

**BERWICK-UPON-TWEED BOROUGH LOCAL PLAN
ADOPTED APRIL 1999**

**Planning Unit
Berwick-upon-Tweed Borough Council
Council Offices
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1 INTRODUCTION

- 1.0.1 The Berwick-upon-Tweed Borough Local Plan is a statutory land use planning document. The purpose of the Plan is to provide a clear local framework to guide and encourage development in the Borough until the year 2006. It applies to the administrative area of Berwick-upon-Tweed Borough Council outwith the Northumberland National Park, and is part of the Development Plan for the area which also comprises the Northumberland County Structure Plan, which provides the broad planning framework, and Local Plans on Minerals and Waste Disposal. These Plans are the responsibility of Northumberland County Council. The Northumberland National Park Local Plan was adopted by the National Park Authority in September 1996.
- 1.0.2 This is the first Borough-wide Local Plan for Berwick-upon-Tweed Borough, although a consultation draft was published in December 1994, further details of which are provided in Section 1.4. The Borough had resolved to produce such a Plan in response to increasing development pressures during the 1980s. However, by the time work commenced, the preparation of district-wide Local Plans had been made compulsory under the requirements of Section 36 of the Town and Country Planning Act 1990, as amended by the Planning and Compensation Act 1991.
- 1.0.3 The 1991 Act also served to increase the status of Development Plans, so that when something is included within a Development Plan which is relevant to a proposed development, it must be taken into account. Indeed, Section 54A of the 1990 Act (inserted by the 1991 Act), requires applications and appeals to be determined in accordance with the Plan unless other material considerations indicate otherwise. This was a fundamental change to the operation of the planning system. Effectively, it introduced a presumption in favour of development proposals which are in accordance with the Development Plan.

1.1 The Planning Context

- 1.1.1 As indicated above, the Development Plan is produced within the context of national legislation, specifically the Town and Country Planning Act 1990. Guidance on the interpretation of legislation and policy relating to various planning issues, is provided by Government Circulars, Planning Policy Guidance Notes and Regional Planning Guidance. Regional Planning Guidance for the Northern Region was published by the Department of the Environment Northern Regional Office, now part of the Government Office for the North East, in September 1993. Development Plan policies must conform with Government Guidance unless there are clear and reasonable local circumstances to advocate an alternative approach.
- 1.1.2 It is important to ensure consistency between the various components of the Development Plan. In particular, Local Plans must be in general conformity with strategic policy contained in the Structure Plan. The replacement Structure Plan was adopted by the County Council in May 1996. The Berwick-upon-Tweed Borough Local Plan has been produced in conformity with the Structure Plan. The County Mineral's Local Plan was placed on Deposit in June 1996. The County Waste Local Plan was placed on Deposit in Autumn 1998.
- 1.1.3 In preparing the Berwick-upon-Tweed Borough Local Plan, policies and proposals within Plans for neighbouring areas have also been taken into account: these include the Alnwick District Wide Local Plan and Northumberland National Park Local Plan, the Borders Region Structure Plan and Local Plans for Berwickshire District and Roxburgh District.

1.2 Status of the Development Plan

- 1.2.1 Once adopted the Development Plan forms the statutory basis for planning and development in the Borough. The Berwick-upon-Tweed Borough Local Plan will rationalise local planning policy, and replace the Berwick-upon-Tweed Town District Plan adopted in 1988; the draft Berwick-upon-Tweed Town Centre District Plan 1979; the Northumberland County

Development Plan 1959 as amended; and the various informal planning policies of the Council.

1.3 Functions of the Local Plan

1.3.1 The Local Plan has five main functions:

- To relate Government Policies and Guidance to the land use requirements of the Borough, and where appropriate identify specific areas of land;
- To interpret strategic policy within the County Structure Plan and apply them to the local area, developing detailed area specific land use policies;
- To bring local and detailed planning policies and proposals before the public;
- To provide a basis for the co-ordination of development and use of land by public bodies, private organisations and individuals; and,
- To provide detailed guidance on the policies used by the Council in the determination of planning applications.

1.4 Plan Preparation and Public Consultation

- 1.4.1 The Berwick-upon-Tweed Borough Local Plan 'Draft for Consultation' was published in December 1994. During the first three months of 1995 a comprehensive consultation process was undertaken with organisations and individuals at the national, regional and local levels. A newsletter, "Blueprint? - A Local Plan for the Borough of Berwick-upon-Tweed", was circulated by Royal Mail Door to Door to every residential address in the Borough. Within the newsletter were details of the 12 Local Plan Exhibitions held across 20 days during January and February, at Norham, Bamburgh, Beadnell, Berwick, Lowick, Wooler, Holy Island, Chatton, Seahouses, Milfield, Cornhill and Belford. Over 800 people attended one or more of these Exhibitions. The Plan was also available for inspection and purchase at the Planning Department, and for reference and negotiable short-term loan from the County Libraries serving the Borough, including the mobile libraries. The Consultation Period closed officially on 31st March 1995, although representations continued to be received through to September.
- 1.4.2 The outcome of the Consultation Period was the receipt of written representations from 100 different organisations and individuals, from which over 1000 individual comments or points on aspects of the Plan can be identified. A schedule of representations relating to individual Policies, Proposals, Sections and paragraphs in the Plan was prepared and reported to the Council's Development Committee, together with recommended revisions to the Plan. The Council was able to respond positively to the great majority of representations, and the Plan was substantially revised in advance of the publication of the Deposit Draft.

1.5 The Deposit Stage

- 1.5.1 The Berwick-upon-Tweed Local Plan Deposit Draft was issued with a certificate of general conformity with the County Structure Plan on 5th January 1996. It was then placed 'on deposit' for the statutory six week consultation period commencing 16th March 1996. There were 633 representations received of which 375 raised objections, 224 offered support for the plan and the remainder comprised comments. A further three objections were received outwith the deposit period, which were considered by the Council. The Council issued a Schedule of Proposed Changes in August 1996, following consideration of the representations received to the deposit plan. The proposed changes attracted 60 counter objections. In September 1996 the Council issued a further paper proposing changes to the section on traffic management in the Berwick-upon-Tweed Town Centre. A public local inquiry to consider objections to the Deposit Plan was opened on 12th November 1996, and was formally closed on 9th December 1996. The Inspector's Report was received by the Council in March 1997. This was considered at a number of committee meetings during the summer and autumn of 1997. The Council's 'Statement of Decisions' and 'Schedule of Proposed Modifications', were published for a six week consultation period commencing 9th April 1998.
- 1.5.2 Objections to the 'Proposed Modifications' or to the Council not making a modification recommended by the Inspector were considered by the Council at a number of committee meetings from June to December 1998. A Schedule of 'Further Proposed Modifications' were published for a six week consultation period commencing 7th January 1999. No further modifications materially affecting the content of the plan were proposed by the Council. The Borough Council issued a 'Notice of Intention to Adopt' on 18th March 1999.

1.6 How to Use the Plan

- 1.6.1 The Local Plan consists of a Written Statement containing the detailed Policies and Proposals of the Plan, and a Proposals Map consisting of a plan of the Borough at 1:50,000 scale, and a series of 22 more detailed Inset Plans of individual settlements or areas. With the exception of the Insets for Berwick-upon-Tweed town - 1:10,000 scale - and Berwick town centre - 1:1,250 scale - the Insets are at 1:5,000 scale. All sites and areas referred to in Policies and Proposals in the Written Statement are identified on the Proposals Map, and the Proposals Map itself is cross-referenced to Policies and Proposals in the text.

INTRODUCTION

- 1.6.2 The Written Statement includes a Framework Chapter and five Subject Chapters. The Framework Chapter establishes the Local Plan Strategy which includes an Overall Aim, three Supporting Aims, and five Subject Aims relating to the subsequent Subject Chapters. It establishes a "package" of 31 Framework Policies against which all of the Subject Policies are based and all proposals for development will be considered.
- 1.6.3 The five Subject Chapters are intended to cover the five main aspects of our lives: Shelter, Work, Recreation, the means by which we move between different locations, and the services and facilities which support the quality of our lives. The Local Plan Strategy threads through these Chapters via a series of Subject Objectives at the beginning of each Chapter, to which all Subject Policies are addressed. There are a total of 201 Subject Policies.
- 1.6.4 All Subject Policies are cross-referenced to the Framework Chapter and references to important corresponding Policies and Proposals elsewhere in the Plan are incorporated in the text. In addition, indicative cross-references to other Policies and Proposals are listed beside Policies and Proposals.
- 1.6.5 The Policies in the Plan refer specifically to land use planning and are either site specific or "area-wide" in their extent. In addition, there are 22 Local Plan Proposals which state the Council's commitment to, or support for, other matters related to planning. A full list of Policies and Proposals is included for reference at the beginning of the Plan.

1.7 Implementation, Monitoring and Review

- 1.7.1 Although the Local Plan sets out Policies for land use planning and other Proposals for the period to 2006, it must be anticipated that circumstances prevailing in the first half of the 1990s will change during the lifetime of the Plan. It is therefore important to monitor the implementation of the Local Plan and the context within which it operates, to ensure that it remains relevant and up-to-date. The status of the Local Plan and the weight which can be given to Policies when challenged, will be dependent on how up-to-date it is.
- 1.7.2 As noted above, the Local Plan Strategy establishes the Aims and Objectives of the Plan, and the Policies and Proposals which guide development and other activities. It is important that the performance of each Policy is monitored against the Local Plan Strategy, in particular, the Subject Objectives listed in the supporting text to each Policy, in order to assess its relevance to the planning process in the Borough.
- 1.7.3 However, it must be recognised that the Plan cannot anticipate all forms of development which might be applicable during the Local Plan period. Section 54A of the Town and Country Planning Act 1990 requires an application or appeal to be determined in accordance with the Plan, unless material indications indicate otherwise. Where material considerations do indicate otherwise and there would be a substantial departure from the Plan, the proposals will be advertised to allow representations to be made and taken into account before a decision is made. A departure is likely to give rise to the need for modifications to the Plan when it is reviewed.
- 1.7.4 The Council will also monitor the relevance of the Plan against new and amended Legislation and Government Guidance. In accordance with the Guidance, it is anticipated that the Plan will be reviewed on a five yearly basis, with modifications to the Adopted Plan being placed on Deposit within five years of Adoption of the Plan. Further details on implementation are included at the end of each Subject Chapter.

2 THE BOROUGH

- 2.0.1 The Borough of Berwick-upon-Tweed is the northernmost district in England, with the Borders Region of Scotland to the north and west. The town of Berwick-upon-Tweed is 50 miles further north than the border between England and Scotland on the west coast of the country. The River Tweed forms the north-western boundary with Scotland until three miles west of Berwick town, when the border arches northwards around the town to the North Sea coast.
- 2.0.2 A large part of the Borough's western boundary lies deep within the Cheviot hills and is inaccessible except via the public footpath network. The Pennine Way national footpath follows the border before entering Scotland and the final few miles to Kirk Yetholm. Crowned by the granite dome of the Cheviot itself, 815 metres above sea level, the hills within England form part of the Northumberland National Park. The boundary of the National Park and therefore that of the Local Plan area is largely defined by the edge of the foothills.
- 2.0.3 The southern boundary of the Borough from the National Park to the sea is the only boundary which the Borough shares with another English District. Eastwards, the North Sea coastline defines the edge. The coast is of international importance to nature conservation, particularly bird life, and of significance as the 'birthplace' of Christianity in England. It is also designated as a Heritage Coast and, south of Berwick-upon-Tweed, an Area of Outstanding Natural Beauty. The town of Berwick-upon-Tweed lies by the coast at the estuary of the River Tweed and is itself situated in the northernmost part of the Borough.

2.1 Population

- 2.1.1 The Borough, along with surrounding Districts, is predominantly rural and sparsely populated, with fewer than 27,000 people in an area over 370 square miles. For the first time, the 1991 Census (OPCS) shows that over half the population lives in the 'urban' area of Berwick, including the adjoining village of East Ord. There are three other main settlements, each with fewer than 2,000 residents: Wooler, on the edge of the Cheviot foothills; Seahouses, a fishing village and popular seaside tourism centre; and Belford, a smaller village midway between Berwick and Alnwick on the old Great North Road. Figure 1 shows the location of these settlements and other villages in the Borough.
- 2.1.2 Table 1 shows that there has been a gradual increase in population in the Borough during the last twenty years, with growth in the urban area of Berwick contrasting with fluctuating population levels in rural areas.

	1971	1981	1991
Berwick including East Ord	11,937	12,886	13,467
Belford	960	943	994
Seahouses (North Sunderland Parish)	1,725	1,759	1,782
Wooler	1,833	2,034	1,868
Other Rural Parishes	9,324	8,583	8,622
Borough of Berwick-upon-Tweed	25,779	26,185	26,733

Source: OPCS Population Census 1971, 1981, and 1991.

INSERT FIGURE 1

2.1.3 These figures mask a loss of population in many of the Borough's 37 Parishes. The turnaround in the rural population between 1981 and 1991 shows few clear trends and is confined to just 15 Parishes, only 3 of which - Norham, North Sunderland and Ord - also experienced an increase between 1971 and 1981. Of the remaining 22 Parishes experiencing a loss of population in the 1980s, 15 also experienced decreases in population between 1971 and 1981. Only 10 Parishes - including Wooler, Belford and Beadnell - experienced net increases in population between 1971 and 1991.

2.1.4 The modest increase in overall population throughout the Borough since 1971 is attributed to net inward migration, compensating for a net loss through natural change in population levels. However, migration has largely been characterised by a loss of young adults, and an increase in older people. Consequently the Borough's population structure is becoming increasingly orientated towards the older age groups in society. Table 2 shows a comparison for 1991 between the population age/sex structure of England and Wales, and that for Berwick-upon-Tweed Borough.

Age	England and Wales			Berwick-upon-Tweed Borough			Comparison
	Male	Female %	Total	Male	Female %	Total	
<1	0.70	0.67	1.37	0.37	0.37	0.74	-0.63
1-4	2.74	2.60	5.34	2.60	2.31	4.91	-0.43
5-14	6.33	5.98	12.31	5.95	5.95	11.90	-0.41
15-29	11.40	10.98	22.38	9.29	8.65	17.94	-4.44
30-44	10.57	10.58	21.15	10.04	10.13	20.17	-0.98
45-59	8.25	8.27	16.52	8.57	9.29	17.86	+1.34
60-74	6.41	7.47	13.88	8.27	9.66	17.93	+4.05
75+	2.43	4.62	7.05	2.97	5.58	8.55	+1.50
Total	48.83	51.17	100.00	48.06	51.94	100.00	

Source: OPCS, 1991 Key population and vital statistics

2.1.5 It can be seen from the above, under the column headed "Comparison", that the proportion of the Borough's population in each age group below the age of 44 is less than the national rate, and above 44 years of age it is above the national rate. The most significant differences are for the 15-29 age group, with 4.44% less of the population in that age group locally, than throughout England and Wales, and the 60-74 years age group, with 4.05% more of the local population in that age group than nationally. This age structure has an obvious impact on the nature of employment and service provision in the Borough. In order to maintain a reasonable age balance there is a need to address the serious net loss of young people through migration.

2.2 Communications

2.2.1 As noted above, north Northumberland and the eastern Borders of Scotland are predominantly rural and sparsely populated. Berwick-upon-Tweed is the largest settlement for nearly 40 miles by road in any direction, and for over 45 miles on the main north-south transportation routes. Strategically it is midway between the nearest major urban centres in north-east England and central Scotland. Newcastle upon Tyne and Edinburgh are both 60 miles away.

2.2.2 However, despite its relative isolation the Borough is reasonably well served by the inter-regional transportation network, with both the East Coast Main Line railway and the A1 Trunk Road passing through the Borough. The East Coast Main Line railway is an important link for the Borough and the eastern Borders of Scotland to the national public transport network. Newcastle and Edinburgh are now accessible in approximately 45 minutes and London in three and a half hours from the inter-city station at Berwick. The only other station in the Borough is at Chathill which is served by a minimal commuter service to Newcastle.

- 2.2.3 The A1 Trunk Road is identified as a "Euroroute" and is the main 'all year' road route between Newcastle and Edinburgh, and the main road serving the Borough. It is predominantly single carriageway but the recent completion of improvements at Brownieside and those at Marshall Meadows, between the Berwick bypass and Lamberton just beyond the border in Scotland, have opened up the first stretches of dual carriageway in the Borough. In the longer term the Government is committed to the complete dualling of the A1 between Newcastle and Edinburgh, but no timetable has been published. Other main roads in the Borough include the A697, an alternative inland route between Tyneside and Edinburgh, passing through Wooler; the A698 from Berwick westwards to the Border towns and beyond; and the B6525 between Berwick and Wooler.
- 2.2.4 Berwick-upon-Tweed is also a commercial port importing and exporting grain, fertilisers, timber, aggregates and stone. The port is the only commercial port between Edinburgh and Blyth in the south of Northumberland, and consequently is of strategic importance to a large area of north Northumberland and the eastern Borders of Scotland. In 1991 it had a total throughput of 139,700 tonnes. This fell to 100,593 tonnes in 1993, largely as a result of the national economic recession. However, the entrance to the Tweed Dock from the river has recently been widened and the harbour can now accommodate ships with a capacity of up to 3,000 tonnes. In 1994, the total throughput at the Dock rose to 155,422 tonnes.
- 2.2.5 The nearest international airports for business and leisure travel are at Edinburgh and Newcastle. Passenger ferry services cross to the northern European mainland and Scandinavia from the Port of Tyne.
- 2.2.6 Policies relating to rail services, the road network, the Tweed Dock and other transportation matters are included within Chapter 7: "Movement".

2.3 Economic and Social Activity

- 2.3.1 The Borough's rural character and association with farming and fishing continues to influence the nature of economic activity in the area and patterns of social relations. Employment in the primary activities of agriculture, forestry and fishing is nearly four times the national average as a percentage of the working population, whilst employment in manufacturing is closely linked to these activities. Food and textile processing, engineering, construction, and transport companies, support, service and benefit from the primary activities.
- 2.3.2 The growth of tourism in the Borough has emerged against a background of the quality of the local countryside and the north Northumberland coastline, but much of its supporting services and accommodation is based upon individual rural enterprises or settlements which retain intimate connections with farming. The importance of tourism in sustaining and enhancing the vitality and viability of economic and social activities in the Borough, was recognised by the Council in commissioning a detailed study by the University of Bristol's Rural Tourism Development Project, which resulted in the report "Berwick-upon-Tweed - A Strategy for Sustainable Rural Tourism", published in July 1991, following extensive public consultations. Arising from the study, the Till Valley Tourism Initiative has been set up in Wooler to develop the role of tourism in the inland areas of the Borough; a Regeneration Study by the Civic Trust Regeneration Unit has been undertaken in Seahouses (North Sunderland Parish), resulting in the appointment of a Project Officer; and, the need for improved visitor management at Holy Island as identified in the 'Holy Island Management Plan 1997'.
- 2.3.3 The principal settlements of the Borough: Berwick-upon-Tweed, Belford, Seahouses and Wooler; have extended their economic bases attracting industries from outside the area, while a number of villages within commuting distance of Berwick, particularly Hornccliffe, Norham and Scremerston, are closely dependant upon the town for employment. The prosperity of the principal settlements, the wealth which they create and the services which they support and deliver are, of considerable importance to their immediate surroundings.

The decline of these settlements would undoubtedly affect the structure of population and economic activity in the rural areas.

- 2.3.4 Agriculture and Fishing are both industries in which major structural change is long-standing and likely to continue. Whilst significant upland areas of the Borough have been designated Less Favoured Areas by the European Union, the scale and operation of farming activity in the Borough have meant that levels of prosperity have been reasonably sustained, although certain sectors, notably traditional lowland beef and sheep rearing, are likely to become less viable during the Local Plan period. The fishing industry is also increasingly constrained by the imposition of quotas and the threat of enforced tying-up. In recognition of continuing change in the rural economy, from January 1994, the Borough is included in the European Union Objective 5b Programme Area for the Northern Uplands, which for the first time makes funding from the European Regional Development Fund available to applicable projects throughout the Borough.
- 2.3.5 Manufacturing activity in the Borough has not been the subject of the traumatic structural change experienced in areas which have associations with traditional heavy industries. Nevertheless the close ties with agriculture and fishing have resulted in fluctuations in the fortunes of processing and engineering businesses, and there continues to be a marked seasonal variation in employment levels (Figures 4 and 5 in Chapter 5 refer).

Parish	Total Number of Services	Parish	Total Number of Services
Adderstone with Lucker	20	Ewart	3
Akeld	5	Ford	31
Ancroft	29	Holy Island	15
Bamburgh	23	Horncliffe	19
Beadnell	26	Ilderton	8
Belford	51	Ingram	12
Bewick	10	Kilham	11
Bowsden	16	Kirknewton	13
Branxton	13	Kyloe	14
Carham	14	Lilburn	7
Chatton	23	Lowick	30
Chillingham	5	Middleton	8
Cornhill-on-Tweed	19	Milfield	21
Doddington	9	Norham	39
Duddo	10	North Sunderland	52
Earle	5	Ord	14
Easington	3	Roddam	7
Ellingham	18	Shoreswood	15
		Wooler	66

Services includes permanent shops, mobile shops, cafes, public houses etc., deliveries and other services, childcare, day-care and education, medical facilities, places of worship, recreational facilities and clubs and societies.

Source: Rural Development Commission, Survey of Rural Services, 1991.

- 2.3.6 Changes in social and recreational patterns of activity, improved marketing and an increasing awareness of the quality of the environment of north Northumberland have meant that tourism has grown in the Borough. However its economic impact remains uncertain given the seasonal nature of employment related to it, and the scale and spread of income which it generates (Section 5.11. refers).
- 2.3.7 The scale and variety of shopping, banking, professional services and leisure and recreational opportunities available in Berwick town reflect its strategic location. Increasing

numbers are drawn into the town from north Northumberland and the eastern Borders of Scotland to take advantage of these services.

- 2.3.8 People are prepared to travel comparatively long distances to meet their needs, but the remotest rural areas of the Borough are severely disadvantaged in the availability of the most basic services. Table 3 shows the comparative availability of services across each of the Parishes within the Borough.
- 2.3.9 Clearly the sparseness of population and the relative concentration of activities in key settlements have an impact on the ability of remoter areas to sustain activities and services which support and enhance the quality of life of local residents.

2.4 Landscape, Buildings and Habitat

- 2.4.1 The Borough of Berwick-upon-Tweed is remarkably rich in the quality of its landscape and seascape, which in turn support diverse habitats, wildlife, plants and trees. Buildings, on an individual basis within the landscape, or grouped together in villages and towns are generally of a high standard. The outstanding natural and built heritage of the Borough is recognised by the number of international, national and local designations.
- 2.4.2 The quality of, and variation in, landscape, building and habitat is influenced by, and results from, natural processes and human activity. The environment which results from this interaction is a valuable resource, contributing to the well-being and quality of life of those who live and work in the Borough and those who visit it for recreation.
- 2.4.3 As previously noted, a large part of the south-west of the Borough is within the Northumberland National Park, and the coastal landscape is designated as a Heritage Coast and, south of Berwick, as an Area of Outstanding Natural Beauty. Lindisfarne is a National Nature Reserve, Special Protection Area and Ramsar Site of international importance for waterfowl. The remainder of the coast is a proposed Special Protection Area and Ramsar Site following designation as a Site of Special Scientific Interest in July 1993. There are numerous other Sites of Special Scientific Interest and Sites of Nature Conservation Importance. In 1995 the Government forwarded to the European Union three candidate Special Areas for Conservation within or part within the Borough: the North Northumberland Dunes, the Berwickshire and North Northumberland Coast, and Newham Fen. These designations acknowledge the remote wilderness of the Cheviot Hills; the undeveloped character and scenic beauty of the coastline; the importance of inter-tidal areas, estuaries and the sea itself for bird and marine life; and the importance of locations throughout the Borough for plants, trees and geology.
- 2.4.4 The built heritage of the Borough and the buildings which are Listed as being of Special Architectural or Historic Interest range from individual buildings and structures on the grandest scale, for example, Bamburgh Castle and the Royal Border Bridge at Berwick-upon-Tweed, to agricultural and domestic buildings. The need to conserve and enhance the inter-relationship between buildings and spaces in several settlements is acknowledged in Conservation Area designations.
- 2.4.5 The area is also of considerable importance in terms of archaeology; in addition to visible remains of man's oldest imprints on the landscape, there is much waiting to be investigated. Scheduled Ancient Monuments and Sites of Archaeological Interest are spread throughout the Borough, from the remains of iron age settlements in the Cheviot Hills, to cup and ring marked rocks on exposed moorlands.

3 THE FRAMEWORK

The Government's Planning Policy Guidance (PPGs) state:

The planning system has a positive role to play in guiding appropriate development to the right place, as well as preventing development which is not acceptable. Properly used it can secure economy, efficiency and amenity in the use of land (paragraph 4, PPG 1, General Policy and Principles, March 1992).

Development Plans provide the primary means of reconciling conflicts between the need for development and the need to protect the built and natural environment (paragraph 17, PPG 1).

The sum total of decisions in the planning field as elsewhere should not deny future generations the best of today's environment (paragraph 1.8, PPG 12, Development Plans and Regional Planning Guidance, February 1992, reiterated in paragraph 3, PPG 1).

The principles of sustainable development require the responsible use of man-made and natural resources by all concerned in a way that ensures that future generations are not worse off. Careful attention to environmental issues makes good economic sense for business and industry (paragraph 2, PPG 4, Industrial and Commercial Development and Small Firms, November 1992).

- 3.0.1 As previously established, the Borough of Berwick-upon-Tweed is geographically remote; its principal settlements and its rural hinterland have not been subject to pressure for development related to patterns of migration prevalent elsewhere - the movement of population out of cities and conurbation's to their surroundings. The limited growth which has taken place in population is based on small scale migration; economic growth is almost exclusively indigenously based and the level of services supporting local communities reflect these facts. The Local Plan, therefore, does not need to exercise a severe level of constraint to control development pressures.
- 3.0.2 As also previously established, the Borough is sparsely populated and its population age profile is biased towards the older age groups. In order to ensure that a balanced society and a vital and viable local economy are maintained, there is a need to stem the net loss of younger people through migration, and broaden the economic base and opportunities for leisure and services. Therefore, there is a need to stimulate and promote development.
- 3.0.3 As further established, the Borough has an outstanding natural and built environment. It is important that development can be accommodated in a way which accords with the environment and does not damage its interest and value. A positive Local Plan Strategy and robust planning framework are therefore required to stimulate development and protect the environment.

3.1 The Local Plan Strategy

- 3.1.1 This Chapter establishes such a Strategy and Framework through which the rest of the Local Plan is structured. The Strategy provides the guiding principles and highlights the main emphases of the Plan, and includes a hierarchy of aims. Leading from this is a "package" of Framework Policies against which all subsequent policies are based and all proposals for development will be considered. In establishing the Strategy, the following overriding issues must be addressed:

What levels of change in the provision of shelter, work and recreation, together with improvements to patterns of movement and community support, need to be attained to sustain and enhance the quality of life of residents in the Borough?

How can the physical changes arising out of these needs be managed to ensure that the quality of the natural and built environment of the Borough is sustained and enhanced?

- 3.1.2 Traditionally, employment and housing have been the dominant components in land use planning. Development Plans have either been "Employment Led", on the basis that by attracting businesses, housing development will follow to accommodate the workers; or "Housing Led", on the basis that businesses will follow the construction of new housing to employ the available labour. Where conditions are right such approaches have often been, and will continue to be, very successful, such as in the development of the New Towns of Newton Aycliffe and Washington. In Berwick, during the 1970s and early 1980s, considerable emphasis was placed on stimulating new investment and employment in manufacturing. Companies such as Polychrome were attracted to the town securing employment in the area. However, an alternative approach is now required to take the Borough forward into the next century.
- 3.1.3 The Borough is no longer able to compete effectively for inward investment through financial incentives such as subsidised workspace, which are available elsewhere, except in "one-off" situations such as the attraction of Alchemia to the former Polychrome premises at Tweedside Industrial Estate. The bulk of Government finance is now directed towards the large conurbation's and other former industrial areas, which have experienced the economic upheaval of the contraction of their heavy industries. In the case of Alchemia, the premises were already there as a direct result of the loss of another company, and the town could compete.
- 3.1.4 To sustain and promote jobs and maintain or enhance the level of population, the Borough must acknowledge its weaknesses and draw upon its strengths. The availability of financial assistance from Europe via the Objective 5b Programme will assist competitiveness, but a number of other factors are important in retaining and attracting employment: the standard and flexibility of the workforce; the supply of land and premises; the quality and range of supporting infrastructure - communications, education, shops, leisure and recreation and emergency services - and, the quality of the environment. Berwick may be weak in certain aspects although significant strides forward have been made with some - including shopping, the arts and recreation - but within the context of increasing standards elsewhere and aspirations generally. However, one aspect stands out within the Borough's portfolio, as a long-term asset which the majority of other places can not match - the Environment - and does so within the context of increasing environmental awareness at a global level. The environment is the key to sustaining and enhancing the quality of life in the Borough.
- 3.1.5 Awareness of the environment as a key social and economic issue has increased dramatically in recent years, and is likely to continue to grow as pressures build. Unlike the nation's former industrial areas, the environment has not been exploited locally to the extent that its value has been severely diminished. As long as its value can be sustained and, wherever possible, enhanced, it will continue to be an asset to the area. Maintaining it will assist in the attraction of businesses and people to the Borough. Therefore, the Overall Aim of the Plan is:

To conserve and enhance the environmental wealth of the Borough, as the means to sustain and promote the quality of life of its residents; to ensure that their development needs are met without compromising the ability of future generations to meet their own needs; and for its own sake.

- 3.1.6 This is complemented and underpinned by three supporting Aims:

To conserve and enhance the Borough's landscape and coast, it's native biodiversity and its human heritage.

To sustain and promote economic and social opportunities.

To ensure that these opportunities can be realised without compromising the Borough's environment, in the short and medium term and for future generations.

- 3.1.7 Within its remit, the Local Plan can only address some of the issues, not least because many need to be addressed at national and international levels. Much is beyond the scope of the Plan but it can adopt the rationale: "Think Globally, Act Locally". Indeed, Government Guidance to planning authorities has been revised considerably since the late 1980s in response to increasing environmental concerns, and advocates an approach based on the principles of sustainable development as highlighted in the references to PPGs 1, 4 and 12 at the beginning of the Chapter. However, the most widely used definition of sustainable development comes from the World Commission on Environment and Development; it is **"development that meets the needs of the present without compromising the ability of future generations to meet their own needs"** (The Brundtland Report, 1987). The Plan's Aims draw on this definition.

3.2 Sustainable Development

- 3.2.1 Sustainable development is an approach which takes into account the longer term environmental, social and economic implications of development, not just the potential short term gains. It brings together four sets of values - environmental protection; providing for the future; quality of life; and fairness - to create a new policy agenda which integrates environmental, developmental, social and economic concerns. Local Agenda 21 (The Local Government Management Board, 1994) identifies what is described as some of its key points:

- safeguarding the environment is a precondition of development - not an obstacle to it. They are not alternatives, or opposites, but interdependent;
- the physical "carrying capacity" of the environment imposes limits to many human activities. We must live within these so that we pass the planet on to our descendants, with its ability to support human life undamaged;
- human wellbeing has social, cultural, moral and spiritual as well as material dimensions. Development must seek to support all of these, not some at the expense of others;
- all people must have opportunities to develop;
- development and economic growth are quite different things. It is possible to have either without the other. Development should be the primary aim of policy; and,
- we need broader indicators than economic growth by which to measure development.

- 3.2.2 As a result of changes to Government guidance, to sanction and encourage the principles of sustainable development, policies in Development Plans can seek to:

- promote development which reduces the need to travel;
- encourage resource and energy-efficient patterns of development;
- favour sustainability-enhancing developments such as wind farms;
- constrain development within natural "carrying capacity" limits and locally adopted environmental quality objectives; and,
- protect habitats and landscapes - not only rare and critical ones.

- 3.2.3 The Berwick-upon-Tweed Borough Local Plan develops these objectives where possible, but its scope is constrained, by: its statutory limitation to land use matters; its relationship to other legislation including that relating to transportation; and, the complexity and scale of the "concept", which demands a comprehensive and co-ordinated approach on a global scale. Furthermore, it is considered that particular local characteristics result in conflicting objectives. For example, the sparsity of population and consequent minimal level of services, including public transport, throughout many of the Borough's Parishes, as highlighted in Chapter 2, mean that throughout large parts of the Borough, new housing cannot be located where there is access to a reasonable level of local services without recourse to private motorised transport. The achievement of sustainable development in such circumstances either requires a significant increase in the rural population, through a more equitable spread of population regionally, which would support an increased level of

services locally (this itself may not be sustainable because of the legacy of past development patterns which the Region has inherited); or alternatively, maintaining a similar level of population but restricting development to those settlements which support a reasonable level of services, excluding new development from those settlements which do not.

- 3.2.4 A further example relates to the development of wind farms; it is acknowledged that such developments may be "sustainability-enhancing" and parts of the Borough may be capable of accommodating them, not least because it is sparsely populated, but some people believe that wind farms would be offensive to their experience of the environment, and inflict visual damage on the landscape - not just where it is "rare and critical".

3.3 The Framework Policies

- 3.3.1 Within the framework established through the Local Plan Strategy and the principles of sustainable development, the remainder of the Chapter develops the Plan's Framework Policies against which all other policies and proposals for development will be considered. The "package" of policies, which should be read together, is led by the Council's policy commitment to sustain the Borough's environmental wealth, and concludes with its parallel commitment to the social and economic welfare of the Borough. In between there is a series of policies which are environment based; the environment being the context within which all of the activities and demands of modern-day life - subsequently addressed in the subject chapters - are accommodated. The Chapter concludes with a series of lower hierarchy Aims which relate the Local Plan Strategy to these subject Chapters.

3.4 Environmental Wealth

- 3.4.1 The special qualities of the Borough's natural and built heritage are acknowledged throughout the Plan, and have been taken into account in formulating policies and proposals. The need to sustain them, for their contributions to residents' quality of life and to the area's physical, social and economic attractiveness, is given primary importance for the plan period: Accordingly:

POLICY F1

Having regard to the provisions for development made in the Plan, and of Policy F31, primary importance will be given to sustaining and enhancing the Borough's environmental wealth, including its landscape and coast, its native biodiversity and its human heritage.

- 3.4.2 This Policy will be implemented through advice to developers and the Development Control process. It will also apply to all works undertaken by the Council and they will seek to influence public agencies, private companies and other organisations to act accordingly where opportunities arises, when their activities fall outside the jurisdiction of the Development Control process but nevertheless have an impact on the environment.

3.5 Landscape

- 3.5.1 In recognising the particular importance of the local landscape, the Council has undertaken a Landscape Assessment as a means of describing, classifying and evaluating its diverse character, and to ensure that policies and proposals on all subjects included in the Local Plan reflect and respond to their landscape context. The conclusions of the assessment provide systematic support to the long held view that the landscape of the Borough is unique in its variety and overall quality.
- 3.5.2 The assessment was structured around seven zones of landscape character, identified at an early stage in the study. The area's geology, natural drainage, soils, vegetation and the historic impact of human activity were all taken into account. Three of the zones were further divided into eight sub-zones, where there are relatively minor differences in character. These

zones are shown in Figure 2 and Table 4, and are used subsequently as "building blocks" for the areas of landscape value shown in Figure 4.

3.5.3 The assessment applied a method of recording the significance of objective and subjective factors, both of which contribute to the perception of landscape quality. Objective factors were recorded according to their scale within the landscape, in terms of being conspicuous, evident, inconspicuous or not occurring. Landform, landcover and landscape features such as settlements, arable farmland, deciduous woodland, farm buildings, hedges and trees were all taken into account. Subjective factors depend upon a degree of opinion and judgement in their analysis, and include such matters as the scale of the landscape, its enclosure, variety, harmony, movement, texture, colour, rarity, security, stimulus and pleasure. These factors were recorded and, whilst individually the descriptions are not definitive, grouped together they form an overall impression of the landscape.

Major Zones	Sub Zones
"A" Narrow Valley	
"B" Open Farmland(*)	i) Valley Influenced ii) Upland Influenced iii) Coastal Plain iv) Coastal Strip
"C" Enclosed Farmland(*)	i) Valley Type ii) Upland Type
"D" Wide Valley (Glendale)	
"E" Mixed Moorland	i) Reclaimed/Improved Pasture ii) Heather Moorland
"F" Upland Fringe	
"G" Oceanic Coastal Edge	

(*) The terms "Open" and "Enclosed" describe our response to the nature of the landscape, initially subjective, which is either open in its aspect or enclosed. In the context of the Borough, it is "open" where it is not enclosed by higher land in more than one direction.

3.5.4 The Narrow Valley (Zone A) is largely confined to the strip of land between the cement sandstone and fell sandstone boundary, marked by the dismantled Tweedmouth to Kelso railway line, and the River Tweed, though it extends northwards to include Halidon Hill. The impression of the valley is limited to this area, the landform of which varies from the broad valley bottom at the confluence of Whiteadder Water, to a narrow valley restricting the river opposite Milne Graden and elsewhere. Arable farming and deciduous woodland, as well as the river itself, are dominant components of landcover, and trees, the river and its bridges are important features. The assessment concluded that it is a colourful landscape of considerable beauty with a strong sense of enclosure and calm. It is of particular value to the character of the Borough.

3.5.5 Open Farmland (Zone B) is the most extensive zone in the Borough, located largely between the narrow Tweed Valley and the 100 metres contour line. It runs along the entire northern and eastern boundaries of the Borough, and has four subdivisions determined by their proximity to the valley of the Tweed, the uplands and the coast. To a greater or lesser extent these features confer some influence on the zone without altering its open farmland landscape character. The valley influenced, upland influenced and coastal plain sub-zones are pleasant with areas of interest and some unusual aspects. They are calm, simple and balanced, but ordinary in character relative to the rest of the Borough. Arable farming and coniferous woodland shelterbelts are conspicuous forms of landcover. The coastal strip is more interesting and invigorating, which reflects its part designation within the Northumberland Coast Area of Outstanding Natural Beauty. With the exception of this sub-zone, the particular value of the area is in providing the Borough with its characteristically open and expansive views of the north Northumberland landscape. The zone is dependent on the sense of scale brought to it by neighbouring zones including the Cheviots, Doddington Moor, the Kylee Hills, Halidon Hill and the Coastal edge with its castles; and they, too, are dependent upon the open farmland to provide the dramatic visual "lead-up" to them.

THE FRAMEWORK

- 3.5.6 The Enclosed Farmland (Zone C) is enclosed between the parallel fell sandstone ridges of Zone E. The northern "Valley Type" sub-zone is influenced by the proximity of the 100 metres contours of both ridges. The "Upland Type" sub-zone is more influenced by the undulating topography between the contours. Together, the area is varied and unusual with a strong sense of enclosure. Coniferous woodland, arable farming and pasture are conspicuous landcover, and coniferous plantations are a conspicuous feature. Overall, the area provides impressive views from the higher ground but also acquires much of its character from the sense of enclosure engendered by the ridges.
- 3.5.7 The Wide Valley (Zone D) refers to the Glendale Valley or Milfield Plain, and its boundaries are largely determined by the 100 metres contour along the edges of the Cheviot foothills and the Ford Moss-Fowberry Moor ridge. The zone owes much of its intrinsic value to the proximity of the Cheviots and the juxtaposition of the flat plain and the strong topography of hill and mountain. Objections to the boundaries identified by the landscape assessment were considered at the Public Local Inquiry. This resulted in a review of the landscape assessment in 'Zone D', at Duddo and Ford Common. The reassessment recommended modifications to extend the boundary of the Kylee Hills and Glendale Area of High Landscape Value into this area.
- 3.5.8 Mixed Moorland (Zone E) is the landscape type which has developed on the two north-south orientated fell sandstone ridges of the Kylee Hills and Chillingham Ridge and Ford Moss-Fowberry Moor, which occur in the southern two-thirds of the Borough between the Cheviots and the coastal plain. The sub-zones are based on the degree to which the main zone has been converted from moorland and acidic grassland to improved grassland. The Ford Moss-Fowberry Moor ridge is more improved and less rugged. The northern section of the other ridge is a particularly pleasurable and invigorating landscape, and its southern section of heather moorland area is a rare and unusual landscape within the Borough. Objections to the boundaries identified by the landscape assessment were considered at the Public Local Inquiry. This resulted in a review of the landscape assessment in 'Zone F' at Camp Hill, Moneylaws Hills and the area around Flodden. The reassessment recommended modifications to extend the boundary of the Kylee Hills and Glendale Area of High Landscape Value into this area.
- 3.5.9 The Upland Fringe (Zone F) is effectively the transitional area between open and intensive farmland and the Cheviot uplands, and has been largely determined by a combination of altitude, geology and soils. It is located at the periphery of the andesite and granite bulk of the Cheviots, and its soils are of a type which supports a permanent pasture and stock rearing farm system. It is a balanced and colourful landscape of

INSERT FIGURE 2

considerable interest, except for occasional areas where the landscape is less stimulating.

- 3.5.10 The Oceanic Coastal Edge (Zone G) is a small but distinctive landscape along the edge of the North Sea. It is a landscape largely fashioned by marine or oceanic influences - such as high winds - and the constant eroding and accreting powers of the sea. Extensive beaches, sand dunes and the exposed strata of carboniferous limestone are the dramatic features of this zone, which the assessment concludes is the most stimulating of the Borough landscapes with strongly diverse and contrasting aspects of beauty and rarity. Together with part of the Open Farmland Coastal Strip, it forms that part of the Northumberland Coast Area of Outstanding Natural Beauty within the Borough.
- 3.5.11 In summary, the Landscape Assessment concluded that those areas and features which are of particular value to the character of the Borough include: the coast and sea with its islands and castles; the narrow Tweed Valley, including Halidon Hill; the close and parallel mixed moorland fell sandstone ridges, particularly Ros Castle and the Kylee-Chillingham ridge; and the Cheviot hills. These areas contribute to a landscape of considerable drama and dynamism.
- 3.5.12 The Cheviot hills are subject to national designation as part of the Northumberland National Park, for which a separate Local Plan is being prepared by the National Park Authority. Throughout the rest of the Borough, four landscape areas are identified on the basis of landscape quality.
- the coastal zone, which is made up of the Oceanic Coastal Edge (Zone G) and a large part of the Open Farmland Coastal Strip (Sub-zone B(iv)), includes the nationally designated Northumberland Coast Area of Outstanding Natural Beauty and North Northumberland Heritage Coast, the cliffs and foreshore between Huds Head and the River Tweed estuary at Spittal, the remaining land east of the A1 Trunk Road north of Berwick-upon-Tweed, and a small pocket of developed land to the west of both Bamburgh and North Sunderland villages;
 - the Tweed Valley (Zone A), including the narrow valley of the River Till north of Etal;
 - the Kylee Hills and Glendale, including the fell sandstone ridges of the Kylee Hills and Chatton Moor and Ford Moss to Fowberry Moor (Zone E), the Enclosed Farmland (Zone C), the Milfield Plain (Zone D) and the fringes of the National Park (Zone F);
 - the intermediate landscape areas across the northern and eastern extents of the Borough, between the Tweed Valley to the north, the coastal zone of the east, and the Kylee Hills and Glendale to the south and west (Sub-zones B(i), B(ii), B(iii) and part of B(iv)), and including a further small area at the England/Scotland border near Lamberton Toll.

All settlements are included within the landscape areas except Berwick-upon-Tweed which is identified as a separate area of urban character. Figure 3 shows the extent of these areas.

- 3.5.13 Within the Coastal Zone, Tweed Valley, and Kylee Hills and Glendale, the Council intends to ensure that development is approached in an imaginative and sensitive manner which takes into account the character and value of the landscape. In the intermediate landscape areas, the Council will adopt a policy framework which acknowledges the important role which the landscape plays in defining areas of open space in scale with the Cheviots, the North Sea and the mixed moorland ridges. In these areas, the intention will be to ensure that development proposals will not have a detrimental impact on long-range views important to the character and quality of the Borough landscape.
- 3.5.14 The coast and sea with its islands, from Huds Head to the south of Berwick-upon-Tweed to the Borough boundary at Beadnell Bay, form part of the Northumberland Coast Area of Outstanding Natural Beauty, a statutory designation under Section 87 of the National Parks and Access to the Countryside Act 1949; it is an area within which the conservation and enhancement of its natural beauty will be the primary objective of planning policy. The boundary of the North Northumberland Heritage Coast is identical to the Area of Outstanding Natural Beauty (AONB) over this part of the Borough; however, the Heritage Coast extends north of the River Tweed estuary to the Scottish Border, with an inland boundary defined

largely by the East Coast Main Line railway and the Elizabethan fortifications of Berwick-upon-Tweed. The Heritage Coast is not a statutory designation, but is an area within which there is a stated need to achieve a balance between the conservation of landscapes and habitats, public enjoyment of the coast, and the development requirements of local communities by suitable management processes. The two designations are shown on the Proposals Map.

- 3.5.15 The Local Plan provides an opportunity to identify a Coastal Zone (PPG20, Coastal Planning, September 1992) within which specific policies will apply. The Area of Outstanding Natural Beauty and Heritage Coast form the basis of the designation, but the Council is anxious to include the cliffs and foreshore between Huds Head and the River Tweed estuary and the coastal farm land to the east of the A1 Trunk Road to the north of Berwick-upon-Tweed. These areas are of considerable importance in the overall coastal landscape of the Borough; the Council believes that they should be integrated into a policy framework for the coast and the same policies should apply.
- 3.5.16 PPG 20 also makes it clear that the coast will seldom be the most appropriate location for development. Few developments require a coastal location, and given the physical and policy constraints that apply to the Borough's undeveloped coast, it should not be expected to accommodate new development that could otherwise be accommodated inland or in existing developed areas. Where development is considered, it may be limited by physical circumstances; the risks of flooding, erosion and land instability, as well as conservation policies, will need to be taken into account. Therefore, the Policy for the Coastal Zone is:

POLICY F2

Within the Coastal Zone identified on the Proposals Map, primary importance will be attached to the conservation and enhancement of the landscape and coast. Development will be permitted provided that:

- i) it is located in the villages of Seahouses, North Sunderland or Beadnell, or in exceptional cases relating to their particular features and/or needs, the villages of Bamburgh or Holy Island, or other small settlements and, relating to the functions of the site, at Berwick Holiday Centre;**
- ii) it accords with its surroundings by virtue of its scale, density, height, massing, layout, materials, hard and soft landscaping including species appropriate to the north Northumberland coastal environment, means of enclosure and access;**
- iii) it would not adversely affect the integrity of the internationally important nature conservation interests of the coast;**
- iv) it is not located in an area at risk from flooding, erosion by the sea or landslips, which may require expensive engineering works either to protect land from erosion by the sea, or defend land from inundation by the sea;**
- v) exceptions to criterion (i) will only be permitted where development relates to and accords with policies C12, C20 or C21, and provided that the developer can satisfy the Borough Council of the need for such a development to be located outwith an existing settlement;**
- vi) it relates to and accords with Policies S4, W2, W4 or C5, associated with agricultural developments or Policy R7; and**
- vii) it accords with Policies elsewhere in the Plan.**

- 3.5.17 As noted above, the Tweed Valley and Kylee Hills and Glendale have special qualities to the extent that the conservation and enhancement of their natural beauty should be a principal objective of the Local Plan. To achieve this the Plan designates both areas as Areas of High Landscape Value (AHLV), in accordance with the provisions of the Northumberland County Structure Plan, within which special policies to protect the countryside will apply. However, the Plan does not seek to establish a strict hierarchical approach to Policies, or stifle development which would stimulate, sustain or diversify the level and range of social and economic activities within these areas. Instead, Policies seek to respond to the landscape character of each area and minimise the potential negative impacts of development which might otherwise appear incongruous within landscapes of such quality, consistent with the Local Plan Strategy.

POLICY F3

Within the boundaries identified on the Proposals Map, the Tweed Valley and Kylee Hills and Glendale are designated as Areas of High Landscape Value within which special policies to protect the countryside will apply. Development will be permitted where it is compatible with the principal objective of conserving or enhancing the natural beauty of these areas, and, in particular:

- i)(a) it is located within or immediately adjoining an existing settlement; and/or,
- i)(b) it will expand the Borough's infrastructure for tourism, compatible with the area's existing tourism role and its primary attractions of the natural and built environments;
- i)(c) it relates to and accords with Policies C12, C14, C23, C24, C26 or C27 and provided that the developer can satisfy the Borough Council of the need for such a development to be located outwith an existing settlement,
- ii) it accords with its surroundings by virtue of its scale, density, height, massing, layout, materials, hard and soft landscaping including indigenous species, means of enclosure and access;
- iii) it relates to and accords with Policies S4, W2, W4, W8 or C5, associated with agricultural developments, or Policies R7 or R9; and
- iv) it accords with Policies elsewhere in the Plan.

3.5.18 The boundaries of the two AHLVs have been determined through the Landscape Assessment and translated to features identifiable on the ground and/or on Ordnance Survey base maps. South of Belford the boundary of the Kylee Hills and Glendale AHLV follows the western side of the metalled carriageway of the A1 Trunk Road, as far as the Borough boundary where it joins with the Alnwick District AHLV identified in the Alnwick District Wide Local Plan. The criterion for tourism developments recognises the potential of the Borough's inland areas to attract and accommodate additional visitors, whose activities are currently concentrated along the coast, in Berwick town and in "honey-pot" locations inland such as Ingram Valley in the National Park, thus supporting the local economy and the provision of community services and facilities.

3.5.19 As also noted above, the remaining areas of the Borough are valued for their contribution to the composite nature of the Borough's landscape; in particular, the open space they provide in scale with the Cheviots, the North Sea and the fell sandstone ridges, and the dramatic visual lead-up to these features which is so characteristic of north Northumberland. Therefore, the Policy for these areas is:

POLICY F4

In the Intermediate Areas of Landscape Value as identified on the Proposals Map, development will be permitted provided that:

- i) it is located within or immediately adjoining an existing settlement;
- ii) it accords with its surroundings by virtue of its scale, density, height, massing, layout, materials, hard and soft landscaping including indigenous species, means of enclosure and access;

INSERT FIGURE 3

- iii) **it will not have a detrimental impact on long range views important to the character and quality of the landscape, including the National Park, the Tweed Valley and Kyloe Hills and Glendale Areas of High Landscape Value, the North Sea and Coastal Zone, and neighbouring landscapes including the Lammermuir and Eildon Hills in the Borders Region of Scotland;**
- iv) **it relates to and accords with Policies S4, W2, W4, W8, or C5, associated with agricultural developments or Policies R7 or R9; and**
- v) **it accords with policies elsewhere in the Plan.**

3.5.20 Policies F2, F3 and F4 will be implemented through advice to developers and through the Development Control process. Criterion i) in Policies F3 and F4 includes villages, farmsteadings and other groups of buildings. It does not include isolated houses in the countryside. All Proposals for development outside of Berwick-upon-Tweed town will be considered against the relevant Landscape Area Policy.

3.5.21 The five Subject Chapters which follow the Framework Chapter are structured on an area basis consistent with the four areas of landscape value - the Coastal Zone, the Tweed Valley and the Kyloe Hills and Glendale Areas of High Landscape Value and the Intermediate Areas of Landscape Value - identified through the Landscape Assessment, together with the town of Berwick-upon-Tweed which is regarded separately as an area of urban character. Other smaller settlements are included in the appropriate landscape areas because their rural character is integral to the landscape. This is consistent with the nationally designated Northumberland Coast Area of Outstanding Natural Beauty which includes the villages of Holy Island, Bamburgh, Seahouses and Beadnell. The area-based approach ensures that the Plan responds positively to the landscape context to which it applies, and the need to conserve and enhance the character of the landscape as appropriate.

3.6 Berwick-upon-Tweed

3.6.1 The Landscape Assessment outlined in Section 3.5 identifies Berwick-upon-Tweed as a separate area of urban character. Just as Section 3.5 includes Policies to ensure that development accords with its landscape context, it is equally important to ensure that development in Berwick, including Tweedmouth, Spittal and East Ord, accords with the townscape setting and its context within the surrounding landscape and coast.

3.6.2 The town centre and a substantial part of lower Tweedmouth and Spittal are designated as Conservation Areas, and Berwick town centre in particular contains a large number of Listed Buildings. Section 3.12 will, therefore, have a particular bearing on large parts of the town. The predominance of red pantiles and grey slates in the town's historic core has been carried through to more recently developed areas, wherever possible.

3.6.3 The Coastal Zone, including the North Northumberland Heritage Coast, and the Tweed Valley Area of High Landscape Value have a particular bearing on the town, and the Tweed Estuary itself is proposed as a Special Protection Area for nature conservation. It is essential that new development is integrated into the town's fabric and accords with its landscape, coastal and nature conservation setting. The Policy is:

POLICY F5

Within the town of Berwick-upon-Tweed, including Tweedmouth, Spittal and East Ord, development will be permitted provided that:

- i) **it accords with its surroundings by virtue of its scale, density, height, massing, layout, materials, hard and soft landscaping including indigenous species, means of enclosure and access; and,**
- ii) **it accords with Policies elsewhere in the Plan.**

3.6.4 This Policy will be implemented through advice to developers and through the Development Control process. All proposals for development in the town will be considered against this Policy.

3.7 Nature Conservation

- 3.7.1 PPG 9 (Nature Conservation, October 1994) sets out the Government's principles and policies that apply to the integration of nature conservation priorities and land use planning. Species other than Man do not recognise boundaries, whether they are local, national or international, and effective nature conservation therefore depends on a co-ordinated approach. In this context the Government attaches great importance to the international obligations it has assumed, which underlie much of its legislative framework for designated sites. Similarly, our wildlife is not confined within the boundaries of the various statutorily designated sites, and the PPG recognises the importance of the wider countryside and coast and many urban areas to nature conservation interests. It further notes that attractive environments, where attention is given to nature conservation, are essential to social and economic well being, further reinforcing the emphasis within the Local Plan Strategy.
- 3.7.2 The Council recognises that the nature conservation interests inherent in the broad range of sites throughout the Borough are finite features, and are important in an international, national and regional context. The intention is to afford rigorous protection to sites of international and national importance: Ramsar Sites listed under the Convention on Wetlands of International Importance; Special Areas of Conservation (SACs) to be designated under the European Habitats Directive; Special Protection Areas (SPAs) notified under the European Directive on the Conservation of Wild Birds - SACs and SPAs collectively referred to as Natura 2000 sites; National Nature Reserves (NNRs); and Sites of Special Scientific Interest (SSSIs); listed in Table 5.
- 3.7.3 Other sites of regional significance: predominantly Sites of Nature Conservation Importance identified by Northumberland Wildlife Trust, identified in Table 6; but also: Local Nature Reserves, none of which are currently designated in the Borough; Regionally Important Geological and Geomorphological Sites; Ancient Semi-Natural Woodlands; and Non-Statutory Nature Reserves; will also be protected from the adverse effects of development.
- 3.7.4 Therefore, the Policies of the Council, consistent with the requirement of PPG9 (paragraph 25), to have regard to the relative significance of different designations and the weight to be attached to nature conservation interests, are:

POLICY F6

Designated and potential Special Protection Areas, designated and candidate Special Areas of Conservation and Ramsar Sites will be conserved. Development will only be permitted when:

- i) it is directly connected with or necessary to the management of the site for its nature conservation interest; and,
- ii)(a) it would not adversely affect the integrity of the internationally important nature conservation interest of the site, either directly or indirectly; or,
- ii)(b) the developer can demonstrate that there are imperative reasons of overriding public interest for the development and no alternatives are available.

