

**North Northumberland Coast Neighbourhood Plan 2017 - 2032  
Referendum Version (May 2018)**

**NORTH NORTHUMBERLAND COAST NEIGHBOURHOOD DEVELOPMENT PLAN 2017 -2032**



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### FOREWORD

*This area is special because of the natural beauty and isolation of the landscape combined with our cultural history. But over the last few years it has been damaged by unsuitable development that in many cases has been in conflict with, rather than responding to, these characteristics. It is crucial that further development does not do further damage. These characteristics drive the economy of the area as well as deserving protection in their own right.*

*The area also faces the problems resulting from the success of the visitor economy: house prices are high and many jobs are seasonal.*

*These factors are why the three parish councils of North Sunderland, Bamburgh and Beadnell have come together to develop this neighbourhood plan. We believe that we should set out specific planning policies and aspirations to guide and manage change. Things don't stand still: further development will come to the area, and it is important for the economy and the residents that it does so. But it is also important that development matches the aspirations of those of us who live here.*

*The area faces some contentious current and potential planning applications. This plan is of necessity neutral on individual applications but sets out principles of good design which respect the neighbourhood. They will not have planning weight unless the plan is adopted but we hope future applications take the principles into account.*

*The plan has now passed Independent Examination and has been modified in line with recommendations made by the Examiner. The plan reflects the outcome of several stages of consultation with residents, businesses and other stakeholders. All comments made during these stages of consultation have been carefully considered and where appropriate taken into account in preparing the plan. The comments show a large degree of interest in and support for the plan.*

*A number of background papers and explanatory documents have informed the plan and its policies. Some have been developed to support the plan and others have a wider relevance. They can all be found on <http://www.seahouses.org/neighbourhood-plan/>*

*Now that the plan has passed Independent Examination, Northumberland County Council will arrange a local referendum where everyone registered to vote will be given the opportunity to vote on whether the plan should be brought into force. If the plan receives a majority of support through the referendum it will then be brought into force and used to make decisions on planning applications in the area. I hope you take advantage of the opportunity to review this revised version of the plan and, if you are registered and eligible to vote, exercise your right to vote in the forthcoming referendum.*

John Woodman - Chair of North Northumberland Coast Neighbourhood Plan Steering Group

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## INTRODUCTION

The Localism Act 2011 introduced new powers to allow local communities to shape development in their areas by preparing a neighbourhood development plan. The three Parishes of Bamburgh, Seahouses and North Sunderland and Beadnell decided to produce a joint neighbourhood plan covering all three Parishes.

**Map 1: The Neighbourhood Area**



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The North Northumberland Coastal Area Neighbourhood Area, designated for the purposes of 61G(1) of the Town and Country Planning Act 1990, comprises the three Civil Parishes of North Sunderland, Bamburgh and Beadnell. Northumberland County Council formally designated the three Parishes as a Neighbourhood Area on 18th February 2014. The Neighbourhood Plan relates only to these Parishes, and to no other Neighbourhood Areas and is the only Neighbourhood Development Plan in the designated area. Where reference is made to the Neighbourhood Area throughout the Neighbourhood Plan, this means the whole area covered by the Plan.

The North Northumberland Coast Neighbourhood Development Plan (the Plan) has been prepared by a steering group comprising members of all three Parish Councils, and supported by neighbourhood representatives, with input from Northumberland County Council and other stakeholders. The Plan incorporates modifications arising from the outcomes of consultation on a pre-submission draft plan which took place between July and September 2017 and modifications recommended by the Independent Examiner in his report dated 22 February 2018, all of which have been accepted by the County Council and the Parish Councils.

Northumberland County Council reviewed the pre-submission draft version of the Plan and confirmed that Strategic Environmental Assessment would be required. This conclusion arose due to the outcome of a Habitats Regulation Assessment screening opinion from the County Council which advised that further assessment would be required. The outcomes of those processes have been incorporated in modifications to several policies in the Plan<sup>1</sup>.

### **Why have a Plan for the North Northumberland Coast?**

The three parishes have some of the highest second home ownership in the country and average house prices are almost twice that of the rest of north Northumberland. The Neighbourhood Plan provides a platform for community led planning allowing issues that are important to the community to be addressed, including delivery of housing for people to live permanently in the local community; employment and business development; as well as the protection of the special local environment, much of which is within the Northumberland Coast Area of Outstanding Natural Beauty (AONB). With so much emphasis on the tourist economy, the people who live and work in the area want to see a re-balance in how this area develops, with a focus on three key themes: 'people', 'place' and 'prosperity'.

The North Northumberland Coast Neighbourhood Plan has locally specific planning policies which will provide clear guidance as to what kind of development will and will not be supported. It also defines settlement boundaries for each of the settlements in the Neighbourhood Area and identifies sites to be designated as 'Local Green Space'. The Plan policies seek to ensure that new housing development contributes to sustainable communities, by ensuring that it is for permanent occupation only (known as 'Principal Residence' housing), to redress the imbalance between permanent housing and second homes, and re-vitalise local communities.

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<sup>1</sup> Report to inform the Habitat Regulations Assessment of the North Northumberland Coast Neighbourhood Plan [AECOM] May 2017.

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The Plan will also contain a series of 'Community Actions' which will cover those issues raised by the community which cannot be dealt with through town planning policies. These are non-land use proposals which are listed in Chapter 4 of the Plan, and will be brought forward by the relevant Parish Councils.

### **What evidence have we used to prepare the Plan?**

First of all, the community were consulted about what issues were important to them. Evidence from a range of sources has been used to support our policies. A list of this evidence is included in Appendix B. All these documents, as well as the results of the public consultation, form the Evidence Base for the Plan.

### **What consultation has taken place?**

The Steering Group has engaged throughout the process with the local community, through consultation events, questionnaires and newsletters, and have consulted with both local residents and local businesses and other local groups and organisations. The results of that consultation led the Steering Group to produce a Neighbourhood Plan that contains policies that effectively respond to the needs of the community. The Plan was submitted to the County Council in November 2017. Further publicity and consultation was undertaken by the County Council prior to arranging an Independent Examination. The Examination resulted in the publication of a Report on 22 February 2018 which recommended a number of modifications to policies in the Plan.

More detail on the consultation undertaken is provided in the Consultation Statement submitted with the Plan.

### **What happens next?**

Modifications to the Plan recommended by the Independent Examiner have been accepted by the Parish Councils and the County Council. The Plan must now be put to a local referendum where people registered to vote in the Neighbourhood Area will be given the opportunity to vote on whether they think the Plan should be brought into force. If a majority of people vote in favour of the Plan being brought into force it will then become part of the statutory development plan and must be used to inform decisions on planning applications in the Neighbourhood Area.

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### 1.0 PLANNING POLICY BACKGROUND

- 1.1 Before neighbourhood plans can be brought into legal force they must pass a set of tests prescribed in legislation. These tests are collectively known as 'The Basic Conditions'. The Basic Conditions require that neighbourhood plans:
- Are prepared having regard to national policy and guidance;
  - Are in general conformity with strategic policies in the development plan;
  - Contribute to the achievement of sustainable development; and
  - Are compatible with European Union obligations on environmental impact and human rights.
- 1.2 How the Plan meets these requirements is set out in detail in the Basic Conditions Statement which was submitted with the Plan to Northumberland County Council

#### **Berwick upon Tweed Local Plan (1999)**

- 1.3 One of the Basic Conditions is that the Plan must be in general conformity with strategic policies contained in the development plan. The development plan consists of the 'saved' policies in the Berwick upon Tweed Local Plan (1999).
- 1.4 The saved strategic policies in the Berwick upon Tweed Local Plan are therefore the policies with which the North Northumberland Coast Neighbourhood Plan must be in general conformity. The Basic Conditions Statement provides an assessment of the extent to which the Neighbourhood Plan is in general conformity with those policies.

#### **Northumberland County Council Local Plan**

- 1.5 At the time work commenced on the preparation of the North Northumberland Coast Neighbourhood Plan Northumberland County Council was in the process of preparing a new Local Plan for Northumberland. Their intention had been to prepare a Core Strategy to establish strategic development plan policies, followed later by a 'Delivery Document' which would set out more detailed policies to manage development. The Northumberland Local Plan Core Strategy reached an advanced stage and was submitted to the Planning Inspectorate for independent examination in April 2017. However, following a change in political administration at the County Council, that plan was subsequently withdrawn on 7 July 2017. The reasons for withdrawal of the Core Strategy related primarily to the publication of revised population and household projections which indicate that fewer new homes would be needed in the County; and, as a consequence, the local planning authority intended to review the approach taken in the Core Strategy towards Green Belt deletions which had been intended to accommodate housing growth in the south of the County.

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- 1.6 Withdrawal of the Core Strategy included the withdrawal of all evidence base documents produced to support that plan. Some of that evidence has been used to inform policies proposed in this Neighbourhood Plan. In addition, the Core Strategy had provided an indicative housing apportionment for the Seahouses area. This expected the delivery of around 230 new dwellings between 2011 and 2031. The Neighbourhood Plan has had regard to this intention recognising the expectation that emerging neighbourhood plans should seek to demonstrate alignment with emerging strategic planning policy. Whilst the Core Strategy has now been withdrawn and has no weight in the plan-making process, and consideration of the policies contained in that plan have no statutory relevance to the independent examination of the Neighbourhood Plan, it is evident, from an Interim Planning Policy Position Statement published by the County Council in July 2017 that they intend to plan for no more, and probably less, housing across the County than that presented in the withdrawn Core Strategy. For this reason, the three Parish Councils involved in preparing this Neighbourhood Plan are satisfied that continuing to assume housing growth at the level intended through that version of the Core Strategy clearly demonstrates a commitment to boost housing supply in line with national policy and guidance. This matter is addressed further in the Basic Conditions Report.

### **National Planning Policy**

- 1.7 The National Planning Policy Framework (March 2012) (NPPF) and National Planning Practice Guidance provide the most up to date planning policy and advice from Central Government. Some policies contained in the Berwick upon Tweed Local Plan are in conflict with this more recent national policy and guidance. In such circumstances the more recent national policy and guidance will take precedence in plan making and decision taking. This will be explained further in the Basic Conditions Statement.

