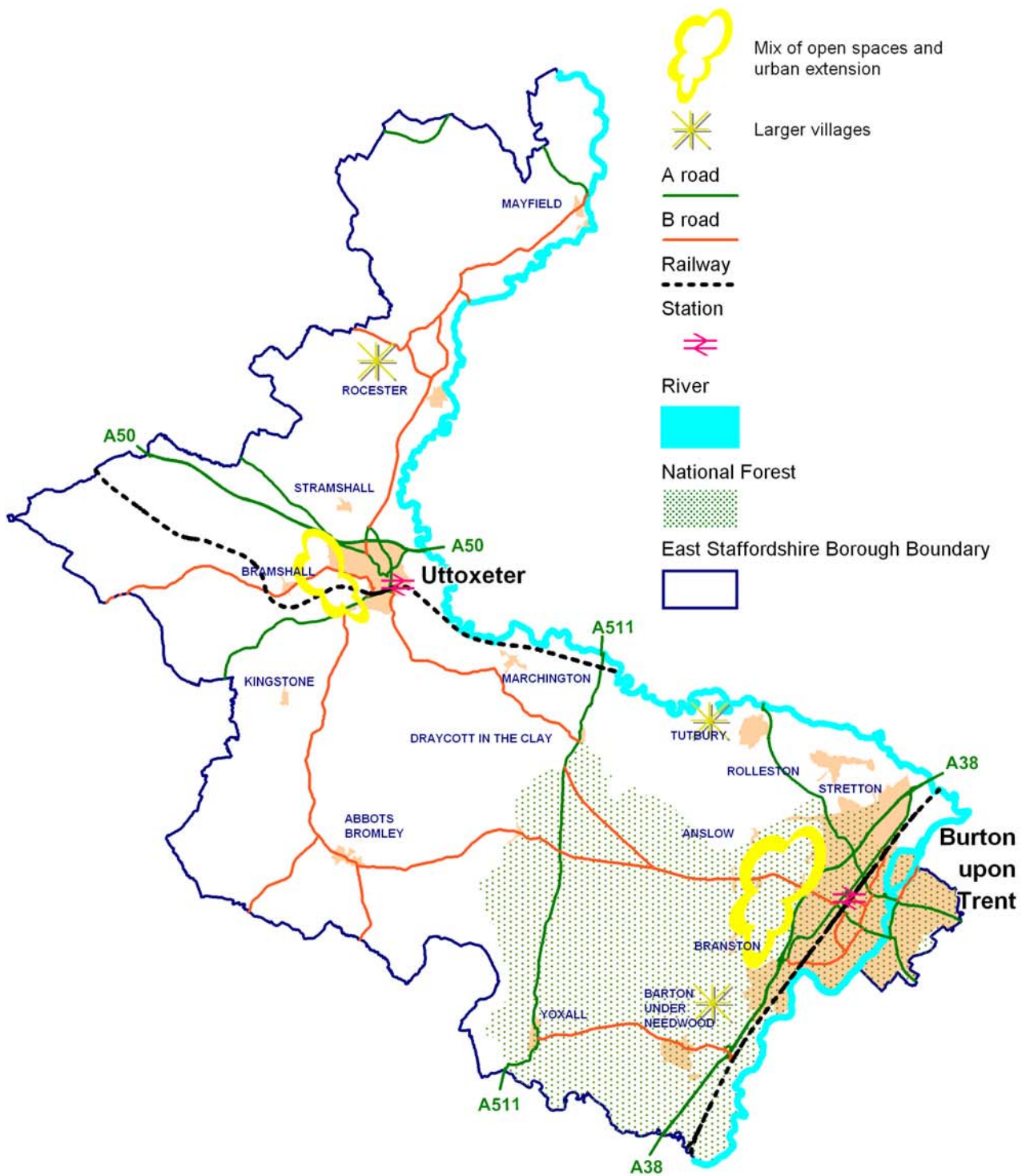


These options are diagrammatic and do not refer to any site specific location but only to strategic possibilities



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# Option 2 - Burton, Uttoxeter & Larger Villages