Where the site is identified under the European Directives, development or a change of use will only be permitted where the developer can demonstrate that it is necessary for reasons of human health or public safety, or for beneficial consequences of primary importance for nature conservation. Where such development does proceed, it may be subject to Planning Conditions and Obligations to secure all compensatory measures necessary to ensure that the overall coherence of Natura 2000 is protected.

Table 5 : Sites of Special Scientific Interest	
SITE	INTEREST
Coastal Zone	
Bamburgh Coast and Hills (vi)/(v)	Geological and Biological; Whin Sill Exposures, Flora, Grassland and Scrub.

THE FRAMEWORK

Farne Islands (ii)/(iv)	Geological Site, Bird and Seal Population.
Lindisfarne (ii)/(iii)/(vi)	Birdlife, Rare Vegetation, Inter-tidal Mudflats, Rock Exposures.
Newton Links (i)/(vi)	Calcareous Sand Dunes, Species Rich Vegetation, Saltmarsh.
Northumberland Shore (i)/(v)/(vii) Spindleston Heughs	Ornithology Whin Sill Exposures, Rare Vegetation
Bamburgh Dunes	Dune Flora and Invertebrates
Tweed Valley Area of High Landscape Value	
River Tweed: Potential SSSI	
Kyloe Hills and Glendale Area of High Landscape Value	
Colour Heugh and Bowden Doors	Fell Sandstone Exposures, Sedimentary Deposits.
Ford Moss (viii)	Lowland Peat Bog, Species Rich Vegetation.
Holborn Lake and Moss (iii)	Rare Birdlife, Species Rich Vegetation.
Quarryhouse Moor Ponds	Open Water; High Amphibian Population, Woodland.
Roddam Dene	Cementstone Exposures, Research Site.
Till Riverbanks	Invertebrates.
Intermediate Areas of Landscape Value	
Bareless Pond	Woodland, Peat Based Vegetation Openwater.
Brada Hill	Whin Sill Outcrops, Flora.
Bradford Kames	Glacial Geomorphology.
Campfield Kettle Hole	Species Rich Vegetation, Bog.
Newham Fen (ii)/(vi)	Rare Local Vegetation.
Berwick upon Tweed	
Tweed Estuary (v)/(ix)	Ornithological Site
(i)	Part within Alnwick District (Northumberland Shore SSSI extends south to Tynemouth)
(ii)	Also Designated as a National Nature Reserve
(iii)	Also Designated as a Special Protection Area and Ramsar Site
(iv)	Also Designated as a Special Protection Area
(v)	Proposed Special Protection Area and/or Ramsar Site
(vi)	Candidate Special Area for Conservation, (or part of...)
(vii)	Part of Candidate Marine Special Area for Conservation (below high water mark)
(viii)	Non-Statutory Nature Reserve
(ix)	Also within Coastal Zone and Tweed Valley Area of High Landscape Value

Table 6 : Designated Sites of Nature Conservation Importance	
SITE	INTEREST
Coastal Zone	
Beadnell Bay (North)	Coastland
Beadnell Shore	Geological Site
Holy Island Heugh	Coastal Grassland & Geology
Holy Island Lough	Open Water, Fen
Marshall Meadows Bay to Berwick	Coastal Cliffs, Grassland * Woodland
North Sunderland Gut	Coastland
Tweed Valley Area of High Landscape Value	
Campfield Fen & Kippie Hill Woods	Woodland Fen
Campfield Railway Line	Grassland & Scrub
Lower Tweed	Flowing Open Water
River Tweed, Carham	Flowing Open Water
River Tweed, Coldstream – Union Bridge	Flowing Open Water
Wark Castle	Grassland
Berwick-upon-Tweed	
Berwick Tapee Lake	Fen
Kyloe Hills and Glendale Area of High Landscape Value	
Bewick Moor**	Upland with Some Open Water
Bowden Doors	Geological Site with Upland Vegetation
Cannonmill Bog	Fen, Grassland, Woodland
Chapel Craggs & Chesters & Sunnyside	Grassland
Hills Belford	
Cocklaw Dene, Twizel, Warenford	Woodland, Parkland
Chillingham Park	Grassland, Woodland & Parkland
Coldmartin Loughs	Open Water & Peatland
Earlhill Quarry*	Geological Site
Fredden Hill, Preston Hill & Yeavinger Bell*	Uplands, Woodlands, Geological Site
Harelaw, Roddam, Threestone & Lilburn	
Burns**	Uplands, Woodlands, Geological Site
Horsden Channel	
Kyloe Hills	Geological Site
Lilburn Tower Pond	Grassland & Scrub on Rock Outcrops
Linkeylaw Quarry	Open Water & Marginal Habitats
Longknowe Hill & Pawston Lake*	Geological Site
Old Wood, Kyloe	Upland and Open Water
Reaveley Greens	Conifer Plantation
River Breamish, Brandon – Ingram*	Grassland
Roughting Linn, Ford	Flowing Open Water & Marginal Habitats
Shiellow Craggs	Woodlands & Geological Site
Swinhoe Lakes, Belford	Grassland
West Horton	Still Open Water & Grassland
Woodbridge, Ewart	Grassland
	Grassland
Intermediate Areas of Landscape Value	
Barmoorhill Quarry	Grassland
Brada Hill Quarry	Open Water & Fen
Burton Quarry	Geological Site
Cragmill Hill	Still Open Water & Marginal Habitats
Kaim Bog, Pallinsburn	Scrub & Hedgerow
Old Dryburn Quarry	Geological Site
Oxford Ponds	Still Open Water & Marginal Habitats
Preston Tower	Scrub & Hedgerow
Flodden Quarry (i)	Geological Site
(i)	Non Statutory Nature Reserve
*	Site within or partly within Northumberland National Park
**	Site partly within Alnwick District

POLICY F7

Existing and Proposed National Nature Reserves and Sites of Special Scientific Interest will be conserved. Development will only be permitted when:

- i) it is directly concerned with or necessary to the management of the site for its nature conservation interest; or,**
- ii)(a) it would not adversely affect the nature conservation interest for which the site has been designated, either directly or indirectly; or,**
- ii)(b) no alternative site is reasonably available and the benefits of the proposed development would clearly outweigh the benefits of safeguarding the site considering, in particular, the effect on the intrinsic nature conservation value of the national network of such sites.**

POLICY F8

Sites of Nature Conservation Importance, Regionally Important Geological and Geomorphological Sites notified to the Local Planning Authority including Local Nature Reserves and Ancient Semi-Natural Woodlands will be conserved. Development will only be permitted when:

- i)(a) it would not significantly adversely affect the nature conservation interest for which the site has been designated, either directly or indirectly; or**
- i)(b) no alternative site is reasonably available and the benefits of the proposed development would clearly outweigh the benefits of safeguarding the intrinsic nature conservation value of the site.**

- 3.7.5 Planning controls do not extend beyond the mean low water mark. However, the seas around Holy Island and the Farne Islands, extending from Spittal to Alnmouth in Alnwick District have been identified by English Nature as an important area for marine wildlife and, in 1995, a wider area including the marine environment off the Berwickshire Coast in Scotland and Berwick-upon-Tweed (not including the Tweed Estuary), has been submitted by the Government to the European Commission as a Candidate Marine Special Area for Conservation, as a site of unusually high marine habitat diversity; in particular, its sandflats and sea grass, moderately exposed reefs, sea caves and support of 2% of the European Union's population of grey seals. The Habitats Directive requires statutory bodies such as English Nature and the Environment Agency to use their powers to safeguard SACs and SPAs, and the Government has reserve powers to intervene where there are particular problems.
- 3.7.6 It is possible that development on the mainland or the islands could have an impact on the marine environment, although it is acknowledged that the National Trust's ownership of the Farne Islands is an important safeguard. Development on land adjoining the coast will be carefully controlled to avoid adverse effects: Policy F6 will apply.
- 3.7.7 As recognised in PPG9, our wildlife heritage is not confined to the various statutory and non-statutory designated sites; it is found throughout the countryside and coast and in urban areas. Features which provide wildlife corridors, links or stepping stones from one habitat to another assist migration, dispersal and genetic exchange in species, helping to ensure the maintenance of the current range of flora, fauna, geological and landform features - the biodiversity - and the survival of important species. The European Habitats Directive gives as examples: rivers and riverbanks; traditional field boundary systems, ponds and small woods. The maintenance or reintroduction of traditional agricultural practices is also important.
- 3.7.8 In addition, sensitive landscaping and planting, the creation, maintenance and management of landscape features important to wildlife, and the skilled adaptation of derelict areas, can do much to provide extended habitats and enhance the wildlife value of the Borough.
- 3.7.9 The Local Plan Survey of the Borough's nature conservation interest has been confined to a "desk-top" study of existing information. This is sufficient but would be enhanced by a detailed habitat survey throughout the Borough which would identify the wildlife interest of all

sites; some of which subsequently may be designated on the basis of the new information, and others which may be ripe for improvement. A Phase 1 Habitat Survey, as endorsed by English Nature and undertaken in the National Park and the Blyth Valley and Wansbeck areas of south-east Northumberland, and recently commissioned by the County Council for the Northumberland Coast AONB, would be appropriate.

PROPOSAL 1

During the lifetime of the Local Plan, Berwick-upon-Tweed Borough Council, in partnership with English Nature, will commission and/or undertake a Phase 1 Habitat Survey of the Borough.

- 3.7.10 In the absence of a detailed habitat survey, and in recognition of the predominantly rural character of the Borough and its abundance of wildlife habitats, including wildlife corridors, links and stepping stones, the identification of such features in the Local Plan is not considered necessary. Instead, individual proposals for development will be considered against the following policy:

POLICY F9

Wildlife diversity throughout the Plan area will be conserved. Development on sites other than those the subject of Policies F6, F7 or F8, will be permitted, provided that;

- i) measures are undertaken to minimise the net loss, avoidable disruption or fragmentation of the habitat; and**
- ii) where such loss is accepted, to compensate for it by creating new or alternative features, including linear features, required to maintain the locality's contribution to local wildlife diversity'.**

- 3.7.11 It is also important to protect species afforded special protection under British and European Law, including the Schedules to the Wildlife and Countryside Act 1981 (as amended), the Protection of Badgers Act 1992, and the Conservation (Natural Habitats &c.) Regulations 1994. The Policy is:

POLICY F10

Where it appears that development would significantly adversely affect any protected species or their habitats, it will not be permitted unless it can be demonstrated that the reasons for the development outweigh any adverse affect. Where development is permitted, conditions will be imposed, or binding agreements sought, to secure both the protection of the species and compliance with any statutory species-protection provisions which apply to the affected site.

- 3.7.12 Policies in this Section will be implemented through advice to developers and through the Development Control process in consultation with English Nature, Northumberland Wildlife Trust, RSPB and others, as appropriate.

3.8 Trees and Hedgerows

- 3.8.1 Tree cover and woodland are important components in the Borough's landscape, villages and towns. The Council are required to ensure that when granting planning permission for development they make adequate provision for preserving and protecting trees by imposing conditions or by making a Tree Preservation Order under which additional protection is conferred on specifically identified trees, groups of trees, or woodlands. There are special provisions for trees in Conservation Areas which require anyone proposing to fell or carry out surgery on a tree to give the Local Planning Authority six weeks notice of the intention to do so. In addition the Forestry Authority consults the Council on proposals to fell trees which are subject to a Tree Preservation Order. Ancient Semi-Natural Woodlands are protected as non-statutory nature conservation sites.
- 3.8.2 The Hedgerow Regulations 1997 introduced special provisions in favour of protecting and retaining important countryside hedgerows. Anyone proposing to remove Hedgerows which; are 20 or more metres long, or can be defined as important Hedgerows i.e. more than 30

years old, or are of particular significance due to their archaeological, historical, wildlife or landscape value; are required to give the Local Planning Authority 42 days notice of their intention to do so. In considering the notification the Local Planning Authority has the power to issue a 'Hedgerow Retention Notice' if the hedgerow is deemed to be 'important' and the circumstances do not justify its removal.

- 3.8.3 There are areas where the planting of trees, hedgerows or woodlands would add colour, varying texture and new form into the landscape, enhance wildlife habitats and provide important wildlife corridors, links or stepping stones. However, conversely, insensitive planting could spoil landscapes, interrupt important views and/or damage areas of value to nature conservation. The Council will encourage planting schemes which will enhance these interests.

POLICY F11

The felling or pruning of trees protected by Tree Preservation Orders will only be permitted when:

- i)(a) it is justified on the grounds of public safety or the protection of adjoining property from structural damage, and no mitigating measures are practicable; or,**
- i)(b) the amenity value of the tree has been severely reduced through age, damage or disease, and a replacement tree is planted in or near to the location of each tree felled; or,**
- i)(c) where benefits of proposed development would clearly outweigh the benefits of safeguarding the tree or trees and, a replacement tree for each tree felled is planted within, or in the vicinity of, the site.**

POLICY F12

Trees or woodlands which would be adversely affected by development will, in appropriate circumstances, be protected by the making of a Tree Preservation Order or, if planning permission for development is granted, by imposing appropriate conditions to preserve and protect trees within the vicinity of the development.

POLICY F13

Encouragement will be given to tree, hedgerow and woodland planting, incorporating native broadleaf species where appropriate, provided that:

- i) the form and extent of the proposals take into account the character of the local landscape;**
- ii) it will not damage an important habitat for wildlife; and,**
- iii) it will enhance the wildlife value of the area.**

The granting of felling licences will be supported provided that the felling is clearly justified for reasons of safety, woodland management and/or commercial forestry. The replacement of trees on the site, or elsewhere in the locality where an alternative location would have a greater or equal contribution to the character of the landscape and its nature conservation value, will be sought.

3.9 Derelict Land

- 3.9.1 Although the Borough has not experienced large scale dereliction arising out of a severe decline in industry or other land using activities, there are sites which have been reclaimed and improved for new uses. These can assist in reducing the demand for green field sites and provide opportunities for new community facilities and habitats for wildlife, while having a beneficial impact on the local environment. The Council, in partnership with Northumberland County Council, will continue to monitor the condition and appearance of land and, where appropriate, will identify sites for reclamation and improvement. The design of reclamation schemes will respect adjoining land uses and the environmental context of the site, and make a positive contribution to the environment.

POLICY F14

Land rendered incapable of re-use without remedial works will where appropriate be identified for reclamation. In considering its subsequent use, regard will be had;

- i) to the possibility of releasing it instead of unallocated and undeveloped land;
- ii) to its suitability for employment generating development or community uses;
- iii) to the desirability of conserving, enhancing or providing wildlife habitats within it; and,
- iv) to the effects of its development upon neighbouring occupiers and on traffic.

3.10 Agricultural Land

3.10.1 74,540 hectares (94%) of the Borough without the Northumberland National Park are used as agricultural land. Urban development occupies approximately 1% of the land area, with the remaining 5% being in other uses such as woodland, quarries, coastline and golf courses.

3.10.2 The Ministry of Agriculture, Fisheries and Food (MAFF) has developed an agricultural land classification system which categorises farmland into 5 separate grades based on physical limitations. Grade 1 represents excellent quality land with only very minor limitations, whilst Grade 5 is defined as very poor quality land with severe limitations. There is no Grade 1 agricultural land in Northumberland due to the overall climatic conditions. In the Borough, the National Park is primarily Grade 5 agricultural land. The distribution of quality grades throughout the rest of the Borough, compared to Northumberland as a whole, is illustrated in Table 7.

MAFF Grade	Berwick-upon-Tweed	Northumberland
Grade 2	14.4%	2.7%
Grade 3	60.9%	34.7%
Grade 4	10.1%	13.8%
Grade 5	8.3%	32.4%
Non-agricultural	5.1%	14.0%
Urban	1.1%	2.4%

3.10.3 Grade 3 is the predominant land quality in the Borough. It includes much of the productive agricultural land and is well suited to the farming systems practised. Grade 3 is sub-divided into Grade 3a (good quality) and 3b (moderate quality), although survey work has not been undertaken in the Borough as a whole to ascertain the extent of these sub-grades.

3.10.4 Although Grade 2 represents only 14.4% of the land, Table 7 clearly shows that the Borough accounts for the majority of the highest quality land in the County. Government guidance given in PPG7: The Countryside – Environmental Quality and Economic and Social Development, Revised February 1997 (paragraph 2.17) requires that “best and most versatile agricultural land” (namely Grades 1, 2, and 3a) should be safeguarded from non-agricultural development, wherever practicable.

3.10.5 Unfortunately, the location of the “best and most versatile land” in the Borough often coincides with its main settlements, particularly Berwick-upon-Tweed, Belford, Seahouses and Beadnell. The Council will encourage the location of development on urban land and lower quality agricultural land, but there will be occasions when development on “best and most versatile land” will offer the only practicable solution to meet the economic and social objectives of the Local Plan. In doing so it is recognised that the rate of development means that the overall loss of such land is relatively small. Whilst land quality will normally be the most important factor in considering the impact of development on agriculture, consideration will also be given to; the location of proposed development to agricultural operations, the effect of severance and fragmentation on agricultural holdings, the effect on established agricultural buildings and other fixed equipment, irrigation and surface water drainage, in accord with Planning Policy Guidance Note 7; The Countryside – Environmental Quality and Economic and Social Development (February 1997). Therefore, the Policy is;

POLICY F15

The best and most versatile agricultural land will be safeguarded. Development for non-agricultural purposes will not be permitted on land in classification grades 1, 2 or 3a unless the council has been satisfied that;

- i) no alternative site is available; and**
- ii) the development will sustain and enhance the quality of life of communities and the social and economic activities undertaken therein, in accord with Policy F31.**

In considering proposals for the development of agricultural land, regard will be had to the effects of the proposed development on the operation of local agricultural interests. Where the release of agricultural land is permitted, the Council will seek its retention in agricultural use until it is required, and its release in phases where appropriate.

3.11 Water Resources and the Water Environment

- 3.11.1 The planning system has a key responsibility to ensure that development does not adversely affect water resources or the water environment; it can be provided with water without having a detrimental impact on existing users and the wider environment; and is not at risk and does not put others at risk from flooding.
- 3.11.2 The most effective means of disposal of foul sewage and trade effluent is usually through a recognised sewage treatment works; it is often difficult to guarantee a consistent quality of effluent from septic tanks. However, large parts of the Borough are served by such facilities, some of which - including Horncliffe, Fenwick and Chathill - are severely limited in their capacity to accommodate further development. The upgrading of these facilities to meet more stringent effluent disposal standards imposed by the European Parliament, and enable further development if required, will be encouraged. A Policy is included in Chapter 8. In the meantime, development in areas with inadequate sewerage infrastructure will be avoided.
- 3.11.3 Similarly, large parts of the Borough are served by private water supplies which must be examined for water quality by the Council. The capacity of some of these sources is limited to the existing supply of properties, particularly during the summer months when supplies can be low and demand is high. Elsewhere, the Borough is served by a relatively good public water supply from underground aquifers and surface water reservoirs. Nevertheless, it must always be the case that water for new development is not provided to the detriment of existing users or nature conservation interests.
- 3.11.4 There is relatively little contaminated land in the Borough but where identified its disturbance can also result in pollutants entering the water environment. Leachates and drainage from contaminated land can cause pollution to both watercourses and groundwaters. Groundwater resources are a vital component of drinkable water supplies but once polluted the damage can often be permanent. It is essential that development which threatens this resource is prevented.
- 3.11.5 Development must also be sensibly located in relation to risks from flooding. Flood plains and areas of low lying land adjacent to a watercourse are liable to flood under certain circumstances. Development upstream can also have a significant impact upon others downstream by increasing surface run-off. Suitable mitigating measures will be necessary where this situation applies.

POLICY F16

In considering the acceptability of development proposals, regard will be had;

- i) to the adequacy of available effluent treatment capacity;**
- ii) to the avoidance of an unacceptable risk of flooding, or an unacceptable increase in the risk of flooding, or of the pollution of any watercourse or groundwater, whether on or off the site; and,**
- iii) to the avoidance of any material adverse effect on the biodiversity of the water environment.**

- 3.11.6 This Policy will be implemented through advice to developers and through the Development Control process, in consultation with the Environment Agency and Northumbrian Water plc. The costs of works necessary to accommodate development will be payable by the developer, and is separate to the water and sewerage company's own capital plans to upgrade their infrastructure.
- 3.11.7 The Environment Agency is undertaking a major programme of producing integrated plans for the future of all rivers in England and Wales. These Local Environment Agency Plans (LEAPs) are intended to bring together all interest, needs, demands and proposals for the future of each river, within one overall document. The Council welcomes the Environment Agency's commitment to integrated forward planning through the Cheviot and East Northumberland LEAP, which together with the Local Plan will enable both parties to work more closely on issues of mutual concern.

3.12 Human Heritage

- 3.12.1 The Borough has an immense wealth of human heritage, including approximately one thousand listed buildings; nine Conservation Areas; over one hundred and fifty Scheduled Ancient Monuments; three registered historic parks and gardens; three registered historic battlefields; and a significant legacy of archaeological remains, a large part of which remain unrecorded.
- 3.12.2 Government guidance on these issues is provided in PPG15 (Planning and the Historic Environment, September 1994) and PPG16 (Archaeology and Planning, November 1990): The physical survivals of our past are to be valued and protected for their own sake as a central part of our cultural heritage and our sense of local and national identity. They are an irreplaceable record which contributes to our understanding of both the present and past. Their presence adds to our quality of life - our social welfare - by enhancing the familiar and cherished local scene and sustaining the sense of local distinctiveness which is so important an aspect of the character and appearance of the Borough. The historic environment is also of immense importance for leisure and recreation and, through tourism and its attraction to industry, the economic welfare of the area.
- 3.12.3 It is the responsibility of the Secretary of State for Culture, Media and Sport to compile and maintain, or otherwise approve, a list of Buildings of Special Architectural or Historic Interest. These lists, relevant to the area, are deposited with each Local Authority and made available for public inspection. The Borough Council will encourage the Secretary of State for National Heritage to review the Borough's lists at the earliest opportunity. The Planning (Listed Buildings and Conservation Areas) Act 1990, subject to its provisions, requires that no person shall execute or cause to be executed any works for the demolition of a Listed Building, or for its alteration or extension in any manner which would affect its character as a Building of Special Architectural or Historic Interest, unless the works are authorised. Listed Building Consent for such works must be obtained from the Council or, exceptionally, from the Secretary of State. It is separate to planning approval which must also be obtained where relevant.
- 3.12.4 The Council is committed to protecting the integrity of Listed Buildings. The Council will seek to provide examples of good practice with particular regard to finding appropriate new uses for, and maintaining listed buildings, within the authorities ownership in a good condition. In considering applications for consent to alter or extend a Listed Building, or change its use, the following Policy will apply:

POLICY F17

The Special Architectural or Historic Interest of Listed Buildings will be preserved. Development or other works to a Listed Building will be permitted, provided that:

- i) the essential architectural or historic elements of the building will not be altered or weakened;**

- ii) any previous alterations or extensions that have altered or weakened the architectural or historic interest of the building will be remedied, wherever reasonable, where the permitted works relate to those parts of the building;
- iii) the works will respect the character, design, materials, colour and scale of the building; and,
- iv) the works are required to safeguard the future use of the building which otherwise might fall into disuse and disrepair.

Full detailed drawings at an appropriate scale which clearly show all proposed works will be required to enable the application to be considered.

- 3.12.5 There will be few occasions when demolition of a Listed Building will be appropriate. Only when there is clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed - that preservation in some form of charitable or community ownership is not possible or suitable; or that redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition - will consent for total or substantial demolition be granted. It will not be granted simply because redevelopment is economically more attractive to the developer than repair and re-use of the building. However, there may be circumstances where partial demolition of a Listed Building or a structure within its curtilage, would restore its special architectural or historic interest to its full extent. The Policy is:

POLICY F18

There will be a presumption in favour of the preservation of Listed Buildings. The total or substantial demolition of a Listed Building of Special Architectural or Historic Interest will only be permitted where there is clear and convincing evidence that:

- i) all reasonable efforts have been made to sustain existing uses and find alternative viable uses including ownership under charitable or community uses and these efforts have failed; or
- ii) redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition.

The partial demolition of a Listed Building or other structure within the curtilage of a Listed Building will be considered against Policy F17.

- 3.12.6 Special regard to the desirability of preserving the setting of a listed building is required, when considering the effects of new development. The setting of a listed building should not be interpreted too narrowly and may include; adjacent ancillary land, land some distance from a listed building which the development of, may adversely affect views of the listed building or the historic skyline, and the harmony produced by the grouping of a number of adjoining buildings and the quality of the spaces between them. The Council intends to exercise strict control over the effects of new development on the settings of listed buildings and to provide examples of good practise in Local Authority initiatives. The Policy is:

POLICY F19

In considering proposed development affecting the setting of a building listed as of special architectural or historic interest, regard will be had to;

- i) the compatibility with the existing and surrounding buildings or structures, in terms of their scale, density, proportion, height, mass, layout, materials of construction, architectural detailing, landscaping, means of enclosure, access, and skyline; and,
- ii) the desirability of maintaining visibility of the listed building, particularly from public places.

- 3.12.7 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, imposes a duty on Local Planning Authorities to designate 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' as Conservation Areas.

- 3.12.8 The designation of a Conservation Area is the main instrument available to give effect to conservation policies for a particular neighbourhood or area. It introduces a general control

over the demolition of unlisted buildings and provides the basis for Policies designed to preserve or enhance all the aspects of character or appearance that define an area's special interest.

- 3.12.9 There are nine Conservation Areas in the Borough: Bamburgh, Belford, Berwick-upon-Tweed, Chatton, Holy Island, Kirknewton (largely within the National Park), Norham, Spittal and Tweedmouth. The Council considers that a further seven areas - Chillingham, Doddington, Etal, Ford, the old part of Seahouses and the centres of Beadnell and Wooler - have a special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and which may warrant Conservation Area status. Furthermore, it may be appropriate to extend the boundary of the Conservation Area at Bamburgh to include a wider part of the village and its environmental setting. There is also a duty to keep designations and boundaries under review. As part of this process the Council will, after consultation, issue character statements in support of the designation of new, or review of existing, Conservation Areas. Consultation will also be undertaken on Proposals to meet the objectives of preservation and enhancement of the Conservation Area.

POLICY F20

The designation of new Conservation Areas, and their precise boundaries, at Beadnell, Chillingham, Doddington, Etal, Ford, Seahouses and Wooler, and the continuing designation of existing Conservation Areas and their boundaries, will be assessed during the lifetime of the Local Plan. New areas will be designated and existing Conservation Areas maintained, where:

- i) the topography, including thoroughfares and property boundaries, and the area's historical development;**
- ii) its archaeological significance and potential;**
- iii) the prevalent building materials;**
- iv) the character and hierarchy of spaces;**
- v) the quality and relationship of buildings, and of trees and other green features; and,**
- vi) the particular contribution of unlisted buildings to the special interest of the area;**

combine to form an area of special architectural or historic interest, the character or appearance of which it is considered desirable to preserve or enhance, and the designation of which will uphold the status and maintain the value of Conservation Area designations.

- 3.12.10 The Council will exercise strict control over new development in, and adjacent to, Conservation Areas, to ensure that it does not adversely affect their character or setting.

POLICY F21

Special attention will be paid to the desirability of preserving or enhancing the character or appearance of designated Conservation Areas and their settings. In considering proposals regard will be had to;

- i) the compatibility with the existing buildings and spaces in terms of their, scale, form, density, height, mass, layout, materials of construction, architectural detailing particularly the rhythm and type of fenestration, landscaping, the intensity of use specifically the impact of traffic, means of enclosure and access; and,**
- ii) the desirability of maintaining views into or out of the Conservation Area.**

- 3.12.11 The Town and Country Planning (General Permitted Development) Order 1995 permits the undertaking of minor development as specified in the Order, without the need to apply for planning permission. Where it is considered that significant change in the character and appearance of a Conservation Area is taking place, or is likely to take place, as a result of the exercise of permitted development rights, the Council will consider the introduction of a Direction under Article 4(2) of the Order, withdrawing those rights.

POLICY F22

Where the Council considers that the special architectural or historic interest of a Conservation Area is, or is likely to be, adversely affected by the exercise of 'permitted development' rights, these may, and where appropriate after consultation, be withdrawn by a Direction made under Article 4(2) of the Town and Country Planning (General Permitted Development) Order 1995.

- 3.12.12 In order to give the fullest possible consideration to the potential impact of developments on Conservation Areas, the Council has exercised its power under Article 3(2) of the Town and Country Planning (General Development Procedure) Order 1995 and consistently requested the submission of details of the siting, design and external appearance of buildings when an application for outline planning permission is made. This approach will continue during the lifetime of the Plan, and the Policy is:

POLICY F23

Within Conservation Areas, applications for outline planning permission will be considered for approval provided that details of the siting, design and external appearance of the proposed development are submitted which enable a satisfactory assessment of the proposal to be made, in accordance with the provisions of Policy F21. In the absence of these details, applications submitted in outline will not be permitted.

- 3.12.13 Proposals for the demolition of buildings in Conservation Areas are assessed against the contribution which the building makes to the character or appearance of the area. Where Conservation Area Consent is sought to demolish a building which does make a substantial contribution to the character or appearance of the area, it will be considered against criteria similar to that for the demolition of a Listed Building. Where demolition is agreed, it is generally considered appropriate to restrict the timing of the demolition until contracts have been entered into for redevelopment of the site, and planning permission for contracted work has been granted. The intention is to avoid premature demolition and the creation of gap sites. The Council has imposed conditions to this effect in appropriate circumstances, and will continue to do so during the Plan period. The Policy is:

POLICY F24

Within Conservation Areas, consent to demolish a building or buildings will be permitted, provided that:

- i) the building or buildings do not make a positive contribution to the character or appearance of the Conservation Area; and,**
- ii) a contract for the carrying out of the works for redevelopment of the site has been made and planning permission has been granted for the redevelopment for which the contract provides.**

Where the building does make a substantial contribution to the character or appearance of the area, consent will be granted provided that:

- iii)(a) all reasonable efforts have been made to sustain existing uses and find alternative viable uses including ownership under charitable or community uses and these efforts have failed; or,**
- iii)(b) redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition.**

The partial demolition of such a building will be permitted provided that its overall contribution to the character or appearance of the Conservation Area is not adversely affected.

- 3.12.14 In important Conservation Area's, English Heritage, the Government Agency with responsibility for the conservation of England's built heritage, has encouraged a partnership approach to assist, through advice and funding, with the maintenance and repair of important buildings. Such a partnership, known as Town Schemes, involving the Council and Northumberland County Council, has operated with considerable success in Berwick-upon-Tweed Conservation Area for nearly 20 years. Many buildings have been repaired with the support of Town Scheme funding. In 1996 a Conservation Area Partnership Scheme (CAPs) was secured for the Berwick-upon-Tweed Conservation Area. This partnership between

English Heritage, the Borough Council and Northumberland County Council has replaced the original town scheme. The aim of the CAPs Scheme is to build on the achievements of the Town Scheme, focusing on particular projects which are detailed in the 1997 Action Plan.

- 3.12.15 The Council will continue to monitor its Conservation Areas. In carrying out works itself, it will seek to ensure that it at least preserves and, where possible, enhances, the character and appearance of the area. In partnership with others it will seek to invest in improvements to the public infrastructure where this is required to preserve or enhance the character or appearance of a Conservation Area. A number of policies for such improvements are included elsewhere in the Local Plan. Otherwise the Policy will be:

POLICY F25

Where improvements to the public infrastructure are required to preserve - or are desirable to enhance - the character or appearance of a Conservation Area, the means of funding such improvements will be sought in partnership with others, and, where funding is obtained, the works duly progressed.

- 3.12.16 Archaeological remains are a finite and non-renewable resource, care is needed to ensure that they are not needlessly damaged or destroyed. Archaeological remains vary in their relative importance. There is a presumption in favour of the physical preservation of archaeological remains of national importance, reflected in PPG16 Archaeology and Planning, November 1990. In considering archaeological remains of lesser importance there is a need to weigh the relative importance of the archaeology against other factors including the need for development, for example, affordable housing or development which will make a significant contribution to the local economy. In making this assessment account will be taken of the potential for minimising or avoiding damage or disturbance to the remains by siting or design of the scheme. Where preservation is not considered to be necessary, provision will need to be made for the recording of the remains and publication of the results.

POLICY F26

There will be a presumption in favour of the physical preservation of Scheduled Ancient Monuments and other nationally important archaeological sites and their settings. Development which would prevent preservation in situ of the visible or non visible archaeological site and its setting will not be permitted.

- 3.12.17 Within the Local Plan area there are over 150 Scheduled Ancient Monuments (SAMs), which are included on a County List of Scheduled Monuments produced by English Heritage and deposited with the Council. The Borough is rich in archaeological remains much of which remains hidden and may only come to light after detailed research and investigation, and may be of greater significance than anticipated. Archaeological remains which are considered to be of national importance will be subject to Policy F26. The Council intends to work closely with Northumberland County Council's Archaeology and Conservation Officer who holds the Sites and Monuments Record. In recognising the historical and cultural importance of archaeological remains, Policies F27 and F28 are applicable:

POLICY F27

Where the impact of a development proposal on an archaeological site or an area of archaeological potential, or the relative importance of such an area is unclear, the developer will be required to provide further information in the form of an archaeological assessment and in some cases an archaeological evaluation prior to a planning decision being made. Where the remains are found to be of national importance Policy F26 will apply.

POLICY F28

Where archaeological sites or their settings will be affected by development, preservation *in situ* will be preferred. Where preservation in situ is necessary, development will only be permitted where such preservation can be accommodated within the scheme. In cases where preservation in situ is not considered necessary, planning permission may be granted subject to a condition or a legal agreement

requiring the developer to make provision for the excavation and recording of the remains and analysis and publication of the findings.

- 3.12.18 English Heritage has established a Register of Historic Parks and Gardens and those at Chillingham, Lindisfarne Castle and Tillmouth Park are included. It is also establishing a Register of Historic Battlefields within which Halidon, Homildon and Flodden are identified. The Council believes that the parks and gardens at Ford Castle, Lilburn Tower, Pallinsburn House and Twizel Castle would be appropriately added to the Register of Historic Parks and Gardens.
- 3.12.19 Not only are these features of historic importance, they make an important and positive contribution to the local landscape - in the case of parks and gardens - and the way it is perceived - in the case of battlefield sites. The effect of a proposed development on a registered park or garden or its setting, or a historic battlefield, is a material consideration in the determination of any such proposal. The Council intends to exercise careful control over the effects of development on these locations. The Policy is:

POLICY F29

In considering proposals within, or affecting the setting of, an historic park, garden or battlefield, regard will be had to the avoidance of damaging effects on historically important features of the site, on its appearance or on that of its setting.

- 3.12.20 The Policies in this Section are consistent with guidance in PPGs 15 and 16, and will be implemented through advice to developers, through the Development Control process and through the Council's own capital investment programmes as appropriate, in partnership with English Heritage, Northumberland County Council, and other bodies, and through access to sources of funding as available.

3.13 Environmental Assessment

- 3.13.1 Development which is likely to have a significant effect on the environment is dealt with under the Town and Country Planning (Assessment of Environmental Effects) Regulations 1988 (as amended), which give effect to European Directive 85/337/EEC, and require the developer of a project which is likely to give rise to significant environmental effects, to undertake and submit to the Local Planning Authority an Environmental Assessment before a planning approval can be considered.
- 3.13.2 Schedule 1 of the Regulations describes those development projects which require Environmental Assessment in every case. Subject to the provisions of the Schedule, it includes: crude oil refineries; gasification or liquefaction plants; radioactive waste stores; integrated cast-iron and steel melting plants; integrated chemical installations; major transportation routes; and other such developments.
- 3.13.3 Projects described under Schedule 2 of the Regulations require Environmental Assessment if they are likely to have a significant effect on the environment, by virtue of such factors as their nature, size or location. Under the Regulations, a project is to be considered as being likely to have significant environmental effects, when the applicant and the Local Planning Authority agree that this is the case; when the applicant volunteers a suitable environmental statement; or when the Secretary of State directs that consideration of environmental information is required.
- 3.13.4 Department of the Environment Circular 15/88 (DoE 15/88, Town and Country Planning (Assessment of Environmental Effects) Regulations 1988), gives guidance on the provisions of the Regulations. The Secretary of State's position is that Environmental Assessment will be needed for Schedule 2 projects in three main types of cases:
- for major projects which are of more than local importance;

- for projects proposed for particularly sensitive or vulnerable locations;
- for projects with unusually complex and potentially adverse environmental effects, where expert and detailed analysis of those effects would be desirable, and would be relevant to the planning decision.

The number of projects falling within these categories would be expected to be a small proportion of all Schedule 2 projects.

3.13.5 In considering whether a project is likely to give rise to significant environmental effects, and therefore require Environmental Assessment, Schedule 3 of the Regulations is helpful. It sets out the scope of the information which may be required, and includes: 'human beings; flora; fauna; soil; water; air; climate; the landscape; the interaction between any of the foregoing; material assets; cultural heritage'. Consideration may also need to be given to the 'use of natural resources, the emission of pollutants, the creation of nuisances and the elimination of waste'.

3.13.6 In the Local Plan area, major developments of a strategic nature will be considered against policies in the Northumberland County Structure Plan; in particular Policies M1 and M2. Policy M2 includes a requirement for applications to be accompanied by an Environmental Assessment, where appropriate. The Regulations and Government Guidance in DoE Circular 15/88 will apply.

3.14 Planning Obligations

3.14.1 Planning Obligations are governed by section 106 of the Town and Country Planning Act 1990, (as substituted by section 12 of the Planning and Compensation Act 1991). The Department of Environment Circular 1/97: Planning Obligations, sets out the Government Policy for the use of planning obligations. In granting planning permission, or in negotiation with developers a Local Planning Authority may seek to secure modifications or improvements to proposals submitted for their approval. Where appropriate, they may seek to enter into planning obligations with a developer regarding the use or development of the land concerned, or other land or buildings.

3.14.2 As with planning conditions, planning obligations should only be sought where they are necessary to the granting of planning permission, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other aspects. This may be when:

- it is needed to enable the development to go ahead, for example the provision of adequate access or car parking; or,
- in the case of financial payment, it will contribute to meeting the cost of providing such facilities in the near future; or,
- it is otherwise so directly related to the proposed development and to the use of the land after its completion, that the development ought not to be permitted without it (e.g. the provision, whether by the applicant or by the authority at the applicant's expense, of car parking in or near the development, or of social, educational, recreational, sporting or other community provision, the need for which arises from the development); or,
- it is designed in the case of mixed development to secure an acceptable balance of uses; or to secure the implementation of Local Plan policies for a particular area or type of development (e.g. the inclusion of an element of affordable housing in a larger residential development); or,
- it is intended to offset the loss or impact on any amenity or resource present on the site prior to development, for example in the interests of nature conservation.

3.14.3 In considering applications for development, the Council will consider the need for a planning obligation to secure a planning matter, as appropriate. The Policy is:

POLICY F30

Where it is necessary to the granting of planning permission in accordance with policies elsewhere in this plan and the development concerned, development will be

permitted subject to a planning obligation to ensure that due regard is given to the environment and the interests of the local community. Developers will be required to provide appropriate infrastructure, or other consequential educational, social, recreational, sporting or community facilities and nature conservation benefits commensurate with the scale of the development. This may be by means of developer contributions or, where appropriate, commuted payments or the direct provision of facilities. The provision of facilities may by agreement be made either on or close to the site of the application, or by contributing proportionately to some larger or more comprehensive facility of the required type to be provided in a related location.

3.15 Transport and the Location of Development

- 3.15.1 In accordance with the principles of sustainable development, PPG13 (Transport, March 1994, paragraph 1.7) states that policies for transport and other forms of development should aim to reduce the need to travel, especially by car, by: influencing the location of different types of development relative to transport provision (and vice versa); and, fostering forms of development which encourage walking, cycling and public transport use. Planning policies should: promote development within urban centres at locations highly accessible by means other than the private car; locate major generators of travel demand in existing centres; strengthen existing local centres which offer a range of everyday community, shopping and employment use opportunities; maintain and improve facilities for walking, cycling and public transport; and, limit parking provision within new developments.
- 3.15.2 As noted in Section 3.2, such principles are often difficult to follow in an area as sparsely populated as the Borough of Berwick-upon-Tweed, within a sub-region each side of the national border which is similarly sparsely populated, and where motoring based tourism is so important to the economic and social welfare of the area. However, the Council supports the principles of sustainable development, which are reflected throughout the Local Plan policies.

3.16 Social and Economic Welfare

- 3.16.1 As noted in Section 3.3, this Chapter develops a package of Framework Policies consistent with the Local Plan Strategy, against which all other policies and proposals for development will be considered. It is led by the Council's policy commitment to sustain the Borough's environmental wealth, and establishes a framework within which development and change can be successfully accommodated within a natural and built environment of considerable wealth. This Section concludes the Framework Policies with a parallel commitment to the social and economic welfare of the Borough, which will be implemented accordingly. The Policy is:

POLICY F31

In applying the above policies, in particular Policy F1, weight will be given to the degree to which proposals are foreseen to enhance the quality of life of communities in the plan area, or to complement the range of social or economic functions which any of them performs.

3.17 Developing the Local Plan Strategy

- 3.17.1 The following Subject Chapters - Shelter, Work, Recreation, Movement, Supporting the Community - cover the five main aspects of our lives: our home-lives; our working lives; our leisure time; and, the services and facilities which otherwise improve the quality of our lives; and the means by which we move between different locations to access them.
- 3.17.2 As noted in Section 3.3 there is a need to relate the Local Plan Strategy to these Subject Chapters through a series of lower hierarchy Aims. These Subject Aims translate the Overall Aim and Supporting Aims of the Plan (3.1.5-6), to the Objectives set out at the beginning of each Chapter and the Subject Policies which follow.

3.17.3 In the context of the Overall Aim and Supporting Aims, which seek to conserve and enhance the environmental wealth of the Borough; to sustain and promote economic and social opportunities; and, to ensure that these are realised without compromising the Borough's environment, in the short and medium term and for future generations; the five Subject Aims are:

Shelter - To ensure that the Borough, through its environmental wealth and economic and social opportunities, remains an attractive place in which to live, and to enable housing to be provided to meet this requirement.

Work - To ensure that the Borough, through its environmental wealth and economic and social opportunities, is consolidated and improved as a place in which to work and undertake business.

Recreation - To ensure that the Borough, through its environmental wealth and economic and social opportunities, is consolidated and improved as a location for recreational activities.

Movement - To ensure that the need to travel to and from, and within, the Borough, to take advantage of economic and social opportunities, is accommodated safely, efficiently and effectively, in a manner which will maintain and enhance the Borough's environmental wealth.

Supporting the Community - To ensure that the Borough, through its environmental wealth and the provision of community services and facilities, is consolidated and enhanced as a place in which to live and work.

4 SHELTER

The Government's Planning Policy Guidance (PPGs) state:

Development plans should show how requirements for new housing can best be met, having regard to other planning objectives and the need to conserve land and energy resources and protect the natural and built heritage. They need to take into account regional demographic and economic developments, changing patterns of employment and travel to work, and market trends (paragraph 8, PPG3, Housing, March 1992).

New development should be well related in scale and location to existing development. It should be integrated with existing settlement patterns and surrounding land uses, and take account of the availability of, and need for, infrastructure, including public transport (paragraph 13, PPG3).

It is important to ensure that development in rural areas has proper regard for the protection of the countryside (paragraph 18, PPG3).

Sites must be capable of being developed economically, be in areas where potential house buyers want to live, and be suitable for the wide range of housing types which the housing market requires (paragraph 45, PPG3).

4.0.1 Shelter is one of the most basic requirements, and the means by which individuals and communities provide accommodation is a principal component in determining quality of life. In examining future housing needs, the Objectives of the Local Plan are:

1. To meet the strategic requirement to make land available for the development of 1000 new dwellings in the Borough, during the period 1991 - 2006.
2. To enable the provision of additional housing should such a demand arise through inward investment in the local economy, on a scale which will not have a strategic impact on development elsewhere.
3. To accommodate the demand for new housing in a manner which conserves or enhances the environmental wealth of the Borough.
4. To provide for a range of accommodation which is accessible to all persons in the community.
5. To meet the housing requirements of the indigenous population.
6. To meet the housing requirements of those seeking to move to the Borough, to work, retire or for other purposes, as the main home or second or holiday home.
7. To ensure that new housing development acknowledges the scale and form of existing development and settlement patterns.
8. To enable the conversion and reuse of existing buildings for housing, where appropriate.
9. To locate housing where other facilities and services, such as shops, schools, workplaces and places of entertainment, are easily accessible by walking, cycling or public transport, wherever practicable.
10. To promote development in Berwick-upon-Tweed, to maintain the town's role as a sub-regional centre for housing, employment and the provision of services.

11. **To encourage development in Belford, Seahouses and Wooler, to maintain their roles as secondary centres for housing, employment and the provision of services in the Borough.**
12. **To encourage the development of housing in other settlements which provide a reasonable level of services, to support viable rural communities and maintain the level of services.**

4.1 The Strategic Context

- 4.1.1 The Northumberland County Structure Plan requires land to be made available in the County for the development of 16,000 dwellings between 1991 and 2006; land for 1000 dwellings is to be identified in the Borough. This calculation is based on the building rate for new dwellings between 1981 and 1990, which averages at 62 dwellings per year and compares with the previous Structure Plan allocation (Alteration No. 1, 1988) of 100 dwellings per year between 1981 and 1996.
- 4.1.2 Between 1981 and 1991 the population of the Borough increased from 26,185 persons to 26,733 persons, a modest increase of some 2.1%. The housing allocation in the Structure Plan allows for a small increase in the population of the Borough over the period 1991 - 2006, taking into account the continuing decrease in average household size, from 2.40 persons per household in 1991 to 2.27 persons per household in 2006. The Policy, consistent with Shelter Objectives 1,5 and 6, is:

POLICY S1

S2
Tables
11-15

Land will be made available to accommodate the development of 1,000 new dwellings in the plan area during the period 1991-2006.

- 4.1.3 The Council recognises that it would be unrealistic to expect the building rate during the Local Plan period to exceed the Structure Plan allocation. However, it is considered that should such a demand arise, primarily through the efforts of the Borough and County Councils and other agencies in stimulating inward investment in the local economy, an increase in population above that anticipated by the Structure Plan would assist in maintaining the vitality and viability of rural communities and services, and could be appropriately accommodated. Furthermore, the relative size of the local housing market and the distance from the commuter belts of the nearest conurbation's in northern England and central Scotland, means that development in excess of the Structure Plan allocation would have no strategic impact on patterns of development and commuting elsewhere.
- 4.1.4 Table 8 shows those sites with planning permission at the Local Plan base date of 1st July 1991, where development had commenced prior to this date. There were a total of 16 such sites with capacity for more than 4 dwellings. The number of plots being built, and to be built, at the Local Plan base date is included within the land supply for housing identified in the Plan.
- 4.1.5 At 1st July 1995, development had commenced at a further 8 sites with a total capacity for 157 dwellings. These also have to be included as part of the land supply for housing in the Plan. Table 9 shows these sites.
- 4.1.6 Government guidance requires Local Plans to take into account the contribution which windfall sites make towards meeting the housing requirement. Windfall sites are usually small sites which are not identified in the Local Plan but are nevertheless brought forward for development during the Local Plan period. However, in Northumberland the allocation of 16,000 dwellings does not include an account of the anticipated contribution from windfall development. Nevertheless, criteria against which windfall planning applications will be assessed are required, and relevant Policies are included in the Landscape Area Sections within this Chapter. Controls are also required to ensure that planning approvals for designated and windfall sites do not result in the overall supply of housing land significantly

exceeding the Structure Plan allocation. A full measure of the contribution from windfall sites will be taken on review of the Plan.

No	Settlement	Location	Dwellings	
			Being Built	To Be Built
Coastal Zone				
1	Bamburgh	Lucker Road	4	3
2	Beadnell	The Wamses	6	1
3	Seahouses	Quarryfield	8	4
4	North Sunderland	North West of Main Street	3	19
Tweed Valley Area of High Landscape Value				
21	Cornhill	Station Gardens	1	2
22	Longridge	Longridge Towers School	0	4
Kyloe Hills and Glendale Area of High Landscape Value				
27	Belford	North Bank	0	7
28	Wooler	Ryecroft Park	8	13
Berwick-upon-Tweed				
43	Berwick	Ava Lodge	1	1
44	Tweedmouth	Brickfield Lodge	13	27
45		Eildon View	4	8
46	East Ord	Glenside (Glen Ord Nurseries)	1	3
47		Homebank (Nursery)	0	2
48		Hiveacres	4	19
49		Hiveacres Etal Road Phases 1-6	28	6
50		Springfield Park	2	9
		Sub-Totals	83	128
		Total		211

No	Settlement	Location	HA	Dwellings
Coastal Zone				
5	Beadnell	Benthall	5.00	46
6	Seahouses	Mitchell Avenue	0.97	7
7		Southfield Avenue		25
8	Bamburgh	Armstrong Cottages		17
9	Seahouses	Chapel Road		20
Berwick-upon-Tweed				
51	Berwick	3-9 Foul Ford	0.03	8
52	East Ord	Hiveacres Etal Road Phases VII and VIIIb		14
Kyloe Hills and Glendale Area of High Landscape Value				
29	Wooler	Ramsey Lane		20
Total				157

- 4.1.7 Government guidance requires a five year supply of housing land to be made available at all times. This means that sites must not only be free or readily freed from planning, physical and ownership constraints, but must be capable of being developed economically, be in areas where potential house buyers want to live, and be suitable for a wide range of housing types which the market requires. A joint housing land availability study has been prepared for Northumberland; this will be a useful tool in assessing the availability of land for housing in the plan period. The Joint Housing Land Availability Study will, when agreed, be a material

consideration in determining planning applications. The policy in accordance with Shelter objectives 1, 2, 5 and 6 is:

POLICY S2

S1 **A five years supply of available housing land will be maintained throughout the plan period. In considering housing development on sites not identified in the Plan, the availability of that supply will be given due weight.**

4.1.8 The rate of new build housing completions throughout the Borough since 1st July 1981 is shown in Table 10. Completions in individual Parishes and Wards where relevant are highlighted in the text referring to the housing land Policies. The figures quoted relate to completion certificates issued by the Council in respect of its Building Control function. They are the best figures available but refer only to development where certificates have been issued. The onus, therefore, is very much on developers to ensure that completions are registered with the Council.

1981-82	113	1989-90	80
1982-83	47	1990-91	110
1983-84	38	1991-92	61
1984-85	48	1992-93	59
1985-86	106	1993-94	49
1986-87	57	1994-95	55
1987-88	39	1995-96	115
1988-89	33	1996-97	17

4.1.9 Under Policy S1, land to accommodate the development of 1000 new dwellings is identified to meet the Structure Plan allocation. However, the capacity of housing land identified in the Plan is estimated at 1114 dwellings. This includes 368 dwellings on sites where development has commenced, (Tables 8 and 9) and land for 265 dwellings previously identified in the Berwick-upon-Tweed Town District Plan. These are apportioned between the four Landscape Areas and Berwick-upon-Tweed as follows:

Coastal Zone	303
Tweed Valley Area of High Landscape Value	41
Kyloe Hills and Glendale Area of High Landscape Value	213
Intermediate Areas of Landscape Value	32
Berwick-upon-Tweed	525

The development of housing land is not expected to exceed the Structure Plan allocation of 1000 dwellings, and its release is guided accordingly by Policy S2. Where relevant, Policies in the Subject Chapter are arranged according to the five Landscape Areas, as stated in paragraph 3.5.21. However, certain Policies apply across the Borough and these are dealt with first.

4.2 Distribution of Development

4.2.1 The size and character of existing settlements in the Borough, their relationship to landscape and habitats, together with the availability of supporting services and facilities will combine to determine the scale and nature of the additional housing which is required and appropriate for them in the Plan period. The town of Berwick-upon-Tweed, including Tweedmouth, Spittal and East Ord, will continue to be the principal focus for new opportunities in housing; additional development will make a significant contribution to sustaining employment and service provision. The economic and social well being of the town has an impact throughout north Northumberland and the eastern Borders of Scotland.

4.2.2 Comprehensive housing development will also be accommodated in Belford, Seahouses and North Sunderland, and Wooler; these villages have previously been identified as key settlements. The Council considers that advantage should be taken of past investment in

infrastructure, as a means by which the social and economic well-being of the communities can be enhanced over the Local Plan period.