### **Sustainable Development**

- 1.8 Sustainable development is at the heart of planning, and should be a 'golden thread' running through all planning documents. This is defined in greater detail throughout the NPPF. The promotion of, and support for, sustainable development is at the heart of the community aspirations on the North Northumberland Coast.
- 1.9 Support for sustainable development is reflected in the vision for the Neighbourhood Area. This is further expressed in the objectives for the Neighbourhood Area which are described in the Plan by reference to the key themes of: 'People', 'Place' and 'Prosperity'. The vision and objectives for the Plan are set out in Chapter 2 of the Plan. Chapter 3 then sets out the planning policies which are grouped by reference to the key themes. Chapter 4 sets out a range of Community Actions intended to complement the planning policies and provide support for the development and maintenance of sustainable communities across the Neighbourhood Area.



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### **Environmental Impact and EU Obligations**

- 1.10 Directive 2001/42/EC relates to the assessment of the effects of certain plans and programmes on the environment. This is often referred to as the Strategic Environmental Assessment (SEA) Directive. This directive is transposed into UK law through the Environmental Assessment of Plans and Programmes Regulations 2004 (the 'SEA Regulations') and it is these regulations that the plan must be compatible with to meet the Basic Conditions.
- 1.11 A request for a screening opinion to determine whether the Plan required SEA was submitted to Northumberland County Council. The County Council confirmed in their screening opinion that SEA was required for the Plan. The need for SEA was triggered by the outcomes of a Habitats Regulations Assessment screening opinion in which the County Council confirmed the need for further assessment of the impact implementation of the Plan may have on European protected sites. This further assessment under the Habitats Regulations concluded that modification to some policies would be necessary to avoid the need for a full Habitats Regulations Appropriate Assessment at this plan-making stage. The recommended modifications to policies have been included in the Plan. The SEA Environmental Report concluded that the Neighbourhood Plan would not have significant effects on the environment providing recommendations in the Habitats Regulations Assessment Report were incorporated into the Plan.

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## **2.0 VISION AND OBJECTIVES FOR THE NORTH NORTHUMBERLAND COAST**



*Lime Kilns at Beadnell Harbour*

- 2.1 The North Northumberland Coast comprises some of the most dramatic and iconic scenery in the country. The stretch of coastline between Beadnell and Bamburgh is widely regarded as the 'jewel in the crown' of Northumberland, which also underpins the economic strength of the area.
- 2.2 It is recognised that this natural environment, including the landscapes and biodiversity, are what makes the area so special. But it is also the people who live here, who work here, and who contribute to our sustainable village communities that play a vital role in the sustainable future of the area. A significant issue that was raised throughout the consultation process was the lack of availability of housing for people in the local community, and the number of holiday homes and second homes in the area. The aim of the Plan is to provide a positive framework for sustainable, vibrant local communities to grow in the area, whilst at the same time, protecting what makes the area so special.
- 2.3 The vision for the Neighbourhood Area reflects the importance placed on the environment, people and our thriving communities, by placing an emphasis on 'People', 'Place' and 'Prosperity'.

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### VISION:

**“Recognising that our area was once the beating heart of the Kingdom of Northumbria, we want to re-invigorate this thriving community with an emphasis on 'People, Place and Prosperity' to create three vibrant, sustainable and attractive villages where people will want to live, work and play for centuries to come”**

- 2.4 To deliver the vision, a number of objectives have been identified. These are set out in the context of the three key themes for the Plan – ‘People’, ‘Place’ and ‘Prosperity’. Key issues in relation to these three key themes are described in the supporting text set out in Chapter 3 of the Plan which presents the planning policies by reference to these themes and their related objectives. The objectives seek to ensure that these issues, where possible are addressed through specific planning policies.

### OBJECTIVES FOR PLACE

- 2.5 Extensive consultation with the local community and other stakeholders in the Neighbourhood Area revealed key issues in relation to 'Place'. The exceptional landscapes and seascapes that make much of the area worthy of designation as an Area of Outstanding Natural Beauty and Heritage Coast, were considered highly important, and their protection was considered essential, both in their own right, and for the people who live in and visit the area. Dark skies are also highly valued, and although the Neighbourhood Area is not currently within the designated 'Dark Sky Park', much of the area is ideal for watching the night sky.
- 2.6 The 'Place' policies seek to provide a clear indication of what considerations should be incorporated into decision making on planning applications in each of the settlements. Settlement boundaries have been drawn to ensure that development comes forward in those areas that are likely to have the least impact on designated areas. A key element of this has been to protect the coastal areas and concentrate new development inland, and away from protected sites.
- 2.7 The historic environment, and particularly those places that are not currently protected through existing legislation (for example listing or scheduling), were also considered to be important by people in the Neighbourhood Area. There are a number of special historic buildings and places which do not benefit from formal 'designation', and these are identified in the Plan, to ensure they are given special consideration in the decision-making process. A full list of these heritage assets is contained in a separate document which supports the Plan, entitled 'Non-designated Heritage Assets in the North Northumberland Neighbourhood Plan area'. This document is available on the Northumberland Coast AONB website via the following link: <http://www.northumberlandcoastaonb.org/planning-and-development/>

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**Objective 1 - [Landscape]** To secure new development that benefits our communities whilst affording the highest level of protection to our valued habitats, landscapes, seascapes, villages and dark skies that make our area special

**Policies to achieve this objective:**

- Policy 1: SUSTAINABLE DEVELOPMENT**
- Policy 2: LANDSCAPES AND SEASCAPES**
- Policy 3: HABITATS AND SPECIES**
- Policy 4: COASTAL MANAGEMENT AND THE COASTAL STRIP**

**Objective 2 - [Sense of Place]** To enhance the 'sense of place' in the three parishes by ensuring new development takes place at the right scale and in the right places, with an emphasis on high quality design which reflect the principles of the most up to date Northumberland Coast AONB Design Guide and Management Plan

**Policies to achieve this objective:**

- Policy 5: DESIGN IN NEW DEVELOPMENT**
- Policy 6: SHOP FRONT DESIGN**
- Policy 7: OUTDOOR SIGNAGE**
- Policy 8: SUSTAINABLE DEVELOPMENT WITHIN THE SETTLEMENTS**
- Policy 9: SUSTAINABLE DEVELOPMENT OUTSIDE THE SETTLEMENT BOUNDARIES**

**Objective 3 - [Historic Environment]** To protect and enhance Heritage Assets in the Neighbourhood Area, especially those that contribute to our 'sense of place' and are those that are valued and relevant to our local community

**Policies to achieve this objective:**

- Policy 10: SEAHOUSES AND NORTH SUNDERLAND CONSERVATION AREAS**
- Policy 11: BAMBURGH CONSERVATION AREA**
- Policy 12: HISTORIC CORE OF BEADNELL**
- Policy 13: NON DESIGNATED HERITAGE ASSETS**

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### OBJECTIVES FOR PEOPLE

- 2.8 Extensive community consultation revealed that a key area of concern in the local community was the high proportion of holiday homes. This has, over the years, led to a loss of local facilities, and a decline in the sense of a local community. This loss of services and facilities results in less 'sustainable' settlements, with remaining residents increasingly reliant on the car, and services beyond the settlements.
- 2.9 During consultation, there was also concern expressed that some local facilities in the Neighbourhood Area focus on catering for the tourist economy, which is largely seasonal. Whilst this is an important part of the economic base for employment in the area, this also means that there is a lack of year round facilities available locally for people in the community who permanently live in the area. The Plan therefore seeks to ensure that new facilities will benefit the permanent community as well as holiday makers.
- 2.10 Green spaces and community facilities were considered highly important to people in all three settlements. The Plan therefore seeks to designate Local Green Spaces which will be protected from development except in exceptional circumstances, and to resist the loss of community facilities, and where possible, improve them.

**Objective 4 - [Housing]** To put the heart back into our communities by making sure we have enough of, and the right mix of housing to meet the needs of the local community and to re-instate our sustainable communities

**Policies to achieve this objective are:**

**POLICY 14: PRINCIPAL RESIDENCE HOUSING**

**POLICY 15: PRINCIPAL RESIDENCE HOUSING IN THE HAMLETS**

**POLICY 16: CHANGE OF USE FROM RESIDENTIAL (C3) TO HOLIDAY LET (SUI GENERIS) AND PROVISION OF NEW HOLIDAY HOMES**

**POLICY 17: CHANGE OF USE FROM HOLIDAY USE TO PRINCIPAL RESIDENCE HOUSING**

**POLICY 18: EXTENSIONS TO HOLIDAY LETS**

**Objective 5 - [Local Green Spaces]** To ensure that our settlements have space for 'play', we will identify and protect Local Green Spaces in the Neighbourhood Area

**Policies to achieve this objective:**

**POLICY 19: LOCAL GREEN SPACES**

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**Objective 6 - [Community Facilities]** To protect, improve and where feasible provide year-round Community and Recreational facilities that benefit residents and tourists

**Policies to achieve this objective:**

**POLICY 20: ASSETS OF COMMUNITY VALUE AND COMMUNITY FACILITIES**

**POLICY 21: NEW TOURIST AND COMMUNITY FACILITIES**

**POLICY 22: FOOTPATHS AND CYCLE WAYS**

### **OBJECTIVES FOR PROSPERITY**

2.11 Integral to sustainable development, is a healthy local economy. The local economy in the Neighbourhood Area is largely based on the tourist economy. This clearly benefits local people, through provision of employment and business opportunities related to tourism. However, there was a desire to broaden the economic base in the area, seeking to encourage other small businesses to invest in the area, and build a more robust 'year round' economy. This led to the formulation of the following objectives in relation to 'prosperity' and in particular, to local economic sustainability.

**Objective 7 - [New and expanded business development]** To provide a positive framework for new and expanded business development and facilitate a diverse, local and year round economy.

**POLICY 23: BUSINESS AND EMPLOYMENT**

**POLICY 24: BROADBAND INFRASTRUCTURE**

**Objective 8 - [Tourism]** To ensure that tourism development is accommodated having regard to impacts on local communities and infrastructure.