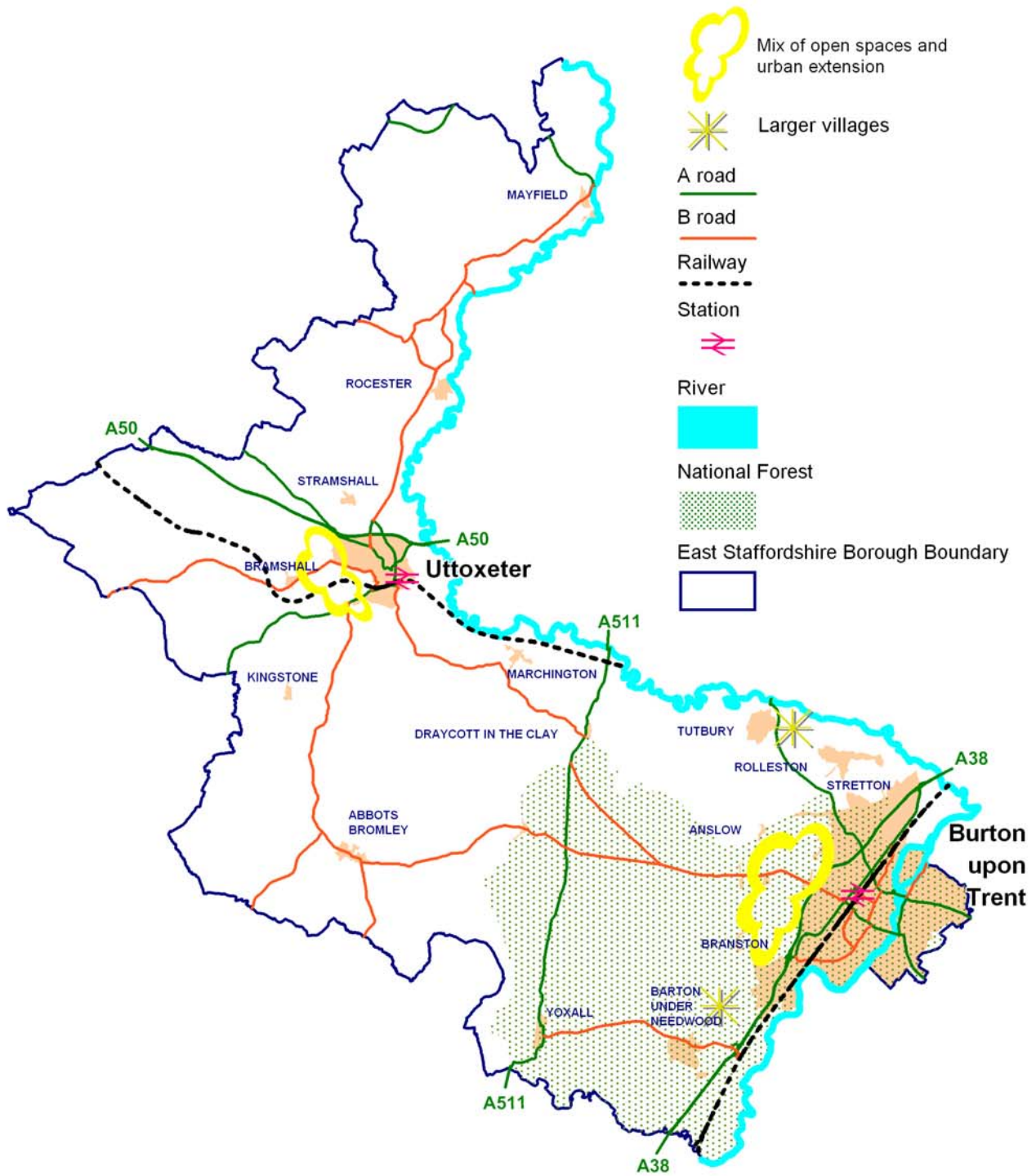


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# Option 3 - Burton, Uttoxeter & Expansion of One Village (eg Barton under Needwood or Tutbury)



These options are diagrammatic and do not refer to any site specific location but only to strategic possibilities



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