- 4.2.3 In accordance with the Local Plan Strategy, in particular, Shelter Objectives 3,6,8 and 11, and Government Guidance (PPGs 3, 7 and 13), further housing development will be concentrated on other settlements where a reasonable level of local services are provided or a settlement envelope is defined. The Policy is:

POLICY S3

S8 **The development of new housing will be permitted, subject to Policies elsewhere in**
 S9 **the plan, in: Berwick-upon-Tweed including Tweedmouth, Spittal and East Ord;**
 S14 **Belford, Seahouses including North Sunderland village, and Wooler; and in the**
 S15 **service villages of; Bamburgh, Beadnell and Holy Island; Cornhill-on-Tweed,**
 S18 **Horncliffe, Norham and Wark; Chatton, Crookham, Doddington, Ford and Milfield;**
 S19 **Bowsden, Branxton, Duddo, Ellingham, Lowick, Lucker, Scremerston and Warenford.**
 S22 **The development envelopes defined at Bamburgh, Doddington, Ford and Wark are**
 S23 **intended to ensure that the distinctive form and character of those four settlements is**
 S26 **respected. The desirability of defining envelopes around other settlements, will be**
 S27 **kept under review.**

4.3 Housing in the Countryside

- 4.3.1 PPG7 (The Countryside – Environmental Quality and Economic and Social Development, revised February 1997) states that building in the open countryside, away from established settlements or from areas allocated for development in development plans should be strictly controlled, (paragraph 2.3). The fact that a single house on a particular site would be unobtrusive is not by itself a good argument; it could be repeated too often. Isolated new houses in the countryside require special justification. One of the few circumstances in which isolated residential development in the open countryside may be justified is when the accommodation is required to enable a farm or forestry worker to live at or near their place of work (paragraph 3.21). However, there may be special circumstances in which it is considered essential for the operation of a rural enterprise not associated with farming or forestry, for a rural worker to live on or near their place of work. An application for a residential development for a rural worker would need to be justified in terms of the same functional and financial tests applied to the determination of farm or forestry dwellings, in accordance with Annex I of PPG7.
- 4.3.2 PPG13 (Transport, March 1994) states that Structure Plans should avoid sporadic housing developments in the open countryside, but promote appropriate development within existing communities which can help to sustain local services and employment. This is made implicit through Policies in Local Plans.
- 4.3.3 The development of new housing in the countryside will only be permitted where the occupancy is restricted to a worker for whom the new dwelling is essential to allow him or her to live at or near their place of work. The Policy, in accordance with Shelter Objectives 3, 5, 6, 7 and 9, is:

POLICY S4

- M14 **The development of new housing in the countryside will only be permitted when it can be justified that it is essential to enable a farm or forestry worker to live at or near their place of work. The occupancy of the dwelling will be limited to a person solely or mainly employed, or last employed in the locality in agriculture or forestry as defined in Section 336 of the Town and Country Planning Act 1990.**
- 4.3.4 New residential accommodation in the countryside can also be provided through the conversion of existing buildings.
- 4.3.5 Outside the settlements included in Policy S3, other than existing isolated houses and small groups of houses, farmsteadings are the predominant buildings. The majority of steadings

contain traditional agricultural buildings which, because of their scale, density, height, massing, layout, materials, landscaping and means of enclosure, are complementary to the landscape and add to its interest. However, they can become poorly suited to modern farming activities and fall into decline. In such circumstances, their future presence may depend upon alternative uses, such as workspace, recreation and housing.

- 4.3.6 Other buildings of value in the landscape, such as churches, can also become surplus to the requirements of their established use. Residential use may be appropriate providing that the complementary relationship between the building and its setting is not unduly disturbed. In essence, the converted building should closely resemble its original form. Where these buildings are listed, Framework Policies F17 and F18 will also apply. Furthermore, the interests of species protected by law, particularly bats and barn owls, will need to be safeguarded. The Policy applies throughout the Borough with an additional Policy in the Coastal Zone. Shelter Objectives 3, 7 and 8 apply.

POLICY S5

W4
M13
M14

The conversion of buildings in the countryside, outside those settlements identified in Policy S3, to residential use, will be permitted provided that:

- i) it does not have a business, general industrial or storage and distribution use which falls within Classes B1, B2 or B8 of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;**
- ii) it does not have a use which falls within Class C1 (Hotels) of the Town and Country Planning (Use Classes) Order 1987, in which case W9 will apply;**
- iii) it can be clearly demonstrated that, either, the conversion will not necessitate the construction of a replacement building, or the siting and design of a replacement building will accord with Policies elsewhere in the Plan;**
- iv) the building makes, or is capable of making, without substantial alteration, a positive contribution to its surroundings, by virtue of its scale, density, height, massing, layout, materials and means of enclosure;**
- v) it is capable of conversion without recourse to demolition and rebuilding work amounting to the whole of a principal elevation and roof;**
- vi) the ridge height and roof pitch, the scale and form of the eaves, and the pattern and proportion of door and window openings, will be retained;**
- vii) original materials will be repaired and reinstated wherever practicable;**
- viii) a satisfactory means of vehicular access can be obtained;**
- ix) it can reasonably be provided with adequate electricity supplies;**
- x) any extension will respect the character and scale of the building, subject to Policy S12 in the Coastal Zone;**
- xi) potential adverse affects on species protected by law, including barn owls and bats, will be mitigated in accordance with Policy F10;**
- xii) it accords with Policies elsewhere in the Plan.**

Permitted development rights normally attached to dwelling houses will be rescinded, when their use would be likely to adversely affect the form and character of the building and its setting.

- 4.3.7 Permitted development rights which apply to development within the curtilage of a dwellinghouse and minor operations, will be restricted when it is considered to be expedient that such development should not be carried out unless permission is granted for it on an application, in the interests of maintaining the intrinsic form and character of the building and its setting.

- 4.3.8 Policy W4 refers to the conversion of rural buildings to workspace uses and self-contained residential accommodation for visitors. Policies for the provision of permanent residential accommodation within existing buildings in those settlements included in Policy S3, are included in the Landscape Area Sections of this Chapter.

4.4 Affordable Housing for Local Needs

- 4.4.1 Affordable housing for local needs is that built for rent or sale at the lowest end of the housing market prices or, if subsidised, below the market price. Mechanisms to retain such housing for local affordable housing needs are often required.
- 4.4.2 In 1992 the Council carried out a survey of housing needs by sending a questionnaire to 10% of all households in the Borough. A 52% response rate was achieved, and of these 12% of respondents stated that their current home did not meet their needs, giving a wide range of reasons why it did not. 5.6% of respondents wanted to move and were experiencing difficulties in being able to do so, primarily due to the cost and availability of alternative housing. Although the response rate to the survey was such that it proved difficult to derive definitive conclusions, the analysis of responses has influenced the geographical location of sites identified in the Local Plan, and the choice of sites in settlements in anticipation of the type of development which will take place.
- 4.4.3 The relatively small proportion identified as wanting to move but experiencing problems doing so, suggests, as has previously been considered, that the supply of affordable housing for local needs is not as serious a problem locally as it is in many other rural areas, where their proximity to larger towns and the consequent demands for rural housing from commuters and tighter planning controls, combine to force house prices upwards out of the reach of many traditional rural dwellers.
- 4.4.4 Nevertheless, the combination of relatively low wages and high living costs, the demand for holiday lets and second homes, and the high costs of development, particularly the servicing of sites, does mean that a small but significant section of the community is precluded from gaining access to housing of a type they reasonably require.
- 4.4.5 The community's need for 'affordable' housing is a material consideration, which may be taken into account in deciding whether to grant planning permission for new development. Therefore, Government guidance (Annex A to PPG3) allows the release of small sites for affordable housing within or adjoining existing villages, which the Local Plan otherwise would not allocate and on which housing would normally not be permitted. However, it is considered that the rate of development and availability of sites in the Borough is such that this approach would not ordinarily be required.
- 4.4.6 Advice contained in Circular 13/96 "Planning and Affordable Housing" indicates where local surveys or other data demonstrate a lack of 'affordable' housing to meet local needs that in settlements with a population of more than 3,000, an appropriate element of affordable housing should be sought on all residential sites of more than 1.5 hectares, or in development of 40 or more dwellings. Within the Borough this approach is only applicable to the settlement of Berwick-upon-Tweed including Tweedmouth, Spittal and East Ord. In settlements with a population of 3,000 or less, appropriate elements of affordable housing may be sought on residential sites of more than 1 hectare, or development of 25 or more dwellings. It is therefore important when considering the development of affordable housing to clearly demonstrate a local need. In some cases this may be the product of a village appraisal, in others it may derive from data that is held by the Council itself or by the Community Council of Northumberland: in each case the Borough Council will identify the relevant data and bring it to the attention of the prospective developer. The Borough Council is undertaking a Housing Needs Survey throughout the Borough, when complete, this will form the main source of information in the demonstration of a local need.
- 4.4.7 It will be necessary to secure the protection of the affordable element of new housing development for the life of the property. The Council may seek a suitable legal agreement with the developer for this purpose, under Section 106 of the Town and Country Planning Act 1990 (as amended) or other appropriate powers as may be available. The Council will seek to ensure a cascade approach to ensure that occupants will always be found for the accommodation. Initially eligibility will be restricted to local residents, people employed locally or people with local connections wishing to return to the area. If after reasonable length of time the accommodation remains unoccupied, the eligibility criteria will be extended to include neighbouring parishes and then the Borough until a suitable occupant is found for the accommodation. The Policy, consistent with Shelter Objectives 4, 5 and 9, is:

POLICY S6

S8 **The development of affordable housing to meet an identified community need will be**
 S9 **permitted on sites which are suitable in terms of proximity to local services and**
 S14 **facilities and access to public transport. The Council will negotiate with developers for**
 S15 **the inclusion of an appropriate element of affordable housing on sites of;**
 S18 **i) 1.5 or more hectares or a development of 40 or more dwellings in the town of**
 S19 **Berwick-upon-Tweed including Tweedmouth, Spittal and East Ord; and**
 S22 **ii) 1 or more hectares or a development of 25 or more dwellings in other**
 S23 **settlements listed in Policy S3.**
 S26 **Exceptionally, land which would not otherwise be released under the terms of the**
 S27 **Plan, may be released, provided the Council is satisfied;**
 M14 **iii) that needs arising are not met by other provisions; and,**
iv) that the development is not detrimental to the area's character and appearance.
Where affordable housing is provided under the terms of this policy, the developer will
be required to enter into binding agreements, to ensure that the affordable dwellings
are provided and that they are occupied, and remain available for occupation, only by
persons within particular categories of need for such housing.

4.4.8 This Policy will be implemented through advice to developers and through the Development Control process, with the use of legal agreements as appropriate. The Council will work with the Community Council for Northumberland, Parish Councils, Housing Associations and others, to secure the development of affordable housing for local needs. As a further means of securing such housing, the figures quoted in the relevant Policies for the development of housing on individual sites, may be exceeded when site conditions allow and the development is for affordable housing to meet local needs.

4.4.9 Annex A to PPG3 gives advice on categories of need which would be expected to feature in assessing demand for affordable housing. These are:

- i) existing residents needing separate accommodation in the area (newly married couples, people leaving tied accommodation on retirement);
- ii) people whose work provides important services and who need to live closer to the local community;
- iii) people who are not necessarily resident locally but have longstanding links with the local community (e.g. elderly people who need to move back to a village to be near relatives);
- iv) people with the offer of a job in the locality, who can not take up the offer because of the lack of affordable housing.

In each case, the locality concerned will be the Parish or a group of related Parishes within which the housing is located.

4.5 Gypsy Accommodation

4.5.1 Department of the Environment Circular 1/94 (Gypsy Sites and Planning, January 1994) states that development plans should include details of how the Council's duties under the Caravan Act 1968, to make adequate provision for gypsies residing in or resorting to the area, will be taken into account. Relevant issues include: distance to local services and facilities; encroachment on the open countryside; noise and disturbance; vehicular access; and, business activities.

4.5.2 In the Borough there is one, privately owned, gypsy site, at Main Street, Tweedmouth, which is well established and well used, and for these reasons the Council considers it desirable to retain. Only in exceptional circumstances will an alternative use for the site be considered.

4.5.3 By their nature, gypsy sites can be obtrusive in the environment and an unsuitable neighbouring use. The siting and screening of such facilities is critical. Only in exceptional circumstances relating to a significant and justified change in requirements, will a new gypsy site be considered. The Policy is:

POLICY S7

The change of use of the existing gypsy site at Main Street, Tweedmouth, will not be permitted unless it can be demonstrated that accommodation of a similar standard and amenity can be provided elsewhere, with planning permission, and continuing use of the site is not required. The provision of an alternative site will only be permitted where it can be demonstrated that it will provide an improved facility, for the benefit of the gypsy community and the wider community, and in particular that:

- i) it is conveniently located for local services and facilities;
- ii) it does not encroach upon an area of open countryside;
- iii) it will not adversely affect the amenity of adjacent land and uses;
- iv) satisfactory vehicular access can be obtained; and,
- v) it accords with Policies elsewhere in the Plan.

4.6 The Coastal Zone

- 4.6.1 There are four principal settlements within the Coastal Zone: Bamburgh and Holy Island are particularly valued for their historical and cultural connections with the development of Christianity and the quality of their buildings and landscape settings; Beadnell and Seahouses - which is within North Sunderland Parish and includes North Sunderland village - have their origins in fishing and are larger villages within which the built character is more variable, and both enjoy outstanding coastal settings.
- 4.6.2 Considerable investment has taken place in Seahouses, including North Sunderland, and the village is an important provider of housing and employment, and sustains - with the benefit of tourism - a wide range of services. Tables 8 and 9 show a total capacity of 86 dwellings on 5 sites available since 1st July 1991, where development commenced prior to 1st July 1995. The building rate in North Sunderland Ward since 1981 averages 9.2 new-build dwellings per year, with a range of 0 (1981-82) to 25 (1994-95).
- 4.6.3 Beadnell sustains fewer services and has grown because of its popular association with an area of coast which offers a diverse range of recreational opportunities. Tables 8 and 9 show a total capacity of 53 dwellings on 2 sites in the village where development has commenced. A total of 25 new-build dwellings have been completed in Beadnell Parish since 1st July 1981.
- 4.6.4 The Council considers that Seahouses and Beadnell can accommodate additional housing development during the Local Plan period.
- 4.6.5 The special qualities of Bamburgh and Holy Island should be conserved. Both are designated as Conservation Areas - Policies F20-25 - and are integral to the designation of the wider area as a Heritage Coast and AONB. The existing patterns of development are such that only very limited new housing development, with predominantly natural materials, can be accommodated without upsetting the attractive nature of the settlements. Tables 8 and 9 show a total capacity for 24 dwellings in Bamburgh (none in Holy Island) on sites where development has commenced prior to 1st July 1995. A total of 26 and 5 new-build dwellings have been completed, between July 1981 and July 1995, in Bamburgh Ward and Holy Island Parish respectively.

POLICY S8

Within the Coastal Zone, the development of new houses will be permitted at the following locations provided that it accords with Policies elsewhere in the Plan:

S6
R1
M12
M13
M14
M15
M20 –
Site 11

Seahouses - estimated capacity, 60 dwellings.

Site 10	King Street/Mitchell Avenue	2.02 ha
Site 11	Broad Road max 20 dwellings	3.60 ha

North Sunderland - estimated capacity, 10 dwellings

Site 12	Main Street/South Lane	0.60 ha
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Beadnell - estimated capacity, 31 dwellings

Site 13	Beadnell Hall	1.50 ha
Site 14	Adjacent Beadnell House Cottages	0.48 ha

SHELTER

Bamburgh - total capacity 25 dwellings		
Site 15	Radcliffe Road	1.91 ha
Site 16	East of Armstrong House	0.02 ha
Holy Island - total capacity 14 dwellings		
Site 17	Lewins Lane & Rear of Lewins Lane	0.40 ha
Site 18	Chare Ends	0.14 ha
Site 19	Marygate	0.07 ha
Site 20	Fiddlers Green	0.06 ha

- 4.6.6 This Policy is consistent with Shelter Objectives 1, 3, 5, 6, 7, 9, 11 and 12. Other sites brought forward for housing development - windfall housing - during the Local Plan period, will be considered against Policy S2. A Settlement Envelope is defined at Bamburgh within which windfall housing will be considered. No windfall housing will be permitted in Holy Island, but Policy S6 on affordable housing for local needs will apply. The figures quoted may be exceeded when the development is affordable housing for local needs. Shelter Objectives 2-7, 9, 11 and 12 apply.

POLICY S9

M12
M13
M14
M15
Within the Coastal Zone, subject to the provisions of Policy S2, the development of new houses on sites other than those identified in Policy S8, will be permitted in Seahouses and North Sunderland, Beadnell, and within the Settlement Envelope at Bamburgh, provided that:

- i) the site is not readily capable of further expansion;
- ii) the site is adjoined by existing development for the full length of the site on at least two sides;
- iii) the development would accord with its surroundings by virtue of its scale, density, height, massing, layout, materials, landscaping, means of enclosure and access; and,
- iv) it accords with Policies elsewhere in the Plan.

- 4.6.7 The former mill complex and house at Waren Mill is listed as being of Special Architectural or Historic Interest. It is an integral part of the history of this part of the Coast but is now redundant and decaying. The Council believes that the existing buildings should be retained and brought back into a use consistent with Policies F17 and F18. Therefore, in accordance with Shelter Objectives 3 and 8, the Policy is:

POLICY S10

M13
M14
Within the Coastal Zone, and having particular regard to the international importance of Budle Bay for nature conservation and the special architectural or historic interest of the buildings, the development of the former mill, house and associated buildings at Waren Mill to the north of the B1342 classified road, for residential use, will be permitted provided that:

- i) it is confined to the framework of the existing buildings;
- ii) the developer can demonstrate that the scale of the development will not adversely affect the adjoining National Nature Reserve and Natura 2000 site, with particular regard to the treatment and disposal of effluent and the prevention of access or disturbance to Budle Bay;
- iii) a satisfactory means of vehicular access to the site from the B1342 classified road can be obtained; and,
- iv) it accords with Policies elsewhere in the Plan, particularly Policy F17.

- 4.6.8 The provision of new residential accommodation within existing buildings in Seahouses, North Sunderland, Beadnell, Bamburgh and Holy Island, will support local services and community facilities and reduce the demand for greenfield sites. It will, therefore, be encouraged in accordance with Shelter Objectives 3, 4, 8, 9, 11 and 12, but the Council is anxious to avoid the loss of workspace and hotels (Section 5.6 and paragraph 5.11.3, respectively, refer). The Policy is:

POLICY S11

M13
M14 Within the Coastal Zone, in the settlements of Seahouses, North Sunderland, Beadnell, Bamburgh and Holy Island, the conversion of buildings to provide new residential accommodation will be permitted, provided that:

- i) the building, or part thereof, does not have a business, general industrial or storage and distribution use which falls within Classes B1, B2 or B8 of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;
- ii) it does not have a use which falls within Class C1 Hotels of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W9 applies;
- iii) it is capable of providing a satisfactory standard of layout and amenity for residents, without adversely affecting neighbouring uses and its surroundings; and,
- iv) it accords with Policies elsewhere in the Plan.

4.6.9 As noted in paragraphs 4.3.4 - 6, the conversion of rural buildings to residential use may also be appropriate, where this will enable a building which makes a positive contribution to the landscape to be retained. In the Coastal Zone, in respect of the AONB and Heritage Coast designations of much of the area, the conversion should accommodate all living space and any garages to be provided, within the shell of existing buildings. Shelter Objectives 3, 7 and 8 again apply. The Policy is:

POLICY S12

W4
M13
M14 Within the Coastal Zone, the conversion of buildings outside of the settlements of Seahouses, North Sunderland, Beadnell, Bamburgh and Holy Island to residential use, will be permitted provided that:

- i(a) it accords with Policy S5; with the exception that:
- i(b) extensions are restricted to works affording reasonable shelter to external doors.

4.6.10 The Council recognises the need for the provision of residential care in all age groups but especially in the older age groups. Residential care homes need to be carefully located in relation to services, and need to be accessible. In respect of its accessibility, Holy Island is not considered to be an appropriate location but, as elsewhere, the use of a dwellinghouse where care is provided for residents and there are not more than six persons living together in the household, does not require planning permission. Hotels and guest houses can often readily be adapted to residential care use, but the area attracts large numbers of tourists. The Council considers that the tourist accommodation base needs to be retained in support of the contribution of tourism to the local economy. Taking these factors into account, the Policy, consistent with Shelter Objectives 4, 5, 8, 9, 11 and 12, is:

POLICY S13

M10
M11
M14 Within the Coastal Zone, the conversion of buildings to residential care homes will be permitted, provided that:

- i) the building is located within the settlements of Beadnell, Bamburgh or Seahouses;
- ii) the building, or part thereof, does not have a business, general industrial or storage and distribution use which falls within Classes B1, B2 or B8 of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;
- iii) it does not have a use which falls within Class C1 Hotels of the Town and Country Planning (Uses Classes) Order 1987, in which case Policy W9 applies;
- iv) it is capable of providing a satisfactory standard of layout and amenity for residents of the development, without adversely affecting neighbouring uses and its surroundings; and,
- v) it accords with Policies elsewhere in the Plan.

4.6.11 Table 11 gives a summary of the total supply of land for new housing in the Coastal Zone throughout the Local Plan period.

No	Settlement	Location	Dwellings	Cross Reference
1	Bamburgh	Lucker Road	7	Table 8
2	Beadnell	The Wamses	7	Table 8
3	Seahouses	Quarryfield	12	Table 8
4	North Sunderland	North West of Main Street	22	Table 8
5	Beadnell	Benthall	46	Table 9
6	Seahouses	Mitchell Avenue	7	Table 9
7		Southfield Avenue	25	Table 9
8	Bamburgh	Armstrong Cottages	17	Table 9
9	Seahouses	Chapel Row	20	Table 9
10		King Street / Mitchell Avenue	40	Policy S8
11		Broad Road	20	Policy S8
12	North Sunderland	Main Street / South Lane	10	Policy S8
13	Beadnell	Beadnell Hall	18	Policy S8
14		Adjacent Beadnell House Cottages	13	Policy S8
15	Bamburgh	Radcliffe Road	23	Policy S8
16		East of Armstrong House	2	Policy S8
17	Holy Island	Lewins Lane and rear of Lewins Lane	10	Policy S8
18		Chare Ends	1	Policy S8
19		Marygate	2	Policy S8
20		Fiddlers Green	1	Policy S8
Total			303	

4.7 Tweed Valley Area of High Landscape Value

4.7.1 There are four principal settlements within the Tweed Valley at Cornhill-on-Tweed, Horncliffe, Norham and Wark. Cornhill-on-Tweed and Wark are located in the extreme west of the Borough but in close proximity to Coldstream in the Borders Region of Scotland; Horncliffe and Norham are closer to the town of Berwick-upon-Tweed and residents gravitate to the town for employment and services.

4.7.2 The combination of attractive landscape settings and proximity to Berwick-upon-Tweed has stimulated investment in new housing in Horncliffe and Norham. The Council believes that further modest amounts of new housing can be accommodated in the two settlements, which will help to sustain the community and services and can be absorbed without altering the balance between buildings and the landscape. Tables 8 and 9 show that there are no sites in either village where development was ongoing at the beginning of the Local Plan period, or has commenced since. The completion rate for new-build dwellings since 1981 is 21 in Horncliffe Parish and 9 in Norham Parish.

4.7.3 Investment in new housing has also taken place in Cornhill-on-Tweed. Table 8 shows that one site had a capacity to complete a further 3 dwellings at the beginning of the Local Plan period, but no site has commenced since. The Council considers that the village could be further consolidated through additional development.

POLICY S14

S6
M12
M13
M14
M15
Within the Tweed Valley Area of High Landscape Value, the development of new houses will be permitted at the following locations, provided that it accords with Policies elsewhere in the Plan:

Cornhill-on-Tweed - estimated capacity, 6 dwellings

Site 23 Main Street 0.60 hectares

Horncliffe - estimated capacity, 16 dwellings

Site 24 Adjacent to the Crescent 0.63 hectares

Site 25	Adjoining Horncliffe First School	0.60 hectares
Norham - estimated capacity, 12 dwellings		
Site 26	The Glebe Field	0.67 hectares

4.7.4 This Policy is consistent with Shelter Objectives 1, 3, 5, 6, 7, 9 and 12. Other sites brought forward for housing development – windfall housing - during the Local Plan period, will be considered against Policy S2. The figures quoted may be exceeded when the development is for affordable housing for local needs.

4.7.5 The village of Wark has developed in a rather haphazard manner. The pattern of building comprises a series of scattered terraces of cottages which are located parallel to the river, and the A698 classified road which defines the southern edge of the main village. The Council considers that there are limited opportunities for the development of new houses which, taken together, would consolidate and improve the appearance of the village. However, significant archaeological remains from Wark Castle can be a constraint on development and, in all cases, Policies F27 and F28 will apply. A Settlement Envelope has been defined to avoid further fragmentation and encroachment to the south side of the A698. Shelter Objectives 2-7, 9 and 12 refer.

POLICY S15

M12 **Within the Tweed Valley Area of High Landscape Value, subject to the provisions of**
M13 **Policy S2, the development of new houses on sites other than those identified in**
M14 **Policy S14 will be permitted in Cornhill-on-Tweed, Horncliffe, Norham and within the**
M15 **Settlement Envelope at Wark, provided that:**

- i) **the site is not readily capable of further expansion;**
- ii) **the site is adjoined by existing development for the full length of the site on at least two sides;**
- iii) **the development would accord with its surroundings by virtue of its scale, density, height, massing, layout, materials, landscaping, means of enclosure and access; and,**
- iv) **it accords with Policies elsewhere in the Plan.**

4.7.6 The provision of new residential accommodation within existing buildings in Cornhill-on-Tweed, Horncliffe, Norham and Wark, will support local services and community facilities and reduce the demand for greenfield sites. It will, therefore, be encouraged in accordance with Shelter Objectives 3, 4, 8, 9 and 12, but the Council is anxious to avoid the loss of workspace and hotels (Section 5.6 and paragraph 5.11.3, respectively, refer). The Policy is:

POLICY S16

M13 **Within the Tweed Valley Area of High Landscape Value, in the settlements of Cornhill-**
M14 **on-Tweed, Horncliffe, Norham and Wark, the conversion of buildings to provide new residential accommodation will be permitted, provided that:**

- i) **the building, or part thereof, does not have a business, general industrial or storage and distribution use which falls within Classes B1, B2 or B8 of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;**
- ii) **it does not have a use which falls within Class C1 Hotels of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W9 applies;**
- iii) **it is capable of providing a satisfactory standard of layout and amenity for residents, without adversely affecting neighbouring uses and its surroundings; and,**
- iv) **it accords with Policies elsewhere in the Plan.**

4.7.7 There is already a residential care home in the village of Norham and another at Carham Hall. The Council does not anticipate that there will be significant new demand for additional facilities in the area, but is anxious to retain the two existing hotels at Cornhill-on-Tweed and Tillmouth Park, which are of strategic importance in the network of hotels in the Borough. If a

proposal does arise, it should be conveniently located for local services. Therefore, the Policy, consistent with Shelter Objectives 4, 5, 8, 9 and 12, is:

POLICY S17

M10
M11
M14

Within the Tweed Valley Area of High Landscape Value, the conversion of existing buildings to residential care homes will be permitted with the exception of the Collingwood Arms Hotel, Cornhill-on-Tweed and the Tillmouth Park Hotel, provided that:

- i) it is located within the settlement of Cornhill-on-Tweed or Norham;**
- ii) it is capable of providing a satisfactory standard of layout and amenity for residents of the development without adversely affecting neighbouring uses and its setting; and,**
- iii) it accords with Policies elsewhere in the Plan.**

4.7.8 Table 12 gives a summary of the land supply for new housing in the Tweed Valley Area of High Landscape Value between 1991 and 2006.

Table 12: Housing Land in the Tweed Valley Area of High Landscape Value 1st July 1991 – 1st July 2006				
No	Settlement	Location	Dwellings	Cross Reference
21	Cornhill	Station Gardens	3	Table 8
22	Longridge	Longridge Towers School	4	Table 8
23	Cornhill	Main Street	6	Policy S14
24	Horncliffe	Adjacent to the Crescent	7	Policy S14
25		Adj Horncliffe First School	9	Policy S14
26	Norham	The Glebe Field	12	Policy S14
Total			41	

4.8 Kylee Hills and Glendale Area of High Landscape Value

4.8.1 There are nine principal settlements within the Kylee Hills and Glendale Area of High Landscape Value at Belford, Chatton, Chillingham, Crookham, Doddington, Etal, Ford, Milfield and Wooler; the largest of which are Belford and Wooler. Many of the settlements have a high standard of built environment. Belford and Chatton are designated as Conservation Areas, and others are proposed for designation.

4.8.2 Belford and Wooler have been acknowledged as important settlements for the provision of housing and employment. With the additional benefits from tourism, both villages sustain a wide range of services, and it is considered that they should continue to be the focus of investment in new housing to consolidate their respective communities and sustain and improve existing services. The scale and form of these settlements are also felt to be suited to accommodate further development. Tables 8 and 9 show a total capacity of 7 dwellings on one site in Belford available since 1st July 1991, where development had commenced at 1st July 1995, and 41 dwellings on two sites in Wooler. The completion rate since mid 1981 averages 4.1 new-build dwellings per year in Belford Ward, with a range of 0 (1981-82, 1984-85, 1986-87, 1993-94), to 30 (1990-91), and 4.3 per year in Wooler Ward, with a range of 0 (1983-84, 1984-85, 1987-88), to 16 (1990-91).

4.8.3 In Belford, land is identified at Williams Way, south of Dinningside. This is Grade 3a agricultural land and would normally be safeguarded from development. However, development elsewhere in the village is constrained by the landform to the west and north, the Quarry and non-statutory nature conservation site also to the north, and the parkland of Belford Hall to the east. Furthermore, the rate of development in Belford will not lead to a severe loss of 'best and most versatile' agricultural land.

4.8.4 In Wooler, land is identified at Cottage Road, Common Road and Bridge End. Only the Cottage Road site remains unchanged from the Consultation Draft Plan. The site at

Common Road is reduced in area and capacity and the Bridge End site is reduced in area. The site at Weetwood Road has been deleted. Further evaluation has concluded that the supply of housing land in Wooler identified in the Consultation Draft Plan, exceeds that which will be required during the Local Plan period, and contributed to a serious over-supply of housing land throughout the Borough compared to the Structure Plan allocation, contrary to Government guidance. The site at Weetwood Road is commercially unattractive at present, and is likely to remain so while better alternatives are available. The development of the Bridgend site should be designed to facilitate the future development of the adjoining land to the south of the site.

- 4.8.5 Milfield is a main local service and employment centre for a large part of the Borough between Wooler and Cornhill-on-Tweed. However, many infill sites have already been developed and few such opportunities remain. Nevertheless, the Council considers it to be important that the village continues to meet the demand for new housing in the area, and a site is identified to the south of the village which, with appropriate landscaping, would improve the setting of the village within the landscape at this location. However, significant archaeological remains exist in the vicinity of the village and Policies F27 and F28 will apply. Since mid 1981, a total of 13 new dwellings have been completed in the Parish.
- 4.8.6 Chatton also offers a good range of local services but, as an estate village designated as a Conservation Area, its character is such that only limited new housing development with materials that are predominant throughout the village, could be accommodated successfully. The identified site is revised from that included in the Consultation Plan; it is now located immediately south of the previous site, which is allocated as a play area in Policy R16. Only a small number of new-build dwellings have been completed in the Parish since 1981.
- 4.8.7 Of the five remaining settlements, three are also estate villages: Chillingham, Etal and Ford. Their individual and grouped buildings, spaces and landscape settings are of a particular high quality and each is considered as a potential Conservation Area (Policy F20 refers). Following the Local Plan consultation stage, new housing development is considered inappropriate in the historic settings of Chillingham and Etal and these villages are excluded from Policy S3. Two small sites are identified for housing within a Settlement Envelope at Ford.
- 4.8.8 Crookham is a small village with a lesser quality environment than its neighbours of Etal and Ford. It offers a limited range of services but allows an opportunity for the limited development of new housing in the area.

POLICY S18

S6
R1
M12
M13
M14
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M22 –
Site 31
W19 –
Site 33

Within the Kyloe Hills and Glendale Area of High Landscape Value, the development of new houses will be permitted at the following locations, provided that it accords with Policies elsewhere in the Plan:

Belford - estimated capacity, 40 dwellings		
Site 30	Williams Way, South of Dinningside	2.80 hectares
Wooler - estimated capacity, 96 dwellings		
Site 31	Cottage Road, Rear of Tankerville Arms	3.02 hectares
Site 32	Common Road	1.90 hectares
Site 33	Bridge End	2.10 hectares
Milfield - estimated capacity, 10 dwellings		
Site 34	Rear of School House	1.20 hectares
Chatton - maximum 10 dwellings		
Site 35	South West of Mill Hill Farm	1.00 hectares
Ford – estimated capacity, 5 dwellings		
Site 36	Adjacent to the B6353 road	0.15 hectares
Site 37	Ford Village	0.12 hectares
Crookham - estimated capacity, 6 dwellings		
Site 38	Croft Gardens	0.44 hectares

The layout of Site 33 should facilitate the future development of adjoining land to the south of the site.

- 4.8.9 This Policy is consistent with Shelter Objectives 1, 3, 5, 6, 7, 9, 11 and 12. Other sites brought forward for housing development - windfall housing - during the Local Plan period, will be considered against Policy S2. No windfall housing will be permitted in Chatton, to protect the unique character of the village including the open area around the village green. However, Policy S6 on affordable housing for local needs will apply. The figures quoted may be exceeded when the development is for affordable housing for local needs.
- 4.8.10 The village of Doddington is also considered to be a potential Conservation Area. It comprises two substantial farmsteadings and their supporting cottages, together with a church and vicarage, all within a wooded setting. It has recently been the subject of planning applications for housing. A Settlement Envelope is defined to maintain the settlement form within which applications for housing development will be considered. Shelter Objectives 2-7, 9, 11 and 12 refer.

POLICY S19

M12 **Within the Kylee Hills and Glendale Area of High Landscape Value, subject to the**
 M13 **provisions of Policy S2, the development of new houses on sites other than those**
 M14 **identified in Policy S18 will be permitted in Belford, Wooler, Milfield, Crookham, within**
 M15 **the Settlement Envelopes of Ford and Doddington, provided that:**

- i) **the site is not readily capable of further expansion;**
- ii) **the site is adjoined by existing development for the full length of the site on at least two sides;**
- iii) **the development would accord with its surroundings by virtue of its scale, density, height, massing, layout, materials, landscaping, means of enclosure and access; and,**
- iv) **it accords with Policies elsewhere in the Plan.**

- 4.8.11 The provision of new residential accommodation within existing buildings in Belford, Chatton, Chillingham, Crookham, Doddington, Etal, Ford, Milfield and Wooler, will support local services and community facilities and reduce the demand for greenfield sites. It will, therefore, be encouraged in accordance with Shelter Objectives 3, 4, 8, 9, 11 and 12, but the Council is anxious to avoid the loss of workspace and hotels (Section 5.6 and paragraph 5.11.3, respectively, refer). The Policy is:

POLICY S20

M13 **Within the Kylee Hills and Glendale Area of High Landscape Value, in the settlements**
 M14 **of Belford, Chatton, Crookham, Doddington, Etal, Ford, Milfield and Wooler, the conversion of buildings to provide new residential accommodation will be permitted, provided that:**

- i) **the building, or part thereof, does not have a business, general industrial or storage and distribution use which falls within Classes B1, B2 or B8 of the town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;**
- ii) **it does not have a use which falls within Class C1 Hotels of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W9 applies;**
- iii) **it is capable of providing a satisfactory standard of layout and amenity for residents, without adversely affecting neighbouring uses and its surroundings; and,**
- iv) **it accords with Policies elsewhere in the Plan.**

- 4.8.12 Residential care homes have been established in Belford and Wooler. Given the remote nature of other settlements in the area, the development of facilities in outlying villages is not considered appropriate. Following an evaluation of the supply of tourist accommodation, the Council has resisted the conversion of a hotel in Wooler to a residential home in order to sustain accommodation for tourists. Therefore, the Policy, consistent with Shelter Objectives 4, 5, 8, 9 and 11, is:

POLICY S21

M10 Within the Kyloe Hills and Glendale Area of High Landscape Value, the conversion of
M11 existing buildings to residential care homes will be permitted, provided that:
M14

- i) it is located within the settlements of Belford or Wooler;
- ii) the building, or part thereof, does not have a business, general industrial or storage and distribution use which falls within Classes B1, B2 or B8 of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;
- iii) it does not have a use which falls within Class C1 Hotels of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W9 applies;
- iv) it is capable of providing a satisfactory standard of layout and amenity for residents of the development, without adversely affecting neighbouring uses and its surroundings; and,
- v) it accords with Policies elsewhere in the Plan.

4.8.13 Table 13 gives a summary of the supply of land for new housing within the Local Plan period in the Kyloe Hills and Glendale Area of High Landscape Value.

No.	Settlement	Location	Dwellings	Cross Reference
27	Belford	North Bank	7	Table 8
28	Wooler	Ryecroft Park	21	Table 8
29		Ramsey Lane	20	Table 9
30	Belford	Williams Way South of Dinningside	40	Policy S18
31	Wooler	Rear of Tankerville Arms	26	Policy S18
32		Cottage Road	10	Policy S18
33		Common Road	60	Policy S18
34	Milfield	Bridge End	10	Policy S18
35	Chatton	Rear of School House	10	Policy S18
36	Ford	South West of Mill Hill Farm	10	Policy S18
37		Adjacent B6353	1	Policy S18
38		Ford Village	4	Policy S18
	Crookham	Croft Gardens	6	Policy S18
Total			213	

4.9 The Intermediate Areas of Landscape Value

4.9.1 There are numerous small settlements throughout the Intermediate Areas of Landscape Value, the majority of which have experienced only modest amounts of new housing development in the recent past. The scale and character of these settlements is such that there is limited scope for additional development.

4.9.2 Lowick is the largest settlement and accommodates a good range of local services. It is capable of sustaining a modest amount of further development. A total of 14 new-build dwellings have been completed in the Parish since 1981. Exceptional development sites, each granted planning permission for housing development in the recent past, are identified in Duddo and Ellingham, to consolidate the scale and form of each settlement and extend the choice of housing sites in their respective parts of the Borough.

POLICY S22

S6
M12
M13
M14
M15
Within the Intermediate Areas of Landscape Value, the development of new houses will be permitted at the following locations, provided that it accords with Policies elsewhere in the Plan:

Lowick - estimated capacity, 16 dwellings

Site 39 South Road 0.38 hectares

Site 40 North East of St John's Church 0.80 hectares

Duddo - estimated capacity, 8 dwellings

Site 41 Duddo Farm 1.00 hectares

Ellingham - estimated capacity, 8 dwellings

Site 42 Ellingham Hall 4.30 hectares

4.9.3 This Policy is consistent with Shelter Objectives 1, 3, 5, 6, 7, 9 and 12. Other sites brought forward for housing development - windfall housing - during the Local Plan period, at Bowsden, Branxton, Duddo, Ellingham, Lowick, Lucker, Scremerston, and Warenford, will be considered against Policy S2. The figures quoted may be exceeded when the development is for affordable housing for local needs.

POLICY S23

M12
M13
M14
M15
Within the Intermediate Areas of Landscape Value, subject to the provisions of Policy S2, the development of new houses on sites not identified in Policy S22 will be

permitted in Bowsden, Branxton, Duddo Ellingham, Lowick, Lucker, Scremerston, and Warenford, provided that:

- i) the site is not readily capable of further expansion;
- ii) the site is adjoined by existing development for the full length of the site on at least two sides;
- iii) the development would accord with its surroundings by virtue of its scale, density, height, massing, layout, materials, landscaping, means of enclosure and access; and,
- iv) it accords with Policies elsewhere in the Plan.

4.9.4 The provision of new residential accommodation within existing buildings in these settlements will support local services and community facilities and reduce the demand for greenfield sites. It will, therefore, be encouraged in accordance with Shelter Objectives 3, 4, 8, 9 and 12, but the Borough Council is anxious to avoid the loss of workspace (Section 5.6 refers). The Policy is:

POLICY S24

M13
M14

Within the Intermediate Areas of Landscape Value, in the settlements of Ancroft, Bowsden, Branxton, Brownieside, Donaldson's Lodge, Duddo, Ellingham, Fenwick, Lowick, Lucker, Scremerston, Swinhoe and Warenford, the conversion of buildings to provide new residential accommodation will be permitted, provided that:

- i) the building, or part thereof, does not have a business, general industrial or storage and distribution use which falls within Classes B1, B2 or B8 of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;
- ii) it is capable of providing a satisfactory standard of layout and amenity for residents, without adversely affecting neighbouring uses and its surroundings; and,
- iii) it accords with Policies elsewhere in the Plan.

4.9.5 Given the relative remoteness and small scale of settlements in these areas, and the opportunities which have been identified elsewhere in the Plan, the provision of residential care homes is not considered to be appropriate. Therefore, the Policy, consistent with Shelter Objectives 7 and 9, is:

POLICY S25

Within the Intermediate Areas of Landscape Value, the development of, or conversion of existing buildings to, residential care homes will not be permitted.

4.9.6 Table 14 shows the supply of land for new housing in the Local Plan period within the Intermediate Areas of Landscape Value.

Table 14: Housing Land in the Intermediate Areas of Landscape Value				
1st July 1991 – 1st July 2006				
No.	Settlement	Location	Dwellings	Cross Reference
39	Lowick	South Road	8	Policy S22
40		North East of St Johns	8	Policy S22
41	Duddo	Duddo Farm	8	Policy S22
42	Ellingham	Ellingham Hall	8	Policy S22
Total			32	

4.10 Berwick-upon-Tweed

- 4.10.1 The town of Berwick-upon-Tweed has for almost 20 years been recognised, by Northumberland County Council and Borders Regional Council in Scotland, as a strategic location for the provision of housing across a large area of north Northumberland and the eastern borders of Scotland. The Berwick-upon-Tweed Town District Plan - approved by the Secretary of State for the Environment in 1988 - made due reference to this strategic role by designating 34 hectares of land for housing development in the town, at Ord Road/Cornhill Road, Hiveacres Farm, Robert's Lodge and Brickfield Lodge. With the exception of the sites at Ord Road/Cornhill Road, housing development has taken place on the designated land, although none of the sites are complete. The Plan covered the ten year period 1981-1991, during which the resident population of the town increased from 13,000 persons to 13,500 persons; an increase of approximately 4%. The Council believes that the town should continue to fulfil a strategic role in the provision of a wide range of housing opportunities, as identified through Shelter Objective 10.
- 4.10.2 The Town District Plan concentrated new housing development to the south-west of the town. Further development in these areas will mean that advantage can be taken of existing investment in major infrastructure, including roads and surface water and foul drainage. Land designated in the Plan at Robert's Lodge and Hiveacres Farm is therefore redesignated for housing in the Local Plan. The land at Robert's Lodge is in the ownership of the Council and will be marketed in part to meet affordable housing needs.
- 4.10.3 A remaining parcel of land at Robert's Lodge is not redesignated as it is considered that the overall capacity of the site is surplus to requirements during the Local Plan period. It will be retained for housing development beyond 2006. Furthermore, the Council believes that it would be advantageous to extend the choice of sites elsewhere in the town and, therefore, those sites at Cornhill Road and Ord Road which have received no sustained interest from developers, are also withdrawn. These sites will also be reconsidered for housing development beyond the Local Plan period.
- 4.10.4 As an alternative, development to the north of the town will be encouraged. This will assist in supporting services and be located convenient for the town centre and employment opportunities at the extended North Road Industrial Estate. The sites identified at The Meadows and Castle Terrace are part of a larger area which is capable of accommodating housing in the longer term. They will be developed allowing the extension of each site once the initial stages of development are complete.
- 4.10.5 Spittal Point, previously identified exclusively as an employment and tourism site, is now identified as a mixed use site including residential in part. The whole site is included in the Policy but approval will not be granted exclusively for housing development, in accordance with Policy W33. Table 15 shows a figure of over 40 dwellings to be developed.

POLICY S26

S6
R1
M12
M13
M14
M15
W33
Within the town of Berwick-upon-Tweed, including Tweedmouth, Spittal and East Ord, the development of new houses will be permitted at the following locations, provided that it accords with Policies elsewhere in the Plan:

Estimated Capacity

Site 53	20	Rear of 46/48, Castlegate	0.51 ha
Site 54	30	The Meadows/Douglas Close	2.40 ha
Site 55	10	North of Castle Terrace	2.10 ha
Site 56	90	Robert's Lodge	3.70 ha
Site 57*	Over 40	Spittal Point	3.71 ha
Site 58	175	Hiveacres Farm	8.71 ha
Site 59	15	South of East Ord	2.20 ha
Site 60	15	East Ord Gardens	1.20 ha

*Site 57 will not be available exclusively for housing development

- 4.10.6 This Policy is consistent with Shelter Objectives 1, 3, 5, 6, 7, 9 and 10. A developer contribution may be required from the realisation of development at Site 58 - Hiveacres Farm, towards the provision of recreational facilities in accordance with Policy R1 and the future provision of a school site to serve the emerging concentration of population; Policy F30 refers. The estimated total capacity of the sites is 375 dwellings. Other sites brought forward for housing development - windfall housing - during the Local Plan period, will also be considered against Policy S2. The figure quoted may be exceeded when the development is for affordable housing for local needs.

POLICY S27

S30
M12
M13
M14
M15

Within the town of Berwick-upon-Tweed, including Tweedmouth, Spittal and East Ord, subject to the provisions of Policy S2, the development of new houses on sites other than those identified in Policy S26 will be permitted provided that:

- i) the site is not readily capable of further expansion;**
- ii) the site is adjoined by existing development for the full length of the site on at least two sides;**
- iii) the development would accord with its surroundings by virtue of its scale, density, height, massing, layout, materials, landscaping, means of enclosure and access; and,**
- iv) it accords with Policies elsewhere in the Plan.**

- 4.10.7 The provision of new residential accommodation within existing buildings in town will further the town's strategic role for housing and reduce the demand for greenfield sites. It will, therefore, be encouraged in accordance with Shelter Objectives 3, 4, 8, 9 and 10, but the Council is anxious to avoid the loss of workspace in certain circumstances, and hotels (Section 5.6 and paragraph 5.11.3, respectively, refer). The Policy is:

POLICY S28

M13
M14
C32

Within the town of Berwick-upon-Tweed, including Tweedmouth, Spittal and East Ord, the conversion of buildings to provide new residential accommodation will be permitted, provided that:

- i) the building, or part thereof, does not have a business, general industrial or storage and distribution use which falls within Classes B1, B2 or B8 of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;**
- ii) it does not have a use which falls within Class C1 Hotels of the Town and Country Planning (Use Classes Order 1987, in which case Policy W9 applies;**
- iii) it is capable of providing a satisfactory standard of layout and amenity for residents, without adversely affecting neighbouring uses and its surroundings; and,**
- iv) it accords with Policies elsewhere in the Plan.**

- 4.10.8 The town has experienced considerable growth in the provision of residential care homes over recent years and facilities are spread throughout the town. The Council had critically examined proposals relating to the change of use of hotels and concluded that there was some scope for a reduction in the number of bed-spaces available to visitors. However, the Council is now of the opinion that the loss of any further visitor accommodation would adversely affect the ability of the town to provide an appropriate range of tourist accommodation. The Policy, consistent with Shelter Objectives 4, 5, 8, 9 and 10, is:

POLICY S29

M10
M11
M14

Within the town of Berwick-upon-Tweed, including Tweedmouth, Spittal and East Ord, the conversion of buildings to residential care homes will be permitted, provided that:

- i) the building or part thereof, does not have business, general industrial or storage and distribution use which falls within Classes B1, B2, or B8 of the**

Town and Country Planning (Use Classes) Order 1987, in which case Policy W3 applies;

- ii) it does not have a use which falls within Class C1 Hotels of the Town and Country Planning (Use Classes) Order 1987, in which case Policy W9 applies;
- iii) it is capable of providing a satisfactory standard of layout and amenity for residents of the development, without adversely affecting neighbouring uses and its surroundings; and,
- iv) it accords with Policies elsewhere in the Plan.

4.10.9 In order to sustain the availability of large detached and semi-detached houses set in substantial grounds, the Council has resisted the sub-division of existing houses and garden ground to provide additional residential development in the Castle Terrace area. It is intended to continue this Policy in order to maintain a stock of high quality housing consistent with Shelter Objectives 4, 5, 6 and 10. Therefore, the Policy is:

POLICY S30

In the town of Berwick-upon-Tweed, within the area of Castle Terrace denoted on the Proposals Map, the sub-division of existing houses to provide additional self-contained residential accommodation, or the sub-division of garden ground to allow the construction of a new dwelling, will not be permitted.

4.10.10 Table 15 shows the supply of housing land identified in the Local Plan for Berwick-upon-Tweed between 1st July 1991 and 1st July 2006.

No.	Settlement	Location	Dwellings	Cross Reference
43	Berwick	Ava Lodge	2	Table 8
44	Tweedmouth	Brickfield Lodge	40	Table 8
45		Eildon View	12	Table 8
46	East Ord	Glenside (Glen Ord Nurseries)	4	Table 8
47		Homebank (Nursery)	2	Table 8
48		Hiveacres	23	Table 8
49	Berwick	Etal Road Phases I-VI	34	Table 8
50	East Ord	Springfield Park	11	Table 8
51		309 Foul Ford	8	Table 9
52		Etal Road Phases VII-VIIIb	14	Table 9
53	Berwick	Rear of 46-48 Castlegate	20	Policy S26
54		The Meadows/Douglas Close	30	Policy S26
55		North of Castle Terrace	10	Policy S26
56	Tweedmouth	Robert's Lodge	90	Policy S26
57	Spittal	Spittal Point	20	Policy S26
58	East Ord	Hiveacres Farm	175	Policy S26
59		South of East Ord	15	Policy S26
60		East Ord Gardens	15	Policy S26
Total			525	

4.11 Implementation of the Shelter Chapter

4.11.1 Responsibility for the implementation of the Shelter Chapter does not rest solely with the Council, although the Development Control process will be the regulatory mechanism. In this respect, the Policies will be continually monitored to ensure that they are relevant, useful and effective, for the Council's Officers and Development Committee, and assessed against the Objectives of the Shelter Chapter and the Local Plan Strategy. Consistency in interpretation and implementation will be a critical aspect for developers, the wider community, the Council, and Inspectors appointed by the Secretary of State in respect of any Appeals which arise. Where development is carried out which requires, but is without, planning permission, or is contrary to any planning permission which has been granted, enforcement action will be

taken or retrospective planning approval will be required to rectify the position, in accordance with the provisions of the Town and Country Planning Act 1990.

- 4.11.2 Development itself will largely depend on private investment, not only in the provision of housing but also in the infrastructure which is necessary to support development. The Council will continue to support and encourage such investment.
- 4.11.3 In addition, the Council will continue to structure its Housing Investment Programme to safeguard its remaining housing stock, and continue to work with Housing Associations and others to secure the provision of a wide range of social housing.
- 4.11.4 Primary Legislation, Statutory Orders, Government Guidance and names referred to are correct at 1st July 1995. Subsequent amendments will be taken into account in considering proposals for development against Policies in the Plan, and in the review of the Plan.

5 WORK

The Government's Planning Policy Guidance (PPGs) state:

In allocating land for industry and commerce, planning authorities should be realistic in their assessment of the needs of business. They should aim to ensure that there is sufficient land available which is readily capable of development and well served by infrastructure. They should also ensure that there is a variety of sites available to meet differing needs. (paragraph 6, PPG4, Industrial and Commercial Development and Small Firms, November 1992).

Maintaining a healthy rural economy is one of the best ways of protecting and improving the countryside because so much depends on the investment of people and other resources. (paragraph 1.6, PPG7, The Countryside and the Rural Economy, January 1992).

The priority now is to promote diversification of the rural economy so as to provide wide and varied employment opportunities for rural people, including those formerly employed in agriculture and related sectors. (paragraph 2.3, PPG7).

The Government's policy is that the tourism industry should flourish in response to the market, while respecting the environment which attracts visitors but also has far wider and enduring value. (paragraph 1.2, PPG21, Tourism, November 1992).

Local Plans are not themselves a medium for publicising and promoting tourism; the policies that they contain may be aimed at facilitating tourist development. They may also seek to protect the tourist industry by ensuring that other land uses are distributed in a way that respects the qualities that underpin the tourist industry. (paragraph 4.13, PPG21).

5.0.1 Having the opportunity to work in a chosen activity would enrich the quality of life of every resident in the Borough. In examining the future needs of individuals and communities in accordance with the Local Plan Strategy, the objectives are:

1. To encourage the expansion and diversification of the Borough's local economy.
2. To encourage the expansion and diversification of the Borough's employment base.
3. To provide for a range of employment and business opportunities which is accessible to all persons within the community.
4. To accommodate new, expanding, diversifying and existing work activities in a manner which conserves or enhances the environmental wealth of the Borough.
5. To identify land, buildings and other resources to meet the requirements of existing and emerging economic activities in the Borough.
6. To support indigenous work activities such as farming and fishing, and related services and manufacturing and processing industries.
7. To develop the role of tourism in the local economy.
8. To maximise social and economic activities through local and regional public and private sector partnerships and Governmental programmes and initiatives.
9. To attract inward investment.
10. To locate employment where housing and facilities and services such as shops, schools and places of entertainment, are easily accessible by walking, cycling or public transport, wherever practicable.

11. **To promote development in Berwick-upon-Tweed, to maintain the town's role as a sub-regional centre for housing, employment and the provision of services.**
 12. **To encourage development in Belford, Seahouses and Wooler, to maintain their roles as secondary centres for housing, employment and the provision of services in the Borough.**
 13. **To encourage the maintenance and development of work activities throughout the Borough, to support employment opportunities, the level of services and the viability of rural communities.**
- 5.0.2 The Borough of Berwick-upon-Tweed is essentially rural in character and farming and fishing, and to a lesser extent forestry, provide work for a significant proportion of the population, either directly on the land or sea, or indirectly through the transport of produce, processing it for wider markets, or supporting producers by providing essential services.
- 5.0.3 Berwick-upon-Tweed, Belford, Seahouses and Wooler, have been targeted for investment by public agencies in the provision of industrial land and workspace, with the objective of widening opportunities for employment. This investment has been successful in stimulating new business start-ups; much of this activity remains closely associated with agriculture and fishing and has grown from within the local community, but new businesses have also been attracted to the area.
- 5.0.4 The emerging importance of tourism as a provider of employment and generator of wealth is a comparatively new phenomenon in the local economy. The quality of the landscape of the Borough, its buildings, wildlife and freshness, are increasingly valued and recognised as a setting for day visits and extended stays. Many visitors interested in these aspects, particularly wildlife, visit in autumn and winter as well as the summer months, and the extension to the tourist season is welcome. The facilities and activities which are offered to visitors to support and enhance their stay have themselves often grown from communities and individuals who have retained close connections with agriculture and fishing; the land or the sea.
- 5.0.5 The Council considers that the future prosperity of the area will depend upon the forging of new partnerships and initiatives to stimulate opportunities for employment throughout the Borough, and its policy framework is designed to encourage public and private investment in work of all kinds, in the town, villages and the countryside.

5.1 People and Work

- 5.1.1 In 1981, some 14,500 persons from a resident population of 26,000 persons were of working age in the Borough. By 1991, the population had grown to some 26,700 persons, of which 15,500 were of working age. The proportion of those of working age who are actually active in work has also increased, from 75% in 1981, to almost 79% in 1991. This activity rate is the highest in the County. The overall increase masks, however, an underlying trend which suggests that more women are entering the market for work, whilst more men are leaving it.
- 5.1.2 Figures 4 and 5 show unemployment rates throughout the Borough, measured in January and July 1991. Whilst unemployment rates in the Borough are relatively low in the context of Northumberland, the Northern Region, and Great Britain as a whole,

INSERT FIGURE 4

there is a marked seasonal variation from summer to winter reflecting the dependence on agriculture, fishing and related industries and tourism.