**Policies to achieve this objective:**

**POLICY 25: CARAVANS, CAMPING, BUNKHOUSES AND CHALETs**

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### **3.0 PLANNING POLICIES: READING THE NEIGHBOURHOOD PLAN**

- 3.1 It is essential that this Neighbourhood Plan is read as a whole document. All policies should be read alongside all other relevant policies in the Plan. This means that any proposal should be assessed and considered in accordance with the Plan **as a whole** unless material considerations indicate otherwise.
- 3.2 There is very limited 'cross-referencing' within the Policies because the Plan has been written to be read as a whole document. In some cases there is a specific cross-reference if needed for clarification of that policy, but not for emphasis on weight of importance of that cross-referenced policy.
- 3.3 Policy 3 is a policy which will apply to almost all other policies in the Neighbourhood Plan. Policy 3 therefore, is referenced in Policy 1, and in the supporting text to other relevant policies. Policy 3 must be considered in relation to all policy areas in the Plan, due to the proximity of national and internationally protected sites in the Neighbourhood Area.
- 3.4 Before each policy, is explanatory text. This text consists of descriptive and explanatory matter in respect of the policies. The text is relevant to the interpretation of each policy to which it relates. Although the supporting text is not policy, it does assist with clarifying what the policy is trying to achieve, and sets out the intention of that policy.

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## **4.0 PLANNING POLICIES: PLACE**

**Policies in this section are intended to deliver Objectives 1, 2 and 3. They are our planning policies to ensure that sustainable development in the Neighbourhood Area contributes positively to our sense of place.**

### **POLICY 1: SUSTAINABLE DEVELOPMENT**

- 4.1 This policy seeks to secure principal occupancy housing to help re-build sustainable communities in the Neighbourhood Area; to promote employment and business opportunities; and to enhance the provision of leisure, community and educational facilities. It is a policy which sets the framework for the type of development which will be supported in the Neighbourhood Area. Other policies within the Plan provide detail to build on this policy.
- 4.2 This policy provides support for small-scale proposals which will help to achieve the vision of putting the heart back into our rural communities. It acknowledges that strategic policies in the development plan have recognised the importance of Seahouses as a 'service centre', as it has a high proportion of the local services available in the area including schools, a range of shops, an industrial estate, a recycling facility, fire station and doctor's surgery}.
- 4.3 The Conservation of Habitats and Species Regulations states that development that would result in an adverse effect on internationally important wildlife sites will not be permitted unless it can meet specific tests. In addition, if development meets those tests, adequate mitigation and compensatory provision must be provided. Policy 1 seeks to ensure that these principles are enshrined in development plan policy.

**'Small-scale:** Policy 1 makes reference to small scale housing development which is the preferred means by which new housing will be delivered in the Neighbourhood Area. Small scale should be seen in general terms as applying to a scheme that is modest and limited in scope or extent. 'Small-scale' for the purposes of housing in this Plan is schemes of up to 9 dwellings. Small-scale schemes can still be classed as 'major' development within the AONB. (See definition of 'major' development below).



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**Major Development:** Small-scale development can still be classed as ‘major’ in the policy context of AONBs. Within the AONB, ‘major development’ is development which has the potential to have a serious adverse impact on the natural beauty and recreational opportunities provided by the AONB by reason of its scale, character or nature. As a matter of planning judgement, the decision maker must consider the application in its local context. What could be ‘major development’ in one place may not be in another. The local context is a key consideration in assessing whether a development is ‘major’. A small-scale development (see definition above) can still be a ‘major’ development, if its impacts are such that they have a serious adverse impact on the AONB. Relevant considerations in determining whether an application is ‘major’ will be whether the development is EIA development, whether it falls within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 (as amended), whether it is “major development” for the purposes defined in the Development Management Procedure Order (2010), or whether it requires the submission of an appraisal/ assessment of the likely traffic, health and/or retail implications of the proposal. But, this will not determine the matter. The matter will be determined by local impacts.

- 4.4 The Neighbourhood Plan is not required to establish a level of housing required in the Neighbourhood Area in the future. This is a strategic matter to be determined through the preparation of a Local Plan. Following withdrawal of the Northumberland Local Plan Core Strategy in July 2017, and having regard to the reasons for that plan being withdrawn, in the absence of any up-to-date strategic development plan policy to address the matter of future housing growth, the three Parish Councils have agreed that the housing figure presented in the withdrawn Core Strategy is a realistic and achievable level of growth given the number of developments already completed or ‘in the pipeline’, and given the aspirations for sustainable growth to deliver community benefit, as set out in this Plan. The withdrawn Core Strategy envisaged the delivery of around 230 new dwellings in the Seahouses area in the period 2011 to 2031.
- 4.5 Although the Plan defines settlement boundaries, it does not allocate sites for development. The Plan is supportive of sustainable growth. However, the Habitats Regulations Assessment<sup>2</sup> concluded that the Neighbourhood Plan must make it clear that planning permission for further development that would result in a net increase in residents should not be supported unless it can be demonstrated that there will be no adverse effect on the integrity of any European site, either alone or in combination with any other plan or project. In addressing this issue it will be necessary to consider whether mitigation measures can adequately address any adverse effects of development.

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<sup>2</sup> Report to inform the HRA of the North Northumberland Coast Neighbourhood Plan [AECOM] May 2017 p. 24

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**POLICY 1: SUSTAINABLE DEVELOPMENT**

Within the Neighbourhood Area, subject to compliance with Policy 3 and having regard to other material planning considerations, small-scale development will be supported which provides:

- a) new Principal Residence dwellings, including affordable housing to meet local needs, self-build units, live-work units, housing for older people and schemes which provide for a range of house types, including two, three and four bedroom dwellings and bungalows;
- b) employment opportunities;
- c) new and expanded business premises;
- d) new and expanded social, community, leisure and educational facilities which contribute to the maintenance or growth of local sustainable communities

Major development in the AONB will not be supported except in exceptional circumstances and where it can be demonstrated to be in the public interest and where there is no alternative location which could absorb the development without a significant adverse impact on the AONB.

**POLICY 2: LANDSCAPES AND SEASCAPES**



*Inner Farne as seen from Seahouses*

- 4.6 The European Landscape Convention which was signed by the UK Government in 2006 highlights the importance of developing landscape policies dedicated to the protection, management and creation of landscapes. The Natural Environment White Paper (2011) affirmed the value of landscape as contributing to our national identity and the local distinctiveness of our communities, and playing a vital role in our wellbeing.

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- 4.7 Paragraph 115 of the NPPF states that 'great weight' should be given to conserving landscape and scenic beauty in AONBs. This policy seeks to define the key features that give the AONB its 'scenic beauty'. These features have been identified in the Northumberland Landscape Character Assessment (2010).
- 4.8 The key features of these landscape types are identified and incorporated into the policy to give clarity regarding what the main distinctive features are of local landscapes in the Plan area.
- 4.9 Landscape character types are identified for 'protection' as a guiding principle in the Northumberland Landscape Character Assessment (2010) and Northumberland County Council's Green Infrastructure Strategy (October 2011).
- 4.10 The Plan area is within the North Northumberland Coastal Plain. This includes LCT3 (Farmed Coastal Plain), LCT4 (Rocky Coastline) and LCT5 (Sandy Coastline). The key features of these areas that are identified as important are identified in the policy.

### **POLICY 2: LANDSCAPES AND SEASCAPES**

**Development proposals within or affecting landscape character areas must demonstrate how they respect the particular features of the landscapes identified in the Northumberland Landscape Character Assessment (2010) and National Character Areas and the Historic Landscape Characterisation, including:**

- a) Estate landscapes and associated semi-natural and plantation woodland;**
- b) The dynamic seascape including landscapes with views of the coast or seas, and coasts and the adjacent marine environment with cultural, historical and archaeological links with each;**
- c) Farmsteads of traditional vernacular architecture;**
- d) Prominent natural and coastal features of the Farne Islands and Bamburgh Castle promontory;**
- e) Traditional cores of fishing villages, with distinctive pantile roofscapes;**
- f) Historic features associated with the fishing industry;**
- g) Low-lying, exposed coastline, broad sandy beaches and tidal sands;**
- h) Dune systems and the need for potential 'rollback' of Dunes**

**Great weight will be given to the conservation of these local landscapes, the Heritage Coast, and the scenic beauty of the coast including views into and out of the Northumberland Coast AONB within the Plan area. Development proposals must demonstrate that opportunities for landscape enhancement have been taken wherever possible.**

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## POLICY 3: HABITATS AND SPECIES



*Photo by Kevin Simmonds - Little Tern*

- 4.11 Habitats and species are a main attraction in the Neighbourhood Area, and one of the main reasons people choose to visit the Northumberland Coast. A key draw to the area are the Farne Islands, owned and managed by the National Trust, hosting colonies of puffins, grey seals and terns. The Farne Islands attract tens of thousands of visitors every year and are also an important part of the local economy. Elsewhere along the coast, the dune systems support a myriad of species of plants and seabirds.
- 4.12 The habitats referred to in Policy 3 as 'European Sites' are already protected by existing legislation in the Conservation of Habitats and Species Regulations 2010 (as amended). They are shown on the Policies Map to ensure that proposals coming forward can be planned and designed having regard to these designations and the level of protection afforded to them. The European Sites in the Plan area comprise Special Protection Areas (SPAs) and Special Areas of Conservation (SACs) and are referred to in Policy 3.
- 4.13 European sites in the Neighbourhood Area at the time of publication are:
- Berwickshire & North Northumberland Coast SAC
  - Farne Islands SPA
  - Northumbria Coast Ramsar site
  - Northumbria Coast SPA
  - North Northumberland Dunes SAC
  - Northumberland Marine SPA
  - Lindisfarne SPA and Ramsar site

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- 4.14 There are a number of Sites of Special Scientific Interest in and close to the Neighbourhood Area. These are referred to in Policy 3. SSSIs are protected under the Wildlife and Countryside Act 1981 (as amended). Paragraph 118 in the NPPF provides the government policy context to planning proposals affecting SSSIs.
- 4.15 Sites of Special Scientific Interest in the Plan area at the time of publication are:
- Farne Islands SSSI
  - Bamburgh Coast and Hills SSSI
  - Bradford Kaims SSSI
  - Brada Hill SSSI
  - Northumberland Shore SSSI
  - Lindisfarne SSSI
  - Spindleston Heughs SSSI
  - Newton Links SSSI
- 4.16 The policy seeks to clarify the level of protection afforded to these protected areas, whilst seeking to encourage proposals which may help restore some of these habitats, which may not be in 'good' condition, and take opportunities to re-create habitats, particularly those opportunities identified in the Shoreline Management Plan 2 (SMP2) (February 2007). The full Management Plan can be found on the Northumberland County Council website, and is included in the Evidence Base documents submitted with the Plan. The SMP2 will be reviewed at some point in the future, and therefore Policy 3 refers to the 'most recent' Shoreline Management Plan (currently SMP2).
- 4.17 The supporting information for Policy 4 explains where specific opportunities for habitat enhancement may arise.
- 4.18 All other policies in the Plan should be read in conjunction with Policy 3:

### **POLICY 3: HABITATS AND SPECIES**

**The impact of proposals in the Plan area on European Sites will be assessed in accordance with the Conservation of Habitats and Species Regulations 2010 (as amended) (The Habitats Regulations).**

**Development that would result in an adverse effect on internationally important wildlife sites will not be permitted unless it can meet the 'No Alternatives' and 'Imperative Reasons of Overriding Public Interest' tests set out in The Habitats Regulations and unless all necessary compensatory measures have been secured to ensure overall coherence of the network of sites.**

**Planning permission for development that would result in an increase in temporary or permanent residents or an increase in recreational pressure on the European sites will require project-level Habitats Regulations Assessment. Planning permission will only be granted if it can be demonstrated that there will be no adverse effect on the integrity of any European site, either alone or in combination with any other relevant plans or projects.**

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**Policy 3 (cont)...**

**Proposals likely to have a negative effect on the notified interests of a Site of Special Scientific Interest (SSSI) will be refused unless it can be demonstrated that the benefits of the proposal clearly outweigh the impacts, no reasonable alternatives are available and mitigation, or where necessary compensation, is provided to address those impacts.**

**Proposals which promote the preservation and/or restoration of priority habitats in the Plan area will be supported.**

**POLICY 4: COASTAL MANAGEMENT AND THE COASTAL STRIP**

- 4.19 This policy seeks to ensure that development along the coastal strip defined on the Policies Map comply with the principles set out in the Shoreline Management Plan (SMP2), which seeks to ensure new development does not take place in locations where they are likely to require sea defences in the future. The Policy Development Zone (PDZ) 2 is from Bamburgh to Boulmer and is in the Neighbourhood Area. Management Area 6 (Budle Bay to Seahouses) identifies a need to potentially realign the road between Bamburgh and St. Aiden's Dunes, as sea level rises. In North Seahouses, it is recommended to examine an alternative access road (Broad Road is proposed as an alternative) with the aim of re-routing access from the harbour road through Seahouses. Therefore, development seaward of the existing road would be in conflict with these longer term aims.
- 4.20 Within Management Area 7 (Seahouses to Beadnell), the strategy over the medium-term is to maintain natural development of the dunes, with potential for increased flooding to the hinterland, with potential increased flood plains.
- 4.21 In addition, the SSSI, Ramsar and SAC designations that run along the coast, seaward of the coastal road are all sensitive sites, and a coastal strip will buffer these sites, meaning that any development taking place will allow for managed roll-back of these sites (as proposed in the SMP2). The SAC, Ramsar and SSSI designations along with the Coastal Strip designation proposed in the Neighbourhood Plan are shown on the Policies Map. Policy 3 will apply to all these areas.
- 4.22 The Northumberland Coast AONB Management Plan policy CE4 also endorses this approach. It states: 'The Northumberland Shoreline Management Plan 2 and associated studies are recognised as being of primary importance when land use change on the coast is being investigated, planned or considered, and so must be taken fully into account.'
- 4.23 All these factors help define the 'Coastal Strip' in the Neighbourhood Area. New development which is not associated with habitat creation or coastal management within the Coastal Strip is not likely to be compatible with the longer term aims of protecting internationally and nationally protected species and habitats, or for longer term plans for managed realignment, and the potential creation of floodplains as sea levels rise.

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4.24 NPPF paragraph 105 states:

*'In coastal areas, local planning authorities should take account of the UK Marine Policy Statement and marine plans and apply Integrated Coastal Zone Management across local authority and land/sea boundaries'.*

4.25 The Shoreline Management Plan for the area (SMP2), and the detail in it referred to above, has informed the development of Policy 4 which is intended to ensure that the specific recommendations for management along the coast established in SMP2 will be incorporated into decision making by creating appropriate planning policy in the Neighbourhood Plan. Specific proposals for **environmental enhancement** along this coastal strip identified are:

- Potential for short-term saline lagoon opportunities in Beadnell Bay
- Potential for creating saline lagoons behind the coast road in Seahouses at Annstead Burn
- Opportunities to improve the management of the Bamburgh Dunes SSSI and the Bamburgh Coast and Hills SSSI (both currently in an unfavourable condition)
- Opportunities for dune roll-back in all areas where dunes are present
- Opportunity to mitigate and reduce the impact of the proximity of caravan sites within dunes leading to increased informal access and recreational damage, as well as loss of species diversity

4.26 Specific areas for coastal management along this Coastal Strip are identified in the Shoreline Management Plan and are divided into areas for 'holding the line' (meaning coastal defences may be required in the future), and 'managed retreat' (meaning that coastal defences will not be appropriate, and that the area will be allowed to flood as sea levels rise).

4.27 Specific proposals are identified elsewhere in the Plan. Some of these are in the Coastal Strip: part c) of Policy 4 therefore seeks to exclude these specific proposals or sites from Policy 4. For example, Policy 21 identifies a number of proposals for new tourism and community facilities, some of which may need to be provided within the Coastal Strip. Similarly, Policy 9 refers to proposals in the harbour area of Seahouses and the Beadnell. Both of these harbours are in the Coastal Strip. Proposals in these areas will be supported where they comply with policy in the Shoreline Management Plan, elsewhere in the Neighbourhood Plan, and particularly with Policy 3.

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**POLICY 4: COASTAL MANAGEMENT AND THE COASTAL STRIP**

Proposals for development along the Coastal Strip as defined on the Policies Map must comply with the principles for coastal management of this part of the Plan area in the most recent version of the Shoreline Management Plan and must demonstrate positive alignment with any current North East Marine Plan. New development will not be supported along this Coastal Strip unless it is

- a) necessary for the management of the protected natural habitats along the Coastal Strip; or
- b) for coastal management purposes as identified in the Shoreline Management Plan; or
- c) where specific proposals are identified elsewhere in this Plan.

The creation of new habitats will be supported along the Coastal Strip, particularly where opportunities are identified in the most recent Shoreline Management Plan.

**POLICY 5: DESIGN IN NEW DEVELOPMENT**

- 4.28 Paragraph 58 of the NPPF states that neighbourhood plans should: 'develop robust and comprehensive policies that set out the quality of development that will be expected for the area.'
- 4.29 Not all proposals will require planning permission. This policy (as with all policies) can only seek to encourage good design in those proposals which require planning permission.
- 4.30 Local context and character will vary throughout the Plan area. Part a) of the policy seeks to ensure that local context is a key factor that is taken into account when designing any scheme. Scale, density of development, height of development, massing, layout, use of materials and landscaping, as well as means of enclosure, all contribute to a sense of whether the proposal 'fits in' to its surroundings.
- 4.31 The height of buildings has been raised as being a particularly important issue by local residents. This was felt to be particularly important on the approaches to the villages. In places where houses are single storey, for instance, it will be inappropriate to introduce two storey dwellings, or higher. Key views are an important aspect of the AONB and height of new buildings can detract from key views if inappropriately located.
- 4.32 Although the Neighbourhood Area is not within the designated Dark Sky Park, it does benefit from dark skies and these are a significant attraction to visitors and highly valued by residents and visitors to the area. The importance of the Dark Skies is cited frequently as being an important feature of the area in public consultation and the preservation of these dark skies may, in the future, lead to an extension to the Dark Sky Park to cover this area. National planning policy seeks to encourage design which limits the impact of light pollution from artificial light on local amenity, on intrinsically dark landscapes, and for the purposes of nature conservation.



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- 4.33 The Northumberland International Dark Sky Park Lighting Management Plan (November 2015) which is endorsed by Northumberland County Council, has a 'Good Practice Guide' for outside lighting. This guidance is aimed at residents and those seeking permission to develop within the Dark Sky Park, but is also relevant to those living beyond the boundary of the Dark Sky Park, who want to play their part in reducing light pollution in their respective areas. This document provides advice on external lighting, and how it can be provided without impacting on dark skies.
- 4.34 This policy seeks to ensure that local vernacular and design are at the heart of new development proposals, both through this policy, and through other policy elsewhere in the Plan. High quality design is expected in the whole Neighbourhood Area. Not all of the Neighbourhood Area is within the Northumberland Coast AONB. Policy 5 clarifies that proposals coming forward in the AONB should demonstrate how the development has incorporated the principles of good design contained in the Northumberland Coast AONB Design Guide. In the event the Design Guide is updated, new development should incorporate the principles of good design from the 'most recent' Design Guide, so the policy remains relevant in the future.

### **POLICY 5: DESIGN IN NEW DEVELOPMENT**

**All new development in the Neighbourhood Area, including extensions and conversions, should incorporate high quality design and demonstrate how:**

- a) local context and character is respected in terms of scale, density, height, massing, layout, materials, hard and soft landscaping, means of enclosure and access; and**
- b) features including windows, doors, roof lights, chimneys, flues, roofs, and boundary treatments have regard to surrounding character and materials; and**
- c) appropriate landscaping and the use of indigenous species have been incorporated into the scheme; and**
- d) a Sustainable Urban Drainage System has been incorporated or demonstrate why such a system would not be practicable; and**
- e) measures have been incorporated to limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation; and**
- f) in terms of the massing, height, scale and proximity, of the proposed development does not result in an unacceptable loss of light or overshadowing, or other adverse amenity impacts on existing or future residents.**

**For areas within the Northumberland Coast AONB, this will include incorporating the principles contained in the most recent version of the Northumberland Coast AONB Design Guide.**

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**POLICY 6: SHOP FRONT DESIGN**



*Example of traditional shop front in Seahouses*

- 4.35 Poor design of new shop frontages, or the loss of existing traditional shop frontages have eroded the character of some areas, particularly in Seahouses. The Conservation Area Appraisal (2006) states that a number of fascias and advertisements in Seahouses are 'rather garish and out of scale with the modest size of the adjoining buildings.' This policy seeks to ensure that new shop fronts are sympathetic to the character of the areas in which they are located, and that opportunities are taken to restore and retain existing traditional shop fronts.
- 4.36 The Northumberland Coast AONB Design Guide contains detailed guidance and principles with regard to alterations to shop fronts. This advice is reflected in the policy, but there is further detail contained in the Design Guide, along with advice for renovation of shop fronts, which, in many instances, may not require planning permission.