5.2 The Spread of Work

- 5.2.1 The Ministry of Agriculture, Fisheries and Food enumerates that the agricultural workforce in the Borough totals 1,212 (1993), down 17.2% from 1,463 in 1983. Farm workers rather than owners and managers have been displaced. Structural change in agriculture brought about by increasing mechanisation and agricultural policy is likely to continue.
- 5.2.2 Employment in fishing is also contracting. A recent study by the North East Fishing Forum estimated that there were 122 full-time fishermen working from harbours in the Borough in 1982. By 1991, there were 78 fishermen. The full impact of the European Union's conservation measures has yet to be assessed.
- 5.2.3 The 1991 Census of employment enumerated that energy and water supply and the extractive industries account for around 2% of employees in the Borough. Employment in the energy sector has remained fairly constant and is not forecast to change significantly. The working of sand, gravel and rock are the main extractive industries in the Borough, although the recent development of small scale open cast coal sites and the existence of known reserves in parts of the Borough may have long term consequences for employment in this industry. Reserves of sand and gravel are also known and are likely to be exploited according to demand from the construction industry. However, employees tend to be transferred from one quarry to another and employment is, therefore, sustained rather than created. A Minerals Local Plan is being prepared by Northumberland County Council, as the minerals planning authority.
- 5.2.4 Employment in manufacturing amounts to some 27% of employment in the Borough. It is estimated in turn that 60% of employment in manufacturing is related to agriculture, forestry and fishing. During the 1970's and the early part of the 1980's considerable emphasis was placed on stimulating new investment and employment in manufacturing. Regional strategies and selective assistance were directed towards areas undergoing major structural change in industry; the Borough did not have assisted area status and could not compete effectively with Development Areas for inward investment. Nevertheless, by securing investment by the Development Commission in the provision of industrial land and workspace, local firms were given the opportunity to expand into modern premises within their communities and in close proximity to their customers. The reversal of the drift of population out of the Borough, which was a feature of the post-war years, from the 1970's onwards is due to this initiative.
- 5.2.5 Employment in construction accounts for only 3% of enumerated employees. The availability of work in the construction industry is closely related to prevailing economic conditions. The remoteness of the Borough, and the absence of significant investment by volume housebuilders or major construction projects, suggests that employment is likely to depend on smaller scale local businesses.
- 5.2.6 61% of employees in the Borough work in the delivery of services: some 28% in retailing, distribution and hotels and catering, 6% in finance, insurance and business services, 5% in transport and communications and 22% in the public services. Most growth in employment in the 1980's took place in services, and the Borough has experienced significant investment in retailing and tourism. National forecasts suggest that these areas of work will continue to grow, particularly in leisure, recreation and tourism. The development of, and investment in, information and communications technology may influence the geographical spread of this growth.

INSERT FIGURE 5

5.3 Place of Work

- 5.3.1 Employment in agriculture is spread throughout the Borough and every settlement is influenced by it.
- 5.3.2 Fishing is concentrated in Seahouses, Holy Island, Berwick-upon-Tweed and Beadnell, although there are a handful of isolated coastal shiels.
- 5.3.3 Almost 76% of the Borough's work is located in Berwick-upon-Tweed. Four of the five largest manufacturing firms in the Borough are located in the town. Only one manufacturer employing in excess of 100 persons is located outwith the town. Berwick-upon-Tweed is, therefore, a strategic centre for work, as well as for housing. The Tweedside and East Ord Industrial Estates are the largest concentrations of industrial activity in the Borough.
- 5.3.4 There are also industrial estates at Belford, Seahouses and Wooler, accounting for some 3.5%, 4% and 6% of employment in the Borough respectively.

5.4 Partnership in Work

- 5.4.1 Government at European, National and local levels has responded to structural change in the economy by devising area - or sector - based strategies to meet particular problems. The Council is now a partner in a number of such strategies, and the programmes established to implement them. The authority also plans for, and invests in, measures designed to improve the economic well-being of the Borough in its own right.
- 5.4.2 With the exception of the town of Berwick-upon-Tweed, the Borough forms part of the Northumberland Rural Development Programme Area, the means by which the Rural Development Commission delivers financial assistance and other support measures designed to address rural problems and opportunities.
- 5.4.3 The Parishes of Adderstone with Lucker, Beadnell, Ellingham and North Sunderland, in the south east of the Borough are part of the Alnwick and Amble Travel To Work Area, and during the period 1989-1993 were included in the Tyne and Wear South East Northumberland Integrated Development Operations Programme (TAWSEN). The programme has delivered European Regional Development Fund (ERDF) assistance to an area undergoing major change in its economy due to decline in traditional industries. Improvements to Seahouses Tourist Information Centre and environmental and highways improvements in the centre of Seahouses have been delivered through the TAWSEN programme.
- 5.4.4 Since January 1994, the whole of the Borough has been part of the European Union Objective 5b Programme Area for the Northern Uplands. This programme will deliver European Structural funds, including ERDF assistance, towards projects which will assist in addressing problems and opportunities in the area arising from structural change in agriculture and fishing. Significant energies are being directed at developing programmes and securing investment in the Borough through this programme. The Local Plan Strategy, Policies and Proposals are an integral part of this approach.
- 5.4.5 The Council is promoting a tourism development project based in the inland area of the Borough. The Till Valley Tourism Initiative involves a partnership drawn from a wide range of organisations. The principal objective is to develop a co-ordinated approach to the development of the area's tourism potential and realise its economic benefits, without harming the environment.
- 5.4.6 Throughout the same area the Council, in partnership with the Northumberland Training and Enterprise Council (NTEC) and Northumberland County Council, has sponsored a study to identify the strengths and weaknesses of the local economy, and courses of action which might be implemented to meet the problems and opportunities that exist. A Project Officer employed by the Community Council for Northumberland, with funding from the Rural

Development Commission and the ERDF through Objective 5b, has been appointed to develop this initiative in partnership with businesses and the wider community.

- 5.4.7 The Civic Trust Regeneration Unit has recently completed a study of Seahouses which examined the social, economic and environmental well-being of the village, and assessed the scope for action to regenerate activity across a broad front. A Project Officer has also been appointed in Seahouses, on a similar basis, to take this initiative forward.
- 5.4.8 The Council recognises the importance of these partnership programmes and their role in sustaining, expanding and diversifying social and economic opportunities in the Borough. In developing an overall framework to meet the future employment and economic needs of the area, in accordance with the Work Objectives, the Policy is:

POLICY W1

Proposals which arise out of consultations and partnership programmes, or specific action area plans, will be developed in accordance with the Local Plan Strategy. Development will be permitted provided that it accords with Policies in the Plan.

- 5.4.9 Where relevant, Policies in the Work Chapter are arranged according to the four landscape areas and the town of Berwick-upon-Tweed, consistent with paragraph 3.5.21 and other Subject Chapters. However, other Policies in addition to Policy W1 apply throughout the Borough, and these are dealt with first.

5.5 Agriculture and Forestry Development

- 5.5.1 The use of land and existing buildings on that land for the purposes of agriculture, does not constitute 'development' under the Town and Country Planning Act 1990, and does not, therefore, require planning approval. The construction, extension or alteration of a building, and the carrying out of excavation or engineering operations, does constitute development, but if it is reasonably necessary for the purposes of agriculture it may not require planning permission.
- 5.5.2 Under the Town and Country Planning (General Permitted Development) Order (PDO) 1995, a separate schedule of permitted development rights is available to agricultural units of 5 hectares or more, and to units of 0.4 hectares up to 5 hectares. In both cases the development must not give rise to, or alter or extend, a dwelling, or be situated within 25 metres of the metalled part of a trunk or classified road.
- 5.5.3 On holdings of 5 hectares or more, the buildings, structures or works must not exceed 12 metres in height and the ground area must not exceed 465m². There are additional restrictions on buildings to be used for the accommodation of livestock or associated structures such as slurry tanks and lagoons, when these are built within 400 metres of a 'protected building'. Protected buildings include most residential and other permanent buildings such as schools, hospitals and offices that are normally occupied by people.
- 5.5.4 On smaller holdings, permitted development rights are subject to the limitation that the external appearance of the premises must not be materially affected. There are similar limitations on development for livestock and slurry tanks and lagoons. Extensions and alterations to a building must not increase its height, its cubic content to more than 10% of the original, or bring the ground area to more than 465m².
- 5.5.5 The PDO also grants permitted development rights to certain forestry buildings and operations. Similar general restrictions apply to those described in paragraph 5.5.2 concerning dwellings and the proximity of development to roads.
- 5.5.6 Nevertheless, in all cases where permitted development rights for agricultural and forestry developments apply, the farmer or other developer does need to apply to the Council for determination as to whether prior approval is required, as the case may be, for the siting, design and external appearance of the building, the siting and means of construction of a

private way, and, in the case of agricultural developments, the siting of the excavation or deposit or the siting and appearance of the tank. The Council has 28 days to decide whether prior approval is required, and give notice of its decision. If it is, the normal timescale applies.

- 5.5.7 Where planning approval is required for farm or forestry buildings, the siting should relate to existing groups of farm buildings or be sited within the land form or against the hillside to enable integration with its setting. New buildings should not be prominently located on the skyline. The use of suitably coloured roof materials is particularly important. Regard should be had to the predominant colouring of existing buildings or in isolated locations the use of natural roofing materials or materials of a dark tone with low reflectivity. The Policy, consistent with Work Objectives 1-6 and 13, is:

POLICY W2

The development of new agricultural and forestry buildings, and improvements or extensions to existing buildings, will be permitted provided that;

- i) the proposal respects its relationship with existing adjoining buildings and uses, and the landscape;**
- ii) regard is had to the proposals size, height and bulk, materials, any proposed access and landscape works;**
- iii) it is sited so as to minimise the impact on the surroundings; and,**
- iv) isolated buildings have natural roofing materials or, are of a dark colour with low reflectivity.**

5.6 Loss of Workspace

- 5.6.1 The provision of workspace is important throughout the Borough to maintain the vitality and viability of its settlements. Housing, employment and services must be provided to retain or restore balanced communities.
- 5.6.2 In an environment of such value, the conservation and enhancement of which is of primary importance in sustaining and promoting social and economic activity, the retention of existing workspace and the creation of new workspace within existing buildings are the most appropriate means of ensuring that workspace is available.
- 5.6.3 Over many years, traditional workspace accommodation has been lost throughout the Borough's villages and farmsteadings, to conversions primarily for residential use. The Council considers that if this continues the ability of many areas to provide work for its inhabitants will be severely affected, to the extent that the population of communities can become unbalanced or depleted through the loss of younger people. In the remotest Parishes, this is already evident. If workspace is lost in a community, people have to travel out of the community for employment or move away altogether. Therefore, in accordance with Work Objectives 1-5, 10 and 13, the Policy is:

POLICY W3

The change of use of land or buildings within Classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution) of the Town and Country Planning (Use Classes) Order 1987, to a use other than B1, B2 or B8, will not be permitted unless the developer can demonstrate clearly that:

- i) it is not suited to continuing employment use; or**
- ii) it is adversely affecting the amenity of adjoining uses, land or the environment;**
or,
- iii) satisfactory provision has been made for the relocation of the activity to an alternative site, in accordance with Policies elsewhere in the Plan.**

The change of use of land or buildings between Classes B1, B2 and B8, where not permitted under the Town and Country Planning (General Permitted Development) Order 1995, will be considered against Policy W4.

- 5.6.4 Under the Town and Country Planning (General Permitted Development) Order 1995, changes of use are permitted to Class B1 (Business) from Classes B2 (General Industrial) and B8 (Storage and Distribution), and to Class B8 from Classes B1 and B2, except where the change is to, or from, a Class B8 Use and relates to more than 235m² of floor space in the building.

5.7 New Workspace in Existing Buildings

- 5.7.1 As noted in paragraph 5.6.2, the provision of workspace within existing buildings is a further means by which economic activity can be sustained throughout the Borough, whilst protecting the landscape, nature conservation interests and the character of settlements. The provision of self-contained visitor accommodation also has a beneficial impact on the local economy, and for this reason is also to be encouraged. The conversion of existing buildings to provide permanent residential accommodation is considered in Chapter 4.
- 5.7.2 The conversion of rural buildings to workspace is strongly supported in PPG7. It can help to reduce demands for new buildings, encourage new enterprises and provide employment. Proposals should not be rejected unless there are specific and convincing planning reasons that cannot be overcome by attaching reasonable conditions to planning permissions. However, their form, bulk and general design should at least remain in keeping with its surroundings. Where the building is listed, Framework Policies F17 and F18 will apply. The interests of species protected by law, such as bats and barn owls, will also need to be safeguarded. The Policy, consistent with Work Objectives 1-6, 9, 10 and 13, is:

POLICY W4

S5
M10
M11
M14
C16

The use of an existing building or farm steading for activities within Classes B1 (Business) or B8 (Storage and Distribution) of the Town and Country Planning (Use Classes) Order 1987, or self-contained residential accommodation for visitors, will be permitted provided that:

- i) it will not adversely affect the amenity of surrounding land, uses or the environment;
- ii) any alterations or extensions will not adversely affect the character and form of the building;
- iii) a satisfactory means of vehicular access can be obtained;
- iv) it can reasonably be provided with adequate electricity supplies;
- v) potential adverse effects on species protected by law, including barn owls and bats, will be mitigated in accordance with Policy F10; and,
- vi) it accords with Policies elsewhere in the Plan.

Where self-contained residential accommodation for visitors is proposed, planning conditions will be used to ensure that all accommodation is for holiday use and not as principal residential accommodation.

5.8 New Build Workspace

- 5.8.1 Where new workspace is required and the adaptation or conversion of an existing building is not a feasible option, the development of new-build workspace will be encouraged providing it accords with its surroundings. Elsewhere in this Chapter, land is identified in Seahouses, Norham, Belford, Wooler and Berwick-upon-Tweed, for such development. Nevertheless, new build accommodation may be required elsewhere. In such cases it should relate to an existing settlement. The Policy, consistent with Work Objectives 1-6, 9, 10 and 13, is:

POLICY W5

M10
M11
M14
C16

The development of new-build accommodation for uses within Classes B1 (Business) or B8 (Storage and Distribution) of the Town and Country Planning (Use Classes) Order 1987, on any site not identified in the Plan for such uses will be permitted provided that:

- i) regard is had to the availability of suitable buildings or sites, including sites released under Policy W3 and Policy W4;

- ii) it will not materially adversely affect the character, appearance or amenity of surrounding land uses, or the environment;
- iii) a satisfactory means of vehicular access, parking and servicing utilities can be obtained; and,
- iv) it accords with Policies elsewhere in the Plan.

5.9 Bad Neighbour Uses

5.9.1 Where a use which falls within Class B2 of the Town and Country Planning (Use Classes) Order 1987, or other use, would be likely to, or could reasonably, adversely affect the amenity of surrounding uses, land or the environment, it will be restricted to land reserved for such uses in the Local Plan: at the Tweedside, East Ord and North Road Industrial Estates in Berwick, the Industrial Estates at Belford, Seahouses and Wooler, and the site identified for employment uses at Norham. In each case, the proposed development and location will be considered on its merits. The benefits of the development will be assessed against potential adverse effects on neighbouring uses, land and the environment, including other businesses. Satisfactory mitigating measures will be required to allow the development to proceed. The Policy is directed towards Work Objectives 1-5, 9 and 13.

POLICY W6

W12 **The development or change of use of land or buildings for uses within Class B2**
 W16 **(General Industrial) of the Town and Country Planning (Use Classes) Order 1987, or**
 W19 **other uses, where it could reasonably be anticipated that the use would, or could,**
 W20 **adversely affect the amenity of surrounding uses, land or the environment, will be**
 W25 **permitted provided that:**
 W29
 W30 i) **it is located on land reserved for such uses in the Local Plan;**
 M10 ii) **the adverse effects of the development can be mitigated to the extent that the**
 M11 **reasonable interests of other land users and the wider community are**
 M14 **safeguarded; and,**
 C16 iii) **it accords with Policies elsewhere in the Plan.**

5.10 Information Technology

5.10.1 Advances in information technology have the potential to transform the way we work, nationally and locally, and enable more remote areas, such as the Borough, to compete more effectively with city centres and other centralised business locations. People will increasingly be able to work effectively from geographically remoter areas, whether as part of regional, national or international organisations or as small businesses competing in local, regional, national or international markets.

5.10.2 Information technology provides an opportunity for people to choose to work at home or to develop locations in rural locations for business use, bringing new options for the reuse of rural buildings. It is important that the potential for information technology is realised. Therefore, in accordance with Work Objectives 1-5, 9 and 13, the Policy is:

POLICY W7

W1 **Investment in the upgrading of the telecommunications network in the Borough to** W19 W20
 W3 **secure, where appropriate, the application of new technology in workspace will be** W25 W29
 W4 **encouraged, in particular, in support of opportunities for remote working. Related** W30
 W5 **development will be permitted provided that it accords with Policies elsewhere in the** M10
 W12 **Plan.** M11
 W16 M14
 C14
 C15

5.11 Tourism Development

5.11.1 The precise impact of tourism within the local economy, in terms of the income generated and the jobs, services and facilities supported, is extremely difficult to quantify; suffice to state that it is considerable. It would be reasonable to suggest that a large proportion of jobs is influenced, directly or indirectly, and everybody's lives are enhanced by the role of tourism

within the local economy, not least by the level of public and private services and facilities which are sustained.

- 5.11.2 If the full potential of tourism in the Borough is to be realised, particularly in its inland areas, and the benefits of support to local facilities and services, employment and wealth is to continue to be accrued, the Borough must compete effectively within a competitive market as part of the 'package' of attractions which north Northumberland and the neighbouring Borders Region of Scotland has to offer. The quality of the 'product' is of manifest importance, ensuring that the visitor always feels welcome and interested in the area. The Policy, consistent with Work Objectives 1-4, 6-9 and 12, is:

POLICY W8

W1
W4
W11
W13
W14
W15

The development of activities, services and projects which provide employment, spread the benefits of tourism and support and enhance the experience of visitors, will be permitted provided that:

- i) **it will not adversely affect the amenity of neighbouring land users and the environment; and,**
- ii) **it accords with Policies elsewhere in the Plan.**

W17 W22
W24 W26
W27 W28
W33 W34
W35 R7
R8 R9
R11 R12
R14 R17
R22 R23
C4
Proposals
3 5 6-8 10
13-15 19
20

- 5.11.3 The provision of accommodation for visitors is an important activity in sustaining and promoting the role of tourism in the local economy. Hotels provide significant levels of employment within their prospective communities, and are an important part of the Borough's tourism infrastructure. The Council considers that the change of use of hotels to alternative uses is not in the best economic interests of the Borough, this being of sufficient weight to preclude the loss of existing hotel bedspace unless alternative provision is being made elsewhere in the locality, or the developer can otherwise clearly demonstrate that the property is no longer viable for use as a hotel, for reasons beyond the reasonable control of the operator, and that the loss of the facility will not materially damage the ability of the Borough to compete effectively in that part of the tourism sector. Provision of self catering accommodation, including camping and caravanning, will be considered against Policies in Chapter 6, other than at Berwick Holiday Centre and Haggerston Castle Caravan park which are significant providers of employment; Policies W14 and W27 apply. Therefore, the Policy, consistent with Work Objectives 3, 4, 7 and 13, is:

POLICY W9

The change of use of a building with an existing use Class C1 (Hotels) of the Town and Country Planning (Use Classes) Order 1987, will be permitted provided that; the Council are satisfied that the change of use would not materially diminish the range and diversity of the provision of such accommodation throughout the Plan Area.

- 5.11.4 Policies W3, W4 and W5 apply equally to tourism-related businesses. Policies for employment enhancing tourism projects are also included in the Landscape Area Sections of this Chapter, as appropriate. Projects with an emphasis on leisure and recreation are identified in Chapter 6. Chapter 7 - Movement - identifies a number of environmental improvement projects, and Chapter 8 - Supporting the Community - incorporates Policies on retailing.

5.12 The Coastal Zone

- 5.12.1 The Coastal Zone is largely undeveloped. Agriculture is likely to continue to be the dominant use of land and an important provider of work. The quality of the landscape and the coastline attracts visitors in large numbers and the provision of facilities and services is an important part of the local economy. Three of the area's principal settlements, Beadnell, Seahouses and Holy Island, have working harbours associated with fishing. Industrial development is concentrated in Seahouses.

- 5.12.2 The fishing industry in Seahouses and Holy Island is an important component in the economic make-up of the community; it is also an activity which has a strong social and cultural presence. Fishing from Beadnell has contracted severely, but may not be lost

entirely. The presence of working harbours and activity on the sea itself also contribute to the appeal of the coast to visitors. The Council wishes to sustain the area's fishing industry. Therefore, in accordance with Work Objectives 4, 6, 8 and 13, the Policy is:

POLICY W10

W1
M14

Within the Coastal Zone, development in support of the operational needs of the fishing industry at Beadnell, Seahouses and Holy Island, will be permitted provided that it accords with Policies elsewhere in the Plan.

5.12.3 The essential infrastructure for the fishing industry, the harbours, may also function for other marine based activities or as visitor attractions. The Council intends to ensure that fishing operations have priority and, therefore, in accordance with Work Objectives 1-4, 7, 8 and 13, the Policy is:

POLICY W11

W1
W8

Within the Coastal Zone, development of new or alternative facilities in the harbours at Beadnell, Seahouses or Holy Island, will be permitted provided that:

- i) it will not prohibit the operational activities of the fishing industry; and,**
- ii) it accords with Policies elsewhere in the Plan.**

5.12.4 The development of a small industrial estate at Seahouses by the Rural Development Commission in the 1970's, and the subsequent provision of workspace, reflects the strategic importance of the village in providing employment and services for a large part of the south-east corner of the Borough.

5.12.5 The Industrial Estate provides 1000m² of workspace over 1 hectare. The Rural Development Commission, in partnership with the Council and Northumberland County Council, recognises the importance of continuing investment in the provision of industrial land and workspace and has sought, obtained and serviced land for a further extension to the estate comprising 1.5 hectares. On the basis of recent rates of demand, this development is likely to ensure the availability of serviced land throughout the Local Plan period.

5.12.6 The workspace and serviced land which has been created on the Industrial Estate is a valuable economic resource and the Council considers that it should be reserved for business, general industrial or storage and distribution use, thereby maintaining a stock of purpose built workspace. Therefore, the Policy, consistent with Work Objectives 1-6, 8-10 and 12, is:

POLICY W12

W1
W6
W7
M10
M11
M14
C16

Within the Coastal Zone, the development of land or buildings at Seahouses Industrial Estate will be permitted provided that:

- i) it is for a use falling within Classes B1 (Business), B2 (General Industrial) or B8 (Storage and Distribution) of the Town and Country Planning (Use Classes) Order 1987;**
- ii) it accords with Policies elsewhere in the Plan.**

The change of use of land or buildings to uses other than Classes B1, B2 or B8 of the Use Classes Order will not be permitted.

5.12.7 The Council intends to encourage the creation of further employment in tourism in the area. The coast attracts large numbers of visitors, some of which will only be in the area for a day while others spend a holiday exploring the landscapes, beaches, islands and castles. The facilities and services which support these visits and enhance their enjoyment also provide local employment and generate wealth. Whilst some jobs are seasonal, the wider economic benefits of tourism are manifested in various ways, including for example, the wide range of shops in Seahouses. However, it is of paramount importance that development does not harm the components of the area which attract visitors in the first place.

- 5.12.8 The development of, or conversion of an existing building to, a new hotel or guest house in the Coastal Zone, may be appropriate, in which case the provisions of Policy F2 will be particularly important. In accordance with Work Objectives 1-5, 7, 9 and 13, the Policy is;

POLICY W13

W3
W8
M10
M11
M14
C9
C16

Within the Coastal Zone, the development of, or conversion of an existing building to, a new hotel or guest house, will be permitted provided that:

- i) where it is a new-build hotel, it is not located in the villages of Bamburgh or Holy Island;**
- ii) a satisfactory standard of layout and amenity will be provided, for guests and neighbouring uses; and,**
- iii) subject to criterion i) above, it accords with Policies elsewhere in the Plan.**

- 5.12.9 The most significant concentration of tourist accommodation in the Coastal Zone is to the north-east of Berwick-upon-Tweed, at Berwick Holiday Centre, which is closely related to the town but located in a prominent position on the coastline. Haggerston Castle Caravan Park is located in the Intermediate Areas of Landscape Value but immediately adjacent to the Coastal Zone (paragraph 5.15.6 and Policy W27 refer). The Council has encouraged the owners in their investment to upgrade the facilities and amenities of the site. Further investment will enhance the attractiveness of the centre and sustain visitor numbers, employment and the economic benefits which accrue to the town, and integrate the centre within its outstanding environmental setting. The Policy, consistent with Work Objectives 1-4, 7 and 9-11, is:

POLICY W14

W8
M10
M11
M14
C9
C16

Within the Coastal Zone, development at Berwick Holiday Centre will be permitted provided that:

- i) it will improve visitor services and facilities; and/or,**
- ii) it will upgrade the environment and amenity of the site; and,**
- iii) it accords with Policies elsewhere in the Plan.**

- 5.12.10 As well as accommodation for visitors, it is also important to sustain attractions and activities for their interest. The inherent attraction within this area is the coastal landscape with its beaches, islands, castles, historic villages and nature conservation interests. These are outstanding but limited in terms of their dependence on reasonably good weather and information which is available.

- 5.12.11 The provision of passive interpretation facilities along the coast is addressed in Chapter 6. However, a need has been identified, together with a suitable site, for an interpretation centre for the marine environment at Seahouses, using the latest in modern technology to explore the internationally recognised value and interest of the seas around the Farne Islands, north to St Abbs Head and south to Alnmouth. This would add to people's experience of the coast, whether they visit the Farne Islands or stay on the mainland, and provide a valuable all-year-round wet weather resource for visitors, and an educational resource for schools and colleges. It would also add significant economic value to Seahouses as a visitor centre.

- 5.12.12 The full feasibility of this initiative remains to be assessed and the means of funding its development will need to be secured. It is an ambitious project but, nevertheless, the Policy, consistent with Work Objectives 1-5, 7-10 and 12, is:

POLICY W15

W1
W8
M10
M11
M14
C16

Within the village of Seahouses, the development of 16.8 hectares of land and buildings at the former Seafield Restaurant and Caravan Park, Seafield Road, will be permitted for a mixed use development comprising;

- i) the development of land and buildings at the former Seafield Restaurant as a marine interpretation centre for the adjoining Berwickshire and Northumberland Coast candidate Marine Special Area for Conservation, including associated facilities and car parking;**
- ii) a supermarket in accordance with Policy C18;**

iii) a swimming pool.

The relocation and improvement of the Seafield Caravan Park will be subject to the implementation of criteria i), ii) or iii).

5.13 Tweed Valley Area of High Landscape Value

5.13.1 The Tweed Valley is dominated by agriculture, and the settlements of Wark, Cornhill-on-Tweed, Norham and Horncliffe currently support only small scale employment in other sectors, principally services. Agriculture is likely to continue to be the principal land use, although residents will continue to look to Coldstream for employment in the western part of the area, and to Berwick-upon-Tweed in the lower part of the valley. Activity related to tourism is not particularly well developed, and the Council considers that there is scope to extend the economic benefits of tourism in the area.

5.13.2 There are no industrial estates in the area. In the early 1980s, Northumberland County Council constructed a small workshop at Station Gardens in Cornhill-on-Tweed. Unfortunately, the site was constricted by its size and has not been a success. The Borough Council believes that significant workspace development is unlikely to be accommodated successfully in many locations without adverse effect on the character of the area. Rather, the key to securing investment in local employment generation will be the retention of existing workspace and the conversion of existing buildings to employment generating uses (Policies W3 and W4 refer). However, new build accommodation would be considered against Policy W5.

5.13.3 In addition, one site is identified which could reasonably accommodate limited workspace development. The site of the former agricultural hostel at the junction of the B6470 and C9 classified roads east of Norham and north of the former Norham Station, is well screened and has previously been developed. In accordance with Work Objectives 1-5, 8-10 and 13, the Policy is:

POLICY W16

W1 **Within the Tweed Valley Area of High Landscape Value, 0.48 hectares of land to the north of the B6470 classified road at its junction with the C9 classified road, is designated for a use or uses falling within Classes B1 (Business), B2 (General Industrial) or B8 (Storage and Distribution), of the Town and Country Planning (Use Classes) Order 1987. Development of this land will be permitted provided that:**

- W6 i) it accords with the Use Classes prescribed above;
- W7 ii) any adverse affects of the development can be mitigated to the extent that the reasonable interests of other land users and the wider community are safeguarded;
- M10 iii) existing planting within the site is retained to the extent that development is screened from views outside the site, other than from the B6470 road;
- M11 iv) satisfactory vehicular access can be obtained from the B6470 road; and,
- M14 v) it accords with Policies elsewhere in the Plan.
- C16

5.13.4 The Tweed Valley does not attract the same number of visitors as the coast or the National Park. It is a special landscape with very strong historical associations and is highly valued for game fishing. There is a chain of very fine country houses and castles on both the English and Scottish banks, and a comprehensive network of public rights of way.

5.13.5 The Council is of the opinion that encouragement should be given to appropriate projects which are designed to strengthen and diversify services and facilities to support tourism, particularly where employment and economic benefits will accrue.

5.13.6 The development of, or conversion of, an existing building to a new hotel or guest house in the Tweed Valley Area of High Landscape Value may be appropriate, in which case the provisions of Policy F3 will be particularly important. In accordance with Work Objectives 1-5, 7, 9 and 13, the Policy is:

POLICY W17

W3
W8
M10
M11
M14
C9
C16

Within the Tweed Valley Area of High Landscape Value, the development of, or conversion of existing building to, a new hotel or guest house will be permitted, provided that:

- i) a satisfactory standard of layout and amenity will be provided, for guests and neighbouring uses; and,**
- ii) it accords with Policies elsewhere in the Plan.**

5.14 Kylee Hills and Glendale Area of High Landscape Value

5.14.1 Agricultural and forestry activities are likely to continue to be the prevailing land uses in the Kylee Hills and Glendale Area, and important providers of work, although two settlements - Belford and Wooler - have industrial estates, and there are two industries of note occupying sites in rural locations: Maxway Food Products Ltd at Milfield and A & J Scott at Wooperton.

5.14.2 The area is not widely recognised as a tourism destination, although it does fringe the National Park. The Council believes that the Etal Gorge, the Kylee Hills and the towns and villages in the area, have considerable scope for further developing visitor services and facilities, thus extending the economic benefits of tourism. In terms of developing the local economy and the development of tourism, the protection and enhancement of the local landscape and habitats is paramount.

5.14.3 The Industrial Estate at Belford is within the Intermediate Areas of Landscape Value. It comprises 8 hectares and provides some 5,800m² of workspace; 1.32 hectares of land remained available at 1st July 1991. The Council considers that a further 2 hectares of industrial land will be required in the village during the Local Plan period in order to sustain the provision of workspace.

5.14.4 The existing Industrial Estate is now separated from the village by the A1 Trunk Road, and the provision of an extension to the Estate is not considered appropriate. The Council envisages the development of new housing between Williams Way and The Meadows, whilst the development of a golf course and driving range has taken place at the southern approach to the village. The existing built envelope of Belford is well defined on its north, east and western edges to the extent that development would adversely affect the landscape setting of the village. The Policy, in accordance with Work Objectives 1-5, 8-10 and 12, therefore is:

POLICY W18

W1
W7
M10
M11
M14
C16

Within the Kylee Hills and Glendale Area of High Landscape Value, in the village of Belford, 2 hectares of land located to the west of South Road and south of the Meadows is designated for uses falling within Classes B1 (Business) and B8 (Storage and Distribution) of the Town and Country Planning (Use Classes) Order 1987. Development of this land will be permitted provided that:

- i) it accords with the Use Classes prescribed above;**
- ii) it will not adversely affect the amenity of surrounding uses, land or the environment, by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit;**
- iii) a landscaping strip of ten metres is provided along the northern boundary of the site;**
- iv) satisfactory vehicular access is provided, including any improvement works within the vicinity of the site; and,**
- v) it accords with Policies elsewhere in the Plan.**

5.14.5 The Industrial Estate at Wooler extends to some 4 hectares providing 4,700m² of workspace. With the exception of a small area extending to 0.17 hectares in the middle of the Estate, there is no industrial land available for development. The Council considers that the availability of land for the development of further employment opportunities is a key component in sustaining the economic well being of the village and the wider Glendale area, the extension of the existing industrial estate is considered to be the most appropriate means of achieving this. However, in accordance with the Planning Agreement with the owners of

Riverside and Bridge End Caravan Parks, the relocation of all caravans to the west of the A697 would release the Bridge End site for alternative use. Housing is the preferred use of this site in accordance with Policy S18, but employment related uses would be considered on all or part of the site. Therefore, the Policy, consistent with Work Objectives 1-5, 8-10 and 12, is:

POLICY W19

W1
W6
W7
M10
M11
M14
M22
C16

Within the Kylee Hills and Glendale Area of High Landscape Value, 1.5 hectares of land located to the north-east of the existing Industrial Estate at Station Road, Wooler, is designated for uses falling within Classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution), of the Town and Country Planning (Use Classes) Order 1987. Development of this land will be permitted provided that:

- i) it accords with the Use Classes prescribed above;**
- ii) any adverse affects of the development can be mitigated to the extent that the reasonable interests of other land users and the wider community are safeguarded;**
- iii) the layout of the Estate takes into account the alignment of the route of the proposed A697 Wooler by-pass;**
- iv) the design and layout of the Estate takes into account the high pressure gas main which crosses the site; and,**
- v) it accords with Policies elsewhere in the Plan.**

Development of these uses on 3.60 hectares of land at Bridge End in Wooler, will also be considered subject to the same criteria and the suitability of the site for housing in accordance with Policy S18.

- 5.14.6 The workspace and serviced land which has been created on the Industrial Estates is a valuable economic resource, and the Council considers that it should be reserved for business, general industrial or storage and distribution use, thereby maintaining a stock of purpose built workspace. A Policy to this effect for Belford Industrial Estate is included in Section 5.15. The Policy for Wooler Industrial Estate, consistent with Work Objectives 1-6, 8-10 and 12, is:

POLICY W20

W1
W6
W7
M10
M11
M14
M22
C16

Within the Kylee Hills and Glendale Area of High Landscape Value, the development of land or buildings at Wooler Industrial Estate will be permitted provided that:

- i) it is for a use falling within Classes B1 (Business), B2 (General Industrial) or B8 (Storage and Distribution) of the Town and Country Planning (Use Classes) Order 1987; and,**
- ii) it accords with Policies elsewhere in the Plan.**

The change of use of land or buildings to uses other than Classes B1, B2 or B8 of the Use Classes Order will not be permitted.

- 5.14.7 The extension to Wooler Industrial Estate can best be achieved following the relocation of the lorry wash, lairage and parking space associated with Wooler Mart to a location within the Mart's own landhold. Lairage is land and buildings for the short term, i.e. overnight, accommodation of livestock. Therefore, the Policy, consistent with Work Objectives 3-6, 8-10 and 12, is:

POLICY W21

M22

Within the Kylee Hills and Glendale Area of High Landscape Value, in the village of Wooler, the development of lorry wash facilities, parking and lairage associated with Wooler Mart, on land to the north-west of Station Road, will be permitted provided that it accords with Policies elsewhere in the Plan.

- 5.14.8 The Council believes that Wooler has not been able to take full advantage of the economic and employment benefits which should accrue from its location in relation to the Northumberland National Park and the A697 Primary Road.

- 5.14.9 The town has the potential to develop its role as a gateway for visitors to an area which includes the Cheviot Hills, the Kyloe Hills and Glendale. It is ideally located, in the foothills of the National Park; accommodates a range of services including banks, shops, hotels, cafes and restaurants; and there is a range of potential opportunities: to develop visitor facilities, the town's role for local businesses to access services and information, to encourage diversification and growth, and as a gateway through which local communities can obtain services, activities and amenities which will improve their quality of life.
- 5.14.10 The Glendale Local Economic Development Partnership has been established by local people to respond to these opportunities, following the completion of the economic study introduced in paragraph 5.4.6, in partnership with the Council, Wooler Parish Council, Northumberland County Council, the Community Council for Northumberland, the Till Valley Tourism Initiative, NTEC, English Partnerships, Nomad Housing and local businesses including Redpath Bros. Ltd, County Auctions Ltd and Haven Leisure Ltd in their role as owners and operators of the Riverside Caravan Park.
- 5.14.11 A number of projects are being considered by the Partnership, many of which are incorporated in the Local Plan. These include: the redevelopment of the site at the junction of the A697 South Road and The Peth (Policy W22); reuse of the former Glendale Rural District Council offices at Padgepool Place (Policy W23) environmental improvements in the centre of the village (Policy M24); the redevelopment of the disused Co-op complex in High Street; the development of new workspace (Policy W19) and a lorry park (Policy M27); improved signing and footpaths (Policy M25), the provision of affordable housing for young people (Policy S6); the delivery of training; and improved co-ordinated and branded marketing.
- 5.14.12 The Council has identified the site adjoining The Peth and South Road as a key location for gateway visitor services. The land, which extends to some 0.9 hectares, has been used for storage and distribution but is now available for redevelopment. It has an extensive frontage to the A697, part of Northumberland's Primary Road network and an important tourist route, and is prominent in the approach to the village. It is considered that the realisation of Wooler as a gateway for visitors to Glendale can only be achieved if a strategic attraction can be provided. The Council will, therefore, encourage the redevelopment of the site for a range of activities which will attract and inform visitors. Support will be given for proposals which create facilities which will function as a primary destination for visitors, but which will also encourage visitors passing through the area to break their journey in the town. The Policy in accordance with Work Objectives 1, 2, 7 and 12, is:

POLICY W22

W1
W8
M10
M11
M14
C9
C16

Within the Kyloe Hills and Glendale Area of High Landscape Value in the village of Wooler, 0.9 hectares of land to the west of the A697, South Road is designated for a mixed use development incorporating uses falling within Classes C2 (Residential Institutions) and D1 (Non-residential institutions) of the Town and Country Planning (Use Classes) Order 1987. Development will be permitted provided that:

- i) it primarily accords with the Use Classes prescribed above and associated ancillary uses;**
- ii) it will serve as a strategic attraction for visitors to the area;**
- iii) the main building and small buildings within the site constructed of stone will be retained and incorporated within the redevelopment; and,**
- iv) it accords with Policies elsewhere in the Plan.**

- 5.14.13 A further element is the redevelopment of the former Glendale Rural District Council Offices at Padgepool Place, as a one-stop shop offering visitor information and interpretation, community resources and advice, training and further education, workspace studios, child care facilities, meeting rooms and drop-in space, and teleworking. The buildings are in the ownership of the Council but considerable investment is required to bring them up to standard, and redesign and refurbish the internal space accordingly. The Council will continue to work towards securing the necessary funds for this initiative, from the ERDF,

Rural Development Commission and others, as well as its own funds. The Policy, in accordance with Work Objectives 1-10, 12 and 13, is:

POLICY W23

W1
W7
M10
M11
M14
C9
C16

Within the Kyloe Hills and Glendale Area of High Landscape Value, land and buildings at Padgepool Place in Wooler, incorporating the former Glendale Rural District Council Offices, is designated for conversion to a mixed use development incorporating uses falling within Classes A2 (Financial and Professional Services), A3 (Food and Drink), B1 (Business), and D1 (Non-Residential Institutions) of the Town and Country Planning (Use Classes) Order 1987; these being primarily: visitor information and interpretation: exhibition space; informal cafe space; teleworking facilities; office and craft workspace; meeting rooms; training and education studios; indoor and outdoor play space; and related activities and facilities. Development will be permitted provided that:

- i) any alterations or extensions will not adversely affect the character and form of the building; and,**
- ii) it accords with Policies elsewhere in the Plan.**

5.14.14 In accordance with Policy F3 and the objectives of the Till Valley Tourism Initiative, the potential to accommodate large numbers of additional visitors, without detracting from the inherent attractions of the area, is considerable. Its attractions and features include: the neighbouring Cheviot Hills, with a name that is well known and wilderness qualities which are rare in England; the Kyloe Hills which offer fine walking country with views eastwards over Holy Island and west over lower ground to the Cheviots; an abundant wealth of archaeological interests, heritage, flora and fauna, including the legacy of the Border Wars; many interesting towns and villages including the Conservation Area at Chatton and others under consideration for designation (Policy F20), including Chillingham, Doddington, Etal, Ford and the centre of Wooler; the Castle and unique White Cattle at Chillingham; and numerous tourist attractions developed by Ford and Etal Estates including a working watermill and narrow gauge railway at Heatherslaw, Etal Castle and Heritage Centre and Lady Waterford Hall at Ford. All of these are situated within an area of almost unrivalled tranquillity covering over 500 square kilometres, with a population of just 5,000 people.

5.14.15 The above attractions, the development of a 'Gateway Centre' at Wooler and the continued conversion of rural buildings for tourism related uses (Policy W4), as practised with considerable success by Ford and Etal Estates, will assist. Other enterprises which provide a quality product for tourism will be supported and public agencies including the Borough Council will continue to invest in the related infrastructure. Policy W8 refers.

5.14.16 The development of, or conversion of an existing building to, a new hotel or guest house in the Kyloe Hills and Glendale Area of High Landscape Value may be appropriate, in which case the provisions of Policy F3 will be particularly important. In accordance with Work Objectives 1-5, 7, 9, 12 and 13, the Policy is:

POLICY W24

W3
W8
M10
M11
M14
C9
C16

Within the Kyloe Hills and Glendale Area of High Landscape Value, the development of, or conversion of an existing building to, a new hotel or guest house, will be permitted provided that:

- i) a satisfactory standard of layout and amenity will be provided, for guests and neighbouring uses; and,**
- ii) subject to criterion i) above, it accords with Policies elsewhere in the Plan.**

5.15 The Intermediate Areas of Landscape Value

5.15.1 In common with the three Landscape Areas previously described, the principal land use within the Intermediate Areas of Landscape Value is agriculture. It is likely to continue to be the principal land use, although residents in the north will continue to look to Berwick-upon-Tweed for employment. None of the settlements in the areas support significant amounts of workspace, although the Industrial Estate at Belford is included. The village of Belford is

within the Kylee Hills and Glendale Area of High Landscape Value. Economic activity and employment related to tourism is now particularly well developed, and the Council believes that there is scope to extend activity in this area.

- 5.15.2 The Council considers that new workspace can be provided most appropriately and realistically via the conversion of existing buildings (Policy W4 refers). Experience to date has shown that the scale of the settlements and the relative narrowness of their economic bases makes the provision of workspace in purpose-built buildings unlikely. However, new build accommodation would be considered against Policy W5.
- 5.15.3 As noted above and in paragraphs 5.14.3 - 4, Belford Industrial Estate is located on the opposite site of the A1(T) Belford By-pass, and therefore within the Intermediate Areas of Landscape Value. As elsewhere, the workspace and serviced land which has been created on the Industrial Estate is a valuable economic resource, and the Council considers that it should be reserved for business, general industrial or storage and distribution use, thereby maintaining a stock of purpose built workspace. The Policy, consistent with Work Objectives 1-6, 8-10 and 12, is:

POLICY W25

W1
W6
W7
M10
M14
C16

Within the Intermediate Areas of Landscape Value, the development of land or buildings at Belford Industrial Estate will be permitted provided that:

- i) it is for a use falling within Classes B1 (Business), B2 (General Industrial) or B8 (Storage and Distribution) of the Town and Country Planning (Use Classes) Order 1987; and,**
- ii) it accords with Policies elsewhere in the Plan.**

The change of use of land or buildings to uses other than Classes B1, B2 or B8 of the Use Classes Order will not be permitted.

- 5.15.4 The Council is of the opinion that encouragement should be given to appropriate projects which are designed to strengthen and diversify services and facilities to support tourism, particularly where employment and economic benefits will accrue. Policy W8 refers.
- 5.15.5 The development of, or conversion of an existing building to, a new hotel or guest house in the Intermediate Areas of Landscape Value may be appropriate, in which case the provisions of Policy F4 will be particularly important. In accordance with Work Objectives 1-5, 7, 9 and 13, the Policy is:

POLICY W26

W3
W8
M10
M11
M14

Within the Intermediate Areas of Landscape Value, the development of, or conversion of an existing building to, a new hotel or guest house, will be permitted provided that:

- i) a satisfactory standard of layout and amenity will be provided, for guests and neighbouring uses; and,**
- ii) it accords with Policies elsewhere in the Plan.**

C9
C16

- 5.15.6 The Intermediate Areas of Landscape Value includes the site of the Haggerston Castle Holiday Park which incorporated 1,000 caravans and chalets. The park is a major holiday centre and provider of employment in the area. Planning permission to extend the site was granted in 1992. The owners have invested heavily in the upgrading and improvement of facilities and amenities within the complex, and the Council will encourage continued investment which is designed to restructure the image and function of the holiday park. The Policy, consistent with Work Objectives 1-4, 7 and 13, is:

POLICY W27

W8
M10
M11
M14
C9
C16

Within the Intermediate Areas of Landscape Value, development at the Haggerston Castle Holiday Park within the existing site boundaries will be permitted provided that:

- i) it will improve visitor services and facilities; and/or,**
- ii) it will upgrade the environment and amenity of the site; and,**
- iii) it accords with policies elsewhere in the Plan.**

Proposal
9

5.15.7 The Intermediate Areas also include land at the border between England and Scotland, immediately to the north of Berwick-upon-Tweed at Lamberton Toll. The Council, together with Northumberland County Council and Borders Regional Council, has identified the border crossing on the A1 Trunk Road as an area with potential for the development of strategic tourist services and roadside facilities. The crossing point represents a unique opportunity to draw visitors to a development which takes advantage of a nation 'border', and the Council considers that the full potential of such a development can only be realised if the development straddles the border. The Policy, consistent with Work Objectives 1-5, 7, 9 and 13, is:

POLICY W28

W8
M14
C9
C16

Within the Intermediate Areas of Landscape Value the development of 5.9 hectares of land adjacent to the A1 Trunk Road at Lamberton Toll, north of Berwick-upon-Tweed, for uses falling within Classes A2 (Financial and Professional), A3 (Food and Drink), B1 (Business), C1 (Hotels), D1 (Non Residential Institutions) of the Town and Country Planning (Use Classes) Order 1987, together with a Petrol Filling Station, Emergency Vehicular Repair Facilities, Coach and Car Parking, Picnic Areas and Class A1 (Shops) as ancillary uses to the principal uses provided within the site will be permitted, provided that development is confined to the west of the A1 Trunk Road and:

- i) the development straddles the border between England and Scotland;**
- ii) land is reserved for non-commercial development comprising interpretative facilities marking the border crossing on each side of the road, the nature and extent of which must be agreed with the local planning authority;**
- iii) satisfactory and safe vehicular access and egress can be provided to and from the A1 Trunk Road for both north bound and south bound traffic, and these roadworks are carried out in their entirety as part of the development;**
- iv) the development would not adversely effect the vitality and viability of the Berwick-upon-Tweed town centre;**
- v) regard is had to the siting and design of the development including landscaping, signage and lighting, so as to minimise the impact on the coastal landscape; and,**
- vi) it accords with policies elsewhere in the Plan.**

5.16 Berwick-upon-Tweed

5.16.1 Berwick-upon-Tweed is a strategic settlement whose role in providing employment opportunities for a large area of north Northumberland and the eastern borders of Scotland, is acknowledged by both Northumberland County Council and Borders Regional Council. The town contains the largest concentration of workspace in the Borough, in which over 5000 people are employed. There are two Industrial Estates: Tweedside and East Ord Industrial Estate extends to almost 40 hectares, providing some 88,000m² of workspace; North Road Industrial Estate comprises 12 hectares and accommodates 7,800m² of workspace.

5.16.2 The significant role of the Rural Development Commission in the provision of industrial land and workspace has already been outlined. The Commission invested significantly in the town between the 1960's and 1990, providing some 12,300m² of workspace. In the mid 1970's, the Council acquired land to establish to the North Road Industrial Estate and invested in the provision of workspace. These investments have encouraged employment creation and inward investment in manufacturing and services.

5.16.3 The Northumberland County Structure Plan requires at least 20.0 hectares of land for general, local employment and business park use, to be identified in the Borough to meet the requirement for such land during the Local Plan period. Nearly 7.0 hectares are available elsewhere in the Borough (Table 16 refers). A further 5.31 hectares were available at the Tweedside and East Ord and North Road Industrial Estates at 1st July 1991. After taking into account the landscape setting of the town, the availability of infrastructure, the local transport network and the proximity of residential areas, the Council considers that a further 10.0 hectares of land is required, in accordance with the Structure Plan and Work Objectives 1-6 and 8-10. The Policy is:

POLICY W29W1
W6

Within the town of Berwick-upon-Tweed, 10 hectares of land immediately to the north-west of the North Road Industrial Estate is designated for uses falling within Classes B1 (Business), B2 (General Industrial) and B8 (Storage or Distribution) of the Town and Country Planning (Use Classes) Order 1987. Development of this, and at the existing Industrial estate, will be permitted provided that:

W32
M10
M11
M14
C16

- i) it accords with the Use Classes prescribed above;
- ii) any adverse affects of the development can be mitigated to the extent that the reasonable interests of other land users and the wider community are safeguarded;
- iii) landscaping works, including ground modelling and/or planting on an area which includes a strip a minimum of twenty metres wide alongside the north-western site boundary are carried out;
- iv) the satisfactory extension of all existing services including foul and surface water drainage is achieved to sufficient capacity to meet the needs of general industrial development;
- v) vehicular access is obtained only from the existing Industrial Estate road network; and,
- vi) it accords with Policies elsewhere in the Plan.

The development of railfreight facilities in accordance with Policy M8 will also be permitted.

5.16.4 The North Road Industrial Estate has direct access from the A1 Trunk Road. In accordance with the requirements of PPG4, development relating to distribution and warehousing, particularly of bulky goods, will be directed towards this site.

5.16.5 The Northumberland County Structure Plan also identifies the need to earmark sites at strategic locations throughout the County, which will be attractive to, and suitable for, industries which require locations offering a high standard of amenity. The Council considers that land to the north-west of the A698 Ord Road, adjoining the Tweedside and East Ord Industrial Estates, should fulfil this role. After taking into account the landscape setting of the town, the availability of supporting infrastructure, the local road network and patterns of land use, the site is considered to be the only one which can be developed for this purpose. Therefore, the Policy, consistent with Work Objectives 1-5 and 8-11, is:

POLICY W30W1
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C16

Within the town of Berwick-upon-Tweed, 7.5 hectares of land to the north-west of the A698 Ord Road, is designated for uses falling within Classes B1 (Business) or B2 (General Industrial) of the Town and Country Planning (Use Classes) Order 1987, which require a greenfield setting and a location offering a high standard of amenity. Development will be permitted provided that:

- i) it accords with the Use Classes prescribed above;
- ii) any adverse affects of the development can be mitigated to the extent that the reasonable interests of other land users and the wider community are safeguarded;
- iii) the land remains in agricultural use until such time as contracts have been entered into for the development of the site for industrial use;
- iv) the land is developed in phases of not less than 2.5 hectares;
- v) a high standard of design, layout, landscaping, boundary treatment and parking and access arrangements are achieved in the development of the site, to integrate the development into the townscape and the landscape of the adjoining Tweed Valley Area of High Landscape Value; and,
- vi) it accords with Policies elsewhere in the Plan.

5.16.6 The Tweedside and East Ord Industrial Estate has developed over the past forty years, and the growth of many of the firms occupying sites has gradually absorbed land held for expansion or amenity. The Council is aware of problems associated with the Estate road

system, which has not kept pace with the demands of modern industry and growth in employment. Therefore, the Policy, in accordance with Work Objectives 1-6 and 8-11, is:

POLICY W31

C16 **Within the town of Berwick-upon-Tweed, a programme of environmental, parking, signing and access improvements at the Tweedside and East Ord Industrial Estate, will be undertaken in partnership with existing businesses, Northumberland County Council and others.**

5.16.7 The North Road Industrial Estate occupies a prominent and exposed position at the northern approach to the town. The Council wishes to see an improvement in the appearance of the Estate and secure a higher standard of amenity for businesses located there. In accordance with Work Objectives 1-6 and 8-11, the Policy is:

POLICY W32

W29
C16 **Within the town of Berwick-upon-Tweed, a programme of environmental improvements, comprising improved signing, landscaping and maintenance at the North Road Industrial Estate, will be implemented in partnership with businesses on the Estate and others.**

5.16.8 The Berwick-upon-Tweed Town District Plan designated land at Spittal Point for development associated with tourism. The Plan referred to development comprising hotel, restaurant or self-catering accommodation in purpose-built buildings.

5.16.9 Spittal Point is a prominent area of land at the mouth of the River Tweed. It is predominantly industrial - used and disused - and in several ownerships. British Gas (Northern) plc has recently closed its depot and distribution plant on part of the site. The area commands extensive coastal views and looks across and up the River Tweed to Berwick town centre and the three bridges which span the river. The Council believes that its redevelopment for uses associated with tourism would represent a major opportunity to generate additional employment, broaden the tourism infrastructure of the town and extend the economic benefits of tourism. However, there is considerable uncertainty about the viability of redevelopment. Significant public investment is likely to be required to secure redevelopment. The Council will continue to address the problems of dereliction, contamination and multiple ownership, and will aim to secure redevelopment in accordance with Work Objectives 1-11. The Policy is:

POLICY W33

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C9
C16
Proposal
11 **Within the town of Berwick-upon-Tweed, some 3.7 hectares at Spittal Point is allocated for a mixed-use development comprising employment and residential elements [Policy S26 (Site 57) refers]; subject to compliance with the following criteria, development which enhances the tourist infrastructure of the town will be preferred; in considering proposals, regard will be had to;**

- i) the integrated redevelopment of the whole of the allocated area;**
- ii) the preservation and enhancement of the adjacent Spittal Conservation Area;**
- iii) the extent to which the proposals secure the restoration and re-use of key buildings within the site;**
- iv) the provision of adequate access; and,**
- v) it accords with policies elsewhere in the Plan.**

5.16.10 The Quayside on the northern side of the river in Berwick town centre is another site undergoing transition. The Rural Development Commission has converted a former granary into workspace and the Council has developed off-street car parking. Part of the Quayside between Berwick Bridge and the Little Dock has been repaired and laid out as public open space. The former ship repair yard will accommodate additional car parking.

5.16.11 Behind the Quay Walls, which separate the Quayside from the lower part of Berwick town centre, is a large 19th Century granary fronting Dewar's Lane which is redundant and decaying.

- 5.16.12 The Council considers that the redevelopment of the remaining buildings and spaces on the Quayside, together with the development of the Dewar's Lane Granary, is a significant opportunity to regenerate employment opportunities in lower Berwick and achieve environmental improvements, in an area where economic activity and employment have migrated to new sites. The legacy of disused buildings and spaces requires comprehensive treatment, and a regeneration study has already been undertaken to identify new uses for the site. However, redevelopment will be dependent on public funding to secure the long-term structural viability of the buildings and the quayside. European funding is being sought to progress the regeneration of the area. The Policy, consistent with Work Objectives 1-11 and the conclusions of the Regeneration Study, is:

POLICY W34

Within the town of Berwick-upon-Tweed, the development of the land and buildings at Berwick Quayside and Dewar's Lane, for dwellings together with uses falling within Classes A1 (Shops), A2 (Financial and Professional Services), A3 (Food and Drink), B1 (Business), C1 (Hotels) or D1 (Non-Residential Institutions), will be permitted provided that:

- i) the former Granary at Dewar's Lane and part of the former S.S.E.B. building at the Quayside, to be agreed by the local planning authority, are retained;
- ii) the slip-way for the repair and manufacture of boats is retained;
- iii) public open space parking and circulation spaces is provided within the redevelopment of the Quayside, the location and extent of which will be agreed by the local planning authority;
- iv) a suitable means of access to the Dewar's Lane Granary is secured from the Bridge Street Car Park;
- v) views of the Elizabethan walls from the south of the river are as far as practicable opened up; and,
- vi) it accords with Policies elsewhere in the Plan.

Particular encouragement will be given to the development of a Youth Hostel, in accordance with the specifications of the Youth Hostel Association; accommodation for the provision of Further or Higher Education; workspace accommodation; interpretation facilities for the adjacent Tweed Estuary Proposed Special Protection Area; and/or other services and facilities which will enhance the town's infrastructure for tourism. An element of housing, within existing buildings or as infill between the Dewar's Lane Granary and the Quay Walls, will be considered against Policies elsewhere in the Plan.

- 5.16.13 Since 1993, the town, or more specifically, the Council in partnership with a group of townspeople on behalf of the town, has participated successfully in a pilot study for a new national project called "Better Towns". The Project was initiated by British Telecom in association locally with NTEC. It is aimed at individual small towns of between 5,000 and 15,000 population which, for some time, as noted in Chapter 3, have missed out on the main focus of Government social and economic programmes and initiatives, which have been aimed principally at metropolitan areas.
- 5.16.14 The Berwick "Better Towns" Group is looking at a wide range of issues which need addressing to secure a better future for the town. Among their priorities are: education and training; health and welfare; the environment of the town; law and order; and facilities for young children. An initiative with which considerable progress has already been made, is the development of a telecentre for business and personal use; this is in accordance with Policy W7. The Council will continue to support the "Better Towns" initiative in accordance with the Local Plan Strategy and specific Policies and Proposals.
- 5.16.15 The development of, or conversion of an existing building to, a new hotel or guest house in the town of Berwick-upon-Tweed, may be appropriate, in which case the provisions of Policy F5 will be particularly important. In accordance with Work Objectives 1-5, 7-9 and 11, the Policy is;

POLICY W35

**I Policies should be read within
Context of the Framework Chapter**

Within the town of Berwick-upon-Tweed, the development of, or conversion of an existing building to, a new hotel or guest house, will be permitted provided that:

- i) a satisfactory standard of layout and amenity will be provided, for guests and neighbouring uses; and,**
- ii) it accords with Policies elsewhere in the Plan.**

The development of an Hotel to a high standard of amenity will be permitted at West Hope, adjacent to A1(T) Berwick by-pass, subject to the above criteria, and provided that existing buildings are retained and incorporated within the development, unless a satisfactory development can not be hereby achieved.

5.16.16 The town of Berwick-upon-Tweed is an important part of the tourism 'product' of the area. Visitor facilities and services are spread throughout the town, but the most significant concentration of accommodation is the Berwick Holiday Centre, which comprises approximately 900 caravans on a site to the north of Berwick town centre, within the Coastal Zone. Paragraph 5.12.9 and Policy W14 refers.

5.16.17 The existing Northumberland County Council salt store and civic amenity site at Northumberland Road, Tweedmouth, is being relocated to a site at North Road Industrial Estate. The remainder of the site, which is owned by the Borough Council, is occupied by the Council's depot which may also relocate in the event of the sale of the site. Outline planning permission for the development of 28,000 square feet of retail floor space was refused in December 1993, due to the lack of demonstratable demand for the development of food and non-food floorspace on out-of-centre sites, and concern that, in the absence of such demand, the vitality and viability of the town centre might be adversely affected.

5.16.18 Nevertheless, the Borough Council believes that a new use should be found to improve the amenity of the site, particularly as it will become part vacant on relocation of the County Council's activities. The Borough Council believes that the location of the site is suited to the development of a motor car showroom or other motor vehicle related activity, such as the retail and fitting of parts, or, alternatively, other business or storage and distribution uses. Therefore, in accordance with Supporting the Community Objectives 1, 2, 4 and 12, the Policy is:

POLICY W36

M10
M11
M14
C9
C16

Within the town of Berwick-upon-Tweed, the development of 1.17 hectares of land at Northumberland Road, Tweedmouth, adjacent to the railway line, for the sale of motor vehicles or a use falling within Classes B1 (Business), B8 (Storage and Distribution), or a mixed use incorporating A1 (Shops) and B1 (Business) primarily concerned with the sale and fitting of motor vehicle tyres and other motor vehicle parts, of the Town and Country Planning (Use Classes) Order 1987, will be permitted provided that:

- i) it will not adversely affect the amenity of adjoining uses, land or the environment; and,**
- ii) it accords with Policies elsewhere in the Plan.**

5.17 Industrial Land Supply

5.17.1 Table 16 shows the overall supply of general, local employment and business park land in the Borough during the Local Plan period, including existing and new land, compared to the Structure Plan requirement for such land of at least 20.0 hectares, between 1991 and 2006.

Table 16: General, Local Employment and Business Park Land in Berwick-upon-Tweed Borough, 1st July 1991 – 1st July 2006			
Settlement	Location	Area (Ha)	Cross Reference
Coastal Zone			
Seahouses	Seahouses Industrial Estate	1.50	Paragraph

			5.12.5
Tweed Valley Area of High Landscape Value			
Norham	North of B6470 Classified Road	0.48	Policy W16
Kyloe Hills and Glendale Area of High Landscape Value			
Belford	South Road	2.00	Policy W19 Paragraph 5.14.5 and Policy W20
Wooler	Wooler Industrial Estate	1.67	
Intermediate Areas of Landscape Value			
Belford	Belford Industrial Estate	1.32	Policy W26
Berwick-upon-Tweed			
Tweedmouth	Tweedside and East Ord Industrial Estates	1.51	Paragraph 5.16.3
Berwick	North Road Industrial Estate and extension	13.80	
Total		22.28	

5.18 Implementation of the Work Chapter

- 5.18.1 Responsibility for the implementation of the Work Chapter does not rest solely with the Council, although the Development Control process will be the regulatory mechanism. In this respect, the Policies will be continually monitored to ensure that they are relevant, useful and effective, for the Council's Officers and Development Committee, and assessed against the Objectives of the Work Chapter and the Local Plan Strategy. Consistency in interpretation and implementation will be a critical aspect, for developers, the wider community, the Council, and Inspectors appointed by the Secretary of State in respect of any Appeals which arise. Where development is carried out which requires, but is without, planning permission, or is contrary to any planning permission which has been granted, enforcement action will be taken or retrospective planning approval will be required to rectify the position, in accordance with the provisions of the Town and Country Planning Act 1990.
- 5.18.2 Development itself will depend on a combination of public and private sector investment, in the provision of workspace and the infrastructure necessary to support development. The Council and its partners in the public, private and voluntary sectors will play an important role in developing projects and initiatives.
- 5.18.3 Primary Legislation, Statutory Orders, Government Guidance, funding structures and names referred to in the Chapter, are correct at 1st July 1995 but may be subject to change. Relevant amendments will be taken into account in considering proposals for development against Policies in the Plan, and in the review of the Plan.

6 RECREATION

The Government's Planning Policy Guidance (PPGs) state:

Sport and recreation have a valuable social and economic role. The policy of the Government is to promote the development of sport and recreation in the widest sense: to enable people to participate in sport, whether as players or spectators, and to encourage the provision of a wide range of opportunities for recreation, so that people can choose those best suited to themselves (paragraph 2, PPG17, Sport and Recreation, September 1991).

Local Plans provide the appropriate context in which to assess local needs for recreational facilities; identify deficiencies in the provision of public open space; encourage the development of suitable sites and types of site for additional sport and recreation and open space provision; ensure that provision is properly co-ordinated with other forms of development; and protect open space and other land with recreational or amenity value (paragraph 13, PPG17).

- 6.0.1 Recreation in its various forms is an important component of modern life. It includes formal sport and informal leisure activities, recreation for residents, visitors and potential visitors - tourism recreation - and recreation in the built environment, the countryside and along the coast. Participation has increased over many years as people's leisure time and relative incomes have increased, sporting technology has developed, and people have become more aware of the need for, and the benefits of, exercise. Participation can help improve health and a sense of mental and physical well-being. Consequently, recreation has a valuable social and economic role.
- 6.0.2 Recreation is about enjoyment, but it requires active planning and management to maintain standards and ensure that activities are co-ordinated. In examining future needs for recreation in accordance with the Local Plan Strategy, the objectives are:
1. **To enable a range of recreational activities to be accessible to all persons in the community.**
 2. **To accommodate the demand for recreation in a manner which conserves or enhances the environmental wealth of the Borough.**
 3. **To meet the recreational requirements of the Borough's residents.**
 4. **To meet the recreational requirements of visitors to the Borough.**
 5. **To develop the role of tourism in support of the local economy and the provision of services and facilities, by providing a high standard of recreational opportunities throughout the Borough.**
 6. **To maintain and develop facilities for sport.**
 7. **To maintain and develop opportunities for informal recreation.**
 8. **To promote recreational opportunities in Berwick-upon-Tweed, to maintain the town's role as a sub-regional centre for housing, employment and the provision of services.**
 9. **To encourage the development of recreational facilities in Belford, Seahouses and Wooler, to maintain their roles as secondary centres for housing, employment and the provision of services in the Borough.**

- 10. To promote recreational opportunities in other settlements and throughout the countryside and coast, in accordance with economic interests and the requirements of the wider community.**

6.1 Participation

- 6.1.1 Participation in sport and recreation is dependent on factors such as age, health, ability, interest, expense, accessibility and time. In planning for recreation, the population-age structure is one of the most significant factors.
- 6.1.2 Nationally, the decline in school age population in the 1980's has fed through into a large fall in the 16-24 age group, while the 25-44 and 45-59 age groups are growing. In consequence, health related activities, such as jogging, aerobics and running, and sports such as indoor bowls, dance, badminton, swimming, boating, walking and golf, are likely to gain in popularity during the 1990's, while team and strength-based sports may decline. Pressure on the countryside, arising out of recreational pursuits, is expected to grow. There is also evidence that people in the 25 plus age group - the first generation to experience the wider range of modern sports and exercise facilities in and outside school - are demanding a better range and quality of facilities.
- 6.1.3 Table 2 in the Local Plan (paragraph 2.1.4) shows that in Berwick-upon-Tweed Borough, compared to England and Wales, the percentage of population in all age groups below 45 is lower - England and Wales 62.55%, Berwick-upon-Tweed Borough 55.66% - and, equally, the opposite is true for older age groups. Therefore, other things being equal, participation in sports popular with older age groups will be proportionately greater in the Borough than on average throughout England and Wales.
- 6.1.4 Participation is also greatly influenced by accessibility. In the Borough, where the population is spread over such a wide area, accessibility itself is restricted primarily by distance and access to transport.
- 6.1.5 The Northern Council for Sports and Recreation acknowledges the problems of accessibility and participation in rural areas. Its publication "Sport and Recreation for Rural Communities" (July 1993), identifies some of the key characteristics as: limited awareness and sporting aspirations; limited opportunities, particularly for low income groups, women, young people, people with disabilities, and the elderly; limited resources; and poor public transport.

6.2 Standards for Sport and Recreation

- 6.2.1 Opportunities for formal recreation are usually more limited in rural areas than they are in urban areas, where population size and density make provision more economic through the size and diversity of recreational interest. In Berwick-upon-Tweed Borough, the extremely low density of population - only 0.33 persons per hectare throughout the Local Plan area - compounds this fact.
- 6.2.2 The National Playing Field Association (NPFA) recommends a minimum standard for outdoor playing space of 2.43 hectares per 1000 population. It is commonly referred to as the '6 acre standard'. This standard should be met by an aggregate of space for youth and adult use and for children's use, depending on the population profile of the locality concerned.
- 6.2.3 The Government does not consider that it would be helpful to prescribe national standards for recreational provision. However, PPG17 does refer to the NPFA's minimum standards for outdoor playing space as a guideline. These apply specifically to built-up areas and are widely adopted by local authorities throughout the country. In the Borough of Berwick-upon-Tweed, because of the low density of population, it is considered that it is only appropriate to apply the standards to the larger settlements of Berwick-upon-Tweed including Tweedmouth, Spittal and East Ord, Belford, Seahouses including North Sunderland, and Wooler.

- 6.2.4 Facilities for youth and adult use include pitches, greens, courts and miscellaneous items, such as athletic tracks, putting greens and training areas in the ownership of Local Government, whether at County, District or Parish level. Such facilities within the educational sector, which are - as a matter of practice and policy - available for public use, and similar facilities within the voluntary, private, industrial and commercial sectors, which serve the leisure time needs for outdoor recreation of their members or the public, are included. As part of the '6 acre standard', provision of these facilities should be in the range of 1.6 - 1.8 hectares per 1000 population, dependent on the population-age profile.
- 6.2.5 Children's facilities include outdoor equipped playgrounds for children of whatever age, and other play facilities for children which offer specific opportunities for outdoor play, such as adventure playgrounds. As part of the '6 acre standard', provision of these facilities should be in the range of 0.2 - 0.3 hectares per 1000 population. A further 0.4 - 0.5 hectares of casual or informal play space within housing areas is recommended.
- 6.2.6 A further guide to minimum standards for recreational provision is provided by the Sports Council Northern Region, which recommends the following levels of provision:
- for a small individual village with a population catchment area of up to 1,000 persons: a community hall able to accommodate one badminton court and other indoor activities; a football pitch, a cricket square and/or non-turf wicket within a playing field area; a bowling green; and a floodlit multi-purpose, hard surface area of one tennis court size, also suitable for netball, 5-a-side football and other such sports. Within the Borough, the villages of Belford, Norham and Lowick are considered to qualify, as villages with a catchment of 1,000 people, serving the Tweed Valley and a large part of the Intermediate Areas of Landscape Value respectively. Bamburgh and Beadnell are of similar size but their catchments are overridden by those for Seahouses and, to a certain extent, Belford.
 - for a large village serving a group of small villages with a population catchment of up to 3,000 persons: a community hall or dual-use school hall of 2 badminton court size and suitable for other indoor activities; 1 or 2 football pitches; a cricket square and/or non-turf wicket; a floodlit multi-purpose, hard surface area; a bowling green; and, 2, preferably all-weather, tennis courts. Seahouses (including North Sunderland) and Wooler fall in to this category, serving, between them, the southern half of the Borough.
 - for a small town with a population catchment of up to 12,000 persons: a community standard sports hall able to accommodate 2 or more badminton courts and suitable for a wide range of recreational activities; a swimming pool, preferably 25 metres in length; outdoor pitches according to size of catchment and local demand for football, cricket, hockey and rugby - preferably on a single site with shared changing accommodation and social amenities; 3 floodlit multi-purpose hard surface areas and/or an all-weather sports area; a bowling green; 2/3 squash courts; and a 9-hole golf course with pitch-and-putt, particularly in tourist areas. Berwick-upon-Tweed including Tweedmouth, Spittal and East Ord, has a population of 13,467 (Table 1, paragraph 2.1.2. refers), and a catchment population of up to 50,000 people throughout north Northumberland and the eastern Borders of Scotland.

6.3 Informal Recreation

- 6.3.1 The main asset for informal recreation in the Borough is undoubtedly the diversity of its natural environment, including the countryside, coast and wildlife. It is an ideal context for a wide range of informal recreational activities, and a significant fact in the area's attraction as a tourist destination.
- 6.3.2 The Cheviot hills which - as part of Northumberland National Park - are largely outside the Local Plan area, are of great importance as a focus for informal recreation, and there are numerous fine walking areas elsewhere in the Borough.

RECREATION

- 6.3.3 Water sports are specifically catered for at Beadnell and the quieter sports such as rowing and sailing in the Tweed estuary at Berwick. Provision is limited elsewhere along the coast because of its nature conservation importance. The Tweed and Till rivers are valuable for fishing and for quiet water sports such as canoeing and rowing.
- 6.3.4 The wildlife of the area within "a landscape of considerable drama and dynamism" is an important factor in the Borough's popularity as a tourism destination. The Farne Islands host significant breeding colonies of grey seals and many birds including kittiwakes, puffins, shags, guillemot, eider and terns. The coast and inshore waters are identified as Candidate Special Areas for Conservation because of their international importance for bird and marine life and their geology. Lindisfarne is managed as a National Nature Reserve.
- 6.3.5 The built environment of the Borough is outstanding in terms of its quality within a predominantly rural setting. Features include the castles at Bamburgh, Holy Island, Chillingham, Etal, Ford and Norham, and the Town Walls at Berwick which are acknowledged as the best preserved Elizabethan fortifications in Europe. The walls and castles are the legacy of hundreds of years of Border wars. With the battle sites at Flodden, Halidon Hill and Homildon Hill, and many sites with evidence of man's activities during the Stone, Bronze and Iron Ages, the area's sense of history gives it a further dimension as a tourist destination.

6.4 Tourism

- 6.4.1 Tourism is a major factor in the local economy and contributes to the maintenance and enhancement of employment opportunities and the provision of services. In the same respect, by adding to local demand for recreation, it enables the provision of additional and improved recreational facilities. It is, therefore, an activity which will be encouraged in a way which maximises the benefits for visitors and residents alike, and minimises its potential impact on social, economic and environmental interests.
- 6.4.2 The Council's Strategy for Sustainable Rural Tourism, introduced in paragraph 2.3.2., is concerned with the integration of tourism interests between host communities and habitats, visitors and tourism businesses. For visitors, the strategy is concerned with the provision of a good value, harmonious and satisfying holiday experience, where visitors and hosts are on equal terms. The Strategy is particularly concerned with marketing, management and delivery of a quality product. Elements relevant to the Local Plan include:
- careful stewardship of the coastal area to maintain its special qualities, including improvements to caravan sites, upgrading of facilities at Seahouses and visitor management at Holy Island; Policies R12, M18 and M19 and Proposals 3 and 4 apply.

- careful promotion of the Tweed Valley and adjacent parts of the Intermediate Areas of Landscape Value, for quiet recreation such as walking and cycling; Proposals 6 and 15 and Policy R14 apply.
- the development of visitor facilities at Wooler to promote the town as the hub of the wider inland rural area; Policy W22 applies.
- the development of outdoor recreation, particularly walking, in the Kyloe Hills, with small scale car parking provision and waymarked trails; Proposal 8 applies.
- the encouragement of further rural diversification for tourism in inland areas; Chapters 5 and 8 apply.

6.4.3 Tourism accommodation is characterised by small scale Bed and Breakfast businesses; self-catering in farm cottages; hotels, which are the subject of Policies in Chapter 5; and camping and caravanning. Policies R9, R12 and R17 are concerned with self-catering holiday accommodation including camping. In addition there are major Holiday Parks at Berwick and Haggerston (Policies W14 and W27 refer), and permission has been granted for the upgrading of the Riverside Holiday Park at Wooler; Policy R17 refers.

6.5 Provision for Sport and Recreation

6.5.1 The Local Plan Survey of sport and recreation has been largely confined to a study of existing provision. A detailed evaluation, relating existing provision to needs, aspirations and requirements, including those factors highlighted in paragraph 6.1.5, is required to identify deficiencies and establish priorities for improvement. A District Strategy, as advocated by the Sports Council, would be appropriate.

6.5.2 A District Strategy would present the Council with the detailed information necessary to compete effectively for available funding, from the National Lottery, the Sports Foundation and other sources, for the improvement of recreational facilities. It is acknowledged that the Council's success in securing £1.7 million from the National Lottery Fund for the new swimming pool, was achieved as a result of a detailed project appraisal. A District Strategy would provide similar information and establish priorities for other projects, and could be achieved within the Council's existing resources. Therefore, in accordance with the Recreation Objectives, a District Strategy will be prepared, in-house, in partnership with the Sports Council, to inform the process of review of the Local Plan, prior to modifications being made.

PROPOSAL 2

To inform the process of review of the Local Plan, the Council, in partnership with the Sports Council and other interested parties, will prepare a District Strategy for Sport and Recreation.

6.5.3 A District Strategy would also assist with the implementation of Policy R1. Section 6.2 identifies the NPFA's '6 acre standard' as appropriate to the larger settlements in the Borough - Berwick, Belford, Seahouses and Wooler. In these settlements, and elsewhere where developments of more than 20 houses are proposed, the Council considers that provision should be, made by the developer, for recreation in accordance with the '6 acres standard' (paragraphs 6.2.4. - 5. refer). Dependent upon the anticipated population profile of the development once occupied, this will be met by an aggregate of space for youth and adult use and children's use.

POLICY R1

S8
S18 **In the settlements of Berwick-upon-Tweed, Seahouses, Belford and Wooler, and in developments of 20 or more dwellings, the Council will seek to attain the National Playing Field Association's '6 acre standard', 2.43 hectares of outdoor recreational space per 1000 of population. Developers will be required to set aside a proportionate part of their application area - in accord with the NPFA Standards, or by agreement, to**

contribute by commuted payments to the provision of suitable facilities on related sites. The recreation space will be provided at appropriate phases of the development, to be agreed by the Local Planning Authority. In considering proposals, regard will be had to;

- i) the characteristics of the recreational demand associated with the development;
- ii) the quantity, type, distribution and accessibility of existing open spaces; and,
- iii) the suitability of the sites characteristics to meet the identified needs, with particular regard to land form and soil type.

6.5.4 However, as noted previously, the provision of recreational space and facilities throughout a large sparsely populated rural area, is problematic. In relation to the above Policy, this is not least because the majority of new housing is provided in developments of fewer than 20 dwellings. Therefore, an alternative means of providing funding relative to new locational demands arising from new development, needs to be identified. This will be investigated within the District Strategy for Sport and Recreation (Proposal 2 refers).

6.5.5 The Swan Centre for Leisure in Tweedmouth, formally Bonarsteads Leisure Centre, which opened in January 1991, has significantly enhanced the level of provision for sports and recreation in the Borough, and the addition of the new £3 million leisure pool, has improved provision further. It includes: a multi-lane indoor bowls rink which can be converted for roller-skating; a large sports hall which caters for badminton, volleyball, basketball, cricket nets practice and other activities; two squash courts; a floodlit multi-use outdoor synthetic sports pitch for six-a-side football, hockey, netball and tennis; a gymnasium and health suite, and full-size outdoor sports pitches.

6.5.6 Seahouses Leisure Centre provides for a limited range of activities including badminton, carpet bowls and tennis. Otherwise dual arrangements with schools are a valuable means of maximising the use of scarce resources - such arrangements exist with Berwick High School and each of the Middle Schools in the Borough - and most Parishes have at least one public hall which can cater for numerous activities including, in many places, sports such as badminton and bowls.

6.5.7 The Council recognises that these facilities form a network of recreational resources across the Borough. Their demise would seriously affect access to leisure pursuits and their improvement can only sustain and enhance the quality of life of residents. The Council will therefore encourage the further development and extension of their recreational role. The Policy, in accordance with Recreation Objectives 1-4, 6,7 and 10, is:

POLICY R2

C3
C16
C17
The development of new recreational facilities, the improvement or extension of existing facilities, including Community, Parish and Church Halls and education facilities in dual-use, and other works to enhance public access to leisure facilities, will be permitted providing that:

- i) it will not adversely affect the amenity of neighbouring uses, land or the environment;
- ii) it will enhance the overall provision of recreational facilities in the Borough; and,
- iii) it accords with Policies elsewhere in the Plan.

The dual-use of facilities provided in the educational sector or elsewhere, for use by sporting organisations and/or the general public, will be encouraged.

6.5.8 There are many traditional outdoor sports facilities, such as cricket, football and rugby pitches, tennis courts, bowling greens and golf courses. With the exception of rugby pitches, these are well dispersed throughout the Borough. These facilities will be protected from encroaching development. Only in exceptional circumstances will development be permitted. The Policy, consistent with Recreation Objectives 1-4 and 6, is:

POLICY R3

R5
R21

Development on land used as outdoor playing space, or other development of sports pitches, tennis courts, bowling greens or other specialist sports facilities, will only be permitted when:

- i)(a) it is directly related to the provision of additional recreational or supporting facilities, including changing rooms; or,
- i)(b) it will assist in retaining sport and recreation facilities through the redevelopment of a small part of the site; or,
- ii) the developer is able to demonstrate that equivalent or improved replacement facilities will be provided on a site which is conveniently located for users of the facilities; and,
- iii) it accords with Policies elsewhere in the Plan.

6.5.9 Accessibility to swimming pool facilities is widely perceived to be deficient. The public pool at Berwick was previously accommodated in a building which was once the Corn Exchange. Maintenance costs were high, and its unusual shape made it unsuitable for competition swimming, with the opportunities for the incorporation of 'fun' features being limited. As a consequence, the Council has developed a new pool adjacent to The Swan Centre for Leisure, formally Bonarsteads Leisure Centre, for which a grant of £1.7 million was received from the National Lottery Fund. Other swimming pools are located at the holiday parks in Berwick, Haggerston and Wooler, and at Longridge Towers School, but – with the exception of Wooler – they are not normally available for public use.

6.5.10 Access to swimming pools throughout the Borough for all sections of the community will remain a priority of the Council. Access to private facilities will be sought, by negotiation, where the opportunity arises. The Policy, in accordance with Recreation Objectives 1-6 and 8-10, is:

POLICY R4

The development of new swimming pools will be permitted, provided that;

- i) It will not adversely affect the amenity of neighbouring uses, land or the environment; and,
- ii) Public access to new and existing facilities will be pursued wherever practicable.

The dual use of facilities provided in the educational sector or elsewhere, for use by sporting organisations and/or the general public, will be encouraged.

6.6 Spectator Sports

6.6.1 As noted in the reference to paragraph 2 of PPG17 highlighted at the beginning of this Chapter, participation in sport as a spectator also has an important social and economic role and is a valuable component of modern life. The Borough is host to Berwick Rugby Club and Berwick Rangers Football Club, both of which have the distinction of being the only English team in their respective National Scottish Leagues, and Berwick Bandits Speedway team which competes in the British League. As elsewhere, many other teams compete in different sports and in a variety of leagues, all of which add to opportunities for spectators in one form or other.

6.6.2 Berwick Rugby Club has club facilities at Scremerston; Berwick Rangers Football Club is based at Shielfield Park in Tweedmouth, which is owned by the Council and also used by the Berwick Speedway Club. The provision of new, and improvement of existing spectator facilities will be encouraged where a demand is identified. The Policy, consistent with the Recreation Objectives, is:

POLICY R5

M14
C16 **The development of new, or improvements to existing facilities, for spectators at sportsgrounds, or proposals materially to change or intensify the use of sportsgrounds at which such facilities are provided, will be permitted provided that:**

- i) it will not materially adversely impact on neighbouring land or occupiers;

- ii) **there are suitable arrangements for; access, car parking and emergency services; and,**
- iii) **it accords with Policies elsewhere in the Plan, particularly Policy R6.**

6.7 Noisy Sports

6.7.1 Annex 3 to PPG24 (paragraph 22, Planning and Noise, September 1994), gives guidance on the issue of noise from recreational and sporting activities. The frequency of the noise and how disturbing it will be are particularly important considerations, and the enjoyment of the participants should be balanced against the level of nuisance to other people. Higher noise emission levels than would otherwise be acceptable from industrial development, may reasonably be permitted, where it is subject to a limit on the hours of use and the control of noise emissions during unsocial hours. PPG17 adds that, where there is a clear demand for noisy sports activities, it is important to minimise conflicts with other users. Therefore, in accordance with the Recreation Objectives, the Policy is:

POLICY R6

M14
C16 **The use of land or facilities for noisy sports - including motorised sports and sports incorporating the use of guns - will be permitted provided that:**

- i) **it is the best location in terms of the requirements of the sport and the interests of participants and spectators, balanced against the interests of other people who may be affected;**
- ii) **any adverse affects of the development or use on the amenity of adjoining uses, land or the environment, can be mitigated to the extent that the reasonable interests of other land uses and the wider community are safeguarded; where necessary by:**
 - ii(a) **a limit on the hours of use, by length and time of operation, to avoid causing undue disturbance; and/or,**
 - ii(b) **the use of other operational restrictions that may reasonably apply; and,**
- iii) **suitable access and egress to and from the site can be obtained, for participants and spectators, including provision for emergency access and egress; and,**
- iv) **it accords with Policies elsewhere in the Plan.**

6.8 Golf

6.8.1 During the 1980s and early 1990s, golf enjoyed a considerable boom in participation and consequent demand for course space and new courses. This has been evident locally through the formation of a new course in parkland at Belford, although the low level of population and distance from the conurbations has meant that the 'boom' has not been as evident in the Borough as in more populated areas.

6.8.2 The popularity of golf is partly due to its versatility; it can be played by young and old, male and female. In addition to Belford, there are 18 hole courses at Magdalene Fields in Berwick, Goswick (Berwick Golf Club), Bamburgh and Seahouses, and 9 hole courses at Wooler and Haggerston. Those at Goswick, Bamburgh and Seahouses, are within the Area of Outstanding Natural Beauty and Heritage Coast, and the course at Magdalene Fields is also within the Heritage Coast. Therefore, particular care is required in their further development. In an area such as the Borough where tourism is integral to the local economy, golf can be an important part of the area's tourism infrastructure.

6.8.3 PPG17 notes that golf courses can open up the countryside for recreation, but they can also have a significant impact. They should be located and designed to ensure harmony with the surrounding countryside and to conserve the natural environment. Each proposal should contain full details of the site and of the impact of the development proposed, including the effect on Public Rights of Way.

6.8.4 The Ministry of Agriculture, Fisheries and Food is concerned about the effects of such development on agricultural land and seeks to ensure that development is reversible, i.e. it can be returned to agricultural land of a similar quality if required. English Heritage is

concerned to retain historic features of the landscape. The Policy, consistent with the Recreation Objectives, is:

POLICY R7

The development of new golf courses, or the extension of existing courses, will be permitted provided that:

- i) a safe layout in respect of participants and adjoining land uses can be achieved;**
- ii) it can be integrated successfully into the landscape, including heritage and nature conservation interests;**
- iii) it would not result in the irreversible loss of Grade 1, 2 or 3a agricultural land, other than to accommodate any related facilities permitted as part of the development; and,**
- iv) it accords with Policies elsewhere in the Plan.**

6.9 Public Rights of Way

6.9.1 In common with other parts of England and Wales, the Borough has a vast network of Public Rights of Way. These include public footpaths and bridleways and have the legal status of highways. However, they are now predominantly used for recreational purposes and, in an area where informal recreation is an important attraction for tourism, are an important part of the Borough's recreational infrastructure.

6.9.2 Northumberland County Council, as highways authority, is responsible for surveying, maintenance and improvement works, including the production and continuous review of the Definitive Map and Statement of Public Rights of Way, although the Borough Council operates an agency agreement on their behalf for works on the ground within the A1(T) bypass at Berwick-upon-Tweed. The Borough Council intends to continue its support of the County Council in undertaking these responsibilities. Proposals for the Coastal Zone, Tweed Valley and Kylee Hills are included in the relevant Landscape Area Sections. Otherwise, the Policy, consistent with Recreation Objectives 1-5 and 6-10, is:

POLICY R8

W8
C16
Proposals
5, 6, 8.

The development or other use of land, which will interfere with a Public Right of Way, will not be permitted, except where an alternative alignment is provided by the developer, which is similarly convenient, or an improvement to the route of the existing Right of Way. The maintenance, improvement and extension of Public Rights of Way will be supported and encouraged.

6.10 Tourism Accommodation

6.10.1 As noted in paragraph 5.11.3, the provision of accommodation for visitors is an important activity in sustaining and promoting the role of tourism in the local economy. Chapter 4 deals with permanent residential accommodation, primarily for residents of the Borough, but includes an allowance for second and holiday homes within the overall allocation for new build housing. Chapter 5 deals with hotel accommodation, the conversion of buildings for self-contained holiday accommodation, and the two main Holiday Parks in the Borough, at Berwick and Haggerston Castle. This Chapter is concerned with touring camping and caravanning, and static caravans, chalets, log-cabins and other purpose-built holiday accommodation.

6.10.2 The main concentrations of touring caravan and camping sites, and other purpose-built holiday accommodation other than Berwick Holiday Centre and Haggerston Castle Holiday Park (Policies W14 and W27 refer), include: Marshall Meadows Farm; Beachcomber House; Waren Caravan Park; Budle Bay Camp Site; Seafield Road and Clifftop Caravan Sites at Seahouses; Beadnell Links; Swinhoe Links; Beadnell House and Beadnell Camp Site at Beadnell; Blue Bell Farm Caravan Site at Belford; River Breamish Caravan and Camping Site near Ingram; Riverside Holiday Park and Highburn House Camping Site at Wooler; Barmoor Castle; Bradford Kaims Caravan Park; Glororum Caravan Park at Glororum Farm; and Ord

House Caravan Park, Seaview Caravan Club Site and Elmbank Caravan Site in Berwick-upon-Tweed.

- 6.10.3 The Council intends to limit the development of further sites in the Coastal Zone and Berwick-upon-Tweed, but is anxious to stimulate additional tourism activity in the inland areas, particularly the Tweed Valley and the Kyloe Hills and Glendale Areas of High Landscape Value. Visitor aspirations for standards of accommodation and services have risen dramatically over recent years, in line with aspirations for living standards generally. In response, holiday park and caravan site owners continue to upgrade the amenity of their sites and of individual accommodation units, in order to compete. The net result is that such sites become less intrusive in the landscape. Such developments are to be welcomed and encouraged and, potentially, make the accommodation of new sites more acceptable in appropriately screened locations. The owners of the Riverside Holiday Park in Wooler have recently received planning permission for the upgrading of their site (Policy R17 refers). Otherwise, the Policy, in accordance with Recreation Objectives 2, 4, 5 and 10, is:

POLICY R9

W8
C16

The development of new sites, or the extension of existing sites, for touring caravans or camping, or static caravans, chalets, log-cabins or other purpose-built holiday accommodation, will be permitted provided that:

- i) the site is largely enclosed from the surrounding landscape by dense woodland and/or other landscape features;**
- ii) it will be integrated successfully into the wider landscape, including heritage and nature conservation interests;**
- iii) a high standard of amenity will be provided for visitors to the site, in terms of both the setting of the accommodation and/or pitches, and the external appearance accommodation where accommodation is provided;**
- iv) a management plan, to ensure that site amenity and the visual relationship between the site and its landscape setting will be maintained or enhanced, is agreed;**
- v) it will not result in the irreversible loss of Grade 1, 2 or 3a agricultural land, other than to accommodate any related facilities permitted as part of the development;**
- vi) it will not adversely affect the amenity or services of adjoining communities;**
- vii) the local road network can accommodate the additional traffic generated by the development;**
- viii) in the Coastal Zone, Policy R12 will also apply; for the Riverside Holiday Park in Wooler, Policy R17 will also apply and in Berwick-upon-Tweed, Policy R23 will also apply; and,**
- ix) it accords with Policies elsewhere in the Plan.**

Where an extension to an existing site is proposed, either by area and/or the number of accommodation units, improvements to the amenity and layout of the existing site will be sought as appropriate. Planning conditions will be used to ensure that all accommodation is for holiday use, and not as principal residential accommodation.

6.11 The Coastal Zone

- 6.11.1 Facilities for active and organised sport in the Coastal Zone are provided at Seahouses and Bamburgh; in the latter settlement, the Council has recently invested in the provision of a floodlit, multi-purpose games area, as defined by the Sports Council. There are football pitches at Seahouses Middle School and Bamburgh; a cricket pitch at Bamburgh; golf courses at Bamburgh, Seahouses, Goswick and Magdalene Fields at Berwick; tennis courts at Seahouses and Bamburgh; and a bowling green at Seahouses. The bowling green and tennis courts are attached to Seahouses Leisure Centre which includes a sports hall catering for badminton, carpet bowls and other activities. Beadnell Bay is a popular destination for watersports activities including sailing, sub-aqua diving and water-skiing, and the outer Tweed Estuary at Berwick accommodates sailing and windsurfing.

- 6.11.2 Seahouses, including North Sunderland, is the largest settlement in the Coastal Zone and the only village of sufficient size to warrant the application of a target relating to the National

Playing Field Association's '6 acre standard' (paragraph 6.2.3 refers), and the Sports Council's standards for a village with a catchment population of 3000 persons (paragraph 6.2.6 refers).

- 6.11.3 Taking into account the population-age profile of the area and the location of the villages relative to natural recreational features, including beaches and the sea, the overall target for Seahouses and the surrounding area, including Bamburgh and Beadnell Parishes, is 3.4 hectares of recreational space for youth and adult use, and 1.2 hectares for children's use, including 0.4 hectares of equipped play space and 0.8 hectares of casual or informal space. It is considered that, generally, the area falls short of these standards, but the precise situation will be assessed, and the standards refined as appropriate, as part of the preparation of the District Strategy for Sport and Recreation (Proposal 2 refers). In relation to the Sports Council standards, the village requires a new football pitch.
- 6.11.4 The provision of one, or two, new public football pitches in Seahouses, in addition to the pitch used under a dual-use agreement at Seahouses Middle School, has long been identified as a requirement. The Policy, in accordance with Recreation Objectives 1-7 and 9, is:

POLICY R10

Proposal
2

Within the Coastal Zone in the village of Seahouses, 2.0 hectares of land adjacent to the Leisure Centre is designated for the formation of one, or two, new publicly accessible football pitches, provided that adequate provision is made to ensure that it will not result in the irreversible loss of agricultural land. Otherwise, the overall provision of recreation space throughout the Zone, for youth and adult use and children's use, will be considered within the District Strategy for Sport and Recreation, and a programme of works initiated accordingly to rectify any shortfalls in provision which are identified.

- 6.11.5 As noted above, Beadnell Bay is a popular location for watersports. Its popularity is in part because of its suitability for such activities, and part because of the unsuitability of much of the neighbouring coast for such activities because of its international importance for nature conservation. However, Beadnell Bay is also important for nature conservation and there are other conflicts between participants in watersports activities and other visitors enjoying the beach, the fishermen who earn a living in the Bay and adjacent inshore waters, and residents of the village - Harbour Road in particular - when the road is congested with parked cars and traffic.
- 6.11.6 A byelaw has operated since 1968 to restrict the speed of vessels in the northern part of the bay to 8 nautical miles per hour. The extension of this restriction southwards is under active consideration, in partnership with the Northumberland Coastal Service, Alnwick District Council, Beadnell Parish Council, Beadnell Fishermen's Association, the Sports Council, National Rivers Authority, English Nature, RSPB and other interested parties. The Borough Council considers that this should be extended to embrace the development of a detailed management plan to reconcile the wider conflicts. Therefore, the Proposal, consistent with Recreation Objectives 1-7 and 10, is:

PROPOSAL 3

W8
W10
W11
R11
Proposals
4 & 5

The Council, in partnership with the Northumberland Coastal Service, Alnwick District Council, Beadnell Parish Council, Beadnell Fishermen's Association, the Sports Council, National Rivers Authority, English Nature, RSPB and other interested parties, will undertake the preparation of a management plan for Beadnell Bay and adjoining areas, to regulate the use of the bay for fishing, watersports and casual recreational activities, nature conservation interests, vehicular access and parking, and the interests of local residents.

- 6.11.7 In advance of the completion of a management plan, the continued management of boat launching by, or on behalf of, the Council, will help to minimise conflicts between various users of the bay and assist in maintaining safety. The provision of a secure trailer park will

remove trailers from the beach, thereby improving its amenity and safety. Therefore, the Policy, consistent with Recreation Objectives 2-7 and 10, is:

W8
Proposals
3 & 4

POLICY R11

Within the Coastal Zone at Benthall in the village of Beadnell, a secure parking area for boat trailers will be provided on 0.3 hectares of land to the west of the public car park.

6.11.8 The Coastal Zone provides a variety of opportunities for informal recreation. The Council has welcomed and endorsed the objectives and proposals set out in the Northumberland Coast Management Plan, prepared by Northumberland County Council, the majority of which are designed to encourage appropriate levels of informal recreation. Therefore, in accordance with Recreation Objectives 1-7 and 10, the Proposal is:

PROPOSAL 4

W8
W10
W11
W15

The Council will continue to work in partnership with Northumberland County Council and others to implement the management priorities set out in the Northumberland Coast Management Plan.

R12
M17
C16
Proposals
3, 5, 13 &
14.

6.11.9 The Public Rights of Way network in the Coastal Zone is supplemented by the series of wide sandy beaches which can be walked where there are no footpaths or bridleways along the coastal edge. However, there are areas - notably between Fenham and Budle - where the coastal road network provides the only footpath. The Council recognises the need to protect areas of nature conservation interest from visitor pressure but considers that full enjoyment of the coast should be extended to walkers. Therefore, the Proposal, in accordance with Recreation Objectives 1-5, 7 and 10, is:

PROPOSAL 5

W8
R8
C16
Proposal
14

Within the Coastal Zone, the Council in partnership with Northumberland County Council and others, will promote the provision of additional public footpaths to form a continuous network of rights of way along the coast, which avoid County roads. In negotiating the alignment of new public rights of way, priority will be given to the protection of sites which are sensitive in terms of their nature conservation interest.

6.11.10 Northumberland County Council, with financial support from the Borough Council, is also investigating the feasibility of a coastal cycle-route between Berwick and North Shields, related to Sustrans' successful bid for Millennium funding for a national cycle network. Wherever practicable, the joint use of routeways for walkers and cyclists will be encouraged (Proposal 14 refers).

6.11.11 Caravan and camping sites have traditionally provided accommodation for substantial numbers of visitors to the coast. Some sites have been successfully absorbed into the landscape; others have not. There is a long-standing strategic policy not to allow the development of new caravan sites within the Area of Outstanding Natural Beauty. The Council supports this policy and intends to extend its application throughout the Coastal Zone. However, the development of a new site to replace an existing site which would be more satisfactorily integrated into the landscape and reduce the impact on other interests, or the extension of sites to allow the improvement of site amenity and layout may be acceptable. The Policy, in addition to Policy R9 and in accordance with Recreation Objectives 2, 4, 5 and 10, is:

POLICY R12

W8
C16

Within the Coastal Zone, the development of new, or the enlargement of existing sites, for camping, caravans or purpose-built holiday accommodation will be permitted provided that;

- i) it accords with policy R9;**
- ii) it does not adversely impact on the coastal landscape;**
- iii) it is adjacent to, and compatible in scale and intensity of use with, a settlement offering local facilities and services;**

- iv) regard is had to any opportunity created to displace a prominent or otherwise unsatisfactory site; and,
- v) regard is had to the availability of public transport.

6.12 Tweed Valley Area of High Landscape Value

6.12.1 Recreational provision for organised sport in the Tweed Valley Area of High Landscape Value is limited to school playing fields and a network of village halls, while the River Tweed and its tributaries within the area - the lower stretches of the River Till and Whiteadder Water - provide outstanding game fishing and are also used for informal recreation.

6.12.2 None of the settlements are of sufficient size to warrant the application of the National Playing Field Associations '6 acre standard'. However, Norham village can generate a catchment population of up to 1,000 people and, therefore, the Sports Council's standards for such a village can be applied (paragraph 6.2.6 refers). Norham does not have any of these facilities. The Council considers that the provision of a football pitch or cricket pitch is not warranted, but a bowling green and floodlit multi-purpose games area as defined by the Sports Council could be. The Local Plan consultations uncovered a reasonable level of interest for such facilities in the village. Further evaluation of requirements in Norham, and elsewhere in the Tweed Valley, will be carried out as part of the District Strategy (Proposal 2 refers). Meanwhile, the Policy, in accordance with Recreation Objectives 1-6 and 10, is:

POLICY R13

Proposal
2

Within the Tweed Valley Area of High Landscape Value in the village of Norham, the development of land for use as a bowling green and/or a floodlit multi-purpose games area, will be permitted provided that:

- i) it will not adversely affect the amenity of adjoining uses, land or the environment;
- ii) satisfactory vehicular access and parking provision can be obtained; and,
- iii) it accords with Policies elsewhere in the Plan.

Otherwise, the overall provision of recreational space throughout the area, for youth and adult use and children's use, will be considered within the District Strategy for Sport and Recreation, and a programme of works initiated accordingly to rectify any shortfalls in provision which are identified.

6.12.3 As noted above, the River Tweed and its tributaries, which is a proposed Site of Special Scientific Interest, provides outstanding game fishing; indeed, the river is internationally famous for its salmon. As a consequence, fishing is a significant piece in the Borough's tourism 'jig-saw', and provides valuable income to the Collingwood Arms Hotel, Tillmouth Park Hotel and other guest houses, public houses and businesses in the area.

6.12.4 However, the River Tweed is also used for quiet watersports such as rowing and canoeing, and the Council considers that these aspects could be promoted in harmony with other interests, if care is taken in choosing appropriate locations. Therefore, the Policy, in accordance with Recreation Objectives 1-5, 7 and 10, is:

POLICY R14

W8
Proposals
6 & 15

Within the Tweed Valley Area of High Landscape Value, development in support of quiet recreational activities associated with the River Tweed, including canoeing and boating, will be permitted provided that:

- i) it will not adversely affect fishing interests along the River;
- ii) it will not adversely affect the amenity of adjoining uses, land or the environment, including nature conservation interests; and,
- iii) it accords with Policies elsewhere in the Plan.

Development in support of motorised watersports will not be permitted.

6.12.5 The Council believes that the Public Right of Way network which extends almost the entire length of the river between Berwick-upon-Tweed and Cornhill-on-Tweed is strategically important and is one means by which the coastal footpath network might be linked to the

Cheviot hills. The promotion of this link is a further means by which the attractions of the Tweed Valley can be opened up for residents and tourists alike. Therefore, consistent with Recreation Objectives 1-5, 7 and 10, the Proposal is:

PROPOSAL 6

W8
R8
C16
Proposal
15

Within the Tweed Valley Area of High Landscape Value, the Council - in partnership with Northumberland County Council and others - will work to maintain, improve and promote the Public Right of Way network as a strategic link between the coastal footpath network and the footpath network of the Cheviot Hills. In negotiating the alignment of new footpaths, priority will be given to the protection of sites, which are sensitive in terms of their nature conservation interest.

6.12.6 In addition to the Berwick to North Shields coastal cycle-route, Sustrans are also seeking to promote a route between Berwick and Edinburgh, via the lower Tweed Valley. Proposal 15 refers.

6.12.7 Till Valley Tourism Initiative is active within three Parishes which are part within the Tweed Valley Area of High Landscape Value: Carham, Cornhill-on-Tweed and Duddo. The Initiative is a partnership between the Council and a wide range of other agencies, and is seeking to stimulate opportunities for tourism and recreation in the inland areas of the Borough. The Proposal, in accordance with Recreation Objectives 1-5, and 10, is:

PROPOSAL 7

W8

Within the Tweed Valley Area of High Landscape Value, in the Parishes of Carham, Cornhill-on-Tweed and Duddo, The Council will continue to work in partnership with others to implement proposals within - and arising from - the Till Valley Tourism Initiative.

6.13 Kylee Hills and Glendale Area of High Landscape Value

6.13.1 Belford and Wooler are key settlements for facilities for active and organised sports. Both settlements have football and cricket pitches and sports fields and courts at their respective Middle Schools. At Wooler, the Council and the Sports Council have funded the provision of a floodlit multi-purpose games area at Glendale County Middle School, and there is a bowling green at Scott's Park. Both villages have 9 hole golf courses although Wooler's is somewhat remote from the village, at Doddington Moor on the opposite side of the Till Valley.

6.13.2 Elsewhere, there is a network of Parish, Church and Community Halls which provide recreational facilities. There are cricket pitches at Chatton and Etal. The Borders Gliding Club currently fly from an airfield in the Milfield Plain.

6.13.3 Paragraph 6.2.3 identifies both Belford and Wooler as being of sufficient size to warrant the application of the National Playing Field Association's '6 acre standard'. Taking into account the population-age profile of each village and the surrounding area, the overall target for Belford would be in the region of 1.6 hectares of recreational space for youth and adult use, and 0.6 hectares for children's use, including 0.2 hectares of equipped play space and 0.4 hectares of casual or informal space; and 3.2 hectares for youth and adult use and 1.2 hectares for children's use, including 0.4 hectares of equipped play space and 0.8 hectares of casual or informal space, in Wooler. In terms of available space, it is likely that each village has sufficient land, but the use of that land might need to be reordered, particularly for children's playspace. This will be considered within the preparation of the District Strategy for Sport and Recreation (Proposal 2 refers).

6.13.4 It would also be reasonable to compare recreational provision against the Sports Council's standards set out in paragraph 6.2.6. Belford has a catchment population of over 1,000 persons but somewhat below 3,000. Wooler, reasonably, has a catchment population of 3,000 persons or above. It can be seen that in this respect, both villages compare fairly favourably. However, Wooler football pitch is owned by the Council and has been reserved for an extension of The Martins housing estate. However, it is not now likely to be required

for this purpose and designation of the site for recreational use is appropriate. The Policy, consistent with Recreation Objectives 1-7 and 9, is:

POLICY R15

Proposal 2 **Within the Kyloe Hills and Glendale Area of High Landscape Value in the village of Wooler, 1.5 hectares of land to the south of The Martins, currently used as a football pitch, is reserved for this use. Otherwise, the overall provision of recreational space throughout the area, for youth and adult use and children's use, will be considered within the District Strategy for Sport and Recreation, and a programme of works initiated accordingly to rectify any shortfalls in provision which are identified.**

6.13.5 Other than Belford and Wooler, Chatton, which is located midway between these two villages, is one of the larger villages in the area. A need for an equipped children's play area, and a suitable site, has been identified in negotiations with Chatton Parish Council and Northumberland Estates. Therefore, the Policy, in accordance with Recreation Objectives 1-3, 7 and 10, is:

POLICY R16

Within the Kyloe Hills and Glendale Area of High Landscape Value in the village of Chatton, 0.48 hectares of land to the west of Mill Hill Farm and south of the B6348 classified road, is reserved for the provision of an enclosed, informal and equipped, children's play area.

6.13.6 As noted in paragraph 6.4.2, the Council is seeking to promote outdoor recreational activities, particularly walking, in the Kyloe Hills. The Till Valley Tourism Initiative, the area for which includes all but the eastern extent of the Kyloe Hills and Glendale Area of High Landscape Value, has developed a series of circular walks from public houses and cafes throughout the area, including Chatton, Ford Common, Milfield, Pallinsburn, Roseden and West Weetwood. The continuing promotion of these and other routes, with small scale car parking and way marked trails as appropriate, and other initiatives arising from the Till Valley Tourism Initiative, will be encouraged. The Proposal, in accordance with Recreation Objectives 1-5, 7 and 10, is:

PROPOSAL 8

W8 **Within the Kyloe Hills and Glendale Area of High Landscape Value, the Council will continue working in partnership with Northumberland County Council and others, to implement proposals within - and arising from - the Till Valley Tourism Initiative. The development of informal recreation opportunities throughout the area, including circular walks and waymarked trails, with related small scale car parking and interpretation facilities as appropriate, will be encouraged.**

6.13.7 The owners of Riverside Holiday Park in Wooler have been granted planning permission, backed by a planning agreement, for the extension of the park, on the basis that site amenity and facilities will be improved and all caravans will be transferred to the west of the A697 Primary Road. This development is entirely in accord with Policy R9. However, its significance to the tourism infrastructure and wider development opportunities in Wooler, is such that the principles of the development are worth reiterating in the Local Plan, should a further planning application be required. The Policy, in accordance with Recreation Objectives 1-5, 7 and 9 is:

POLICY R17

W8 C16 **In the Kyloe Hills and Glendale Area of High Landscape Value in the village of Wooler, development to alter or enlarge the Riverside Holiday Park will be permitted provided that:**

- i) it is confined to the area of land identified on the Proposals Map;
- ii) it accords with Policy R9; additionally the authority will seek binding agreements to secure that;
- iii) land identified in the existing planning agreement for the site, adjacent to The Peth, remains undeveloped with the exception of land and premises known as

the Brewery Social Club, all holiday park activities are removed from the eastern side of the A697 Primary Route, and the site remaining is developed for housing and/or industrial or commercial use, in accordance with Policies S18 or W19 respectively, or is restored forthwith to agricultural use; and satisfactory vehicular access to, and egress from, the site, to and from the A697 Primary Route, between the bridge over Wooler Water and the former railway bridge, and traffic flows within the site including a new bridge across Wooler Water, can be achieved.

6.14 The Intermediate Areas of Landscape Value

- 6.14.1 Facilities for active and organised sport in this area are limited; there is a cricket pitch at Warenford, a football pitch at Lowick, and Berwick Rugby Club is located at Scremerston. In common with the other areas, there is a network of Parish, Church and Community Halls which provide opportunities for recreation.
- 6.14.2 Haggerston Castle Holiday Park has a swimming pool and a wide range of outdoor amenities, some of which are available for public use on a limited basis. In accordance with Policy R4 and Recreation Objectives 1-6 and 10, the Proposal is:

PROPOSAL 9
 W27 **The Council will encourage the owners of the Haggerston Caravan Holiday Park to allow public access to recreational facilities within the Park.**

6.14.3 None of the settlements are of sufficient size to warrant the application of the National Playing Field Association's '6 acre standard'. Residents and visitors usually have to make use of facilities elsewhere to participate in active and organised sport. However, Lowick village can generate a catchment population of up to 1000 people and, therefore, the Sports Council's standards for such villages can be applied (paragraph 6.2.6 refers). Lowick does not have a cricket pitch, bowling green or floodlit, multi-purpose games area. The Borough Council considers that the provision of a cricket pitch is not warranted, but a bowling green and floodlit multi-purpose games area as defined by the Sports Council, could be. The Local Plan consultations have uncovered a reasonable level of interest for such facilities in the village. Further evaluation of requirements in Lowick, and elsewhere in the Intermediate Areas of Landscape Value, will be carried out as part of the District Strategy for Sport and Recreation (Proposal 2 refers). Meanwhile, the Policy in accordance with Recreation Objectives 1-6 and 10, is:

POLICY R18

Within the Intermediate Areas of Landscape Value in the village of Lowick, the development of land for use as a bowling green and/or a floodlit multi-purpose games area, will be permitted provided that:

Proposal 2

- i) it will not adversely affect the amenity of adjoining uses, land or the environment;
- ii) satisfactory vehicular access and parking provision can be obtained; and,
- iii) it accords with Policies elsewhere in the Plan.