**POLICY 6: SHOP FRONT DESIGN**

**Proposals for alterations to existing shop fronts in North Sunderland, Seahouses, Beadnell and Bamburgh will be supported where they accord with the principles outlined in the Northumberland Coast AONB Design Guide (Shop Fronts). Shop front design proposals should ensure that:**

- a) the shop front should be considered as part of the whole building and any alteration should be sympathetic to its architectural character, scale, proportion and design, and those of adjacent buildings; and**
- b) in order to retain a traditional shop front appearance, where one shop occupies two or more buildings, attempts should not be made to create a single unified shop-front across a combined frontage; and**

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**Policy 6 (cont)...**

- c) existing shop fronts of traditional design must be retained where possible and, where viable, repaired, as part of any shop front design; and
- d) illumination, where proposed, should limit the impact of light pollution on local amenity, intrinsically dark landscapes and nature conservation.

**Where new shop fronts are proposed, or where no historic design or detail has survived, proposals will be required to be of high quality design that responds to local character and history, uses local materials and reflects the identity of local surroundings.**

**POLICY 7: OUTDOOR SIGNAGE**

- 4.37 Most adverts and signs do not require advertisement consent. Guidance as to what requires consent is contained in the Government guide titled: 'Outdoor advertisements and signs: a guide for advertisers'. Many advertisements will not need consent. Those adverts that do need consent, will be considered against this policy.
- 4.38 There are examples in the AONB where a proliferation of advertisements can lead to an erosion of local character, particularly around new tourism and business premises in rural areas, and within and on the approach to settlements. In these circumstances particular consideration is likely to be given to the proximity of advertisements to the business which is advertising. Tourist facilities that are entitled to use 'brown signs' to signpost their premises will be expected to do so. Cumulative impact will also be taken into account in determining the impact on visual amenity.
- 4.39 The County Council can seek to impose an Area of Special Control, which further restricts the type, height and size of sign that can be displayed without express consent from the Council.

**POLICY 7: OUTDOOR SIGNAGE**

**Proposals for signage requiring express consent will be expected to be of high quality design and a suitable size in proportion to the building or land on which the sign is proposed to be sited.**

**Within the Northumberland Coast AONB, special consideration should be given to the impact on the special qualities of the AONB. Consideration will be given to the following:**

- a) whether the proposed sign will materially harm the amenity of the area and;
- b) whether the proposed sign will compromise public safety; and
- c) the cumulative impact in relation to other advertisements in the vicinity results in harm to the amenity of the area.

**Proposals for signs to be positioned not on the site of the business or other use being advertised must demonstrate that the sign is necessary for the premises to be safely located by visitors. Proposals for directional or other signs will not be supported where these relate to a business or other use eligible for 'white on brown' tourist destination signs.**

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### **POLICY 8: SUSTAINABLE DEVELOPMENT WITHIN THE SETTLEMENTS**

- 4.40 Settlement boundaries have been defined for all three settlements and are shown on the Policies Map. The settlement boundary methodology and reports are referenced in Appendix B and available on the Neighbourhood Plan website. A separate report was produced for each settlement and provides information and justification for the settlement boundaries. The indicative scale of housing proposed for the Neighbourhood Area in the withdrawn Core Strategy for Northumberland was for 230 dwellings<sup>3</sup> between 2011 and 2031.
- 4.41 Of these, 110 had been built at the time the Neighbourhood Plan was submitted to the County Council and a number of others have planning permission. This leaves a balance of around 100 houses to be built over the Plan period based on the assumption that the figure of 230 new homes provides a reasonable level of growth. The settlement boundaries have been drawn to allow for at least this amount of housing, as the aim is to inject new life into the settlements, through the provision of new Permanent Residence housing (see Policy 14), to increase the number of permanent resident, and thus the sustainability of the coastal settlements.
- 4.42 **Seahouses:** Seahouses is identified as an important local settlement in the Berwick upon Tweed Borough Local Plan where many services are provided. It was defined as a 'Service Centre' in the now withdrawn Core Strategy. The existing Local Plan and the withdrawn Core Strategy both anticipated that the majority of new development will be directed to Seahouses. This aspiration is reflected in the amount of land that remains within the settlement boundary which could accommodate new housing development. Land has not been 'allocated' for housing through the Neighbourhood Plan, but the presumption in favour of development in Policy 8 means that sites within the settlement limits could reasonably be expected to come forward within the Plan period.
- 4.43 The emphasis is on small-scale incremental development which injects character into Seahouses. Large swathes of 'same' developments will not be appropriate. There is the potential to provide some new housing on land to the east of Broad Road in Seahouses. Any proposals must ensure that new development is well linked to the rest of Seahouses, through improvements to existing footpaths/rights of way, and where relevant, provision of new ones, to ensure there is minimal reliance on the car for short journeys, and to integrate development into the rest of Seahouses/North Sunderland, to create a more sustainable local community.
- 4.44 There are pockets of wildlife habitats in Seahouses but these are not well connected. New development will be expected to ensure that these corridors link together. The Policies Map for Seahouses shows the settlement boundary, along with allocated Local Green Spaces, Conservation Area boundaries, and wildlife corridors (existing and proposed).
- 4.45 **Beadnell:** Beadnell has, over the last twenty years, had to absorb substantial numbers of new houses, most of which are now used as holiday or second homes. Under 20% of houses in Beadnell are permanently occupied and many of the village services have disappeared.

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<sup>3</sup> North Northumberland Delivery Area, Sub-Area of Small Area (Seahouses, Bamburgh and Beadnell)

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- 4.46 The settlement boundary allows a small level of growth, and steers any new development away from the Coastal Strip. The settlement boundary is therefore drawn to ensure that the Coastal Strip is protected, and that where development does take place it is directed 'inland' to reduce the impact on more environmentally sensitive areas and protected habitats. The Policies Map for Beadnell shows the settlement boundary, along with allocated Local Green Spaces, and the boundary of the 'Historic Core' Character Area for Beadnell.
- 4.47 **Bamburgh:** Bamburgh remains a very attractive village, dominated by Bamburgh Castle to the north. The settlement boundary has been drawn to include an area to the south which has potential for small-scale housing delivery. There are also a number of potential infill sites within the settlement boundary.
- 4.48 Traffic is a particular problem in Bamburgh. A gradual erosion of quality and distinctiveness is evident due to the pressure from visitor traffic and parking, which places particular strains on the built and natural environment. The 'Managing Traffic and Streetscapes in a Historic Village' report by Hamilton-Baillie (November 2010 - Revised March 2011) has suggested measures for improving the traffic situation in the village.



*Photo showing typical traffic situation in Bamburgh (2016)*

- 4.49 Land close to the Duckett on the south side of Bamburgh which is included in the settlement boundary could deliver small scale, appropriately landscaped housing development. Any development in this area will be expected to incorporate landscaping to soften the impact of existing insensitive development on this boundary, thus achieving an overall positive development for Bamburgh. Proposals should include improvements to public access to the Duckett. Part of the Duckett Field has been designated as a Local Green Space.

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- 4.50 Car parking remains a significant problem in all the settlements. Many houses that are rented out for holiday use have more than one family or group of people staying. This means that there is often not enough space within each property for all visitors to park, resulting in off-road parking on nearby streets. Many of the older properties in the settlements do not have dedicated car parking spaces. This results in a less safe environment for pedestrians and cyclists, as well as other road users.
- 4.51 Due to the remoteness of all three settlements, and the lack of adequate public transport, car use is higher than average. Inadequate parking provision has led to regular and disruptive on-street parking on narrow roads in all the villages, but particularly Bamburgh and Seahouses.
- 4.52 Northumberland County Council's Parking Standards (1996) lists expected level of provision within the curtilage of new dwellings. For housing, it is expected that 1 or 2 bed houses should provide 2 spaces, 3 or 4 bed houses should provide 3 spaces, and 5 bed houses should provide four spaces. This policy proposes a slight increase over and above those requirements, justified by the impacts that on-street parking have on the settlements; particularly their appearance and attractiveness, their functionality, and their safety.
- 4.53 For this reason, proposals resulting in the loss of car parking spaces will not be acceptable, and new schemes for housing development must include at least one space per bedroom, to ensure that the existing car parking problems are not exacerbated by further development.

### **POLICY 8: SUSTAINABLE DEVELOPMENT WITHIN THE SETTLEMENTS**

**Proposals for development that will be supported within the defined settlement boundaries for Seahouses and North Sunderland, Beadnell and Bamburgh shown on the Policies Map Insets numbered 1, 2 and 3. All proposals must demonstrate how they will:**

- a) where relevant, incorporate access for pedestrians from the proposed development into the centre of the settlement and, where relevant, the beaches;**
- b) preserve key coastal views into and out of the settlements;**
- c) ensure sufficient car parking space is provided within the curtilage of the proposed development to ensure no additional on-street parking on nearby streets;**
- d) ensure that where infill development or conversions and extensions are proposed, they do not result in substantial loss of amenity space or loss of parking space which could result in an adverse impact on residential amenity from on-street parking on nearby streets;**
- e) where relevant, provide linkages between wildlife corridors for the benefit of biodiversity as shown on the Policies Map;**
- f) incorporate native landscaping to reduce the impact of the development, and improve biodiversity;**
- g) contribute as necessary to any strategic mitigation initiatives devised to protect the Northumbria Coast SPA/Ramsar site, or other nationally and internationally important wildlife sites.**

**Proposals which provide additional visitor car parking and improved access for pedestrians within the settlements will be supported.**

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**Policy 8 (cont)...**

**Proposals resulting in the loss of existing car parking spaces will not be supported unless it can be demonstrated the loss will not result in any additional on-street parking capacity problems or equivalent alternative provision can be made in locations that are equally or more accessible than the parking spaces to be lost. Planning obligations will be sought where they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind to the development, for the following improvements:**

- i) Improvements to Broad Road as a result of new development to the east of Broad Road in Seahouses to make it safer for vehicles and pedestrians; and**
- ii) Improvements to Swinhoe Road as a result of new development in Beadnell requiring access along Swinhoe Road, to make it safer for vehicles and pedestrians; and**
- iii) Improvements to access to, and the setting of the Duckett in Bamburgh will be sought as part of any housing proposal on land adjacent to the Duckett. Sensitive landscaping will be expected as part of any development proposals along the southern part of the settlement boundary in Bamburgh.**

**POLICY 9: SUSTAINABLE DEVELOPMENT OUTSIDE THE SETTLEMENT BOUNDARIES**

- 4.54 Settlement boundaries have been created in the Plan having regard to the planning principles established in NPPF. In particular, they have been defined to ensure recognition of the intrinsic character and beauty of the countryside in the Neighbourhood Area. The settlement boundaries are not intended to stifle development which could still make a positive contribution to sustainable communities in the Neighbourhood Area. This reflects the intention of national policy and guidance. Therefore, proposals such as those offering local employment opportunities, 'exception' sites for 100% affordable housing provision, sensitively and well-linked car parking proposals or other facilities and services that would benefit the local population are supported through this policy.
- 4.55 Conversions of redundant buildings for permanently occupied residential use will be supported, and planning obligations through s.106 agreements will be secured as part of any planning permission granted to ensure they are used as a Principal Residence. Buildings to be converted must have originally been of substantial construction. The policy does not apply to modern, steel framed farm buildings.