Otherwise, the overall provision of recreational space throughout the area, for youth and adult use and children's use, will be considered within the District Strategy for Sport and Recreation, and a programme of works initiated accordingly to rectify any shortfalls in provision which are identified.

6.14.4 The Till Valley Tourism Initiative is active within Lowick, Bowsden and Branxton Parishes and those parts of Carham, Cornhill-on-Tweed, Kilham, Milfield, Ford, Duddo and Doddington Parishes which are within the Intermediate Areas of Landscape Value. The Initiative is a partnership between the Council and a wide range of other agencies, and is seeking to develop opportunities for tourism and recreation in the inland areas of the Borough. The Proposal, in accordance with Recreation Objectives 1-5, 7 and 10, is:

PROPOSAL 10

W8 **Within the Intermediate Areas of Landscape Value, in the Parishes of Bowsden, Branxton, Carham, Cornhill-on-Tweed, Doddington, Duddo, Ford, Kilham, Lowick and Milfield as applicable, the Council will continue to work in partnership with others to implement proposals within - and arising from - the Till Valley Tourism Initiative.**

6.15 Berwick-upon-Tweed

6.15.1 Berwick-upon-Tweed is the largest population centre in north Northumberland and the eastern borders of Scotland, and provides for the recreational needs of the local population and its rural hinterland. With a population of over 13,000 and a catchment population approaching 50,000, it is appropriate to apply the National Playing Field Associations '6 acre standard' to the town, and consider recreational provision against the Sports Council's standards (paragraph 6.2.6 refers).

6.15.2 Unlike the Borough as a whole, the population age-profile of the town is reasonably well balanced compared to the national age profile. Therefore, in applying the '6 acre standard' for recreational land provision, a standard in the middle of the recommended range for each category is appropriate. Throughout the town, this equates to: 22.8 hectares, including 16.2 hectares of sports pitches for youth and adult use; 3.3 hectares of equipped play space for children; and 6.0 hectares of casual play space for children.

RECREATION

6.15.3 Current provision for youth and adult use totals 17.6 hectares, including 16.2 hectares of sports pitches. In addition, there is a further 21.9 hectares of recreational land at Berwick County High School, Tweedmouth County Middle School and Berwick County Middle School, which is owned by Northumberland County Council as the Local Education Authority, and normally available by arrangement for public use. This includes up to 20.0 hectares of sports pitches.

6.15.4 The above figures demonstrate that without the contribution from the dual-use of Local Education Authority owned recreational land, land available as sports pitches meets the standards. However, there is a considerable deficiency in land for other outdoor sports activities, even with Local Education Authority land included, and a possible need to reorganise the way that available land is used. These issues and the overall provision of children's play space will be examined as part of the District Strategy for Sport and Recreation (Proposal 2 refers).

POLICY R19

Proposal 2

In the town of Berwick-upon-Tweed the overall provision of recreational space, for youth and adult use and children's use, will be considered within the District Strategy for Sport and Recreation, and a programme of works initiated accordingly to rectify any shortfalls in provision which are identified.

6.15.5 It is apparent from the strategy documents of the former Northern Council for Sport and Recreation that there are deficiencies in sports facilities in the area including a swimming pool, floodlit multi games area and an artificial turf pitch

6.15.6 In advance of the District Strategy, the Borough Council considers the provision of a floodlit multi-purpose games area in Berwick-upon-Tweed, as defined by the Sports Council, to the north of the river, to be a priority, and considers land at Berwick County Middle School to be appropriate for this purpose as, located there, it will also provide additional recreational facilities for the school. The Policy, consistent with Recreation Objectives 1-3, 6 and 8 is:

POLICY R20

M10
M14
C16

Within the town of Berwick-upon-Tweed, the development of land at Berwick County Middle School, or elsewhere to the north of the river if Berwick County Middle School is not able to accommodate the development, for the provision of a floodlit, multi-purpose games area, will be permitted provided that:

- i) it will not adversely affect the amenity of adjoining uses, land or the environment;**
- ii) satisfactory vehicular access and parking provision can be obtained; and,**
- iii) it accords with Policies elsewhere in the Plan.**

6.15.7 The Northern Council for Sport and Recreation Strategy has identified the need for a floodlit full-size artificial turf pitch in North Northumberland. The nearest equivalent facility is at Tweedbank near Galashiels in the central Borders. The Council considers that Berwick-upon-Tweed would be the ideal location for such a pitch, being the largest settlement for nearly 50 miles, or 'one hours driving time', in any direction, and that the existing football pitch adjacent to Bonarsteads, to be retained after development of the new swimming pool, would be the ideal site. Therefore, in accordance with Recreation Objectives 1-6 and 8, the Policy is:

POLICY R21M10
M14
C16

Within the town of Berwick-upon-Tweed on land adjacent to The Swan Centre for Leisure, formally Bonarsteads Leisure Centre, the development of a floodlit artificial turf pitch of a size capable of accommodating 11-a-side football, and of a standard approved by the Sports Council, will be permitted. The precise location of the pitch, and the arrangement of landscaping and boundary treatments, will be designed to ensure the minimum impact on surrounding land uses other than the Sports Centre and new swimming pool.

- 6.15.8 The facilities and environment at the children's play space adjacent to the Promenade at Spittal, have been identified as deficient. The upgrading of this facility would benefit residents and, because of its location, enhance Spittal's somewhat depleted role as part of the Borough's portfolio for tourism. Therefore, in accordance with Recreation Objectives 1-5 and 7, the Policy is:

POLICY R22W8
C16

Within the town of Berwick-upon-Tweed, the existing children's play area adjacent to the Promenade at Spittal will be improved and enhanced as a facility for local children and the children of visitors to Spittal.

- 6.15.9 The estuary of the River Tweed accommodates a number of water sports on both an organised and informal basis. It is also enjoyed as an open space and is valuable because of its nature conservation interest and, with the Tweed Dock, as a working port. There is also potential for the development of a limited marina facility. The Borough Council considers that all of these spheres of activity should be safeguarded, a concept embodied within the Tweed Estuary Management Plan (1997). The TEMP was developed in partnership with Northumberland County Council, English Nature, The Environment Agency, Northumbrian Water, The Berwick Harbour Commissioners, and The Tweed Commissioners. It is a non-statutory document, which has been the subject of public consultation. The TEMP's mission is "to protect and enhance the environmental resources whilst recognising the importance of commercial, industrial, economic and recreational resources". The plan details a number of initiatives to promote; sustainable development, English/Scottish co-operation on river management; methods to reduce pollution; monitoring of the estuarine communities, and the importance of the harbour within the community, all within the statutory framework of the local plan. The Proposal, in accordance with Recreation Objectives 1-8 and Work Objectives 4 and 10, is:

PROPOSAL 11

The Council will continue to work in partnership with others to implement proposals within – and arising from – the Tweed Estuary Management Plan, 1997.

W33
W34
M45

- 6.15.10 Caravanning and camping provides accommodation for a significant number of visitors to the town. There are existing sites at Ord House Caravan Park, Seaview Caravan Club Site and Elmbank Caravan Site, as well as Berwick Holiday Centre which is located in the Coastal Zone (Policy W14 refers). The Council considers that these sites are sufficient to meet the requirement for this type of accommodation in Berwick, and any further sites would be detrimental to the amenity of adjoining residential areas and the wider interests of the town. Therefore, the Policy, in accordance with Recreation Objectives 1-5 and 8, is:

POLICY R23W8
C16

Within the town of Berwick-upon-Tweed, the development of new sites for touring caravans or camping, or static caravans, chalets, log-cabins and other purpose built holiday accommodation, or the extension of existing sites at Ord House Caravan Park, Seaview Caravan Club Site and Elmbank Caravan Site, to accommodate additional residential units, will not be permitted. Improvements to upgrade the amenity and layout of the existing sites will be permitted provided that it accords with Policies elsewhere in the Plan.

- 6.15.11 Housing estates in the town are relatively well provided with amenity and public open space. However, these spaces would benefit from an appraisal of their function and pattern of use within the District Strategy for Sport and Recreation (Proposal 2 refers). Therefore, in accordance with Recreation Objectives 1-3 and 6-8, the Proposal is:

PROPOSAL 12

- Proposal 2 **As part of the preparation of a District Strategy for Sport and Recreation, the Council will investigate patterns of use and the function of amenity and public open space on housing estates in the town of Berwick-upon-Tweed, and establish estate improvement action plans.**

6.16 Implementation of the Recreation Chapter

- 6.16.1 Implementation of the Recreation Chapter will depend upon many public, private and voluntary organisations and individuals. A significant element, as is apparent throughout the Chapter, will be the preparation of a District Strategy for Sport and Recreation by the Borough Council, for which the close co-operation of the Sports Council will be required.
- 6.16.2 Funding from the Sports Council, the Foundation for Sport and the Arts, the National Lottery and elsewhere will be crucial in supplementing limited resources available locally. A number of clubs have already been successful in securing grants from the Foundation for Sport and the Arts, including: Berwick Bowling Club, Berwick Rowing Club, Berwick Rugby Club, Berwick Tennis Club and Magdalene Fields Golf Club. The Tennis Club, as well as the Council, has also secured National Lottery funding. The Council also supports 41 local clubs through 100% discretionary rate relief, amounting to £41,500.00 in 1995/96, in addition to a £1,000.00 annual grant to Berwick Sports Council Association and subsidies to The Swan Centre for Leisure, formally Bonarsteads Leisure Centre.
- 6.16.3 As elsewhere the Development Control process will be the regulatory mechanism for development. In this respect, the Recreation Policies will be continually monitored to ensure that they are relevant, useful and effective, for the Council's Officers and Development Committee, and other users of the Plan, and assessed against the Objectives of the Recreation Chapter and the Local Plan Strategy. Consistency in interpretation and implementation will be a critical aspect, for developers, the wider community, the Council, and Inspectors appointed by the Secretary of State in respect of any Appeals which arise. Where development is carried out which requires, but is without, planning permission, or is contrary to any planning permission which has been granted, enforcement action will be taken or retrospective planning approval will be required to rectify the position, in accordance with the provisions of the Town and Country Planning Act 1990.
- 6.16.4 Primary Legislation, Statutory Orders, Government Guidance, funding structures and names referred to in the Chapter, are correct at 1st July 1995 but may be subject to change. Relevant amendments will be taken into account in considering proposals for development against Policies in the Plan, and in the review of the Plan.

7 MOVEMENT

The Governments Planning Policy Guidance (PPGs) state:

In preparing their development plans, local authorities should co-ordinate their policies for transport and other forms of development. Development plans should aim to reduce the need to travel, especially by car (paragraph 1.7, PPG13, Transport, March 1994).

Local Authorities should adopt planning and land-use policies to: promote development within urban areas; locate major generators of travel demand in existing centres; strengthen existing local centres; maintain and improve choice for people to walk, cycle or use public transport rather than drive; and limit parking provision in new developments (paragraph 1.8 PPG13).

Local Plans should seek to revitalise traditional urban centres, improve their attractiveness as places to live, work and shop, and maintain their competitiveness (paragraph 2.8, PPG13).

The carriage of freight by rail or water, rather than by road, should be encouraged wherever it can provide a viable alternative (paragraph 3.7, PPG13).

In developing transport policies, local planning authorities should aim to support locational policies in the Plan, improve the environment, and, reduce accidents (paragraph 5.2, PPG13).

- 7.0.1 Movement has an impact on all aspects of modern life. The nation's economic prosperity depends upon the effective and efficient transportation of people and goods, both within the country and throughout the world. For businesses in the Borough to compete within the national and global economies, it is essential that access to national and international transportation systems is maintained or enhanced relative to other areas. Goods and services are increasingly transported long distances to meet the requirements of consumers, whether they be major companies or individuals shopping at supermarkets.
- 7.0.2 Transportation continues to make a considerable impact on individual lives, to the extent that the more accessible transportation has become, the more demands are made upon it. People today - more than ever before - live remote from their place of work, school and other services, have jobs which involve travelling from place to place, and live away from relatives and friends. Increasingly, in the course of a lifetime, people move because of their parents' work, for education, for employment, for their careers, and to retire. Relatives and friends become further apart and, consequently, further distances have to be travelled to maintain these links. Furthermore, increased holiday and leisure time, and a corresponding increase in mobility in all forms of transport, have resulted in ever-greater distances being travelled for all forms of recreational activity.
- 7.0.3 However, transportation not only produces benefits for the economy and for individuals, it also has a negative impact upon the social wealth which communities acquire, and the environmental wealth which they largely inherit. Some economists also argue that an inability to keep pace with demand for transport through the provision of additional means of transportation, is having an impact on economic wealth.
- 7.0.4 Examples of social impacts include: the effect of pollution from motor vehicles on health, particularly for those living near main roads; the impact on patterns of children's play arising from the dangers of traffic on nearby roads; the spatial demands of traffic to the detriment of pedestrians; the impact of transportation noise on quality of life; and safety aspects for persons and goods in transit, and people nearby.
- 7.0.5 Environmentally, the negative impacts of transportation are particularly widespread. Impacts include: the contribution of vehicle exhaust fumes to global warming and acid rain; toxic materials released as a result of transportation accidents; other concerns relating to pollution; the vibration of buildings caused by traffic; demand for roadspace and parking, to the extent that reasonable provision is exceeded or demand exceeds provision and causes congestion;

MOVEMENT

the loss of wildlife habitats and recreational and agricultural land through transportation development; and the visual intrusion of transportation in the landscape.

7.0.6 In considering the benefits and conflicts that arise from modern transportation systems, in accordance with the Local Plan Strategy, the objectives are:

1. **To meet the requirements of residents and visitors to the Borough, to travel to, from, through, and within, the Borough.**
2. **To meet the requirements of local businesses who export goods and services throughout the country and the world.**
3. **To meet the requirements of businesses and individuals for goods and services from other parts of the country and the world.**
4. **To meet the overall requirement for transportation in a manner which conserves or enhances the environmental wealth of the Borough.**
5. **To enhance accessibility to opportunities for Shelter, Work, Recreation and Community Support.**
6. **To maintain and improve choice for people to walk, cycle or use public transport, rather than drive.**
7. **To minimise the overall negative impact of transport on communities and the environment.**
8. **To improve safety in transportation.**
9. **To reduce the overall need to travel.**
10. **To maintain and enhance the town of Berwick-upon-Tweed as a sub-regional centre, enabling people to access the widest possible range of employment, services and facilities locally, without having to travel further afield.**
11. **To maintain and enhance Belford, Seahouses and Wooler as secondary centres in the Borough, enabling people to access the widest possible range of employment, services and facilities locally, without having to travel further afield.**
12. **To support viable rural communities and services, to enable people to access the widest possible range of employment, services and facilities locally, without having to travel further afield.**

7.1 Highways

7.1.1 In such a large, sparsely populated rural area, where people and services are relatively remote and the total demand for journeys between different points is low, movement between locations is dominated by private road transport. Northumberland County Council is the Highways Authority and is responsible for the planning, provision, improvement and maintenance of all roads and footpaths in the Borough, with the exception of the A1 Trunk Road for which the Highways Agency is responsible, and minor roads within the A1(T) bypass at Berwick where the Council operates an agency agreement on behalf of the Highways Authority.

7.1.2 The town of Berwick-upon-Tweed, with half of the Borough's population, three quarters of its employment, and its main shopping and recreational activities and other services, is obviously the principal destination for - and source of - the majority of journeys. Consequently, a series of roads radiate from the town (see Figure 1), including, within the

Borough: the A1 Trunk Road south to Belford and Newcastle; the B6525 to Wooler; the B6354 to Duddo and Etal; the A698 to Cornhill-on-Tweed and Coldstream, with connections to Horncliffe and Norham; and, into Berwickshire: the B6461 to Paxton and Swinton; the A6105 to Chirnside and Duns; and the A1 Trunk Road north to Burnmouth and Ayton, and beyond to Edinburgh, with connections to Eyemouth. The old route of the A1(T) through Berwick-upon-Tweed before it was bypassed, is reclassified as the A1167.

- 7.1.3 Many other roads in the Borough connect locations along and between the radial routes, including: the A697 between Cornhill-on-Tweed, Wooler and the south-west of the Borough; the B6353 between Fenwick, Lowick and Ford; the B6348 between the A1 Trunk Road, Chatton and Wooler; the B1342 and B1340 between Belford, Bamburgh, Seahouses, Beadnell and southwards to Alnwick District; and numerous unclassified roads.
- 7.1.4 Although it is relatively remote from the large urban centres of north-east England and central Scotland, the Borough is strategically located midway between the two areas with important connections to the national transportation network.
- 7.1.5 The A1 Trunk Road and A697 are designated as National Primary Routes. The A1 is the main east coast route between London and Edinburgh and the main low level route between Newcastle upon Tyne and Edinburgh; the A697 is an alternative inland route between the two regional centres. In addition, the A698 connects the Borough to the central Borders towns and (via the A7) to the M6 motorway and the west coast. In accordance with Movement Objectives 1-3 and 5, the Policy is:

POLICY M1

The following roads make up the strategic road network in the Borough of Berwick-upon-Tweed:

- **the A1 Trunk Road, for which the Highways Agency is responsible; and,**
- **the A697, a National Primary Route; and,**
- **the A698, a Principal Road, for which Northumberland County Council is responsible.**

- 7.1.6 Government is committed to upgrading the A1 Trunk Road between Newcastle and Edinburgh to dual carriageway standard, although no comprehensive timetable has been published. Improvements to the section between Alnwick and Berwick will depend on the overall availability of resources. However, where an approved line for improvement works does exist, it is important that development which would adversely affect the line is not permitted. Therefore, in accordance with Movement Objectives 1-3, 5 and 8, the Policy is:

POLICY M2

Development which would adversely affect the line of the proposed dual carriageway improvements to the A1 Trunk Road will not be permitted.

- 7.1.7 The Council believes that the dualling of the A1 Trunk Road will have a considerable impact on the landscape in the immediate vicinity of the road, and open up new views into adjoining areas, particularly the Coastal Zone. There will be problems and opportunities implicit in the project and the road will need to be successfully integrated into the landscape. Therefore, in accordance with Movement Objectives 4 and 7, the Policy is:

POLICY M3

- M9 **Plans to improve the A1 Trunk Road to dual carriageway standard will be critically examined, and the Highways Agency will be encouraged to incorporate materials, landscaping and designs which take into account the visual impact of the road, on the immediate landscape, and views into, and from, the surrounding landscape.**

- 7.1.8 It is important to generally restrict the formation of new accesses to the Trunk Road network if it is to continue to perform its function as routes for the safe and expeditious movement of through traffic. Where development is likely to generate a material increase in traffic either via, or by the improvement of, an existing access, or by the creation of a new access, the

Borough Council will require that adequate highway works are implemented to provide the capacity to accommodate the resultant increase in traffic from the development, designed for a 15 year horizon in accordance with DoT standards, without adversely affecting the environment or other land uses. In all cases, the Secretary of State for Transport will be consulted and can advise or direct, where necessary, the inclusion of conditions or, where no acceptable solution exists, refusal of planning permission.

POLICY M4

Development which will generate a material increase in traffic to the Trunk Road network will be permitted provided that all necessary highway works can be accommodated without prejudicing the safe and expeditious use of the Trunk Road network.

- 7.1.9 The Council considers that the existing distribution of roadside services alongside the A1(T), with the recent addition of services at Safeway to the north of Berwick-upon-Tweed and northbound at Adderstone, the extension of facilities southbound at Adderstone, and the allocation of land for roadside services and additional facilities at Lamberton Toll (Policy W28) is adequate, despite the closure of the petrol station at Brownieside following the completion of the bypass of that settlement. Further developments would be intrusive in the landscape and be marginal economically, potentially resulting in the loss of an existing facility and the longstanding 'gain' of a derelict site in a prominent location. However, there is uncertainty about the future of the remaining restaurant facility at Brownieside. The Policy, in accordance with Movement Objectives 4, 7 and 8, is:

POLICY M5

The development of petrol filling stations alongside the A1 Trunk Road, at locations other than Lamberton Toll in accordance with Policy W28, will not be permitted.

- 7.1.10 Northumberland County Council is responsible for maintenance and improvements to most other roads in the Borough. Consequently the Borough Council is largely reliant upon the County Council to recognise and support improvements to the roads infrastructure. The secondary and minor road network is essential to good communications. The Highways Authority has an annual Transport Policy Programme (TPP) for road improvements throughout the County. The TPP sets out the Highways Authority's capital programme priorities for the short and longer term.
- 7.1.11 The A697 is the busiest County Council road in terms of through traffic in the Borough, and the need for bypasses at Wooler, Milfield and Cornhill-on-Tweed and realignment of the road for safety reasons at Humbleton, are considered by the Borough Council to be priorities. Where an approved line for improvement works does exist, currently for the Wooler and Cornhill-on Tweed bypasses - it is again important to ensure that development which would adversely effect the line is not permitted. Policies M21 and M22 refer.
- 7.1.12 The realignment of the A697 road at Humbleton for safety reasons is considered to be a priority in advance of a bypass for Wooler, which would itself bypass the existing route at Humbleton. The Council will continue to encourage the Highways Authority to include such works within its annual Transport Policy Programme.
- 7.1.13 Throughout the Borough, the road system is often the only 'urban' feature in the landscape or, otherwise, an important feature in the townscape. The Council considers that improvements and repairs to roads should be harmonious with their surroundings. The Policy, consistent with Movement Objectives 4 and 7, is:

POLICY M6

- M9 **In the improvement and repair of highways in the Borough, the Highways Authority will be encouraged to incorporate materials, landscaping, and designs, which take into account the character of the surrounding landscape or townscape.**

7.2 Rail Services

- 7.2.1 Berwick-upon-Tweed is served by the East Coast Main Line railway which passes through the Borough. Berwick Station is one of only two Inter-City stations between Newcastle and Edinburgh and, consequently, is an important link to the national public transport network for the Borough and the eastern Borders of Scotland.
- 7.2.2 The only other railway station in the Borough is at Chathill which is served by a skeleton regional railways service from Newcastle. The Council will continue to support the maintenance or enhancement of services at Chathill Station which offers an important, if limited, service to residents in the south-east of the Borough.
- 7.2.3 Electrification of the East Coast Main Line railway has considerably reduced journey times on the Inter-City service from Berwick. Accessibility to rail services is important to the local economy and needs to be maintained. British Rail is currently responsible for the standard of rail services at Berwick but, during the lifetime of the Plan, services are likely to be transferred to the private sector. Although its influence is limited, the Council will continue to support the maintenance and enhancement of service standards, to ensure that a reasonable alternative to road transport continues to be available. The Policy, in accordance with Movement Objectives 1-8, 10 and 12 is:

POLICY M7

- M8 **Development at Berwick-upon-Tweed and Chathill Railway Stations, or elsewhere along the East Coast Main Line Railway, to improve rail services serving the Borough, up-grade passenger facilities or improve the fabric of existing buildings, will be permitted provided that it accords with Policies elsewhere in the Plan. Continuous encouragement will be given to rail operators to invest in services and facilities, to maintain the railway as a viable alternative to road transport.**

- 7.2.4 Freight transportation in Britain is dominated by road transport, which accounts for 85% of freight movements, because road hauliers have been able to offer competitive services compared to operators of rail and water based transportation. As a result, many rail and water transportation facilities have closed. In the Borough, rail access to the Tweed Dock in Berwick, branch railways to Seahouses and to Kelso via Wooler and from Berwick along the Tweed Valley, and the Tweedmouth Goods Yard have closed. As a consequence, opportunities to utilise the railways for freight transportation have receded.
- 7.2.5 However, the impact of increased road haulage on the road network, local communities and the environment is such that Government Guidance now encourages the carriage of freight by rail, where practicable. The Council supports this strategy and will give priority to the development of railfreight facilities. To this effect it is currently investigating the feasibility of a railfreight facility in the town with local businesses, following an approach from consultants who have identified the town as a strategic location for such a development. Possible locations identified include part of the former Goods Yard at Tweedmouth, and land within, or adjacent to, the North Road Industrial Estate and proposed extension. The Policy, in accordance with Movement Objectives 2-5 and 7-10, is:

POLICY M8

- W29
M7 **The development of railfreight facilities, at the former Tweedmouth Goods Yard, North Road Industrial Estate and extension, or elsewhere in the Borough, will be permitted provided that:**
- i) **it will not adversely affect the amenity of surrounding uses, land or the environment;**
 - ii) **suitable vehicular access to and from the strategic road network, can be achieved; and,**
 - iii) **it accords with policies elsewhere in the Plan.**

7.3 Bus Services

- 7.3.1 The deregulation of bus services in the mid 1980s, the continuing increase in car ownership and the sparsity of population throughout much of the Borough, have combined to make the

maintenance of rural bus services increasingly difficult. However, 33% of households throughout the Borough, rising to 45% of households in Berwick town, do not have a car, while 49% and 44% respectively, have only one car. For those without access to a car, it is important to maintain public transport services. The Council operates a concessionary travel scheme for pensioners and others, and direct support in the form of subsidy is provided by Northumberland County Council as Highways Authority. However, financial constraints limit the extent of such support. Although there is relatively little action that can be taken through the planning process, it is important that existing sites used by public transport operators are not redeveloped for other uses prior to the provision of suitable alternative facilities.

- 7.3.2 Policies elsewhere in the Plan refer to public transport provision, including, Paragraph 7.13.9 on the use of Berwick Bridge by minibus services, and Proposal 19 referring to the potential for "park and ride"; and in Chapter 8: Policy C30 on redevelopment of Berwick-upon-Tweed Bus Station and the retention of bus station facilities.

7.4 Cycling

- 7.4.1 Cycling is the most environmentally friendly form of machine-assisted transport and can contribute significantly to the health and well-being of the population. The increased use of bicycles would help to reduce the number of journeys made by motor vehicles and contribute positively to reducing the impact of transport on the local and global environments.
- 7.4.2 Nationally, 61% of car journeys are less than five miles long, and almost half of all journeys are less than two miles long. The majority of journeys between one and two miles are undertaken in cars.
- 7.4.3 Motor vehicles produce 90% of the carbon monoxide, 51% of the nitrogen oxides, 41% of the volatile organic compound and 19% of carbon dioxide released into the atmosphere each year. Although locally, such pollutants are not usually a noticeable problem, their wider impact on the environment, such as acid rain and global warming, are just as relevant in Berwick-upon-Tweed Borough as anywhere else.
- 7.4.4 There are around 20 million bicycles in Britain. One in three adults own a bike and half of all households possess one. Regular cyclists are considered to enjoy a fitness level equal to that of a person 10 years younger who does not take regular exercise. It is estimated that if one-third of all short car journeys were made by bike, national heart disease rates would fall between five and ten percent.
- 7.4.5 Bicycle use is higher in those areas where adequate facilities for cycling exist and where there is active encouragement of cycling by local authorities. The Council has provided cycle parking stands in Berwick town centre and Wooler. A programme is in place to provide further stands at Bamburgh, Beadnell, Holy Island, Seahouses, Belford, Spittal and Bonarsteads Leisure Centre.
- 7.4.6 It is recognised that, locally, many people live too distant from their work and other services to seriously contemplate cycling such journeys on a regular basis. Furthermore, many people are put off cycling by real and perceived dangers from other road users. Unfortunately, with the exception of the cycle parking stands provided, there are no specialist facilities for cyclists in the Borough and cyclists have to compete with other road users.
- 7.4.7 However, it is intended that during the Local Plan period this situation will change. The Council has already backed the successful bid by the Sustrans organisation for £42 million to create a national cycle network, and has invested its own funds in support of the County Council's feasibility study for a coastal cycle-route between Berwick and North Shields. Proposal 14 in Section 7.8 refers. Sustrans are also seeking to promote a further route from Berwick to Edinburgh via the Lower Tweed Valley; Proposal 15 in Section 7.9 refers. Further matters being explored include the dual-use for cyclists and pedestrians, of footpaths on the Royal Tweed Bridge, and the retention of a two way flow for cyclists on Berwick Bridge (Policy M34 refers). Any agreed routes will be detailed in a review of the plan.

- 7.4.8 In addition to the above, the Council will support the Highways Agency and Highways Authority in considering the needs of cyclists in road design and traffic management. The Policy, in accordance with Movement Objectives 1 and 4-8, is:

POLICY M9

- M3 **Provision for the requirements of pedal cyclists, in the design of new roads, the**
M6 **redesign of existing roads, and other measures for traffic management, will be encouraged and supported.**

- 7.4.9 The provision of secure cycle parking facilities at destination locations is an important component of promoting cycling as a viable alternative to the private car. A target for such journeys to be undertaken by bicycle of 20% accords with national targets. The Policy, consistent with Movement Objectives 1 and 4-8, is:

POLICY M10

Where planning permission is granted for the development of workspace, retailing or other services or facilities where people will be employed and/or members of the public will visit, the provision of cycle parking facilities for employees and visitors of a capacity equivalent to 20%, or more wherever practicable, of the expected maximum number of persons to be accommodated within the development under normal operating conditions, and of a design approved by the local planning authority, will be required except where the provision of such facilities will be detrimental to the primary function of the development, and such facilities can reasonably be provided, by the developer, at a public location convenient to the site to be agreed by the local planning authority.

- 7.4.10 In addition to the above, the Minister for Roads and Traffic issued a statement on 17th June 1994, designed to effect a change of perception of cycling as a regular means of transport. In addition to cycle parking, the statement called for employers to make changing and showering facilities available for employees who cycle to work. In support of this statement and Movement Objectives 1 and 4-8, the Policy is:

POLICY M11

Where planning permission is granted for the development of workspace, retailing or other services and facilities at which people will be employed, the provision of shower and changing facilities for employees who cycle to work, of a capacity relating to the number of employees to be accommodated and the likely pattern of their arrival at work, will be agreed with the Local Planning Authority according to the scale of the development.

- 7.4.11 If people are to be encouraged to cycle, suitable amenities are required, not only enroute and at the destination, but also at the homeplace. In new development, the layout should provide a safe environment for cyclists and, where practicable, separate access routes into the site should be formed, particularly where this will secure an advantage for the cyclist in terms of distance to supporting services and facilities. In doing so, it is important that these facilities are adequately maintained and lit, otherwise the advantage is effectively lost. The Policy, also in accordance with Movement Objectives 1 and 4-8, is:

POLICY M12

In residential developments of more than four dwellings, the layout of the development shall take account of the requirements for safe and convenient cycling. Where practicable opportunities exist, separate access routes into the site for cyclists and pedestrians, of a standard suitable for adoption as a public highway, shall be formed particularly where this will create an advantage over motorised transport in terms of the distance to local facilities and services.

- 7.4.12 In providing secure accommodation for cycles at home, residents in flats are disadvantaged if they are without external ground floor space private to each dwelling, and are not able to

access secure ground level storage for cycles. The Policy, again in accordance with Movement Objectives 1 and 4-8, is:

POLICY M13

In new and substantially revised residential development where dwellings will be without external ground floor space private to each dwelling, provision for the secure internal storage of cycles at ground floor level equivalent to one cycle per dwelling, either within stairwells or in separate purpose-built lockable accommodation within related parking areas, will be required except where ground floor space is limited to the extent that such provision cannot reasonably be made.

7.5 Traffic Management and Parking

- 7.5.1 Increased reliance on the motor car as a means of personal transport has resulted in vehicles becoming a more intrusive factor in the environment, both when moving and parked. Consequently, standards for vehicle access and parking in new developments need to be maintained. In examining proposals for development the Council will normally expect developers to comply with the standards set out in Column A of Appendix A to Policy M14. However, there may be a number of circumstances where a reduced standard of car parking provision would be appropriate - in town centres, in locations where public car parking is available, or where there is access to public transport - a provision within the range identified in Column B of Appendix A to Policy M14 will be agreed with the Local Planning Authority. At certain locations existing provision for vehicles may be inadequate and improvements will be required. However the upgrading of roads and parking is not always an appropriate form of action particularly where the local environment is sensitive to change in Conservation Areas and locations where there is a predominance of listed buildings, standards appropriate to Column B of Appendix A to Policy M14 will be applied. At such locations other traffic management measures will be required. The Policies, in accordance with Movement Objectives 1-7, are:

POLICY M14

The adequacy of proposed provisions for vehicle parking in new development will be assessed against the standards set out in Column A of the Appendix A table. The operational minimum standards set out in Column B will be accepted for development in Conservation Areas or in defined settlement envelopes at Bamburgh, Doddington, Ford and Wark. Elsewhere, including, in the case of residential estate development, sites penetrated by frequent local bus services, the Column B standards may be accepted where, after consultation with the local highway authority, the council is satisfied that there are no adverse implications for road safety or traffic management.

POLICY M15

In new residential development of more than four dwellings, the construction of roads to a standard eligible for adoption as a public highway, with the incorporation of appropriate traffic calming measures to minimise traffic speeds and secure a safe residential environment, having regard inter alia to the safe operation, where appropriate, of public service vehicles, will be required.

- 7.5.2 The impact of motor vehicles on the older historic parts of settlements and commercial and residential areas throughout the Borough, has at many locations become increasingly detrimental to amenity and public safety. There is a continuing need to monitor the situation and take action to address particular problems which are apparent. The Policy, consistent with Movement Objectives 4, 7 and 8, is:

POLICY M16

Roads in or passing through settlements where traffic speeds are being shown to be a problem will be identified, and the Highways Authority will be encouraged to implement appropriate traffic calming measures to reduce traffic speeds and secure a safer environment, having regard inter alia to the safe operation, where appropriate, of public service vehicles.

- 7.5.3 Lorry parking can be particularly intrusive in the environment. The early morning and evening hours when most arrivals and departures occur mean that they are particularly unsuited to locations close to dwellings. Industrial estate locations close to the main lorry routes are preferable.
- 7.5.4 Provision for lorry parking is currently provided at Berwick although the Tweed Dock is generally used in preference to the allocated site at the Tweedside Industrial Estate. This causes problems in the vicinity of the Tweed Dock because of the proximity of local housing. Elsewhere in the Borough parking takes place in an indiscriminate manner and is a particular problem in Wooler. Policies M44 and M27 respectively, refer.

7.6 Transportation by Water

- 7.6.1 The Tweed Dock is the only commercial port between Edinburgh and south-east Northumberland and is of strategic importance to a large area of north Northumberland and eastern Borders of Scotland. The Dock is an important component in the local transportation network and used by many local businesses. In 1993, the entrance for boats was widened to increase its capacity for freight transportation. It is also important to maintain access from the local road network. The proposals for the road network in Tweedmouth outlined in Policy M43 will improve road access to the site. There is also a privately owned facility at Spittal Quay used for the shipping of aggregates. Policy M45 refers to harbour related development at the Dock.
- 7.6.2 The other harbours in the Borough, at Seahouses, Holy Island and Beadnell, are primarily used by the fishing industry and for tourism and recreation. Policies W10 and W11 refer.

7.7 Roadside Advertisements

- 7.7.1 Virtually all outdoor advertisements are within the scope of the control regime specified under the Town and Country Planning (Control of Advertisement) Regulations 1992, with guidance given in Department of the Environment Circular No. 5/92 (March 1992), and PPG19 (Outdoor Advertisement Control, also March 1992).
- 7.7.2 PPG19 notes that outdoor advertising is essential to commercial activity in a free and diverse economy. Their display can only be controlled in the interests of "amenity" and "public safety". Amenity considerations may sometimes appear to be based on a subjective judgement. It is thus important for decisions to be consistent in assessing visual impact in similar surroundings. In assessing an advertisement's impact on "public safety", the vital consideration is whether the advertisement itself, or the exact location proposed for its display, is likely to be so distracting, or so confusing, that it creates a hazard to, or endangers, people in the vicinity who are taking reasonable care for their own and other's safety. A range of advertisements have deemed consent under the Regulations and applicants are advised to contact the local planning authority for details of when advertisement control consent is required.
- 7.7.3 Within the scope of the Regulations, the Council intends to exercise careful control over the location, siting and design of roadside advertisements.
- 7.7.4 In order to rationalise the use of advertisements for visitor services and facilities, for the benefit of road safety and the amenity of the Borough, the Council will support and encourage the installation of signs at the principal approaches to, or on principal routes which bypass, a village, which advertise the range of services and facilities available in that village.

7.8 The Coastal Zone

- 7.8.1 The attractions of the Coastal Zone, in terms of its landscape and seascape, its nature conservation interest, its built environment, its association with early Christianity and the services provided within its settlements, are such that the relatively minor roads in the area become busy during the peak summer tourism months, and there is considerable demand

MOVEMENT

for parking. Traffic, both on the move and parked, has a considerable impact upon the very features for which the area is renowned. Within the settlements of Bamburgh, Beadnell, Holy Island and Seahouses there is a need to examine and influence the movement of traffic and parking provision.

- 7.8.2 Bamburgh has a large public car park in the village, a car park for visitors to the castle and a "green" parking area to the south of the village giving access to the beach. In addition the area of coast between The Wynding and the Golf Club to the north of the village, provides popular informal parking giving immediate beach access. The Council is concerned that parking in this area should be managed to minimise damage to the coastal edge and dune system. The Northumberland Coast Management Plan has highlighted this issue. The Policy, consistent with Movement Objectives 1, 4, 5, 7 and 8, is:

POLICY M17

Proposal 4 **Within the Coastal Zone in the village of Bamburgh, the provision of controlled areas for parking along the coast, between the Wynding and Bamburgh Golf Club, to reduce the impact on the environment of car parking and indiscriminate access to the beach, will be permitted.**

- 7.8.3 Beadnell Bay is a popular beach and the Bay itself is used by increasing numbers of visitors for watersports. The Council will continue to monitor the demand for parking and access during the Plan period and promote management measures to encourage appropriate levels of activity. Proposal 3 within Chapter 6 refers.
- 7.8.4 The vast majority of visitors to Holy Island arrive by private motor car. The Council considers that on many days during the summer, visitor numbers are at, or above, the environmental capacity of the island. The fact that visitors are largely compacted into six hour periods when the tide uncovers the causeway concentrates activity and demand for access and parking. The result is a reduction in the quality of the visitors' experience of the island and the quality of life of the islanders, even though many rely on tourism to make or supplement their living. Pressure is also exerted on the natural and built environments.
- 7.8.5 The Council operates two car parks on the island, at Green Lane and Chare Ends. These car parks are located on the north eastern fringe of the village and do not require vehicles to penetrate the centre of the village. They are also located away from principal features and sensitive environments.
- 7.8.6 Informal parking is also available at the Snook adjacent to the Causeway, at various other locations along the island section of the Causeway, and at the mainland end of the causeway.
- 7.8.7 The development of an integrated approach to visitor management on the island is detailed in the Holy Island Management Plan, a non statutory document which establishes management objectives and detailed action proposals. The plan has been prepared by the County Council in co-operation with Berwick-upon-Tweed Borough Council, the Countryside Commission, English Nature, English Heritage, the National Trust, the landowners, Parish Council and residents of Holy Island.
- 7.8.8 For a considerable time, the Council has been concerned about the condition of the un-made and unadopted roads in the oldest part of Seahouses; an objective which is also likely to be a priority arising from the Seahouses Regeneration Study. There are also unadopted roads off Links Road, Bamburgh, and in the centre of Beadnell, which could be progressed if funding becomes available. However, the Policy, in accordance with Movement Objectives 4, 7, 8 and 11, is:

POLICY M18

C16 **Within the Coastal Zone in the village of Seahouses, the unmade roads in the old part of the village - at George Street, South Street, Taylor Street, Union Street, Weatherley**

Street and other streets between South Street and Crewe Street, will be brought up to standards by which they will be considered suitable for adoption as public highways.

- 7.8.9 The Council has also identified a need to examine the layout and patterns of traffic and pedestrian movement in the centre of the village of Seahouses, and has undertaken Phase 1 of an improvement scheme - "Streets Ahead" - to upgrade the environment and provide additional pedestrian space. A second phase, in Main Street between Phase 1 and Harbour Road, remains to be undertaken. The Policy, consistent with Movement Objectives 4, 7, 8 and 11, is:

POLICY M19

M9
C16

Within the Coastal Zone in the village of Seahouses, the extension of improvements to the design and layout of the road, footpaths and space in Main Street, to the junction with Harbour Road, will be permitted provided that it accords with the improvements already undertaken in Phase 1.

- 7.8.10 The Local Plan acknowledges the likelihood of immediate and longer term development of workspace and housing on land to the east of Broad Road. This land is considered to be the most appropriate location for growth in housing and business in relation to the character of the settlement and its landscape setting, subject to considerations of agricultural land classification. However, Broad Road itself will need to be improved as developments progress, to accommodate additional movements of traffic and people. Therefore, the Policy in accordance with Movement Objectives 1-5, 7, 8 and 11, is:

POLICY M20

S8
W12
M9
C16

Within the Coastal Zone in the village of Seahouses, improvements to Broad Road, including widening of the carriageway and the provision of footpaths to a standard agreed with the Highway Authority, will be required in advance of substantial development taking place on land to the east of the road.

- 7.8.11 Within the Area of Outstanding Natural Beauty, the Council are concerned about the physical impact of parking, at Cocklawburn south of Berwick-upon-Tweed, Ross village, Budle Bay and on the highway verges of the B1340 between Bamburgh, Seahouses and Beadnell. The Northumberland Coast Management Plan mirrors these concerns and recognises the need for different management measures according to the problems and opportunities which exist at each location.

PROPOSAL 13

W8
C16
Proposal 4

Within the Coastal Zone, the Council recognises the objectives and priorities of the Northumberland Coast Management Plan in parking and access arrangements at key locations on the coast, and will work in partnership with Northumberland County Council and others to achieve:

- i) the rationalisation of parking and access arrangements at Cocklawburn Beach;
- ii) managed parking restricted to the existing capacity at Ross Village;
- iii) improvements to the surface treatment and rationalisation of the highway verge along the south west margin of Budle Bay; and,
- iv) management measures to sustain, improve - and where appropriate - rationalise parking on the highway verges on the east side of the B1340 between Bamburgh and Seahouses, and Seahouses and Beadnell.

- 7.8.12 As noted in paragraph 7.4.7, the Sustrans organisation is promoting the development of a national cycle network and the Council is supporting a feasibility study to assess the potential for a coastal route between Berwick and North Shields. The route would primarily follow existing tracks and minor roads and link all of the main coastal communities in Northumberland. The Council is also seeking to promote the provision of additional public footpaths along the coast, which could be developed jointly with cycle routes (Proposal 5 refers). The Proposal, in accordance with Movement Objectives 1 and 4-8, is:

PROPOSAL 14

W8

The Council, in partnership with Northumberland County Council, Sustrans and others, will investigate and support the development and promotion of a coastal cycle-route in the Borough, including a link to Holy Island, as part of a cycle route between Berwick-upon-Tweed and North Shields and the national cycle network.

7.9 Tweed Valley Area of High Landscape Value

7.9.1 As noted in paragraph 7.1.11, an approved line exists for a bypass of Cornhill-on-Tweed for the A697 Primary Route and A698 Principal Road. The future of a bypass is likely to be linked closely to the achievement of a bypass for neighbouring Coldstream in Borders Region. It is important to ensure that this proposed line of the bypass is safeguarded from adverse development. The Policy, in accordance with Movement Objectives 1-3, 5, 7 and 8, is:

POLICY M21

Development which would adversely affect the line of the proposed A697 and A698 Cornhill-on-Tweed bypass, will not be permitted.

7.9.2 Borders Regional Council has developed and promoted a cycle-route - the Tweed Cycleway - throughout the length of the Tweed Valley, from Biggar in Lanarkshire close to the headwaters of the river in the Tweedsmuir Hills, to the estuary at Berwick. Within the Borough it follows the B6350 road between Carham and Cornhill-on-Tweed, and minor classified roads and the A698 between the Union Bridge at Horncliffe and Berwick-upon-Tweed.

7.9.3 As noted in paragraph 7.4.7, the Sustrans organisation is promoting the development of a national cycle network and is investigating the potential of a coastal route between Berwick and North Shields, continuing northwards from Berwick to Edinburgh via the lower Tweed Valley. Their proposals, which are at an early stage, differ somewhat from Borders Regional Council's route to follow what they consider to be a safer and more interesting route, via Paxton House and Norham Castle as well as the Union Bridge. The proposed route leaves Berwick via the New Road alongside the estuary, through the Plantation and into Scotland via Low Cocklaw, returning to the Borough by the Union Bridge and, then, south-westwards to Norham.

7.9.4 The Council supports the route of the Tweed Cycleway with reservations about safety, particularly on the A698 Principal Road and at its junction with the A1(T) Berwick bypass. Amendments or additions to the route, to improve safety and amenity, will be considered. There is considerable potential to further develop tourism in the area through sustainable activities, such as walking, quiet watersports and cycling (Proposal 6 and Policy R14 also refer). The Proposal, consistent with Movement Objectives 1 and 4-8, is:

PROPOSAL 15

W8
Proposal 6

The Council, in partnership with Northumberland County Council, Borders Regional Council, Sustrans and others, will investigate and support the amendment or addition of cycle routes in the Tweed Valley Area of High Landscape Value, as part of a route between Berwick-upon-Tweed and Edinburgh and the national cycle network.

7.10 Kylee Hills and Glendale Area of High Landscape Value

7.10.1 As again noted in paragraph 7.1.11, an approved line exists for a bypass of Wooler on the A697 road, and it is important to ensure that this is safeguarded from adverse development. The Policy in accordance with Movement Objectives 1-3, 5, 7 and 8, is:

POLICY M22

S18
W19

Development which would adversely affect the line of the proposed A697 Wooler bypass, will not be permitted.

W20
W21
M27

7.10.2 Elsewhere, the Council considers that the existing road network, its relationship with the settlement pattern and the levels of new development which are proposed in the Local Plan, are not likely to require major investment in improvements.

7.10.3 The Council - in partnership with English Heritage and the Rural Development Commission - has implemented a scheme of improvements in the centre of Belford, including the rationalisation of parking, the provision of a new bus lay-by and the scaling down of the carriageway which was, until 1983, the A1 Trunk Road. Some of the engineering works associated with the Trunk Road in the centre of the village still remain. The Council would like to continue the improvements, and will work in partnership with Northumberland County Council and others to secure the implementation of a further improvement scheme. Therefore the Policy, in accordance with Movement Objectives 4, 5, 7, 8 and 11, is:

POLICY M23

M9
C16 **Within the Kylee Hills and Glendale Area of High Landscape Value in the village of Belford, improvements to the High Street south of the Market Place, comprising the removal of engineering works associated with the former A1 Trunk Road and the rationalisation of roadside parking, will be permitted provided that it accords with improvements already undertaken in the Market Place.**

7.10.4 Within the Glendale Local Economic Development partnership, the Council is examining ways in which Wooler Market Place and High Street function in terms of traffic and pedestrian movement, with the objective of securing spaces where there is a more equitable balance between traffic, the servicing of commercial premises and the movement of people visiting the shops, offices, banks and other services. The Policy, also in accordance with Movement Objectives 4, 5, 7, 8 and 11, is:

POLICY M24

M9
C16 **Within the Kylee Hills and Glendale Area of Landscape Value in the village of Wooler, works to the Market Place and High Street designed to improve the management of traffic, servicing and pedestrian movements, and enhance the environment, will be permitted.**

7.10.5 Elsewhere in Wooler the Council has identified important areas where footpaths are lacking. The existing Industrial Estate at Station Road is not linked to the footpath network in the town, and the east side of Cottage Road between South Road and the Tankerville Arms, the road between High Street and Ryecroft Way opposite Lorretto House, and Burnhouse Road also have no footpaths. It is considered that footpaths should be provided in these areas and Northumberland County Council will be encouraged to undertake these works. The Policy, in accordance with Movement Objectives 4-6 and 8, is:

POLICY M25

C16 **Within the Kylee Hills and Glendale Area of High Landscape Value in the village of Wooler, the extension of the footpath network to link with the Industrial Estate at Station Road, the Tankerville Arms on the east side of Cottage Road, the road between High Street and Ryecroft Way opposite Lorretto House, and Burnhouse Road, will be permitted.**

7.10.6 There are small pockets of unmade roads within the town of Wooler which the Council considers should be brought up to a standard which is eligible for adoption by the Highway Authority. The Policy, in accordance with Movement Objectives 4, 7, 8 and 11, is:

POLICY M26

C16 **Within the Kylee Hills and Glendale Area of High Landscape Value in the village of Wooler, works to upgrade Victoria Road and Ryecroft Crescent to a standard which is eligible for adoption as public highways, will be permitted.**

7.10.7 As noted in Section 7.5, the Council has also identified the need for a lorry park in the town of Wooler to accommodate vehicles which otherwise are parked in prominent roadside

locations. The designated extension to the Industrial Estate at Station Road could accommodate an appropriate level of lorry parking and therefore, in accordance with Movement Objectives 4 and 7, the Policy is:

POLICY M27

- M22 **Within the Kylee Hills and Glendale Area of High Landscape Value in the village of Wooler, the design and layout of the extension to the existing Industrial Estate at Station Road Wooler (Policy W19) shall include the provision of lorry parking facilities, the extent, locations and security implications of which shall be determined in consultation with Northumberland County Council.**

- 7.10.8 The Council believes that the existing provision of roadside services adjoining the A697, at the Borough boundary at Powburn, Haugh Head, in Wooler and at Cornhill-on-Tweed, is adequately distributed to serve passing traffic. The A697 passes through undeveloped countryside of particular quality and serves as a visual reference point in relation to the Northumberland National Park. The Council believes that the development of isolated petrol filling stations adjoining the A697 would be inappropriate. The Policy, in accordance with Movement Objectives 4 and 7, is:

POLICY M28

Within the Kylee Hills and Glendale Area of High Landscape Value, the development of petrol filling stations in isolated locations adjoining the A697 will not be permitted.

7.11 The Intermediate Areas of Landscape Value

- 7.11.1 The A1 Trunk Road and the A698 cross the eastern coastal plain and the northern valley influenced intermediate landscape areas respectively. The Council's support for the dualling of the A1(T) has already been noted.
- 7.11.2 Elsewhere the relationship between the existing road network, the pattern of settlements and the levels of new development which are proposed in the Plan are not likely to require major investment on improvements.
- 7.11.3 Some concern has been expressed over the complexity of traffic movements in the vicinity of the junctions between the C16 County road, the access to Holy Island, and the accesses to the roadside services at Beal. This junction is heavily trafficked particularly during the summer months. The Council believes that there is a need to examine the layout of roads and accesses in the area to ensure that manoeuvres can be made safely at all times. The Policy, in accordance with Movement Objectives 1-5, 7 and 8, is:

POLICY M29

Within the Intermediate Areas of Landscape Value, the Highways Agency will be encouraged to examine patterns of traffic movement in, and around, the junctions of the C16 County Road with the A1 Trunk Road and the access to the roadside services at Beal, and implement a programme of physical improvements as appropriate.

7.12 Berwick-upon-Tweed

- 7.12.1 In considering proposals for traffic management in Berwick town centre the aim of the Council is:
- to reduce the impact of traffic upon the town centre environment and enhance the economic, social and environmental interests of residents, visitors, shoppers, workers and commerce.
- 7.12.2 Many factors affecting the quality of town centres lie outside the planning system, and the Council is actively considering the potential for town centre management. The appointment of a town centre manager is a means by which communications between the private and public sector can be improved; research into retail trends can be organised; additional

resources can be identified; and promotion of the town centre can be enhanced; in accordance with the Local Plan Objectives. It can embrace all aspects of town centre affairs, including traffic management and environmental improvements; street cleaning and refuse services; recreation and entertainment activities; crime prevention and safety; improved accessibility; service standards and customer surveys; signing and information; public art; and advertising; generating civic pride and confidence amongst the public, investors and retailers.

- 7.12.3 Town centre managers have been appointed in over 100 towns throughout the country, including - comparable to Berwick-upon-Tweed - Dumfries, and Hawick and Galashiels where Borders Regional Council and Scottish Borders Enterprise have appointed a joint Manager. The Proposal for Berwick-upon-Tweed, in accordance with Supporting the Community Objectives 1-4, 7, 11 and 12, is:

PROPOSAL 16

Berwick-upon-Tweed Borough Council, in partnership with the Chamber of Trade and Commerce, Bridge Street Traders Association, other local businesses and the local community, NTEC, Northumberland County Council and others, will explore the potential for a coordinated approach to town centre management in Berwick-upon-Tweed, including the appointment of a town centre manager.

- 7.12.4 Conflicts between these different interests are characteristic to traffic management considerations, and in Berwick have developed as a consequence of a significant increase in the amount of traffic in the town centre, despite the completion and opening of a bypass for the town in 1983, and the size of the commercial vehicles involved within an urban structure that in many respects remains unchanged from pre motor vehicle days. Increased recognition of the fact that Berwick's historic character is one of the reasons for its popularity as a destination for motorised journeys, has established conservation and enhancement of the built environment as a priority, and proposals to improve the management of traffic must operate within this constraint.
- 7.12.5 The objectives of the Council in reducing the impact of traffic upon the town centre environment are:
- to improve the relationship between pedestrians, cyclists and motor vehicles;
 - to facilitate the effective use of available space for pedestrians, cyclists and motor vehicles;
 - to calm traffic through its interaction with the physical environment; and,
 - to maximise the ability of public transport to service the town centre effectively.
- 7.12.6 In Berwick, one way systems in various forms have been considered on a number of occasions as potentially desirable solutions to traffic management problems in the town centre, primarily because they afford the opportunity to reduce the width of carriageways, thereby enabling space to be transferred to pedestrian use and environmental enhancement. Likewise it has increasingly been recognised that a weight restriction of some form would also be necessary to minimise the conflict between the larger heavy goods vehicles and the narrow streets and tight corners that occur in many places.
- 7.12.7 In terms of the effective management of traffic Berwick is even more severely constrained by its urban form than many other historic towns. The town centre is completely encircled by the Elizabethan town walls, a Scheduled Ancient Monument. It is also situated in a historically defensible location between the estuary of the River Tweed to the south and west and the North Sea to the east. Furthermore, within the walls there are quiet residential areas where it would be inappropriate to route traffic not otherwise requiring access, and significant changes in levels which result in some of the streets being steep as well as narrow. The only through route available to all traffic is the old route of the A1 Trunk Road, now the A1167, via the Royal Tweed Bridge and Scotsgate Arch, and this skirts much of the town centre core. Only two other routes are available; Berwick Bridge where a two way flow with a width restriction of 6'6" is currently operated, and Cowport which is only just wide enough for a single vehicle at

any one time and leads to a long detour through the open recreational area of Magdalene Fields back to the main road. In addition, a Charter Market occupies much of the main arterial road in the town centre on Wednesdays and Saturdays each week.

7.12.8 Detailed consideration of the management of traffic in Berwick town centre dates back at least as far as the preparation of the 1968 Berwick-upon-Tweed Town Centre Planning Proposals, by Northumberland County Council, although to date a comprehensive programme of improvements has not been implemented; a fact which itself gives an indication of the difficulties which are implicit in the situation.

7.12.9 The 1968 Proposals were prepared within a very different context to that of today. Strategic Policy of the time assumed a target population for the town of 20,000 persons, and a bypass was not contemplated. Improvements to facilitate increased traffic flows were to be accommodated within the town centre, and the proposals were radical in their approach aimed at achieving the objectives of maximum accessibility, freeing the pedestrian/vehicular conflict from the main shopping area, and providing for maximum development of the town centre as a focus for commercial activity. It did not however, meet any reasonable criteria which might be applied in terms of the conservation of the town's architectural and historic character. Neither did it secure the preservation of residential amenity. The main elements of the proposals were:

- an additional breach in the Elizabethan walls to enable the formation of a gyratory system (large roundabout) at Scotsgate;
- a main distributor road incorporating a widened Walkergate and new section of road between Church Street and Ravensdowne, linked to a circulatory system including lower Ravensdowne, Silver Street, Hide Hill and Woolmarket;
- pedestrianisation of Marygate east of Golden Square, upper West Street and lower Church Street; and,
- major provisions for rear servicing of commercial premises.

7.12.10 From 1968 and throughout the 1970's opposition to the proposals intensified, and the proposed gyratory system at Scotsgate was abandoned. However other elements of the proposal continued to blight large areas of the town centre. In 1979, the Borough Council published the Berwick-upon-Tweed Draft Town Centre District Plan, in which five proposals for traffic management were explored. These proposals included the 'maintenance of the status quo' which, it stated, could not be supported by the technical evidence available, and the proposal outlined above dating from 1968 which, with the exception of the gyratory system, still applied to much of the area concerned; both were included to demonstrate the opposing extremes within which a potential solution might be found. The basis of three such options and the conclusions of public consultations were detailed, and a preferred proposal was put forward in the Plan. The main features were:

- a main internal two-way traffic route from Marygate to Berwick Bridge, incorporating Walkergate (part), Chapel Street, lower Church Street, Hide Hill and Bridge Street;
- partial pedestrianisation of Marygate between Eastern Lane and Church Street, except for servicing and heavy goods vehicles over 3 tons unladen weight;
- the introduction of traffic signals at the junction of Church Street, Hide Hill and Woolmarket;
- a new link road between Eastern Lane and West Street;
- one way systems in Woolmarket, Eastern Lane, West Street and Railway Street;
- the closure of the lower end of Eastern Lane to vehicular traffic;
- servicing restrictions in lower Church Street and upper Hide Hill; and,
- prohibition of all traffic except for access in Ravensdowne, Palace Street, Palace Green, Bankhill, College Place, Scott's Place, Tweed Street, High Greens, Warkworth Terrace and Lovaine Terrace.

The means of improving pedestrian safety on Berwick Bridge and of giving priority to traffic travelling in a southward direction were to be investigated.

7.12.11 The draft Town Centre District Plan was never formally adopted by the Council primarily because of difficulties associated with traffic management. In particular it was at this time that a decision was taken by the Department of Transport to proceed with the construction of a bypass, and it was considered appropriate to assess the effects of the bypass on traffic flows before further evaluating the need for additional measures in the town centre. There were also difficulties with servicing commercial premises within a system of traffic signals at the Church Street/Hide Hill junction, on which, because of limited space, the ability to introduce a revised two way traffic flow excluding Marygate depended. However during the 1980's a number of changes were implemented:

- the formation of a new link road between West Street and Eastern Lane (known as Easter Wynd), as proposed in the draft Town Centre District Plan;
- introduction of a northwards one way flow in the northern section of Eastern Lane;
- the closure to vehicular traffic and pedestrianisation of lower Eastern Lane;
- the widening of Walkergate (including demolition of a non-Listed Building) at the junction with Marygate, and formation of a mini roundabout; and,
- prohibition of all traffic except for access in upper Ravensdowne.

Furthermore a large car park was formed on land at the Quay Walls in the lower part of town and the car park at Castlegate was extended eastwards.

7.12.12 On opening in 1983, the bypass taking the A1(T) around the town did have a profound effect on the amount of traffic in the town centre. Nevertheless, as the decade progressed traffic flows steadily increased to fill the spare capacity, and concerns arising from this prompted the need for a further review. This has been undertaken within the process of preparing the Local Plan.

7.12.13 In 1991 the Borough Council and Northumberland County Council, as Highways Authority, appointed consultants Halcrow Fox and Associates to undertake a detailed study of traffic and traffic management in the town centre, with the aim of forwarding proposals for inclusion in the Local Plan. Their findings were presented to the Borough Council in May 1992. Stage 1 addressed parking in the town centre and amended proposals were implemented in June 1993.

7.12.14 Stage 2 of the Halcrow Fox study proposed the introduction of a one-way system incorporating Marygate, Bridge Street and Berwick Bridge in addition to those streets already the subject of such an order. The one-way system was designed to exploit an existing pattern in which a sizeable proportion of vehicles entering the town from south of the river via the Royal Tweed Bridge, exit the town centre via Berwick Bridge. A weight restriction in the town was not included in the proposals, and Hide Hill was not included in the one-way system to enable vehicles in the lower part of town to access the north end of Marygate via Hide Hill and Church Street, instead of Ravensdowne or Berwick Bridge and the Royal Tweed Bridge. The beginning of the one-way system at the junction of lower Marygate and the A1167 road, which is the main access to the 'town centre core' of Marygate, Hide Hill and Bridge Street, is identified as the key decision point or "dissuasion barrier" at which motorists may elect to penetrate the sensitive (in traffic impact terms) town centre core and consequently be routed through the one way system, or instead seek a parking space in the fringe of the town centre. This decision factor would be supported by suitably revised advance signing on the A1167. No consideration was given to the impact of the one way system on Tweedmouth.

7.12.15 The one-way system was approved in principle by the Development Committee of the Borough Council with reservations about the retention of a two-way flow in Hide Hill. Following further consideration an amended proposal was drafted as a basis for further investigation, particularly with regard to the capacity of Berwick Bridge to accommodate traffic loads. This proposal contained the following features:

- a one-way system incorporating Marygate, Hide Hill, Bridge Street and Berwick Bridge;

- revised junction layouts in Tweedmouth including priority traffic flow between Berwick Bridge and Union Brae, and new roundabout at the junctions of Union Brae and Prince Edward Road and Prince Edward Road and Ord Drive;
- a weight restriction prohibiting larger heavy goods vehicles from streets within the one-way system, the residential area in the east of the town centre and lower Church Street;
- pedestrianisation of sections of lower Church Street, the west of Woolmarket and Eastern Lane; and,
- a shared surface arrangement for pedestrians and vehicles in West Street between Marygate and Easter Wynd.

7.12.16 Although assurances had been given during the Halcrow Fox study concerning the load capacity of Berwick Bridge, no investigation of the bridge structure was included in the report. As a result of a structural survey of the bridge undertaken by Northumberland County Council, it emerged that two main problems severely limited its loading capacity;

- the river bed upon which the bridge is built is formed of soft alluvial materials which do not provide a firm foundation and results in the bridge being prone to sinkage; and,
- the space between the superstructure of the bridge, i.e. the stone arches, and the road surface, is infilled with loose materials which are being compressed by vehicles on the carriageway above. The resultant effect is pressure outwards on the 'spandrel' walls of the bridge, which are the outside walls above the arches but below the surface of the carriageway.

7.12.17 The consequence of these factors is that if a 6'6" width restriction was not otherwise necessary because of the limited width of the bridge, a weight limit of 2.5 tonnes would be required to safeguard the structure which would impose a similar restriction on the size of vehicle able to use the bridge. If a one-way traffic flow was introduced the maximum weight limit could be increased to 7.5 tonnes because the carriageway could be narrowed and vehicles kept further from the spandrel walls. However, if the bridge was part of a wider one-way system a weight limit of 7.5 tonnes would be required throughout the streets concerned, because vehicles within the one-way system beyond the junction of Hide Hill and Marygate would not be able to exit the town centre by any other acceptable route. The paradox is that a weight limit of 7.5 tonnes would preclude the need for a one-way system, because the main problem with a two-way traffic flow concerns the accommodation of larger vehicles.

7.12.18 Other potential options for a one-way system have been explored but each is constrained by the town's topography. As a result alternative proposals are required which meet the stated aims and objectives, while retaining a two-way traffic flow through out the main town centre streets.

In summary the main issues are;

- the difficulties for pedestrians and vehicular traffic at the junction of Marygate, Church Street, Woolmarket and Hide Hill;
- the narrowness of the carriageway and pavements on Berwick Bridge;
- the problem of vehicles over 6'6" wide becoming 'stuck' in the lower part of town;
- the problem of large vehicles requiring access to and from the Eastern Lane area via West Street;
- the inability of public transport services to serve the lower part of the town;
- the difficulties associated with accommodation of the Charter Market in Marygate;
- the need to apply some form of restriction on the largest heavy goods vehicles in the town centre as a whole;
- the relationship between traffic flows in the town centre and those at the other end of Berwick Bridge in Tweedmouth; and,
- the protection of fabric and structural stability of Berwick Bridge as a Scheduled Ancient Monument, balanced with the need to resolve the conflict of vehicular and pedestrian movements on the Bridge.

7.12.19 The deposit draft local plan proposed a package of policies founded on the principals established between 1978 and 1991, but which gave special account to the geography,

topography and the historical and architectural importance of the built fabric of the town centre. The policies suggested a tiered approach to traffic management recognising the benefits to be realised in making the town centre more attractive to visitors and shoppers, and to the necessity to address the conflict between heavy goods vehicles and other pedestrian and vehicular users of the town centre. A number of objections were received to these policies during the deposit period of the local plan.

- 7.12.20 In considering these objections, the Council proposed to make a number of Pre-Inquiry Changes to the policies and text of this section of the plan. An integrated package of traffic management policies were developed in partnership with Northumberland County Council as Highways Authority, and included an emphasis on weight restrictions, traffic calming, enhancing the pedestrian environment, and the need to build an effective partnership with the business community to ensure co-ordinated and successful implementation of the policy objectives of the Plan emphasising the need to implement, monitor and consult, before proceeding with further phases of implementation, in accordance with Movement Objectives 1-8 and 10.
- 7.12.21 The policy specific to the introduction of a 7.5 tonne weight restriction and commencement of a transhipment depot, remained an objective of the Council. Although it was recognised that this should be a final option within a hierarchy of weight restriction policies and should be the subject of a feasibility study prior to implementation. This was recognised by converting the policy to a proposal and reordering the text to reflect the hierarchical approach.
- 7.12.22 Further to the Public Local Inquiry held during November and December 1996 to consider the objections to the Local plan, the Inspector, in his report received by the Council in March 1997, recommended in paragraph 7.13 to “generally re-arrange the text (of Deposit section 7.12 of the Local Plan) in substantially the order set out by the Council” (in the Pre-Inquiry Changes). However, the Inspector also recommended in paragraphs 7.26, 7.38 and 7.44 of his report, “that Deposit Local Plan Policies M32, M36, M39, M43, M45 be not retained in the plan, unless the suggestions for alternative traffic management options have first been evaluated”.
- 7.12.23 The Council, in considering the Inspector’s recommendations, and in consultation with Northumberland County Council as Highways Authority, appointed Consultants Halcrow Fox and Associates in August 1997 to undertake further evaluation of traffic management in the town centre. The study specifically evaluated the Inspector’s Recommendations in comparison to the Deposit Plan policies. The Inspector recommended further evaluation of:-
- 7.26 a) *The exclusion, from that part of Marygate between Golden Square and Church Street; of all vehicles except disabled permit holders’ cars, taxis, minibuses, and goods vehicles en-route to deliver or collect heavy or bulky items from premises off Marygate, or lying further to the south and east than its junction with Church Street.*
 b) *The exclusion of traffic as detailed in (a) between 10.00-16.00 hours.*
 c) *Extending restriction detailed in (b) eventually into Lower Church Street.*
- 7.38 d) *A one-way, 7.5 tonne, full time weight restriction for Lower West Street.*
 e) *An inward one-way flow of traffic on Berwick Bridge.*
 f) *A height restricted entrance only from the Quayside to Bridge End.*
- 7.44 g) *Traffic control (signals) at the junction of Lower Church Street/HideHill/Woolmarket/Marygate.*
- 7.12.24 In summary the conclusions of the Halcrow Fox study 1997, endorsed by the Council in February 1998 are;
- *Excluding general traffic from Marygate between Golden Square and Church Street would;*
 - *impose large increases in traffic flows on Walkergate and Church Street, whilst reducing conflict at the Marygate/Hide Hill junction and the Marygate/Golden Square junction,*
 - *create benefits of increasing traffic flows in areas where excess capacity car parking has been identified, although with the potential negative impact of demand exceeding capacity,*
 - *reduce access to car parking in Marygate and Eastern Lane, other than by disabled badge holders, reduce pedestrian/general vehicular conflict, although retention of HGV servicing*

would reduce any benefit through visual intrusion and intimidation, particularly whilst manoeuvring.

- Excluding general traffic from Marygate between Golden Square and Church Street and extending this to lower Church Street would impact as above, and additionally;
 - increase traffic flows on Ravensdowne and Woolmarket, requiring the removal of the existing Traffic Regulation Order for residential access only,
 - increase traffic flows at Walkergate/Castlegate junction, exceeding capacity and experiencing significant delays and queues.
- A one-way, 7.5 tonne, full time weight restriction for Lower West Street would;
 - remove a practicable solution to the illegal one-way egress from upper West Street. Difficulties of turning into Bridge Street against the predominant flow of traffic towards Berwick Bridge are not considered to be acute and are less than at present on Marygate,
 - remove the option of vehicles servicing Bridge Street to access via West Street and avoid the necessity to perform a loop turning in Bridge Street if the only option was a Hide Hill/Bridge Street/Hide Hill servicing route.
- An inward one-way flow of traffic on Berwick Bridge would;
 - increase outbound traffic flows across the Royal Tweed Bridge,
 - provide relief for the Hide Hill/Marygate Junction as a result of the removal of egressing traffic Marygate via Berwick Bridge,
 - improve the operational forecasts of the Marygate/Golden Square junction,
 - affect the search patterns for car parking, where by long stay options would be reached first, perhaps resulting in traffic cruising the town centre for short stay parking.
- A height restricted entrance only from the Quayside at Bridge End;
 - whilst feasible in traffic operation terms, would not create any identified benefits, and would introduce a visual intrusion into the built environment.
- Traffic control signals at the Junction of Lower Church Street/Hide Hill/Woolmarket/Marygate;
 - increase vehicular operations at the junction and pedestrian safety,
 - reduce servicing arrangements for properties situated within the signal control area.

7.12.25 The conclusions of the Halcrow Fox Study Report 1997, detailed below, have been incorporated into the local plan with the policies and text amended accordingly.

Halcrow Fox Traffic Management Study 1997 – Recommendations;

- That Berwick Bridge operate one-way outbound.
- That the proposals on weight limits of 16.5 tonnes on Marygate (between junctions with Golden Square and Church Street) between 1000-1600 hours be adopted.
- That proposals on restricting general traffic access to Marygate or lower Church Street be rejected on operational and environmental grounds.
- That a weight limit of 16.5 tonnes for upper Ravensdowne and West Street be adopted.
- That egress for HGV traffic up to 16.5 tonnes be allowed from the Eastern Lane area via Eastern Wynd, lower West Street and Bridge Street. Further, that a 7.5 tonne weight restriction be applied to upper Eastern Lane (access to Marygate) and that the one-way operation of upper West Street be enforced.
- That the exclusion of vehicles in excess of 16.5 tonnes from Marygate and other traffic management policies be utilised to facilitate the improvement of the pedestrian facilities, allow traffic calming and improved streetscape through the “second tier” Traffic Calming and Enhancing the Pedestrian Environment policies defined in the Local Plan proposals.
- That the proposed signage strategy be adopted with appropriate revisions for the traffic management policies above.
- That traffic signal control be adopted at the junction of Marygate/Hide Hill/Church Street/Woolmarket and that a pedestrian phase be incorporated.

7.13 A Tiered Approach to Weight Restrictions

7.13.1 The hierarchy of traffic management policies identifies a first tier of policies, M30 to M34, which relate to the implementation of a 16.5 tonne gross weight restriction on vehicles and aim to reduce the conflict between heavy goods vehicles and other users in the town centre, particularly during the working day when the streets are busiest. A second tier of policies, M35 to M43, relates to the implementation of traffic calming measures and environmental improvements.

7.13.2 It is anticipated that the implementation of these policies will be well progressed by the end of the Local Plan period. If conflict with vehicles in the town centre is still evident and of a scale

which it is agreed requires further action, then consideration will be given to the expansion of weight restrictions to exclude vehicles in excess of 7.5 tonnes gross weight. This concept will require the creation of a transshipment depot to permit the transfer of goods from large goods vehicles to vehicles less than 7.5 tonnes gross weight, Proposal 17 refers.

- 7.13.3 As noted above the traditional street pattern of the town centre including narrow streets and tight corners, and the significant change in level between the main shopping street and the lower part of the town centre, make the area largely unsuited to the accommodation of larger heavy goods vehicles. However it is recognised that the removal of all heavy goods vehicles is not feasible at present, and therefore an alternative restriction is required which reduces the conflict between heavy goods vehicles and other users of the town centre, particularly during the working day when the streets are busiest. It is therefore proposed that all vehicles over 16.5 tonnes maximum gross weight should be excluded from the town centre, from access points at lower Marygate (junction with Golden Square) and lower Church Street (junction with Chapel Street), between 10.00am and 4.00pm, Mondays to Saturdays. This restriction will be reinforced through treatment to the carriageway at the entrance to Marygate appropriate to the gateway function of this location.

POLICY M30

M35
M36

A weight restriction of 16.5 tonnes maximum gross weight will be introduced at the access points to the town centre at lower Marygate (junction with Golden Square) and lower Church Street (junction with Chapel Street), between 10.00am and 4.00pm, Mondays to Saturdays.

- 7.13.4 Rear access for delivery vehicles to a number of premises in Marygate is available in Eastern Lane, with access from West Street. To leave Eastern Lane vehicles may negotiate the narrow access to Marygate or re-enter West Street via Easter Wynd, which westwards is subject to 7.5 tonnes weight restriction, and either turn southwards to Bridge Street in the direction of the one-way traffic order, or with Police supervision, turn right in the opposite direction to the one way system in West Street back to Marygate. The first two options severely limit the size of vehicles able to service the area and the third is unsatisfactory in terms of traffic management and Police resources. It is also noted that the 7.5 tonnes weight restriction westwards in Easter Wynd which is designed to prevent heavier vehicles using lower West Street because of the steepness of the descent to Bridge Street, is widely ignored.
- 7.13.5 It has previously been considered appropriate to require delivery vehicles to exit Eastern Lane direct to Marygate. The inability of the largest heavy goods vehicles to use this exit was considered to be an acceptable limitation. However it is clear that the restriction does not work and all but the smallest of goods vehicles ignore the weight restriction westwards in Easter Wynd and exit either with or against the one way flow in West Street. It is suggested that this occurs for three main reasons:
- the largest heavy goods vehicles, i.e. over 16.5 tonnes maximum gross weight, are being used by some suppliers servicing premises in the area. Although it is not considered to be a satisfactory situation the Police assist these vehicles using West Street in the reverse direction to the one-way flow. When the Police are not available to assist, drivers still take this option. There is little choice with the heaviest vehicles once they are in Eastern Lane. Damage has been caused to premises in West Street as a result;
 - 'medium' sized goods vehicles, i.e. 7.5-16.5 tonnes maximum gross weight, are physically able to exit Eastern Lane direct to Marygate, but high sided vehicles have caused considerable damage to properties on either side of the exit due to the vehicles swaying when moving;
 - similarly, these vehicle cannot be turned until completely clear of the exit and many are up to 12 metres in length. This results in vehicles straddling nearly the full width of Marygate before turning, a manoeuvre which is then obstructed by legally parked vehicles or the charter market.

MOVEMENT

- 7.13.6 It is therefore considered appropriate to ban all vehicles over 16.5 tonnes maximum gross weight from West Street, to ensure that all vehicles are able to exit the area in compliance with the restrictions imposed, and to protect property in West Street from damage caused by larger heavy goods vehicles. The existing one-way traffic flow will be retained but the 7.5 tonnes weight restriction westwards in Easter Wynd will be rescinded, to enable vehicles up to 16.5 tonnes to exit via West Street in the direction of the one-way flow.

POLICY M31

- M39 **No vehicles over 16.5 tonnes maximum gross weight will be permitted in West Street.**
C33 **The existing one way traffic flows in West Street and Eastern Lane will be retained, and the 7.5 tonnes weight restriction in Easter Wynd will be rescinded.**

- 7.13.7 Ravensdowne is a potential alternative access route into the town centre although vehicle movements are restricted by an existing "access only" Traffic Regulation Order. The existing Order will be maintained but it would be appropriately complemented by a full-time limit of 16.5 tonnes maximum gross weight, particularly as the street is not capable of adequately accommodating larger vehicles.

POLICY M32

In association with the existing "access only" Traffic Regulation Order in upper Ravensdowne, a weight restriction of 16.5 tonnes maximum gross weight will be introduced.

- 7.13.8 Bridge Street is effectively a no through road for vehicles of a size greater than those permitted on Berwick Bridge, and it is narrow with limited opportunity to turn round. It is therefore considered that heavy goods vehicles over 16.5 tonnes maximum gross weight should be excluded from the street.

POLICY M33

- M40 **No vehicles over 16.5 tonnes maximum gross weight will be permitted in Bridge Street.**

- 7.13.9 While a one-way system may not be possible throughout the main town centre streets, it would be possible and indeed desirable to introduce a one-way flow on Berwick bridge, thus enabling the provision of additional space for pedestrians. It would also enable all vehicles up to 7.5 tonnes, including those over 2.5 tonnes such as minibus service buses presently unable to use the bridge, to utilise it as a means of leaving the town centre. The direction of one-way traffic flow on Berwick Bridge has been the subject of much debate; in order to resolve this debate and in consultation with Northumberland County Council as the Highway Authority, a trial period of one-way traffic flow, commencing in a north-easterly direction shall operate for a period of 12 months. This trial shall be followed by a further trial in a south-westerly direction for a period of 12 months. Each trial shall be monitored and assessed against the plan's aims and objectives concerning the management of traffic in Berwick town centre, including the impact of traffic flows in Tweedmouth. Public consultation shall be undertaken before the ultimate direction of traffic flow is determined by the Council.

POLICY M34

- M9
M41 **A one-way traffic order, except for cyclists, and a weight restriction of 7.5 tonnes maximum gross weight will be introduced on Berwick Bridge. The means of physically discouraging vehicles above this weight from accessing the bridge will be investigated. The ultimate direction of one-way traffic flow will be determined following trial one-way traffic flows for a period of 12 months in a north-easterly and 12 months in a south-westerly direction commencing in the third quarter of 1999; followed by an assessment of the performance on the traffic flows in meeting the aims and objectives of the overall traffic management strategy in the town centre, and their impact on traffic movement in Tweedmouth.**

- 7.13.10 The use of traditional traffic calming measures, such as road humps, cobbles and rumble-strips, is not possible on the bridge because the vibrations which result would be transferred straight through, and weaken, the superstructure of the bridge. However, it would be possible to form pinch points similar to those at the Union Bridge and rumble strips at each end, to calm traffic and prohibit wider vehicles likely to be over the weight limit. The creation of a shared pedestrian/vehicular surface the length of the bridge and the retention of a two-way flow for cyclists is also envisaged, giving an immediate advantage to cyclists over car drivers in accessing the lower town centre. If the role of the bridge primarily as a pedestrian and cyclist environment can be promoted in this way, reinforced by signing and road markings as appropriate, cars will become the "intruders" and be "calmed" accordingly. Policy M41 refers.

7.14 Traffic Calming and Enhancing the Pedestrian Environment

- 7.14.1 The Charter Market is, by law, able to occupy the north-eastern side of Marygate on Wednesdays and Saturdays each week. While this causes difficulties for traffic management the Market is a considerable asset to the commercial interest of the town centre, and it is considered appropriate to implement measures to enhance the Market environment. This would include reducing the width of the vehicular carriageway in Marygate, and differentiating between it and the Market/parking space, through the introduction of different surface

treatments. Where possible the opportunity will also be taken to improve the pedestrian environment by widening footpaths.

POLICY M35

M9
M30
M36
C16

In Marygate, the vehicular carriageway will be narrowed, the Market/parking area highlighted through different surface treatment and the footpaths will be widened to further improve the pedestrian environment.

7.14.2 The junction of Marygate with Church Street, Woolmarket and Hide Hill, causes considerable confusion for motorists, is inadequate for an efficient two-way flow of traffic because of the juxtaposition and narrowness of the streets concerned, and leaves pedestrians with a minimum amount of space and having to look in up to four different directions when crossing the road, which is an inevitable requirement at this location.

POLICY M36

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C16

A separate surface treatment will be introduced between the junction of Marygate and Eastern Lane and the carriageway adjacent to number 11, Hide Hill, to calm traffic and enhance the motorist's perception of the area as an important pedestrian environment. In the longer term, agreement will be sought with the owner and occupier of 1, Hide Hill, to reduce the internal ground floor area of the building and open up the remaining ground floor area behind columns, to provide additional pedestrian space in an attractive form at the corner of Hide Hill and Church Street.

7.14.3 A solution which may be achieved discreetly and in a manner which would benefit pedestrians and make a positive contribution to the built environment would be to reduce the ground floor area of the Callers Pegasus travel agents at 1, Hide Hill, opening up part on columns in the manner of the adjacent Buttermarket. This would provide a pleasant pedestrian area at the corner of Church Street and Woolmarket, and would create an improved pedestrian area from Marygate to Hide Hill on the north-east side of the junction. In addition, measures to calm traffic and enhance the motorist's perception of the area as an important pedestrian environment will be introduced. This will extend from the junction of Marygate and Eastern Lane to the carriageway adjacent to number 11, Hide Hill.

7.14.4 A one-way system would be particularly beneficial for this junction, because it would simplify traffic movements and improve pedestrian safety through the incorporation of a pedestrian crossing phases in the operation of the signal controls. Signal control will require a significant time delay between stopping vehicles from one direction and allowing vehicles from the other to proceed. The potential impact of signal control may give rise to queues of traffic waiting for the green phase of lights at each access point to the signal controlled area. In addition there will be some difficulty experienced in servicing the properties situated within the signal controlled area. As a second tier measure of traffic management, the introduction of signal controls at this junction will need to be carefully evaluated following the monitoring of the implementation of Policy M30, Policy M34 and Policy M35 traffic restrictions on Marygate, the one-way out bound operation of Berwick Bridge, and traffic calming measures at the Marygate/Hide Hill/Church Street/Woolmarket junction. The implementation of these policies may alleviate many of the existing vehicular/pedestrian conflicts at this junction, in that traffic flows are forecast to be reduced in the Hide/Hill Marygate direction through the one-way operation of Berwick-bridge.

POLICY M37

In consultation with the Highway Authority, the introduction of signal controls at the junction of Marygate/Hide Hill/Church Street/Woolmarket will be examined.

7.14.5 The ability to simplify vehicle movements and enhance the pedestrian environment at the junction of Marygate, Church Street, Woolmarket and Hide Hill, is such that it is appropriate to restrict vehicular movements in Woolmarket near to the junction., The revised carriageway surface between the junction of Marygate and Eastern Lane and number 11, Hide Hill (Policy M36), will be extended into Woolmarket to the turning bay adjacent to 8-18 (even),

Woolmarket, and a one-way traffic flow will be introduced eastwards from Hide Hill throughout this extent of the road.

POLICY M38

M9
C16

The separate surface treatment between the junction of Marygate and Eastern Lane and number 11, Hide Hill (Policy M36), will be extended into Woolmarket as far as the turning bay adjacent to 8-18 (even), Woolmarket, and a one way traffic flow will be introduced eastwards from Hide Hill to a position adjacent to the turning bay.

- 7.14.6 The design, layout and arrangement of car parking at Eastern Lane is fragmented and has a detrimental impact on the town centre as a Conservation Area. The car park will be improved to encourage the development of the area as a Town Square. The carriageway in West Street and Eastern Lane between Marygate and Easter Wynd will be developed as shared pedestrian and vehicular areas. This will calm traffic exiting and entering Marygate and in the two streets concerned, and further enhance the town centre environment as a pedestrian area.

POLICY M39

M9
M31
C16
C33

The design and layout of car parking at Eastern Lane Car Park will be revised to improve car parking and enhance the built and pedestrian environments. Shared pedestrian and vehicular areas will be formed in West Street and Eastern Lane between Marygate and Easter Wynd to further enhance the pedestrian environment and calm traffic in these locations.

- 7.14.7 On implementation of a one-way flow 'out-of-town' at Berwick Bridge, the flow of traffic eastwards in Bridge Street will be limited to a small proportion of the traffic from West Street which does not go across the bridge, and traffic which enters Bridge Street from Hide Hill and turns round at Bridge End to exit in the same direction, most of these being vehicles above the weight restriction for the bridge but, obviously, below that in Bridge Street itself. Therefore, if there is not a regular and full two-way traffic flow there is not a need for a full two-way carriageway, and the opportunity can be taken to provide additional pedestrian space and short term waiting and loading areas, while retaining short sections of the carriageway at full width to allow vehicles to pass in opposite directions, as necessary.

POLICY M40

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M33
C16

In Bridge Street, the vehicular carriageway will be narrowed with suitable "passing places" retained to allow a two-way flow of traffic as necessary, and areas for servicing and short-term parking beside the carriageway highlighted through separate surface treatment, and additional pedestrian space provided wherever possible.

- 7.14.8 The existing footpaths at Berwick Bridge are too narrow for pedestrians to walk except in single file, for wheelchair users and for persons pushing prams and pushchairs. This is not a satisfactory arrangement and unreasonably endangers the safety of such persons. As outlined in paragraph 7.13.10, the introduction of a one-way traffic flow on Berwick Bridge would enable the formation of a shared pedestrian/vehicular carriageway, which would also calm traffic that might otherwise speed up as a result of the removal of the two-way flow. Conventional traffic calming methods such as humps and rumble strips in the carriageway are not appropriate because vibrations would be transmitted to the superstructure of the bridge.

POLICY M41

M9
C16

In association with the introduction of a one-way traffic flow on Berwick Bridge (Policy M34), a shared pedestrian/vehicular carriageway will be formed on the bridge, with a narrowed vehicular route central to the structure of the bridge delineated, but on the same level, to encourage the "invasion" of the space by pedestrians. Other measures to improve the safety of pedestrians will be investigated.

7.14.9 In their 1992 report to the Council, Halcrow Fox and Associates highlighted the existence of a decision point at the junction of the A1167 and lower Marygate for motorists entering the town centre. At the time it was relevant to the proposed introduction of a one-way system because motorists entering Marygate would be entering a one-way street, but it is also relevant in terms of persuading motorists not to penetrate the town centre core, thereby reducing the impact of the vehicles on the town centre and enhancing the environment. For this reason, and although Berwick is disadvantaged in this respect in that a large proportion of existing public parking is provided in the town centre core with little potential for additional provision at the edge, except perhaps through the introduction of a park and ride scheme (Proposal 19 refers), the highlighting of the decision point factor is retained. It is particularly important in assisting people who are unfamiliar with the town to find a suitable parking space, and with regard to the proposed restrictions on heavy goods vehicles. There is also a need for the further integration and improvement of signing throughout the town centre in respect of vehicle movements, parking and pedestrians. To this effect the Council is in the process of organising a programme of signing improvements. The Policy, in accordance with Movement Objectives 1-8 and 10, is:

POLICY M42

Signing for motorists, pedestrians and cyclists will be further integrated and improved in Berwick town centre, with particular attention to signing in advance of the town centre on the A1167 road, car parking, cycle parking, visitor attractions and new weight restrictions.

7.14.10 A one-way traffic flow on Berwick Bridge would have an impact upon Tweedmouth. The amendment of the priority traffic flow from the bridge to Union Brae instead of Main Street, and new roundabouts at the top of Union Brae and the end of Ord Drive would accommodate this traffic and encourage through traffic away from the Main Street shopping area. Furthermore it would improve access from the lower town centre to East Ord, the A1(T) bypass and the west, and in the opposite direction for heavy goods vehicles requiring access to the Tweed Dock.

7.14.11 However, there is concern about access arrangements and safety at Union Brae in relation to the vehicular accesses at St Cuthberts First School and the doctor's surgery. The Council recognises these concerns and believes that adequate provision can be made. For example; the formation of vehicular lay-bys on Prince Edward Road adjacent to the pedestrian access to the school, could improve safety by persuading parents not to enter the school grounds by car. Alternatively, the vehicular entrance to the school could be widened. The Policy, in accordance with Movement Objectives 1-5, 7, 8 and 10, is:

POLICY M43

M9
M34
C16

Improvements will be made in Tweedmouth in consultation with the Highways Authority, involving the introduction of a 7.5 tonne weight restriction on Union Brae with provision for traffic movements to and from St Cuthberts First School; priority traffic flows southwards from Berwick Bridge to Main Street; and a roundabout at the junction of Prince Edward Road and Main Street to improve traffic flows including access and egress from Tweed Dock, and to calm traffic on the A1167 classified road.

7.14.12 As previously stated it will be necessary to carefully monitor the effectiveness of the traffic management policies further to implementation. If the effect of policies M30 to M43 fall short of expectations of the stated aims and objectives, it may be necessary to implement a further tier of the traffic management hierarchy to resolve these inherent problems. This proposal would involve the creation of a Trans-shipment depot and the introduction of a 7.5 tonne gross weight restriction on vehicles within the town centre. It is acknowledged that the consideration of this option, if indeed it is required, is likely to be beyond the Plan period, however it is appropriate to identify the Proposal to permit further investigation through the creation of a partnership with interested parties to examine its feasibility.

7.14.13 It is recognised that the majority of businesses in the town centre are currently serviced to a greater or lesser extent by companies employing vehicles of a maximum gross weight

greater than 7.5 tonnes, and up to 38 tonnes. Furthermore the geographic location of Berwick in the extreme north of England is a disadvantage, in a national and international delivery system which for many suppliers involves trips of hundreds of miles

- 7.14.14 The concept of trans-shipment depots or urban distribution centres as a means of reducing congestion and environmental impacts of traffic on town centres was acknowledged in the then Government's Green Paper 'Transport The Way Forward - The Governments response to the Transport Debate', 1996, HMSO. Indeed the Secretary of State for Transport had indicated a willingness to form a partnership with the Council to assess the feasibility of the Proposal in Berwick-upon-Tweed. It is recognised that there must be a common perception of the problems and agreement on the most appropriate solutions for the proposal to be effective. This will necessarily involve the local business community, their suppliers, the County Council as Highways Authority and other interested parties in the partnership.

PROPOSAL 17

The Council will again, in partnership with the Secretary of State for Transport, local businesses, the road haulage industry, Northumberland County Council and other interested parties investigate the feasibility of developing a transshipment depot for the transfer of goods from heavy goods vehicles to vehicles below 7.5 tonnes maximum gross weight, for transportation into the town centre, and the introduction of a full time 7.5 tonne weight restriction in Berwick-upon-Tweed town centre, applying from access points at Lower Marygate (junction with Golden Square), Lower Church Street and Ravensdowne.

- 7.14.15 Spittal Main Street is a location where traffic calming measures and environmental improvements would greatly benefit the new Spittal Conservation Area. Potential improvements could include: the narrowing of the vehicular carriageway; the installation of 'rumble strips' to slow traffic; the rationalisation of car parking; new planting to reinforce the avenue of trees; and improved surface treatment and street furniture. However, the means of funding such improvements ahead of other locations which would have greater economic impact, particularly Berwick town centre, Belford and Seahouses Phase 2 improvements, and Wooler, remains uncertain. The Council will continue to investigate the feasibility of the project. To this effect and in accordance with Movement Objectives 1, 7 and 10, the Proposal is:

PROPOSAL 18

- M9
C16 **Within Spittal Conservation Area, the Council will investigate the means by which traffic calming and environmental improvements at Main Street, between the junctions with Sandstell Road and Sea Road, can be implemented consistently with the efficient operation of the emergency services.**

- 7.14.16 Redevelopment of the bus station and garage in Berwick was first proposed in the late 1970s. The buildings and use of the site for bus services date from 1937, and although its central location is an advantage to passengers the site is in a poor state of repair. Vehicular access to and from the site is provided from Marygate, through a gap between numbers 76-80 and 90, Marygate adjacent to the junction with the A1167 road. This arrangement is unsatisfactory in terms of the built environment and the complication of vehicle and pedestrian movements at this junction.
- 7.14.17 To date, difficulties in the provision of alternative facilities elsewhere which would be acceptable in terms of traffic management and the delivery of bus services to the public, have obstructed redevelopment of the site. However the potential to overcome these difficulties through the extension of the redevelopment site and the relocation of bus garages outside of the town centre, has now increased the potential of redevelopment taking place.
- 7.14.18 In their 1992 report on traffic management, Halcrow Fox and Associates briefly considered the bus station and concluded that the most economic proposal would be the transfer of facilities to the rear of the site, and the introduction of a circulatory vehicular system with access from Chapel Street via Walkergate and egress to Marygate. Although this would

permit infill of part of the facade to Marygate and reduce the conflict area between buses and pedestrians crossing the frontage, it was rejected by the Council in preference of an earlier approved option to infill the whole of the Marygate frontage. This option was subsequently re-approved in amended "Planning Guidelines" produced for the site which were later incorporated within a Development Brief. Paragraph 8.13.4 and Policy C30 refer. As part of these developments, the waiting and setting-down of passengers on one route in the town has been transferred to Golden Square, and the Council is seeking the provision of lay-bys and shelters.

- 7.14.19 As noted in paragraph 7.13.9, a 7.5 tonnes weight limit and one-way traffic flow south-westwards on Berwick Bridge would enable minibus public transport services to service the lower part of town.
- 7.14.20 A further means by which the role of public transport can be promoted is through the development of 'park and ride'. The amount of traffic on the country's roads is forecast to rise significantly during the Local Plan period and this will impact upon Berwick-upon-Tweed. At present it is considered that in terms of traffic and parking, the town centre is at, or near to, its environmental capacity, beyond which the negative impact on the environmental quality of the area as a place in which to live, visit, work and shop, will override the potential benefits of increased vehicular access. In economic terms, additional vehicular traffic will simply replace existing vehicular traffic as regular visitors are discouraged from visiting the town centre.
- 7.14.21 Instead of catering for increased vehicular access it is important to encourage people to access the town centre without their cars. It is therefore appropriate to encourage people to park on the edge of the town and find other means, usually public transport but sometimes walking, to access the town centre. This may be achieved through the provision of parking at locations convenient to the main roads into the town centre, and unless special services are provided, it needs to be convenient to existing bus routes. In Berwick-upon-Tweed, car parks adjacent to the A1167 southwards, located at Tweedmouth Retail Park, the new Bonarsteads swimming pool and, subject to the provision of a new access from the A1167 road (Proposal 21) and limited to the school summer vacation, at Berwick County High School, and northwards at the Safeway supermarket, and the railway station are amongst those potentially appropriate for such a park and ride scheme, subject to management agreements. The Proposal, in accordance with Movement Objectives 1, 4-8 and 10, is:

PROPOSAL 19

W8 **The feasibility of providing 'park and ride' bus services between the northern and southern ends of the town by way of Golden Square will be kept under review.**

- 7.14.22 The Council has for some time been concerned about the lack of adequate provision for coaches in the town. Coach holidays are a significant part of the domestic tourism industry and the town is a valued attraction for such holidays. However, there is evidence that the town is missing out on much of the benefits of this trade because of the lack of suitable facilities. The existing parking is at the Railway Station which is inconvenient for elderly visitors, and coach drivers that do visit often drop-off and pick-up their passengers in Golden Square, which causes particular problems for traffic at this location. Therefore, the Borough Council has considered, with the County Council, the release of car parking at the eastern end of the Royal Tweed Bridge for coach parking. However, survey work has identified that the bridges structure requires strengthening. The bridge can continue to accommodate a two-way traffic flow, but parking on the bridge will be precluded. The Borough Council will continue to seek a location for dedicated off-street parking elsewhere. The Proposal, in accordance with Movement Objectives 1, 4, 5, 7, 8 and 10, is:

PROPOSAL 20

W8 **In co-operation with the Highway Authority and coach operators, the Council will seek to provide boarding and alighting points for coach passengers, and limited-stay waiting spaces for coaches at appropriate locations.**

- 7.14.23 As noted in paragraph 7.5.4 a lorry parking site is provided at Tweedside Industrial Estate but many drivers use the Tweed Dock in preference because of the availability of local services.

If lorry drivers are to be encouraged to use the site at the Industrial Estate, facilities within the site or nearby, such as a cafe, recreation room and shower facilities, will need to be provided. The Council will support the provision of such services within the Industrial Estate, in accordance with Movement Objectives 3-5, 7 and 10.

POLICY M44

The provision of cafe, recreation and shower/washroom facilities appropriate to the rest stop requirements of lorry drivers within Tweedside Industrial Estate will be permitted provided that it accords with Policies elsewhere in the Plan.

- 7.14.24 Vehicular access to Berwick County High School is provided via narrow residential streets through the Spittal Hall housing estate. These roads are widely regarded as inadequate for the purpose and an alternative access might be provided from the A1167 at Sunnyside, formerly the A1 Trunk Road, which adjoins the full length of the western boundary of the High School site. Such a proposal had been resisted when the road had Trunk Road status on the grounds of road safety. The road was downgraded when the A1(T) was diverted around the town. Consequently it is considered that a new access from the A1167 at Sunnyside would provide a more satisfactory arrangement for motor vehicles than the existing access. The Proposal, in accordance with Movement Objectives 1, 4-8 and 10, is:

PROPOSAL 21

M9
C3
C16 **In collaboration with the Education and Highway authorities, and having regard to the interest of free and safe traffic flow, the Council will seek to secure agreement on the design and siting of a new vehicular access from A1167 at Sunnyside to the Berwick County High School, and when agreed upon, will encourage its provision'.**

- 7.14.25 As noted in Section 7.6, the Tweed Dock and associated facilities is the only commercial port between Edinburgh and Blyth in south-east Northumberland. The Council will encourage the maintenance and improvement of commercial port facilities at Berwick-upon-Tweed. The Policy, in accordance with Movement Objectives 2-4 and 7-10 is:

POLICY M45

Proposal 11 **In Berwick-upon-Tweed development to maintain and improve harbour facilities at Tweed Dock and Spittal Quay will be permitted provided that:**

- i) **it will not adversely affect the amenity of neighbouring uses, land or the environment; and,**
- ii) **it accords with Policies elsewhere in the Plan.**

7.15 Implementation of the Movement Chapter

- 7.15.1 The Movement Chapter is less orientated towards the Development Control process than the other Policy Chapters but, where appropriate, the same considerations will apply. Otherwise, the Council is largely reliant on other parties for implementation of the Policies, particularly: Northumberland County Council as Highways Authority; the Highways Agency as Trunk Road Authority; British Rail and its successors, including Railtrack, as operators of the rail network; Sustrans and other organisations promoting cycling; Berwick Harbour Commissioners; local businesses, haulage companies; and all residents and visitors who travel within the Borough. The Council itself will commit its own resources to projects including, presently, environmental improvements and reorganisation of car parking at Eastern Lane Car Park, in accordance with Policy M39, and seek funding from elsewhere, including the ERDF and Rural Development Commission, as available.
- 7.15.2 Primary Legislation, Statutory Orders, Government Guidance, funding structures and names referred to in the Chapter, are correct at 1st July 1995 but may be subject to change. Relevant amendments will be taken into account in considering proposals for development against Policies in the Plan, and in the review of the Plan.

8 SUPPORTING THE COMMUNITY

The Government's Planning Policy Guidance (PPGs) state:

The diversity of uses in town centres, and their accessibility to people living and working in the area, make an important contribution to their vitality and viability (Paragraph 2.11, PPG6 Town Centres and Retail Developments, June 1996).

Modern telecommunications are an essential and beneficial element in the life of the local community and in the national economy. Fast, reliable and cost-effective communications can attract business, help firms remain competitive, promote new methods of employment such as remote-working, and offer new choices in education, entertainment, shopping and banking (paragraphs 1 and 2, PPG8, Telecommunications, December 1992).

Renewable energy resources can usually only be developed where they occur, and each authority should consider the contribution their area can make to meeting need on a local, regional and national basis. Investment in renewable energy development can make an important contribution to the national economy, and can help meet our international commitments on limiting greenhouse gas emissions (paragraph 23, PPG22, Renewable Energy, February 1993).

- 8.0.1 There is a wide range of services and activities which have developed and exist to support and sustain individuals and communities throughout the Borough. In the same way that Shelter, Work, Recreation, and Movement are addressed, the Local Plan recognises the needs of the Borough in health and social services, education, shopping, energy and water supply, telecommunications, the breadth of activities and programmes which have been adopted to address special needs in the community, and community facilities themselves.
- 8.0.2 In examining the ways and means by which services are delivered within the community, the objectives of the Local Plan are:
1. **To enable a wide range of community services and activities to be provided, to consolidate and enhance the social wealth of the Borough.**
 2. **To ensure that community services and activities are accessible to all persons in the community.**
 3. **To provide a range of community services and activities which will attract visitors to the Borough.**
 4. **To meet the overall requirement for community services and activities in a manner which conserves or enhances the environmental wealth of the Borough.**
 5. **To recognise changes in the way that health care and supporting services are made available, and support their provision.**
 6. **To support the maintenance, improvement and community use of education facilities.**
 7. **To recognise changes in shopping and ensure that the vitality and viability of shopping facilities can be sustained and improved.**
 8. **To establish a framework within which the physical impact of mechanisms for the generation and supply of energy can be assessed.**
 9. **To support the water industry in undertaking improvements to sewage treatment works.**

10. To accommodate the requirements of the telecommunications industry.
11. To recognise the needs of people with limited mobility and promote an environment within which they are not disadvantaged.
12. To promote development in Berwick-upon-Tweed, to maintain the town's role as a sub-regional centre for housing, employment and the provision of services.
13. To encourage development in Belford, Seahouses and Wooler, to maintain their roles as secondary centres for housing, employment and the provision of services in the Borough.
14. To encourage the maintenance and development of community services and activities throughout the Borough, to maintain the viability of rural communities.

8.1 Health and Social Services

- 8.1.1 Berwick Infirmary is part of the Cheviot and Wansbeck NHS Trust. It is served by local general practitioners and visiting consultant staff, and provides local GP beds, medical, surgical and long stay wards and accident and emergency cover. In addition, there is a maternity unit. Investment in the hospital has recently provided improved accident and emergency wards. The Borough Council would wish to support further improvements to the hospital to maintain and improve standards, in response to advances in health provision nationally. The Policy, in accordance with Supporting the Community Objectives 1, 2, 4, 5 and 12, is:

POLICY C1

Extensions, alterations or improvements to Berwick Infirmary will be permitted provided that:

- i) it will not adversely affect the amenity of adjoining uses, land or the environment; and,
- ii) it accords with Policies elsewhere in the Plan.

- 8.1.2 There are six General Practices serving the Borough, including two health centres - at Belford and Seahouses. There are dental surgeries in Berwick-upon-Tweed, Belford, Seahouses and Wooler. The Council will support the maintenance and improvement of General Practice provision. The Policy in accordance with Supporting the Community Objectives 1, 2, 4, 5 and 12-14, is:

POLICY C2

The provision of new health care facilities, and the extension, alteration or improvement of existing surgeries and health centres, will be permitted provided that:

- i) it will not adversely affect the amenity of adjoining uses, land or the environment; and,
- ii) it accords with Policies elsewhere in the Plan.

- 8.1.3 Northumberland County Council provides Social Services in Northumberland and has an office in Berwick-upon-Tweed. Relocation of these offices is being sought within redevelopment of the town's bus station. Policy C30 refers.

8.2 Education

- 8.2.1 Northumberland County Council operates a tertiary education service based on a structure of First, Middle and High Schools. There are five First Schools in Berwick-upon-Tweed, and others at Seahouses, Holy Island, Cornhill-on-Tweed, Horncliffe, Norham, Belford, Branton, Chatton, Ford, Kirknewton, Milfield, Lowick, Wooler, Ellingham and Scremerston. There are two Middle Schools in Berwick-upon-Tweed and one each in Seahouses, Belford, and Wooler. The County High School in Berwick-upon-Tweed draws pupils from the northern

part of the Borough, including Belford and Wooler. The High School at Alnwick has a catchment area which extends into the southern part of the Borough. Northumberland College has an annexe at Berwick County High School. The Council will support the retention and improvement of these schools, and the Policy, consistent with Supporting the Community Objectives 1, 2, 4, 6 and 12-14, is:

POLICY C3

The retention and improvement of First, Middle and High School provision throughout the Borough will be supported, and Northumberland County Council will be encouraged to extend community access to, and use of, educational facilities.

- 8.2.2 The Borough Council is investigating the potential of extending Further Education provision and attracting a Higher Education establishment to the Borough. Northumberland College and Borders College have expressed interest in developing a base linked by telecommunications technology to their operations elsewhere on either side of the border. Berwick Quayside is considered to be an appropriate location in accordance with Policy W34. The potential of attracting a satellite campus for one of the Higher Education establishments will continue to be explored.

8.3 Shopping

- 8.3.1 Government guidance on shopping is provided in PPG6, Town Centres and Retail Development (June 1996).
- 8.3.2 Berwick-upon-Tweed is a key location for shopping in north Northumberland and the eastern Borders of Scotland. The Council estimates that, between 1974 and 1991, the amount of retail floorspace throughout the town increased from some 11,250m² to 28,200m².
- 8.3.3 Seahouses and Wooler provide a significant level of local shopping opportunities, and there has been an increase in the amount of retail floorspace in each settlement, to approximately 1,377m² and 1,456m² of shopping floorspace respectively, in 1991.
- 8.3.4 The continuing vitality and viability of these centres is important to the future economic and social welfare of the area and a major consideration of the Local Plan. However, it depends not only on good retailing, but on the range and quality of other activities and their accessibility to people living and working in the area.
- 8.3.5 Figure 11 in Revised PPG6 identifies the main indicators of vitality and viability in a town centre as: diversity of uses such as offices, shopping, other commercial, leisure, cultural and entertainment activities; Retailer representation and intentions to change representation, including street markets; shopping rents; Proportion of vacant street level property (although vacancies can arise even in the strongest town centre and this indicator must be used with care); Commercial yields on non-domestic property (i.e. the capital value in relation to the expected market rental); Pedestrian flows; Accessibility; Customer views and behaviour; Perception of safety and occurrence of crime; and the state of the town centre environmental quality. The Council is considering, with NTEC, the application of these factors to an assessment of the vitality and viability of Berwick town centre.
- 8.3.6 In considering new retail development, the revised guidance states that a sequential approach to selecting sites should be adopted. First preference should be for town centre sites, where suitable sites are available, followed by edge-of-centre sites, and only then by out-of-centre sites in locations that are, or can be made, accessible by a choice of means of transport. Policies in this respect are included for Berwick-upon-Tweed, Seahouses and Wooler in the relevant Landscape Area Sections of this Chapter. Elsewhere, the Council wishes to support the development of retailing in the Borough, including the extension, alteration and improvement of existing shops, and farm shops. The Policy, in accordance with Supporting the Community Objectives 1-4, 7 and 12-14, is:

POLICY C4

W8
M10
M11
M14
C8
C9
C16

I Policies should be read within
xt of the Framework Chapter

The development of new shopping floorspace, including the extension, alteration or improvement of existing shops, will be permitted provided that;

- i) it is not located in Seahouses including North Sunderland, Wooler or Berwick-upon-Tweed including Tweedmouth, Spittal or East Ord, where policies C18, C25 and C35 refer respectively;
- ii) it is located within the settlements of Bamburgh, Beadnell and Holy Island; Cornhill-on-Tweed, Horncliffe, Norham and Wark; Belford, Chatton, Crookham, Doddington, Etal, Ford and Milfield; and Ancroft, Bowsden, Branxton, Brownieside, Donaldson's Lodge, Duddo, Ellingham, Fenwick, Lowick, Lucker, Scremerston, Swinhoe and Warenford;
- iii) it is a local shop primarily serving a population within a convenient walking distance;
- iv) it will not adversely affect the amenity of adjoining uses, land or the environment; and,
- v) it accords with policies elsewhere in the Plan.

POLICY C5

The development of a new or the extension, alteration or improvement of an existing farm shop, will be permitted provided that;

- i) it will not adversely affect the amenity of surrounding land uses or the environment;
- ii) the proposal respects its relationship with existing adjoining buildings and uses, and the landscape;
- iii) a satisfactory means of vehicular access, parking and servicing can be obtained;
- iv) it will not significantly adversely affect the viability of nearby village shops;
- v) it would not generate a significant increased demand for travel by private motor vehicle; and,
- vi) it accords with Policies elsewhere in the Plan.

POLICY C6

The development of new shopping floorspace in the countryside, outside of the settlements identified in Policy C4 or a free standing farm steading in accordance with Policy C5, will not be permitted.

- 8.3.7 Village shops play a vital economic and social role in the rural areas maintaining villages as viable communities. Care is required when considering applications for the change of use of existing shops. If these services and facilities are lost, this can have an adverse affect on the community, particularly on those members who do not have access to a car. In considering planning applications that would result in the loss of a viable community service, the applicant will be required to provide evidence that the existing business has been made available at a realistic price, for a reasonable length of time on the open market, and that no reasonable offers have been refused.

POLICY C7

The change of use of buildings from village shops within Use Class A1 to C3 (dwellinghouses) of the Town and Country Planning (Use Classes Order 1987), will be permitted provided that;

- i) satisfactory provision has been made for the relocation of the activity to an alternative site, in accordance with Policy C4 or Policy C5; or
- ii) the developer can demonstrate clearly that there is insufficient demand for a shop to justify the continued use of the building for this purpose;
- iii) the site is suitable for its proposed use in terms of its relationship with neighbouring land or buildings; and,
- iv) it accords with policies elsewhere in the Plan.

- 8.3.8 The Council considers that the design and character of shopfronts and advertisements is also important in maintaining and enhancing the role of town and village centres. Throughout

the Borough, the character and appearance of buildings and spaces within which shopping activity is located is broadly of a high standard, and in Berwick town centre in particular, many individual buildings which incorporate shops are listed as being of Special Architectural or Historic Interest.