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**POLICY 9: SUSTAINABLE DEVELOPMENT OUTSIDE THE SETTLEMENT BOUNDARIES**

Outside the settlement boundaries as defined on the Policies Map, development will be restricted to appropriate development in the open countryside. Support will be given to:

- a) single dwelling Principal Residences in the hamlets defined in Policy 15;
- b) rural business and economic development proposals;
- c) sensitively designed car parking proposals on the edge of settlements with pedestrian links to town or village centres;
- d) proposals for 'exception' sites of affordable housing provision where they do not have a negative impact on sensitive settlement edges;
- e) proposals in the harbour area of Seahouses and Beadnell where they are related to the ongoing function of the harbour; and
- f) conversion of redundant buildings for use as Principal Residences where these buildings were originally of substantial construction or where the proposals secure the optimal viable use of a heritage asset.

**POLICY 10: SEAHOUSES AND NORTH SUNDERLAND CONSERVATION AREAS**

- 4.56 North Sunderland and Seahouses have detailed Conservation Area Character Appraisals which specifically identify important key buildings, landmarks, significant view points and open spaces which are important in the Conservation Area. They also identify areas for regeneration, where there are opportunities for improvement. These appraisals identify local character and distinctiveness.

**POLICY 10: SEAHOUSES AND NORTH SUNDERLAND CONSERVATION AREAS**

Development proposals affecting the Seahouses and North Sunderland Conservation Areas or their respective settings will be required to preserve or enhance the character or appearance of the area. Development proposals, including extensions and alterations to existing buildings and structures, will be required to make a positive contribution to local character and distinctiveness. In particular, assessment of proposals should take into account their impact on the following specific elements identified in the North Sunderland and Seahouses Conservation Area Character Appraisals:

- a) key buildings or landmarks in the Conservation Area and the impact of the proposal on them;
- b) significant view-points into and out of the Conservation Area as defined in the Conservation Area Character Appraisals;
- c) open space which contributes positively to the public realm; and
- d) how the proposal relates to the 'group value' of buildings where these are defined in the North Sunderland and Seahouses Conservation Area Character Appraisals maps.

Policy 10 (cont)...



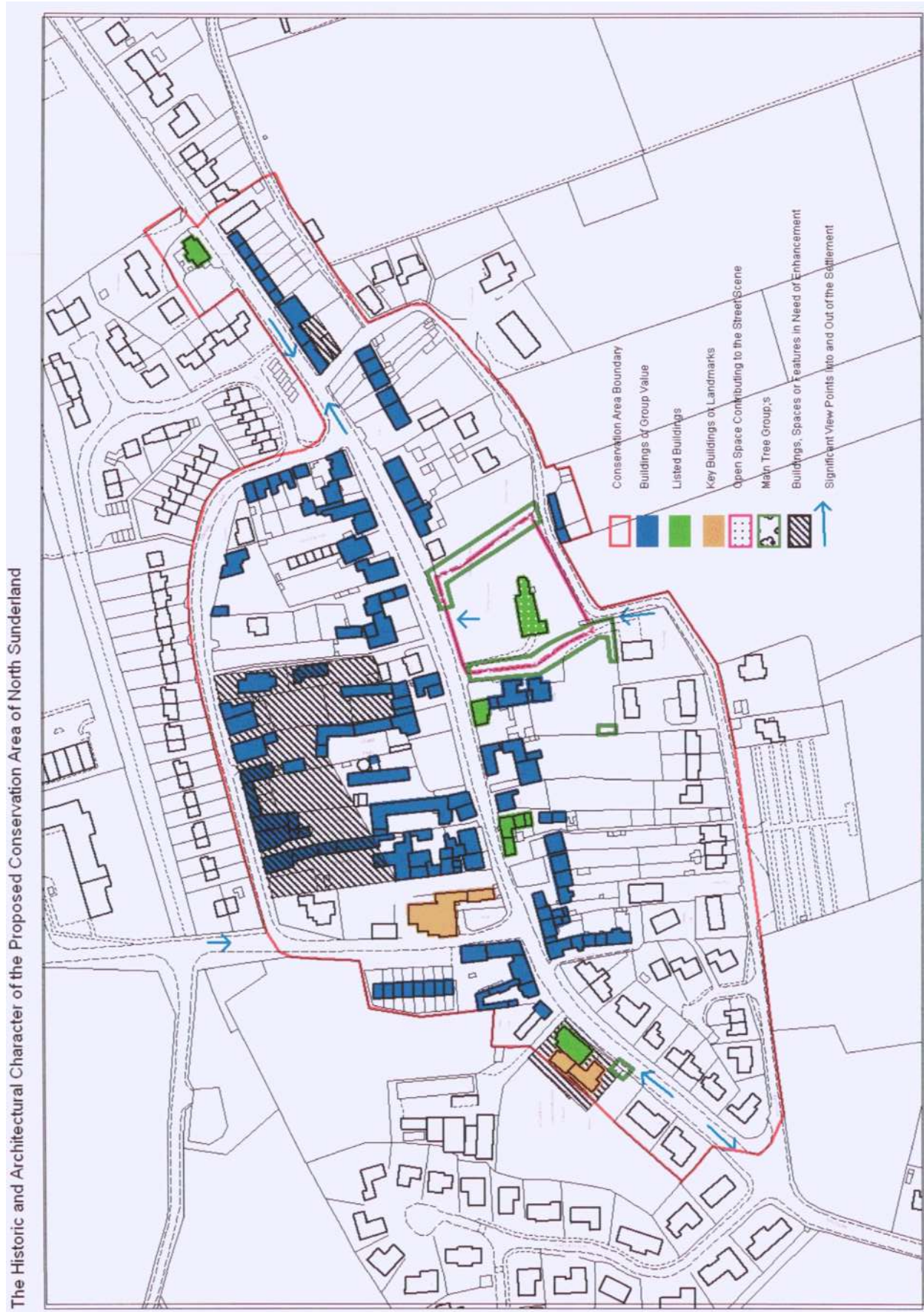
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**Proposals which would lead to the enhancement of the appearance of buildings, spaces or features identified in the Conservation Area Character Appraisals Maps 2 and 3 will be supported.**

**Development of poor design that fails to take opportunities available for improving the character and quality of the Conservation Area and the way it functions will be assessed in terms of the balance between public benefits and the scale of harm to the significance of the Conservation Area.**

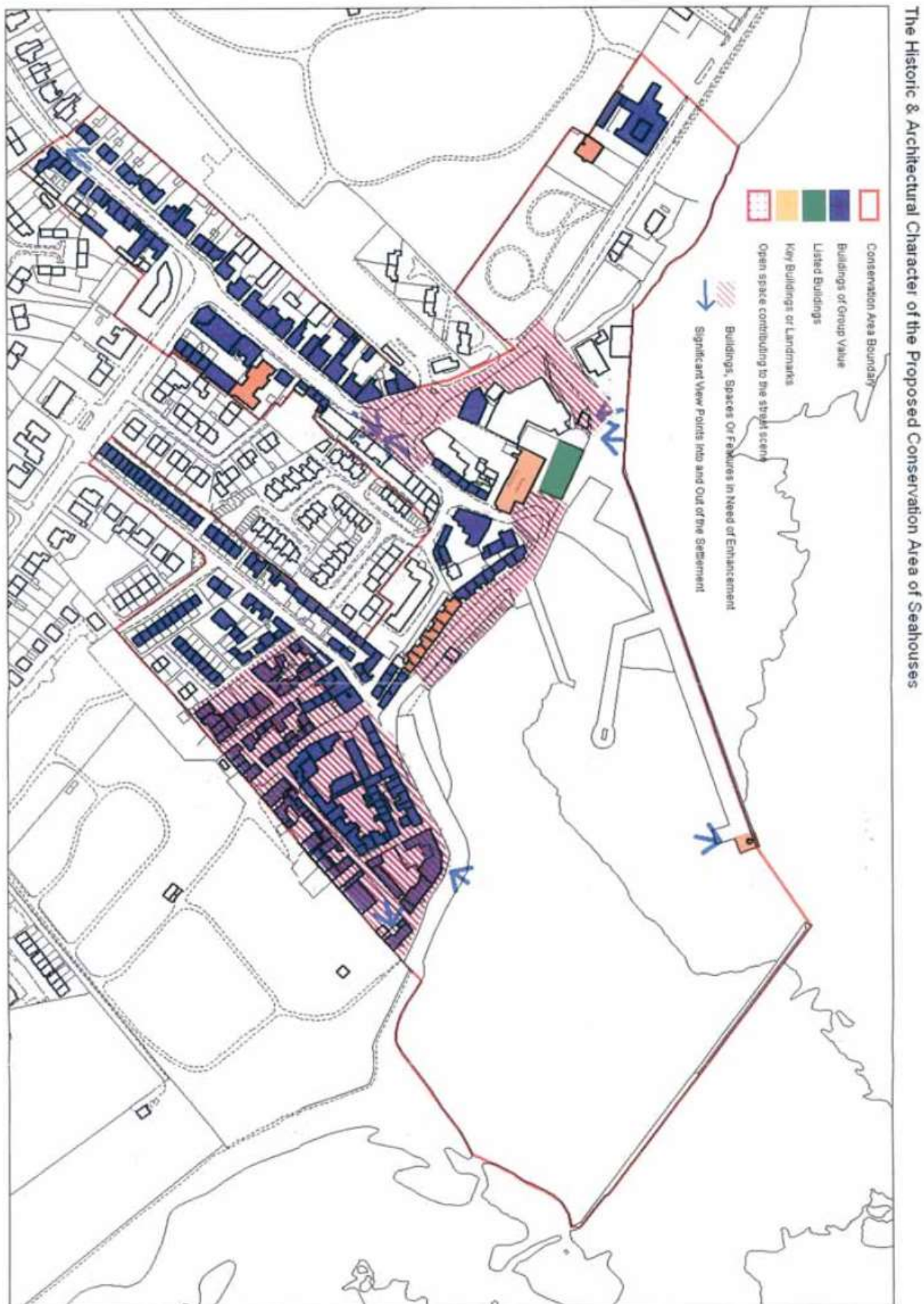
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## MAP 2: NORTH SUNDERLAND CONSERVATION AREA APPRAISAL MAP