- 8.3.9 In response to the growth in retail activity which took place in the 1980s, the Council adopted a series of policies on shopfront design which have been used to determine applications for alterations to shops and advertisement consent in Berwick town centre. The objectives were: to retain traditional shopfronts; to retain and emphasise the vertical separation of buildings in shopping streets; to introduce consistency in the choice of colour and texture in the materials used throughout individual buildings; to encourage good design and the use of high quality materials in modern shopfronts; and, to improve the design of advertisements.
- 8.3.10 These Policies have helped to bring about a gradual improvement in the appearance of shopfronts throughout the town centre. In reviewing the policy framework, it is considered appropriate to extend the policies to cover the design and appearance of shopfronts and advertisements throughout the Borough; particular regard is required in Conservation Areas or in association with buildings listed as being of Special Architectural or Historic Interest. In accordance with Supporting the Community Objectives 3, 4, 7 and 12-14, the Policies are:

POLICY C8

Proposals for new shopfronts or alterations to existing shopfronts will be considered against the design criteria set out in Appendix B, The Design of Shopfronts.

- 8.3.11 Policy C9 on the display of advertisements is extended to include other commercial uses.

POLICY C9

Applications for the express consent for the display of advertisements on premises falling within Classes A1 (Shops), A2 (Financial and Professional Services), A3 (Food and Drink), C1 (Hotels) or D2 (Assembly and Leisure) of the Town and Country Planning (Use Classes) Order 1987, will be permitted provided that:

- i) where relevant it accords with Appendix B to the Local Plan, The Design of Shopfronts;**
- ii) the design and position of the advertisement accords with the scale of the building and the patterns and proportions of its architectural features; and,**
- iii) the design and position of any lighting accords with the scale of the building and the patterns and proportions of its architectural features.**

8.4 Energy Supply

- 8.4.1 The Borough has a history of coal extraction, particularly in its north-eastern corner. The Scremerston seam has been identified by the British Coal Opencast Executive as having reserves of coal which are likely to be capable of being won economically by open-cast methods. The Northumberland County Structure Plan and Minerals Local Plan, which is currently under preparation, form the development plan for the consideration of mineral applications. The Local Plan is a material consideration in determining any applications for mineral development.
- 8.4.2 The east coast high pressure gas pipeline, which transfers natural gas from the North Sea fields via terminals in north-east Scotland to the rest of the country, passes through the Borough. British Gas have identified the need for a compressor station in the Milfield Plain to maintain the flow of gas through the pipeline.
- 8.4.3 Overhead electricity lines are a feature in the landscape throughout the Borough and its settlements. Part of the national grid crosses north-south through the Borough from the Tweed Valley near Coldstream, through the Milfield Plain and southwards to Alnwick District alongside the boundary of the National Park. All but the most minor developments of electric lines require the consent of the Secretary of State, under section 37 of the Electricity Act 1989, and the local planning authority is consulted as part of this process. The Policy is;

POLICY C10

In considering proposals to alter or to reinforce existing overhead electricity supply lines, the Council will aim to minimise intrusion affecting the local landscape, and to avoid detrimental effects on the use and occupation of affected land, and on wildlife conservation and archaeological interests. Special care will be taken to prevent, or to minimise, the exposure of cables, masts or pylons against the sky as seen from public viewpoints. New overhead transmission lines will be endorsed only where no harm to the appearance of statutorily protected coastal or national park landscape is involved, and where other recognised areas of high conservation value and residential areas are as far as practicable avoided. Where such environmentally sensitive areas cannot be avoided, the Council will urge that consideration be given to the installation underground of relevant sections of the proposed line.

- 8.4.4 The Government, through ETSU for the Department of Trade and Industry, has established policies to stimulate the development of new and renewable energy sources wherever they have prospects of being economically attractive and environmentally acceptable, in order to contribute to: diverse, secure and sustainable energy supplies; a reduction in the emission of pollutants; and, encouragement of internationally competitive industries. Guidance has been published in PPG22, Renewable Energy (February 1993), together with technical annexes (all but one of which published later, in October 1994) which outline the main characteristics of different forms of renewable energy with the potential to be deployed in the United Kingdom on a significant scale: wind energy; waste combustion; hydro power; wood fuel; anaerobic digestion; landfill gas; and, active solar systems.
- 8.4.5 The Government's commitment to the generation of electricity from renewable energy sources has promoted interest in the development of wind farms in the Borough. The Kyles-Chillingham ridge has been the subject of particular investigation and there are currently two mast-mounted anemometers at Hepburn and Lyham Moors. It is possible, during the Local Plan period, that proposals for wood fuel, anaerobic digestion, active solar systems and hydro power may arise in the Borough. Arrangements are in hand to transfer the Borough's waste, which presently is tipped at landfill sites, to Tyneside for energy generating combustion. Therefore, the potential for combustion and landfill gas in the Borough is minimal. It should be noted that the amount of waste generated makes such operations less economic locally.
- 8.4.6 On-shore wind energy has emerged as one of the more promising renewable energy sources of electricity generation in the United Kingdom, which has one of the windiest climates in Europe, following experience in the USA, Denmark and the Netherlands where several thousands of wind turbines are already operating. Wind turbines proposed for development in the UK are generally rated at several hundred kilowatts, with a rotor diameter of 25-30 metres and a hub height of 30-35 metres, although the future trend is likely to be towards larger machines. Factors which may influence the size and number of turbines in a development include the physical nature of the site, and the capacity of the local electricity distribution network. Well-specified and well-designed wind farms should be located so that increases in ambient noise levels around noise sensitive developments are kept to acceptable levels. Noise levels from turbines are generally low and under most operating conditions, it is likely that turbine noise would be completely masked by wind-generated background noise.

POLICY C11

In considering development likely to have a material effect on wind speeds close to a wind farm, or permitted wind farm, delivering, or intended to deliver, power to a national distribution system, regard will be had to predicted effects of the development on the performance of the installation.

- 8.4.7 Wood fuel can be obtained from conventional forestry and short rotation coppicing: growing wood for fuel as an alternative farm crop, typically willow and poplar. Wood gives off carbon dioxide when burned but is regarded as "CO₂ neutral", because the carbon released on combustion is only that which was absorbed during tree growth. When it is used instead of

fossil fuels, a net reduction in carbon emissions is achieved. In the short term, the exploitation of this resource will be relatively small scale, i.e. supplying farms and individual buildings. Such plants will be small and may easily be incorporated into existing buildings. The following issues will be particularly relevant: visual intrusion, particularly the chimney stack; noise from engines, boilers, handling equipment and traffic; the local ecology; and traffic in the local road network.

- 8.4.8 Anaerobic digestion is a method of waste treatment that produces gas with a high methane content from organic materials such as sewage sludge and farm slurry. Consequently, it is likely to be located adjacent to waste treatment plants or intensive livestock farms. The methane can be used to produce heat, electricity, or a combination of the two. It has the benefit of using waste substances which are otherwise difficult to dispose of in an environmentally acceptable manner. The planning implications include siting, traffic and odour. Small digesters on farms can sometimes be accommodated within the existing complex of buildings. Similarly, sewage sludge digesters will often be unnoticeable amongst the existing array of tanks and ponds. Mitigating measures such as odour control systems may be required.
- 8.4.9 The development of systems for collecting and using solar energy raises a number of considerations which need to be taken into account: siting where they can collect the most energy from the sun; the need for a sufficient area of solar collector to produce the required heat output; and the potential effect on Listed Buildings or Conservation Areas. In certain cases planning permission will not be required and developers are advised to contact the Council.
- 8.4.10 Hydro-electric power generation is well-established in the United Kingdom and is perhaps the most well-known form of renewable energy. However, it is important that it is developed compatibly with other river uses.
- 8.4.11 Policies in respect of wind power and other, small scale, renewable energy projects are included in the Landscape Area Sections to this Chapter. Other than wind power, there has been minimal interest expressed in the development of renewable energy in the Borough. The following Policy identifies the means by which the Council will consider applications for major renewable energy projects other than wind power, should they come forward during the Local Plan Period, consistent with Supporting the Community Objectives 1, 4 and 8, and national policy:

POLICY C12

C20 **In assessing proposals for the development of renewable energy schemes, other than**
 C23 **wind power, designed to connect into the regional or national electricity supply**
 C26 **network, particular regard will be given to the following issues:**

- C27
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- i) within the Coastal Zone Policy C20 will apply;
 - ii) the immediate and wider impact on the landscape;
 - iii) the need to protect features and areas of heritage and nature conservation interest;
 - iv) the measures that would be taken, both during and after construction, to minimise impacts of the installation on the appearance of the area in general and on the users and occupiers of neighbouring land in particular; and,
 - v) the local and wider benefits that the proposal may bring, particularly in terms of reducing pollution.

All proposals will be balanced against Policies elsewhere in the Plan. In doing so it will be acknowledged that certain renewable energy sources can only be harnessed where the resource occurs.

8.5 The Water Industry

- 8.5.1 Policy F16 in Chapter 3 is concerned with new development and water. However, water and sewerage companies themselves are in the course of a major investment programme to comply with national and European law to: improve the quality of bathing waters; find

alternative disposal means for sewage sludge at present disposed of at sea; and improve the quality of drinking water. A major investment programme at Berwick sewage treatment works is nearing completion. Department of the Environment Circular 17/91 (November 1991) gives guidance on the planning implications of this programme.

- 8.5.2 The Circular requires local planning authorities to give sympathetic consideration to development proposals aimed at enhancing the treatment of sewage. In appropriate cases the applicant may have to demonstrate that there is a weighty national or local need for the development in the location concerned. If the location is controversial, measures to mitigate the adverse effects of the development will be required. The Policy, in accordance with Supporting the Community Objectives 1, 4 and 9, is:

POLICY C13

In considering the operational developments of water undertakings, special regard will be had to avoid adverse effects upon the use and occupation of adjoining land, and on the conservation of landscape or wildlife. Should such adverse effects be unavoidable, planning permission if granted maybe subject to conditions or appropriate binding agreements.

8.6 Telecommunications

- 8.6.1 Modern telecommunications are an essential and beneficial element in the life of the local community and in the national economy. Fast, reliable and cost-effective communications can attract business to an area and help firms remain competitive. It is equally important for broadcasting and for small businesses, and for new methods of employment, such as home-working. Good communications can enrich life at home and offer new choices in education and entertainment, in shopping and banking. Modern telecommunications can benefit the environment through reducing the need to travel, and hence reducing vehicle emissions of carbon dioxide and other pollutants.
- 8.6.2 Over the last few years there have been many changes in the telecommunications industry, as it has been opened up to wider competition under the Telecommunications Act 1984. Local planning authorities need to bear in mind the requirements imposed on telecommunications operators by the Act. Government guidance to the planning system is provided in PPG8 Telecommunications (December 1992).
- 8.6.3 Some minor operations or changes of use may not constitute development which requires planning permission, i.e. where they do not have a material effect on the external appearance of the building. Most conventional television aerials and their mountings or poles have long been treated in this way.
- 8.6.4 Similarly, much minor telecommunications development is permitted under the Town and Country Planning (General Permitted Development) Order 1995.
- 8.6.5 Part 24 of the Order covers the installation, alteration and replacement of "telecommunications apparatus" as defined in Schedule 2 of the 1984 Act, by licensed telecommunications code system operators. All types of apparatus required for the code operator's system may be installed in, on, over or under land, or altered or replaced, subject to a number of limits and conditions. The Council trusts that licensed operators are aware of these limitations and conditions.
- 8.6.6 Part 25 covers other telecommunications development and permits the installation, alteration or replacement of a microwave antenna and any structure intended for its support, again subject to limitations and conditions. Developers are recommended to contact the local planning authority for confirmation of whether planning permission is required. In all cases where planning permission is required for telecommunications development, other than for satellite dishes and in the Coastal Zone, the Policy, in accordance with Supporting the Community Objectives 1, 2, 4 and 10, is:

- POLICY C14**
- W7
C15 **The development of new telecommunications equipment will be permitted provided that:**
- i) it is sited and designed to minimise its impact on the landscape and amenity of adjoining uses, land and the environment;**
 - ii) it is not located in the Coastal Zone, in which case Policy C21 applies; and,**
 - iii) it accords with Policies elsewhere in the Plan, subject to the operational requirements of the telecommunications industry in terms of landform.**
- The use of an existing mast or tower, or other building where it will not adversely affect the external appearance of the building, will be encouraged.**

- 8.6.7 Part 1, Class H of the Town and Country Planning (General Permitted Development) Order 1995, covers the installation, alteration or replacement of a satellite antenna (satellite dish) on, or within the curtilage (the grounds), of a dwellinghouse. Such works are permitted provided that there is not more than one satellite dish on, or within the curtilage, of the house and, where it is not located within the Northumberland Coast Area of Outstanding Natural Beauty or a Conservation Area: the dimension of the dish does not exceed 45cm in any direction when installed on a chimney, and 90cm elsewhere; and it does not exceed the height of the chimney when installed on the chimney, or the height of the roof when installed on the roof. There are additional limitations within the Northumberland Coast AONB and Conservation Areas: the dish should not be located on a chimney, or on a building which exceeds 15 metres in height, or on a wall or roof slope which fronts a highway. In all cases where permitted development rights apply under Class H of Part 1, it is subject to the condition that the dish, as far as practicable, is sited so as to minimise its effect on the external appearance of the building; and it is removed as soon as reasonably practicable once it is no longer needed for the reception or transmission of microwave radio energy. When planning permission is required, the Policy, in accordance with Supporting the Community Objectives 1, 2, 4 and 10, will be:

- POLICY C15**
- W7
C14 **The installation, alteration or replacement of a satellite antenna, commonly referred to as a satellite dish, will be permitted provided that:**
- i) it will not adversely affect the amenity of adjoining uses, land or the environment;**
 - ii) it is sited on, or within the curtilage of the building, so as to minimise its effect on the external appearance of the building;**
 - iii) it shall be removed, as soon as reasonably practicable once it is no longer needed for the reception or transmission of television or radio signals; and,**
 - iv) it accords with Policies elsewhere in the Plan.**

8.7 Accessibility for Persons with Limited Mobility

- 8.7.1 The particular needs of people who are disadvantaged in their ability to enjoy or use their surroundings by limited personal mobility, and the means to alleviate or remove these disadvantages, are now major objectives in society. The geography, topography and built environments of the Borough present particular problems in achieving these objectives, but, during the lifetime of the Plan, it is recognised that further advances need to be made in improving access to both the natural and built environments of the Borough, for all members of the community. The Policy, in accordance with Supporting the Community Objectives 1, 2, 4 and 11, is:

POLICY C16

In considering the design, layout and landscaping of any development which disabled persons may be expected to use, regard will be had to the provision of access and facilities for the development including; gradients, circulation and door widths, flush thresholds, disabled toilets and parking, and tactile ground surfacing.

8.8 Community Facilities

8.8.1 The Borough has a comprehensive network of Village, Parish and Church Halls and Community Centres, which provide accommodation for meetings and recreational and social functions. In recognising the value of this network, the Council operates a scheme through which financial assistance can be made available to organisations seeking to improve facilities in halls. The maintenance or improvement of this network will be a vital component in sustaining community life, and, therefore, the Policy, in accordance with Supporting the Community Objectives 1, 2, 4 and 14, is:

POLICY C17

R2
R12 **The extension, alteration or improvement of existing Village, Parish and Church Halls and Community Centres, or the development of new facilities will be permitted provided that:**

- i) it will not adversely affect the amenity of adjoining uses, land or the environment; and,
- ii) it accords with Policies elsewhere in the Plan.

8.9 The Coastal Zone

8.9.1 The village of Seahouses contains the largest concentration of shopping floorspace in the coastal area. In 1991, the Council estimated that there was some 1,400m² of retail floorspace. There is also a weekly market. Elsewhere, there are individual shops at Bamburgh, Beadnell and Holy Island. It is acknowledged that tourism and day visits during the summer months make a significant contribution to shopping activity and sustain retail outlets through the winter months. Outside Seahouses and North Sunderland, retail development is covered by Policy C4. Within Seahouses and North Sunderland, the Policy, in accordance with Supporting the Community Objectives 1-4, 7 and 13 and paragraph 8.3.6, is:

POLICY C18

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C16 **Within the Coastal Zone in the villages of Seahouses and North Sunderland, the development of new shopping floorspace, including the extension, alteration or improvement of existing shops, will be permitted provided that:**

- i) it will not adversely affect the amenity of adjoining uses, land or the environment;
 - ii) it will not adversely affect the vitality and viability of Seahouses village centre;
 - iii) it accords with Policies elsewhere in the Plan; and,
- where the development is of a new shop:
- iv)(a) it is a local shop primarily serving a population within a convenient walking distance; or,
 - iv)(b) it is located within the existing village centre of Seahouses; or, if no suitable site is available, it is located at the edge of the village centre; and only if no suitable site is available in, or at the edge of, the village centre, it is located elsewhere within Seahouses and North Sunderland villages.

8.9.2 In Seahouses, the Council has exercised strict control over the development of a new amusement centre which would otherwise be detrimental to amenity and the provision of retailing in the village. This control will continue over the Local Plan period and be extended to other settlements in the Coastal Zone where, in respect of their character and function, the development of an amusement centre would be particularly intrusive. The Policy, in accordance with Supporting the Community Objectives 1 and 4, is:

POLICY C19

Within the Coastal Zone, the development of new amusement centres, the change of use of premises to amusement centres and the extension of existing amusement centres, will not be permitted.

8.9.3 In a similar vein, and not least because of the designation of the greater part of the Coastal Zone as an Area of Outstanding Natural Beauty and Heritage Coast, the coastal landscape and its wildlife habitats of international importance are considered to be an unsuitable location for the development of renewable energy projects, other than small scale projects designed to supply an individual or small group of consumers. The Policy, in accordance with Supporting the Community Objectives 1, 4 and 8, is:

POLICY C20

C12 **Within the Coastal Zone, the development of renewable energy projects, including wind farms, designed to connect to the regional or national electricity supply network, will not be permitted. In considering small scale renewable energy projects designed to supply individual premises or groups of premises, regard will be had;**

- i) **to their satisfactory integration into the landscape, or townscape;**
- ii) **to the avoidance of materially adverse effects, or cumulative effects, on the use and occupation of neighbouring land, or on its landscape or nature conservation interests; and,**
- iii) **it accords with Policies elsewhere in the Plan.**

8.9.4 The coastal landscape is also considered to be worthy of protection from the visual impact of telecommunication equipment, with the possible exception of installations which are required to aid marine navigation. The Policy, in accordance with Supporting the Community Objectives 1, 4 and 10, is:

POLICY C21

W7
C15 **Within the coastal zone the development of new telecommunication equipment will be permitted provided that;**

- i) **it can be demonstrated, that a coastal location is essential for the proper operation of the facility;**
- ii) **the siting and design of the installation takes into account the character and appearance of the coastal landscape;**
- iii) **it can be demonstrated that the attachment of the required antenna(e) to an existing mast or tower, or to a building whose appearance would not thereby be affected unacceptably, is not reasonably practicable; and,**
- iv) **it accords with Policies elsewhere in the Plan.**

8.9.5 The Borough's coastline is largely soft in form and its beaches and dunelands are subject to constant erosion and renewal by natural processes. Within the Coastal Zone, settlements are not generally susceptible to incursion by the sea. However, a sea defence scheme has been completed at Seahouses and there are other small areas where defence work is considered appropriate. The Policy, in accordance with Supporting the Community Objectives 1, 4, 12 and 13 is:

POLICY C22

Within the Coastal Zone at Holy Island and the seafront at Spittal, the design, character and materials incorporated into coastal defence schemes should take into account the character and appearance of the immediate coastal landscape. Development will be permitted provided that it accords with Policies elsewhere in the Plan. Priority will be given to soft engineering solutions wherever practicable.

8.10 Tweed Valley Area of High Landscape Value

8.10.1 There are individual shops in Norham and Cornhill-on-Tweed, but no significant concentrations of retail floorspace. People rely on Berwick-upon-Tweed, Coldstream and Kelso, as well as destinations further afield, to meet their shopping requirements. Policy C4 refers.

8.10.2 The central area of the village of Norham is particularly adversely affected by overhead electricity supply lines and telephone lines, and the Council is actively seeking funding to

undertake work to underground these lines. The proposal, in accordance with Supporting the Community Objectives 1 and 4, is:

PROPOSAL 22

Within the lifetime of the Local Plan, Berwick-upon-Tweed Borough Council will aim to establish a partnership programme, with Scottish Power, BT, the Rural Development Commission and others, whereby the overhead electricity supply and telephone lines in the centre of Norham will be replaced by underground cables.

- 8.10.3 The intrinsic character of the Tweed Valley Area of High Landscape Value, which is largely enclosed but includes the dominant feature of Halidon Hill, is such that it may be an unsuitable location for the development of wind farms. The Policy, in accordance with Supporting the Community Objectives 1, 4 and 8, is:

POLICY C23

C12 **Within the Tweed Valley Area of High Landscape Value, proposals for the development of windfarms designed to connect into the regional or national electricity supply network will be considered. Particular regard will be given to the following issues:**

- i) **the requirement for an Environmental Statement under any current Regulations;**
- ii) **the local wider and cumulative impacts on the landscape;**
- iii) **the need to protect features and areas of heritage and nature conservation interest;**
- iv) **levels and effects of noise, shadow flicker and electromagnetic interference;**
- v) **the measures that would be taken, both during and after construction, to minimise the impact of the development on adjoining land uses and residential amenity; and,**
- vi) **the local and wider impacts of the development, including safety, employment, tourism, education and levels of pollution.**
- vii) **All proposals will be balanced against Policies elsewhere in the Plan. In doing so it will be acknowledged that wind energy can only be harnessed commercially where the annual mean wind speed is sufficiently high.**

- 8.10.4 The Borough Council considers that the scale and character of the landscape is such that it would be able to accommodate the development of sensitively sited small scale renewable energy projects designed to supply an individual farmstead and related dwellings, or other business. The Policy, in accordance with Supporting the Community Objectives 1, 4 and 8, is:

POLICY C24

Within the Tweed Valley Area of High Landscape Value in considering small scale renewable energy projects designed to supply individual premises or groups of premises, regard will be had;

- i) **to their satisfactory integration into the landscape, or townscape;**
- ii) **to the avoidance of materially adverse effects, or cumulative effects, on the use and occupation of neighbouring land, or on its landscape or wildlife interest; and,**
- iii) **it accords with Policies elsewhere in the Plan.**

8.11 Kylee Hills and Glendale Area of High Landscape Value

- 8.11.1 Wooler and, to a lesser extent, Belford, support significant levels of shopping facilities for local needs, supported by tourism particularly in the summer months. Elsewhere, there are individual shops at Chatton, Etal, Ford and Milfield. With the exception of Wooler, retail development is covered by Policy C4. Within Wooler, the Policy, in accordance with Supporting the Community Objectives 1-4, 7 and 13 and paragraph 8.3.6, is:

POLICY C25

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Local Policies should be read within
text of the Framework Chapter

Within the Kylee Hills and Glendale Area of High Landscape Value in the village of Wooler, the development of new shopping floorspace, including the extension, alteration or improvement of existing shops, will be permitted provided that:

- i) it will not adversely affect the amenity of adjoining uses, land or the environment;
 - ii) it will not adversely affect the vitality and viability of the village centre;
 - iii) it accords with Policies elsewhere in the Plan; and,
- where the development is of a new shop:
- iv)(a) it is a local shop primarily serving a population within a convenient walking distance; or,
 - iv)(b) it is located within the existing village centre of Wooler; or if no suitable site is available, it is located at the edge of the village centre; and only if no suitable site is available in, or at the edge of, the village centre, it is located elsewhere within Wooler village.

- 8.11.2 The Kylee-Chillingham ridge has been the subject of two planning applications to erect equipment to measure windspeeds and is clearly an area within which the development of a wind farm may be technically and economically viable. The ridge is an important and definitive landscape feature, the visual impact of which extends beyond the Kylee Hills and Glendale Area of High Landscape Value into the Northumberland National Park, Coastal Zone and other landscape areas. There may be sites within which the development of a wind farm can be assimilated into the wider landscape, and the Council is willing to explore this possibility with potential developers. Therefore, in accordance with Supporting the Community Objectives 1, 4 and 8, the Policy is:

POLICY C26

C12
C27

Within the Kylee Hills and Glendale Area of High Landscape Value, proposals for the development of windfarms designed to connect into the regional or national electricity supply network will be considered. Particular regard will be given to the following issues:

- i) the requirement for an Environmental Statement under any current Regulations;
- ii) the local wider and cumulative impacts on the landscape;
- iii) the need to protect features and areas of heritage and nature conservation interest;
- iv) levels and effects of noise, shadow flicker and electromagnetic interference;
- v) the measures that would be taken, both during and after construction, to minimise the impact of the development on adjoining land uses and residential amenity; and,
- vi) the local and wider impacts of the development, including safety, employment, tourism, education and levels of pollution.
- vii) All proposals will be balanced against Policies elsewhere in the Plan. In doing so it will be acknowledged that wind energy can only be harnessed commercially where the annual mean wind speed is sufficiently high.

- 8.11.3 The Borough Council considers that the scale and character of the landscape is such that it would be able to accommodate the development of sensitively sited small scale renewable energy projects designed to supply an individual farmstead and related dwellings, or other business. The Policy, in accordance with Supporting the Community Objectives 1, 4 and 8, is:

POLICY C27

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C26

Within the Kylee Hills and Glendale Area of High Landscape Value in considering small scale renewable energy projects designed to supply individual premises or groups of premises, regard will be had;

- i) to their satisfactory integration into the landscape, or townscape;

- ii) to the avoidance of materially adverse effects, or cumulative effects, on the use and occupation of neighbouring land, or on its landscape or nature conservation interests; and,
- iii) it accords with Policies elsewhere in the Plan.

8.12 The Intermediate Areas of Landscape Value

- 8.12.1 Within the Intermediate Areas of Landscape Value, shopping provision is extremely sparse and there is a considerable reliance upon Berwick-upon-Tweed, Alnwick, Coldstream and Kelso and - to a lesser degree Belford, Seahouses and Wooler - for shopping needs. Only Lowick village supports more than one shop. Most settlements support no shopping facilities. Nevertheless, the Council will support the provision of new local shopping. Policy C4 refers.
- 8.12.2 South of Berwick-upon-Tweed, the intermediate landscape areas include substantial areas where the British Coal Opencast Executive has identified reserves of coal which it believes can be worked by opencast methods. Northumberland County Council is currently preparing a minerals Local Plan for the County.
- 8.12.3 There may be some interest in the development of renewable energy projects in the area, particularly wind farms. The open nature of the landscape means that development may have a considerable visual impact over a wide area. There may be sites within which the development of a wind farm can be assimilated into the wider landscape, and the Borough Council is willing to explore this possibility with potential developers. Therefore, in accordance with Supporting the Community Objectives 1, 4, 8 and 14, the Policy is:

POLICY C28

C12
C29

Within the Intermediate Areas of Landscape value, proposals for the development of windfarms designed to connect into the regional or national electricity supply network will be considered. Particular regard will be given to the following issues:

- i) the requirement for an Environmental Statement under any current Regulations;
- ii) the local wider and cumulative impacts on the landscape;
- iii) the need to protect features and areas of heritage and nature conservation interest;
- iv) levels and effects of noise, shadow flicker and electromagnetic interference;
- v) the measures that would be taken, both during and after construction, to minimise the impact of the development on adjoining land uses and residential amenity; and,
- vi) the local and wider impacts of the development, including safety, employment, tourism, education and levels of pollution.
- vii) **All proposals will be balanced against Policies elsewhere in the Plan. In doing so it will be acknowledged that wind energy can only be harnessed commercially where the annual mean wind speed is sufficiently high.**

- 8.12.4 The Council considers that the scale and character of the landscape is such that it would be able to accommodate the development of sensitively sited small scale renewable energy projects designed to supply an individual farm steading and related dwellings, or other business. The Policy, in accordance with Supporting the Community Objectives 1, 4 and 8, is:

POLICY C29

C12
C28

Within the Intermediate Area of Landscape Value, in considering small scale renewable energy projects designed to supply individual premises or groups of premises, regard will be had;

- i) to their satisfactory integration into the landscape, or townscape;
- ii) to the avoidance of materially adverse effects, or cumulative effects, on the use and occupation of neighbouring land, or on its landscape or nature conservation interests; and,

iii) it accords with Policies elsewhere in the Plan.

8.13 Berwick-upon-Tweed

- 8.13.1 The Berwick-upon-Tweed Town District Plan designated 1.25 hectares of land at Hiveacres Farm for the provision of a new First School to serve the south-west area of the town. This designation recognised the planned growth of new housing in the area and the need to provide land for a First School in a location which was accessible to an emerging concentration of population. The Local Plan carries forward the majority of the sites designated for housing development in the District Plan. The demand for first school places generated by new residential development in the plan period can be accommodated by existing provision. However it is acknowledged that further housing development is likely to occur within this area beyond the plan period and will necessitate the provision of a new first school to meet the needs of the community within this area.
- 8.13.2 As well as furthering a strategic role in housing and employment, the town of Berwick-upon-Tweed provides a wide range of services for a large number of communities in north Northumberland and the eastern borders of Scotland. The town as a whole, has experienced considerable growth in shopping provision. Between 1974 and 1991, the amount of floorspace for convenience goods shopping principally food and drink, has increased from 2,600m² to almost 9,500m². Comparison goods shopping floorspace has increased over the same period from 8,700m² to 18,700m². This development is directly attributable to expenditure generated by a catchment area population for shopping which extends far beyond Berwick town, the impact of tourism and shifting patterns in the nature of retailing itself.
- 8.13.3 The Council has responded by acknowledging the environmental constraints which determine the scale, pattern and nature of shopping in Berwick town centre and the limits to new development, and allowed the construction of new supermarkets and retail warehouses in locations outside the town centre. The functions of town centre shopping and the nature of out-of-centre retailing are considered to be interdependent and complementary.
- 8.13.4 In Berwick town centre, the Council considers that conservation policies which acknowledge the importance of the historic fabric within the town walls, establish a framework against which there is only one opportunity for the comprehensive development of new shopping facilities: the bus station and depot between Marygate, Walkergate and Chapel Street. In recognition of the importance of the site, and to encourage its development in a manner which will make a positive contribution to the town centre, a Development Brief has been prepared. The Development Guidelines set out in the Brief form the basis of the Council's Policy for redevelopment of the site, in accordance with Supporting the Community Objectives 1-4, 7 and 14, is:

POLICY C30

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Within the town of Berwick-upon-Tweed, 0.5 hectares between 80 and 90 Marygate and extending at the rear to Walkergate and Chapel Street is allocated for development comprising waiting and transfer facilities for 4 standard and (unless the council agrees otherwise) 4 minibuses and, at street level, public conveniences, shops (Use Class A1), financial and professional services provided principally to visiting members of the public (Class A2), food and drink sales premises (Class A3) and, (elsewhere than on the Marygate frontage) premises for assembly and leisure (Class D2); and additionally (at any higher level) business uses (Class B1), non-residential institutions (Class D1) and/or dwellings (Class C3). In considering proposals, regard will be had;

- i) to the vehicular capacity of the junction of Marygate and Walkergate to cater for the anticipated traffic flows at least throughout the plan period; and,
- ii) to the provision of a convenient route for pedestrians, free of steps, between Marygate, and Chapel Street at the rear, and to its alignment so that it links with any proposed continuation on the north east of Chapel Street of which the Council has given notice to an applicant before approving detailed proposals.

- 8.13.5 It has been a long-standing policy of the Council to resist the change of use of ground floor premises in Marygate to office uses including Classes A2 and B1 of the Town and Country Planning (Use Classes) Order 1987. The Council considers that the vibrancy, vitality and viability of Marygate as the primary shopping street within the town centre should be sustained and, therefore, in accordance with Supporting the Community Objective 1-4, 7 and 12, the Policy is:

POLICY C31

- C8
C9 **Within the town of Berwick-upon-Tweed, to the south-east of the junction with Golden Square, the function of Marygate as the primary shopping area within the town centre will be sustained. The change of use of ground floor premises fronting Marygate from Classes A1 (Shops) and A3 (Food and Drink) to Classes A2 (Financial and Professional Services) and B1 (Business) within the Town and Country Planning (Use Classes) Order 1987, will not be permitted.**

- 8.13.6 In Berwick-upon-Tweed town centre, and in Marygate in particular, pressures to maximise retail floorspace and frontages at ground floor level and problems associated with separate tenancies of upper floors, particularly residential tenancies, have combined - as in other town centres throughout the country - to squeeze out upper floor uses. In many towns and cities, the result has been that town centres become almost deserted at night. This has been of less significance in Berwick because of the proximity of traditional residential areas such as Ravensdowne, and the active role played by the Council and others - including the Berwick Preservation Trust - in restoring buildings and upper storeys for residential use. In addition, a number of gap sites have been infilled with housing.

- 8.13.7 Nevertheless, Marygate retains a high proportion of vacant and under-utilised upper floorspace which is detrimental to the streetscape and the vitality of the town centre, and is inefficient in terms of the use of resources; housing, which otherwise, would need to be provided through new-build, often on greenfield sites on the edge of town, can be provided within existing buildings and be conveniently located within the town centre. Therefore, the Policy, in accordance with Supporting the Community Objective 12, is:

POLICY C32

- S28 **Within the town of Berwick-upon-Tweed, development which would inhibit the independent use of the upper floors of commercial premises within the town centre, will not be permitted except where it can be demonstrated that the use of the upper floors is required by the ground floor user to the extent that the floorspace will not be severely under-utilised.**

- 8.13.8 It is the objective of the Council to create a new town square at Eastern Lane, between the Maltings Arts Centre, Eastern Lane and the rear of properties in Marygate and Hide Hill. The development of the Arts Centre, and the conversion of the Eastern Lane Granary to housing, have shown the way forward, but a number of matters remain to be overcome, not least the fragmented ownership and arrangement of parking which extends throughout the greater part of the central space. Policy M39 refers.

- 8.13.9 In 1992 a planning application was approved for the alteration and extension of premises at 26-28 Hide Hill which, if developed, would result in a new three storey residential frontage and fill in the remaining gap around the southern half of the car park, between the rear of Barclays Bank at 22-24 Hide Hill and premises opposite at 12-14 Eastern Lane. This would leave the gap sites to the rear of 20 Hide Hill and 39-51 Marygate, and land to the rear of properties between 15-23 Marygate and Eastern Lane, requiring further consideration.

- 8.13.10 The Council considers that redevelopment of the gap sites is an urgent priority. A variety of uses including retailing, services, offices, tourism activities including workshops, and residential uses, would be appropriate.

POLICY C33

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Policies should be read within
of the Framework Chapter

Within the town of Berwick-upon-Tweed, the development of land at Eastern Lane, to the rear of 39-51 Marygate and adjacent to Eastern Lane Car Park to the rear of 20 Hide Hill, incorporating uses falling within Classes A1 (Shops), A2 (Financial and Professional Services), A3 (Food and Drink), B1 (Business), C1 (Hotels), C3 (Dwelling houses), D1 (Non-residential institutions) and D2 (Assembly and Leisure), of the Town and Country Planning (use Classes) Order 1987, will be permitted provided that:

- i) it will not adversely affect the amenity of adjoining uses, land or the environment;
- ii) the design of the development is co-ordinated with the treatment of the spaces in the Eastern Lane area proposed under policy M39; and,
- iii) it accords with Policies elsewhere in the Plan.

8.13.11 In the event that redevelopment of the bus station and depot is implemented in accordance with the provisions of Policy C30, and the library and social services offices are relocated from their present site at Church Street, the Council considers that the buildings fronting Church Street formerly used as a school and vicarage should be retained and incorporated within the future use of the site. In considering new uses it is noted that the potential exists to form a new vehicular access from the car park in Chapel Street. The Policy, in accordance with Supporting the Community Objectives 1-4 and 12, is:

POLICY C34

M10
M11
M12
M13
M14
C8
C9
C16

Within the town of Berwick-upon-Tweed, the development of land and buildings at Church Street, between 57 Church Street and the Masonic Hall, incorporating uses falling within Classes A2 (Financial and Professional Services), B1 (Business), C1 (Hotels), C2 (Residential institutions), C3 (Dwellinghouses), D1 (Non-residential institutions) and/or D2 (Assembly and Leisure), of the Town and Country Planning (Use Classes) Order 1987, will be permitted provided that:

- i) satisfactory alternative provision is made for the current library and social services office uses;
- ii) the buildings within the site fronting Church Street will be retained and incorporated within the new use of the site;
- iii) it will not adversely affect the amenity of adjoining uses, land or the environment;
- iv) where practicable regard is had to the provision of a convenient route for pedestrians, free of steps, between Church Street and the rear boundary of the site and to its alignment so that it links with any proposed continuation south west of Chapel Street of which the Council have given notice to an applicant before approving detailed proposals; and,
- v) it accords with Policies elsewhere in the Plan.

8.13.12 Elsewhere in the town, retail development has taken place in recent years at Northumberland Road, Tweedmouth and North Road, Berwick. Further retail development will be considered against the following Policy, in accordance with Supporting the Community Objectives 1, 4, 7 and 12, and paragraph 8.3.6.

POLICY C35

M10
M11
M14
C8
C9
C16

Within the town of Berwick-upon-Tweed, the development of new shopping floorspace, including the extension, alteration or improvement of existing shops, will be permitted provided that:

- i) it will not adversely affect the amenity of adjoining uses, land or the environment;
 - ii) it will not adversely affect the vitality and viability of Berwick town centre;
 - iii) it accords with Policies elsewhere in the Plan; and,
- where the development is of a new shop:
- iv)(a) it is a local shop primarily serving a population within a convenient walking distance; or,
 - iv)(b) it is located within the existing town centre of Berwick; or, if no suitable site is available, it is located at the edge of the town centre; and only if no suitable site

is available in, or at the edge of, the town centre, it is located elsewhere within the town of Berwick-upon-Tweed.

- 8.13.13 With the likely exception of wind power generation, the development of other small scale renewable energy projects to serve an individual household or business may be satisfactorily accommodated at locations in the town. The Policy, in accordance with Supporting the Community Objectives 1, 4, 8 and 12, is:

POLICY C36

- C12 **In the town of Berwick-upon-Tweed, in considering small scale renewable energy projects designed to supply individual premises or groups of premises, regard will be had;**

- i) to their satisfactory integration into the landscape, or townscape;**
- ii) to the avoidance of materially adverse effects, or cumulative effects, on the use and occupation of neighbouring land, or on its landscape or nature conservation interests; and,**
- iii) it accords with Policies elsewhere in the Plan.**

8.14 Implementation of the Supporting the Community Chapter

- 8.14.1 Responsibility for the implementation of the Supporting the Community Chapter does not rest solely with the Council, although the Development Control process will be the regulatory mechanism. In this respect, the Policies will be continually monitored to ensure that they are relevant, useful and effective, for the Council's Officers and Development Committee, and assessed against the Objectives of the Chapter and the Local Plan Strategy. Consistency in interpretation and implementation will be a critical aspect, for developers, the wider community, the Council, and Inspectors appointed by the Secretary of State in respect of any Appeals which arise. Where development is carried out which requires, but is without, planning permission, or is contrary to any planning permission which has been granted, enforcement action will be taken or retrospective planning approval will be required to rectify the position, in accordance with the provisions of the Town and Country Planning Act 1990.
- 8.14.2 The delivery of Health and Social Services and investment in Education is outwith the control of the Council, the Local Plan Policies give support and encouragement to Health Authorities, Trusts and Northumberland County Council - the Local Education Authority - in securing new facilities or improving existing establishments.
- 8.14.3 The future vitality and viability of Berwick town centre and the delivery of retailing and other services in villages throughout the Borough, particularly Belford, Seahouses and Wooler, will depend largely on the activities of the private sector. The Council will endeavour to provide support wherever practicable, including the implementation of the environmental improvement and traffic management Policies detailed in Chapter 7. The appointment of a Town Centre Manager would require private and public sector funding.

**APPENDIX A
Car Parking Spaces per Dwelling**

		IN CURTILAGE			COMMUAL		
		Column A	Column B		Column A	Column B	
			Max	Min		Max	Min
General Purpose	1/2 Beds	2	1	0	1.5	0.75	0
	3/4 Beds	3	2	0	2.5	1	0
	4+ Beds	4	3	1	3	2	1
Aged Persons Non Sheltered		1	1	0	1	0.5	0

On shared surface developments additional on-street visitor parking will be require:-
1 additional car space per 5 dwellings (1/5). This requirement will be reduced to 1/7 and 1/10 where Column B applies. Such spaces shall be distributed uniformly throughout the shared surface.

Other Development

		Column A	Column B	
			Maximum	Minimum
Aged Persons Sheltered	Warden	1	1	0
	Resident Staff	1/1 Staff	1/2 Staff	0
	Residents	1/4 Residents	1/6 Residents	0
	Visitors	1/4 Residents		0
Residential/Care Homes	Staff	1/1 Staff peak levels	1 + 1/2 Staff	1 + 1/4 Staff
	Residents	1/4 Bedrooms	1/8 Bedrooms	0
	Visitors	1/4 Bedrooms	1/8 Bedrooms	0
	Operational	50m ² min	50m ² min	0
Day Care	Staff	1/1 Staff	1/2 Staff	1/4 Staff
	Patients	1/10 Patients	1/20 Patients	1/40 Patients
	Operational	50m ² min	50m ² min	0
Places of Worship		1 + 1/10 seats (min 10)	1 + 1/25 Seats (min 5)	1 + 1/100 Seats (min 2)
	Operational	50m ² min	50m ² min	50m ² min
Assembly Halls	Staff	1/2 Staff	1/5 Staff	0
	Visitors	1/5m ²	1/20m ²	0
	Operational	50m ² min	50m ² min	50m ² min
Hospitals	Staff	1/3 Beds	1/5 Beds	1/10
	Out Patients	1/3 Beds	1/5 Beds	1/10 Beds
	Visitors	1/3 Beds	1/10 Beds	1/25 Beds
	Operational	200m ² min + 100m ² per 1000m ² floorspace	200m ² min	200m ² min
Clinics and Surgeries	Medical Staff	1/1	1/1	1/1
	Admin Staff	1/3	1/5	0
	Patients – (Appointments)	4/Consulting Rooms	2/Consulting Rooms	1/Consulting Room
	Operational	50m ² min	50m ² min	50m ² min
Restaurants	Staff	1/3 Staff	1/5 Staff	0
	Customers	1/5m ²	1/10m ²	0
	Bar	1/2.5m ²	1/5m ²	0
	Operational	50m ² min	50m ² min	50m ² min
Public House (if there are rooms to let or function rooms consider as a hotel)	Staff	1/3 Staff	1/5 Staff	0
	Customers	1/2.5m ²	1/5m ²	0
	Operational	50m ² min	50m ² min	50m ² min

		Column A	Column B	
			Maximum	Minimum
Libraries	Staff Customers Operational	1/2 Staff 1/30m ² 50m ² min	1/3 Staff 1/50m ² 50m ² min	0 0 50m ² min
Offices	Staff Visitors Operational	1/30m ² gross 1/150m ² gross 50m ² min	1/50m ² gross 1/300m ² gross 50m ² min	0 0 50m ² min
Warehousing	Staff Operational (up to 500 m ²) Operational (500m ² +)	1/50m ² gross 150m ² +100m ² per 1000m ²	1/75m ² gross 100m ² +70m ² per 1000m ²	0 70m ² min +50m ² per 1000m ²
Car Repairs	Staff Customers Operational	1/40m ² gross 3/50m ² service area 50m ² min	1/50m ² gross 3/50m ² service area 50m ² min	1/75m ² gross 3/50m ² service area 50m ² min
Car Sales	Staff Sales Customers Operational	1/40m ² gross 1/200m ² display area 50m ² min	1/50m ² gross 1/240m ² display area 50m ² min	1/75m ² gross 1/400m ² display area 50m ² min
Shops (up to 1000m²)	Staff Customers Operational	1/100m ² gross 1/20m ² gross 150m ²	1/150m ² gross 1/30m ² gross 100m ²	0 0 50m ²
Supermarkets (above 1000 m²)	Staff Customers Operational	1/100m ² gross 8/100m ² gross 600m ²	1/50m ² gross 8/100m ² gross 600m ²	1/200m ² 8/100m ² gross 600m ²
Non Food Retail (above 1000 m²)	Staff Customers Operational	1/100m ² gross 4/100m ² gross 600m ²	1/200m ² gross 4/100m ² gross 600m ²	1/400m ² gross 4/100m ² gross 600m ²

At Schools and playgroups it is essential to provide space for parents and contract buses to set down/pick up pupils/students. The visitor provision shown below includes and allowance for this facility.

		Column A	Column B	
			Maximum	Minimum
Nursery Schools/ Playgroups	Staff Visitors Operational	1/1 Staff 1/5 Children 50m ² min	1/1.5 Staff 1/10 Children 50m ² min	1/2 Staff 1/20 Children 50m ² min
First Schools	Teachers Visitors Operational	1/1 Teachers 1/5 Pupils 50m ² min	1/1 Teachers 1/10 Pupils 50m ² min	1/1 Teachers 1/20 Pupils 50m ² min
Middle Schools	Teachers Visitors Operational	1/1 Teachers 1/10 Pupils 50m ² min	1/1 Teachers 1/20 Pupils 50m ² min	1/1 Teachers 1/30 Pupils 50m ² min
High Schools	Teachers Staff Students/Visitors Operational	1/1 Teachers 1/3 Staff 1/20 Students 50m ² min	1/2 Teachers 1/5 Staff 1/40 Students 50m ² min	1/4 Teachers 1/10 Staff 1/100 Students 50m ² min
College	Lecturers Staff Students Visitors Operational	1/1 Lecturers 1/3 Staff 1/5 Students 50m ² min	1/2 Lecturers 1/5 Staff 1/10 Students 50m ² min	1/4 Lecturers 1/10 Staff 1/20 Students 50m ² min

APPENDIX B

The Design of Shopfronts

Proposals for new shopfronts or the replacement of existing shopfronts will be considered against the following criteria:

- i) Shopfronts which incorporate Georgian, Victorian or Edwardian features in their entirety will be retained.
- ii) Existing features of shopfront design dating from the Georgian, Victorian or Edwardian eras, such as pilasters, brackets, cornices and timber fascias, will be retained and incorporated in new shopfront designs. Where significant traditional features remain, the proposed shopfront will take into account the use of materials to match these features and the design will reflect their character.
- iii) Where redevelopment of the ground floor of a building dating from before 1945 is proposed, including the installation of a new shopfront and signing, and criterion i) does not apply, account will be taken of:
 - iii(a) the need to retain or re-emphasise the individual character of buildings within the townscape. Development which incorporates design elements extending across the full width of the ground floor frontage will be resisted. The vertical separation of individual buildings will be emphasised by the extension of the existing materials of the facade of the building to ground floor levels. Proposals for development across the ground floor frontage of more than one building will take into account the individual character of the buildings concerned, and express this individuality in the design of the shopfront;
 - iii(b) the use of materials. Materials which are not sympathetic to the texture and colour of the building will be resisted;
 - iii(c) consistency in the use of facing materials at ground floor level where individual buildings are sub-divided; and,
 - iii(d) subject also to criterion ii) and where due account is taken of the scale and proportions of the building, a new shopfront which is modern in design will be considered within the context of the retailing activity and particular requirements of lights, display and accessibility.
- iv) Where redevelopment of the ground floor of a building dating from after 1945 is proposed and a new shopfront is to be installed, account will be taken of the choice of facing materials. Where an individual proposal forms part of a larger building, there will be a consistency in the use of facing material across the ground floor frontage, and it will complement the existing external fabric of the building at first floor level. The use of materials which are not sympathetic to the texture and colour of the building will be resisted.
- v) Where a replacement shopfront is proposed and the height of the existing shopfront is disproportionate within the overall scale of the building, the opportunity will be taken to lower the fascia, or the shopfront in general, to re-establish a more sympathetic relationship between the ground floor and upper floors.
- vi) The shop front will not incorporate a solid shutter mounted either internally or externally, which when lowered will significantly obscure the view through the shop window or the appearance of the shopfront.
- vii) The shopfront will not incorporate an external canopy, although traditional retractable blinds will be permitted.

GLOSSARY

Advertisements are controlled by the Town and Country Planning (Control of Advertisements) Regulations 1992.

Affordable Housing is that built for sale or rent at the lowest end of the housing market prices, or if subsidised, below the market price. Mechanisms to retain housing for local affordable housing needs will be considered.

Amenity is the pleasant or normally satisfactory aspects of a location or neighbourhood which contributes to its enjoyment by residents and visitors.

Amusement Centres includes such activities as bingo halls and clubs, prize bingo centres, amusements-with-prize machines, for example fruit machines, and amusement-only machines such as pin tables and video games.

Areas of High Landscape Value are those areas within the Borough outside the national landscape designations, which the Borough Council on conducting an assessment of the landscape believes to be of particular landscape value.

Areas of Outstanding Natural Beauty (AONB) are designated by the Countryside Commission under the National Parks and Access to the Countryside Act 1949. Their primary purpose is the conservation and enhancement of natural beauty. In pursuing the primary purpose of designation, account should be taken of the needs of agriculture, forestry, other rural industries and the economic and social needs of local communities. Particular regard should be paid to promoting sustainable forms of social and economic development, which in themselves conserve and enhance the environment. Recreation is not an objective of designation, but the demand for recreation should be met so far as this is consistent with the conservation of natural beauty and the needs of agriculture, forestry and other uses.

Berwick-upon-Tweed Draft Town Centre District Plan is an unadopted Local Plan published by the Borough Council in 1979.

Berwick-upon-Tweed Town District Plan is an adopted Local Plan approved by the Secretary of State for the Environment, 4th February 1988.

Caravan means any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted, but does not include;

- (a) any railway rolling stock which is for the time being on rails forming part of a railway system; or,
- (b) any tent.

Caravan site means land of which a caravan is stationed for the purposes of human habitation and land which is used in conjunction with land on which a caravan is stationed.

Chalet means a building, normally constructed in timber, suitable generally as holiday accommodation rather than as a permanent residence due to the lack of amenities incidental to the enjoyment of a dwelling.

Circulars are guidance issued by a Government Department, usually, but not always, in support of a Statutory Instrument.

Conservation Areas are areas designated by the Local Planning Authority which are considered of special architectural or historic interest the character of which it is desirable to preserve or enhance.

Development means the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of a material change of use of any building or other land.

Heritage Coasts are identified by the Countryside Commission to focus attention on the management of the finest stretches of undeveloped coast where the needs of conservation, pressures of recreation and problems of pollution need to be considered in a co-ordinated way.

Highways Authority refers to Northumberland County Council.

Infrastructure includes roads, drains, sewers and services to facilitate development.

Listed Buildings are buildings included in the schedule of buildings of special architectural or historic interest approved by the Secretary of State for National Heritage under terms of the Planning (Listed Buildings and Conservation Areas) Act 1990. Listed Buildings are protected by statute and consent is required for alterations.

Local Nature Reserves are declared and managed by Local Authorities under the National Parks and Access to the Countryside Act 1949.

Local Planning Authority for most purposes is the Borough Council, but for the functions of strategic planning, minerals control and waste disposal matters is Northumberland County Council. The Northumberland National Park Authority are the Local Planning Authority in respect of the National Park.

National Nature Reserves are sites of national or international importance for nature conservation, owned, leased or managed under agreement by English Nature, or bodies approved by English Nature. All National Nature Reserves are designated Sites of Special Scientific Interest.

Northumberland Coast Management Plan is a non-statutory plan prepared by Northumberland County Council in co-operation with the coastal District Councils including Berwick-upon-Tweed Borough Council, the Countryside Commission, English Nature, the National Trust and Northumberland Wildlife Trust.

Northumberland County Development Plan is the statutory development plan prepared in 1959 by Northumberland County Council.

Northumberland County Structure Plan was originally prepared by Northumberland County Council and approved by the Secretary of State for the Environment in September 1980. Alteration No. 1 was approved with modifications by the Secretary of State in February 1988. A replacement Structure Plan has been considered at an "Examination in Public" and is scheduled for Adoption in 1996.

Permitted development rights are rights to carry out certain limited forms of development without the need for an express planning permission. These rights are granted under terms of the Town and Country Planning General Development Order 1988.

Phase 1 Habitat Survey is a standardised system for classifying and mapping wildlife habitats in all parts of Great Britain.

Planning Policy Guidance is issued by the Secretary of State for the Environment.

Principal elevation is an elevation comprising one of the main aspects of a building and making a significant contribution to its structure.

Public Rights of Way are designated under the Highways Act 1959. Their administration is presently carried out in Northumberland by the County Council.

Ramsar Sites are sites of international importance identified under the Ramsar Convention on Wetlands of International Importance, especially as Waterfowl Habitat. They embrace the ecological importance of wetlands generally and are all designated as SSSI's.

Regional Planning Guidance (RPG) is issued by the Secretary of State for the Environment. Guidance for the North-East (RPG 7) was published in September 1993.

Remote working involves the use of information technology to undertake business functions in locations remote from the concentrations of such activities.

Residential care homes are properties falling within Class C2 of the Town and Country Planning (Use Classes) Order 1987-1991.

Rural Development Programme is an annual programme for Priority Areas identified by the Rural Development Commission, and including Berwick-upon-Tweed Borough other than the five Berwick-upon-Tweed town wards.

Scheduled Ancient Monuments (SAM's) are defined as any monument which is for the time being included in the Schedule of Monuments compiled and maintained for the purposes of the Ancient Monuments and Archaeological Areas Act 1979 by the Secretary of State for National Heritage. Scheduled Ancient Monuments are protected by statute and a specific Ancient Monument Consent from the Secretary of State for National Heritage is required for alterations.

Schedule of Buildings of Architectural or Historic Interest refers to Listed Buildings.

Semi-Natural Ancient Woodland is woodland which has continually existed, without being substantially cleared, since medieval times.

Settlement Envelope is the boundary of the settlement outside of which housing development will not be permitted except on sites identified in the Local Plan.

Sites and Monuments Record (SMR) is a catalogue of known sites of archaeological interest maintained by Northumberland County Council.

Sites of Nature Conservation Importance (SNCI) are non-statutory sites of regional significance identified by Northumberland Wildlife Trust and recognised by Local Authorities.

Sites of Special Scientific Interest (SSSI) are the most important national sites in nature conservation terms notified by English Nature under the Wildlife and Countryside Act 1981 as amended.

Special Areas of Conservation (SAC) are sites containing natural habitats of international importance identified under the 1992 European Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora. All Special Areas of Conservation are designated Sites of Special Scientific Interest.

Special Protection Areas (SPA) are recognised as being of international importance to birds under the 1979 European Community Directive on the Conservation of Wild Birds, SPA's are solely concerned with habitat as it relates to the needs of birds. They are all designated as SSSI's.

Till Valley Tourism Initiative is a tourism development partnership programme for the inland parts of the Borough established in March 1994 between the Borough and County Councils, Northumberland National Park, Rural Development Commission, Countryside Commission, Northumberland Training & Enterprise Council and the private sector.

Windfall Development is housing development on sites which are not identified in the Local Plan but which meet criteria within the Plan for development outwith the designated sites. They are additional to the housing allocation.

Workspace means the use of land or buildings for the purposes of self employment or the provision of employment for others.