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MAP 3: SEAHOUSES CONSERVATION AREA APPRAISAL MAP



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### **POLICY 11: BAMBURGH CONSERVATION AREA**

- 4.57 There is currently no Conservation Area Character Appraisal for Bamburgh. The Conservation Area designation covers the historic core of Bamburgh and the Castle, but does not include the Duckett (Dovecote), which is a locally iconic building (which is listed and a scheduled monument). Any development should pay particular attention to the importance of the setting of the Castle in relation to the rest of the settlement. Vernacular materials in Bamburgh are largely stone and pantile roof although there are some buildings that are slate.



*Bamburgh Conservation Area*

### **POLICY 11: BAMBURGH CONSERVATION AREA**

Development proposals affecting the Bamburgh Conservation Area, or its setting, will be required to preserve or enhance the character or appearance of the area. Development proposals, including extensions and alterations to existing buildings and structures, will be required to make a positive contribution to local character and distinctiveness. Particular consideration will be given to the following elements:

- a) the impact of any development proposal on the setting of Bamburgh Castle and its environs;
- b) the setting of key open spaces, including Local Green Spaces within Bamburgh village;
- c) the use of vernacular materials specific to Bamburgh village as identified in the Northumberland Coast AONB Design Guide;
- d) the setting of listed buildings in Bamburgh; and
- e) the importance of the Duckett and its setting

Development of poor design that fails to take the opportunities available for improving the character and quality of the Conservation Area and the way it functions will be assessed in terms of the balance between public benefits and the scale of harm to the significance of the Conservation Area.

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### POLICY 12: HISTORIC CORE OF BEADNELL



Historic Core of Beadnell from 1865 map

- 4.58 The Berwick Local Plan proposes to define a Conservation Area for Beadnell. This has not to date happened. In the absence of a Conservation Area, it was considered important to ensure that there is no further erosion of character in the historic parts of Beadnell. There is a clear indication of where the 'historic core' of Beadnell is as shown on historic maps of the village. The Historic Core is largely unspoilt and has been defined using the 1860 map (above), which clearly shows the old boundary of Beadnell, which is also shown in even earlier maps, as a clear 'square' area. Within this area there has been some modern development. These areas have been excluded from the proposed 'historic core'. The harbour and Lime Kilns are separate and distinct from the original village, but are still an important part of the history of Beadnell as a fishing community. Some of these buildings may be suitable for listing, or local listing.
- 4.59 A community action proposal to work with the County Council to designate a Conservation Area for Beadnell is also proposed. Funding has been secured to commence a full appraisal for the proposed Beadnell Conservation Area.

#### POLICY 12: HISTORIC CORE OF BEADNELL

Development proposals within or affecting the setting of the historic core of Beadnell as defined on the Policies Map must demonstrate they do not harm this area or its setting through inappropriate scale, height, design, and materials. In the assessment of development proposals a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the historic core of Beadnell as a heritage asset.

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**POLICY 13: NON-DESIGNATED HERITAGE ASSETS**

- 4.60 Designated heritage assets are protected through existing legislation and policy. However, non-designated heritage assets are prevalent in the Plan area, and an assessment has been undertaken of these assets in each of the three Parishes, using criteria published by Historic England<sup>4</sup>, and guidance contained in paragraphs 126 and 131 of the NPPF. A list of these non-designated Heritage Assets is included in Appendix A of the Plan. A full copy of the report is available in the evidence base documents.

**POLICY 13: NON-DESIGNATED HERITAGE ASSETS**

**The Neighbourhood Plan List of non-designated Heritage Assets are defined in Appendix A. Development, including renovation or alterations, affecting any non-designated heritage asset or its setting, whether locally listed, or identified in the North Northumberland Coast Neighbourhood Plan List in Appendix A, should be sensitively designed having regard to the scale of any harm or loss and the significance of the heritage asset including its archaeological, historic and architectural interest and its setting.**

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<sup>4</sup> Historic England publication: 'Local Heritage Listing' Advice Note 7 (2016)

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## 5.0 PLANNING POLICIES - PEOPLE

Policies in this section are intended to deliver Objectives 4, 5 and 6. They are our planning policies to make the Neighbourhood Area a better place for people.

### POLICY 14: PRINCIPAL RESIDENCE HOUSING

- 5.1 Census data shows the percentage of households with no usual residents (second homes) in the Neighbourhood Area is markedly greater than across Northumberland as a whole. Within each of the three parishes, both the number and proportion of dwellings without residents has increased significantly between 2001 and 2011. Details are provided in Table 1 below. This increase has been most significant in North Sunderland and Seahouses, where second home ownership has grown most significantly in recent years, probably due to the fact that house prices are, at present, lower in that area than in Beadnell and Bamburgh (where house prices are higher than average). These are shown in the table below:

	No. of household Spaces		No. of household spaces with no residents			
	2001	2011	2001	%	2011	%
North Sunderland	1077	1341	234	21.7%	389	29.0%
Bamburgh	398	420	162	40.7%	198	47.1%
Beadnell	566	701	295	52.1%	388	55.3%
<b>NP Area</b>	<b>2041</b>	<b>2462</b>	<b>691</b>	<b>33.9%</b>	<b>975</b>	<b>39.6%</b>
Northumberland	138,064	148,043	4895	3.5%	9509	6.4%

Table 1: Data from 2001 and 2011 Census, showing increase in number of household spaces with no residents.

- 5.2 The impact of these high levels of holiday and second homes has resulted in a loss of sustainability within these coastal communities. Beadnell lost its primary school in the 1980s, and since then, there has been a gradual loss of facilities in the village; there is now only one shop which is only open during the holiday season. A number of other local facilities are also only open during the holiday season, meaning year-round residents are unable to rely on local services and facilities for their day to day needs. Further evidence of the impacts the high level of second homes is having in the Plan area is contained in the Housing Evidence Paper.
- 5.3 A policy intervention is therefore considered necessary to manage the number of new dwellings which are built as or become second homes. The Plan seeks to take a positive approach to the provision of new housing to benefit sustainable communities. The Plan supports the development of housing that will be permanently occupied, defined in the Plan as Principal Residence housing. The effect of this policy intervention is to support an increase in the number of year-round residents in all of the settlements in the Neighbourhood Area.

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- 5.4 It is expected that affordable housing will be provided as necessary in line with the most up to date development plan policy concerning affordable housing, and in line with up-to-date evidence of affordable housing need. There is an issue with affordability of housing to buy in the Neighbourhood Area, as prices are above average compared to Northumberland. There is also a lower than average availability of affordable rented properties in the area. Affordable housing schemes such as that at Kennedy Green in Beadnell have shown how successful the provision of new social housing can be and what a valuable contribution it can make to local communities.

### **POLICY 14: PRINCIPAL RESIDENCE HOUSING**

**Proposals for all new housing, excluding replacement dwellings, will only be supported where first and future occupation is restricted in perpetuity to ensure that each new dwelling is occupied only as a Principal Residence.**

**Principal Residence housing is that which is occupied as the sole or main home of the occupants and where the occupants spend the majority of their time when not working away from home.**

**These restrictions will be secured prior to the grant of planning permission through appropriate Planning Obligations created and enforceable under section 106 of the Town & Country Planning Act 1990, or any subsequent successor legislation.**

### **POLICY 15: PRINCIPAL RESIDENCE HOUSING IN HAMLETS**

- 5.5 There are many small hamlets in the Neighbourhood Area both within and outside the AONB. The policy seeks to allow single dwellings as Principal Residences in these areas, to maintain the sustainability of these smaller communities. The policy seeks to ensure that any new single dwellings are well-sited in relation to the existing built environment, and that it is of a nature and scale that fits in with the surrounding area.

### **POLICY 15: PRINCIPAL RESIDENCE HOUSING IN THE HAMLETS**

**New single dwellings including self-build and live-work units will be supported in the hamlets of Budle, Burton, Elford, Dukesfield, Tughall, Greenhill, Anstead, Glorum, East/West Fleetham, and Swinhoe.**

**Any new dwellings in these hamlets must be well related to existing development and be of a nature and scale that reflects and respects the special character of the area in which it is situated. Any new dwelling in these hamlets will only be supported as a Principal Residence. The restriction to Principal Residence occupancy will be secured and retained in perpetuity through the imposition of an appropriate Planning Obligation created and enforceable under section 106 of the Town & Country Planning Act 1990, or any subsequent successor legislation.**



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**POLICY 16: CHANGE OF USE FROM RESIDENTIAL (C3) TO HOLIDAY LET (SUI GENERIS)**

- 5.6 The question of whether a change of use has occurred when a dwellinghouse is let out for short-term holiday or leisure use is a matter of ‘fact and degree’ and in each case the answer will depend upon the particular characteristics of the use as holiday accommodation. Neither of the two extreme propositions – that use of a dwellinghouse for commercial holiday lettings will always amount to a material change of use, or that use of a dwellinghouse for commercial holiday lettings can never amount to a material change of use- is correct.<sup>5</sup>
- 5.7 When, depending on the facts of each case, a ‘material change of use’ is proposed, or has occurred, such that a residential unit (C3) can no longer be considered a residential unit for planning purposes, but is in fact a holiday use (sui generis) then a ‘change of use’ application will be required. Matters which are likely to contribute to a material change of use having occurred are likely to be related to numbers of people and separate families using a dwellinghouse at any one time, numbers of cars and impacts of visitors to the premises, and other impacts that materially affect local amenity.
- 5.8 Any application for change of use from residential (C3) use to holiday let (sui generis) use will be required to demonstrate how the change of use does not impact on local amenity, in terms of parking impacts, noise impacts, and other impacts on the local community.
- 5.9 New purpose-built holiday accommodation (excluding chalets, camping pods, log cabins and other holiday accommodation which is not suitable for permanent occupation) are unlikely to be supported due to the existing high number of holiday homes in the area. In order to gain consent for such development, it must be demonstrated that there is a need for that use in that area.

**POLICY 16: CHANGE OF USE FROM RESIDENTIAL (C3) TO HOLIDAY LET (SUI GENERIS) AND PROVISION OF NEW HOLIDAY ACCOMMODATION**

**Proposals to change the use from residential (C3) use to holiday let (sui generis) will only be permitted where it can be demonstrated that:**

- a) Sufficient car parking space can be provided within the curtilage of the proposed holiday let to ensure no additional on-street car parking will be necessary;**
- b) There are no significant impacts on local amenity for nearby residents in terms of noise disturbance and traffic generation.**

**Proposals for the provision of new purpose-built holiday accommodation will not be supported unless it can be demonstrated there is a need which cannot be met by existing provision.**

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<sup>5</sup> *Moore v. SSCLG [2012]*

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### **POLICY 17: CHANGE OF USE FROM HOLIDAY USE TO PRINCIPAL RESIDENCE HOUSING**

- 5.10 A number of applications have been approved recently, where conditions have been attached, limiting the use of the new dwelling to holiday occupation only. In order to boost the supply of housing occupied as a Principal Residence Policy 17 provides support for proposals to change the use of holiday accommodation to permanent residential use, providing the dwelling is suitable for permanent occupation.
- 5.11 This policy applies to proposals for the change of use from Holiday Let use (sui generis) to Residential use (C3). It also applies to proposals to remove occupancy restrictions on existing properties, limiting them to holiday use only.
- 5.12 This policy does not apply to static caravans, chalets and other more temporary style holiday accommodation. Substantial build refers to a stone or brick building, capable of conversion without demolition/re-build.
- 5.13 This policy should be read alongside Policy 3 (Habitats and Species).

### **POLICY 17: CHANGE OF USE FROM HOLIDAY USE TO PRINCIPAL RESIDENCE HOUSING**

**Proposals for the change of use or removal of occupancy restrictions from holiday let use to Principal Residence housing, will be supported within the settlements of Beadnell, Bamburgh, Seahouses and North Sunderland and hamlets and smaller settlements identified in Policy 15 of the Neighbourhood Plan where the unit proposed for change of use or removal of occupancy restriction is suitable for permanent occupation. Future occupation shall be controlled as a Principal Residence in accordance with Policy 14 of the Neighbourhood Plan.**

**This policy does not apply to the change of use, or replacement of chalets, static caravans, or other buildings or structures which are not suitable for permanent occupation.**

### **POLICY 18: EXTENSIONS TO HOLIDAY LETS**

- 5.14 This policy provides clarity as to what criteria will be considered important in proposals for extensions to properties that are classified as holiday lets (sui generis use).
- 5.15 Due to the high land values, particularly in Beadnell and Bamburgh, there have been a number of proposals which have resulted in 'overdevelopment' of sites. This has then resulted in traffic and parking problems on roads nearby, due to loss of parking spaces 'on site', and can in some instances result in a dwelling which becomes unsuitable for permanent occupation due to the loss of amenity (and parking) space. There are also amenity impacts on nearby residents in terms of noise and additional traffic.
- 5.16 The policy seeks to ensure that the amenity of local residents is protected when any increased use of holiday lets, through the provision of additional living space by way of extensions is provided. Holiday lets are classed as 'sui generis' use, and are not classed as 'C3' dwellings for the purposes of the Use Classes Order. They therefore do not benefit from permitted development rights.

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**POLICY 18: EXTENSIONS TO HOLIDAY LETS**

**To be supported, all proposals for extensions to holiday lets must:**

- a) demonstrate the outdoor amenity space remaining is sufficient for the occupiers of the holiday let; and**
- b) ensure there is sufficient car parking space retained in the curtilage of the dwelling to ensure no additional on-street car parking will be necessary; and**
- c) demonstrate that the extended property will not significantly add to noise or other adverse amenity impacts on nearby residents as a result of an intensification of the use of the holiday let.**

**POLICY 19: LOCAL GREEN SPACES**

- 5.17 Paragraphs 76 and 77 of the NPPF give local communities the opportunity to identify green spaces which are special to the local community. A number of criteria must be met, and most green spaces will not be suitable for allocation as Local Green Space. Criteria that must be met are that the green space must be:
- Reasonably close to the community it serves;
  - Demonstrably special to the local community;
  - Hold a local significance because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of wildlife;
  - Local in character and not an extensive tract of land.
- 5.18 Although the beaches are repeatedly identified by the community as being an important recreational area, as they are 'extensive tracts of land' they do not meet the criteria in paragraphs 76 and 77 of the Framework.
- 5.19 Each parish has identified important green spaces in their area, against the criteria outlined in the Framework. Background evidence papers explain the designations.
- 5.20 Any proposal involving the loss of Local Green Space must be considered alongside Policy 3 (Habitats and Species).

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**POLICY 19: LOCAL GREEN SPACES**

The following sites are designated as Local Green Spaces and are shown on the Policies Map:

**Beadnell:**

**Be1: Old school playground (play area)**

**Be2: The Haven**

**Be3: Lady Hole Bay**

**Be4: Ebb's Sneuk**

**Be5: Grassed open spaces within Longstone Estate**

**Be6: Open space between St. Ebbas Way and Longbeach Drive**

**Bamburgh:**

**Ba1: The Grove, the Triangle and grass verges in village centre**

**Ba2: Castle Green (including play area)**

**Ba3: Pepper close Fields (down Wynding)**

**Ba4: Duckett Field (part of)**

**Seahouses and North Sunderland:**

**S1: Seafield playing field (football and golf)**

**S2: Quarry Walk**

**S3: Open space in front of St. Aidan's (originally tennis courts)**

**S4: Seahouses First School Playing Fields**

**S5: Open space at North Lane/Main Street (to the rear of Osborne Gardens)**

**S6: Open Space at James Street (Stone Close)**

**S7: Rotary Way (Broad Road)**

Proposals for development on these sites will not be allowed except in very special circumstances, unless they are related to the enhancement or enjoyment of the Local Green Space.

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## POLICY 20: ASSETS OF COMMUNITY VALUE AND COMMUNITY FACILITIES



*Beadnell Village Hall*

- 5.21 Local pubs, shops and other community facilities are highly valued by residents in each of the three settlements. Where a proposal would lead to the loss of the last remaining facility, it is considered that this would not be sustainable development, as it would result in the further erosion of sustainable communities, meaning a greater need for travel, and less community cohesion. This is particularly important for Beadnell, which only has one shop left (not open full time) and one public house. Beadnell also has a village hall (the WI hall), as does Bamburgh (the Cricket Pavilion). Both these village halls are the last remaining such facilities in these villages.
- 5.22 The recycling depot at Seahouses is an important local community facility. If this facility were to be lost, the next nearest recycling site is in Alnwick, which would mean significant extra car travel for residents in the area.

### **POLICY 20: ASSETS OF COMMUNITY VALUE AND COMMUNITY FACILITIES**

**Proposals that will enhance the viability and/or the community value of community facilities and community assets, (whether registered as Assets of Community Value or not registered), will be supported.**

**The loss of a registered Asset of Community Value (ACV), or the last public house, shop or community hall in Beadnell, Bamburgh, Seahouses and North Sunderland will not be supported unless robust justification is submitted to demonstrate there is no longer a need for that facility or that the facility is no longer economically viable.**

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### **POLICY 21: NEW TOURIST AND COMMUNITY FACILITIES**

- 5.23 Although the Plan is seeking to diversify the economic base in the Neighbourhood Area, tourism nevertheless is the mainstay of the local economy. Community consultation showed that residents are supportive of tourism related proposals where there is scope for the community getting year-round benefit as well. Facilities such as a wet weather attraction at Seahouses, a Heritage Hub at Bamburgh, and a new car park at Seahouses have the potential to benefit the local population as well as visitors.
- 5.24 Sea based tourism and water sports proposals will be supported where they are 'low key' in line with other aims in the AONB Management Plan and where they do not compromise designated sites or impact on important landscapes in the Neighbourhood Area. 'Low key' would mean water sports that will not have a negative impact on marine habitats and species. For example: kayaking; surfing; and windsurfing.
- 5.25 The Coastal Communities Teams (CCT) Economic Plan has identified a number of areas to maximise the visitor/tourism income of the area, which are based on the special qualities of the AONB. The ambition of the CCT Plan for the Northumberland Coast is to 'preserve a beautiful landscape with a thriving and sustainable future'. Site specific proposals identified have been incorporated into a policy to support these development proposals.
- 5.26 The policy also supports the provision of new community and visitor facilities. This could include recreational facilities, improved health facilities and educational facilities.

### **POLICY 21: NEW TOURIST AND COMMUNITY FACILITIES**

**Proposals to provide small-scale new or improved community and/or visitor facilities will be supported. The following proposals will be supported:**

- a) The provision of a base for low-impact water based recreational facilities and nature-based tourism at the Car Park in Beadnell;**
- b) A wet weather attraction at Seahouses;**
- c) A Heritage Hub at Bamburgh;**
- d) A new car park on the southern edge of the settlement boundary at Seahouses;**
- e) Extended or improved visitor and/or recreational facilities at Seaford Gardens in Seahouses as shown on the Policies Map;**
- f) Provision and/or improvements to public toilet facilities; and**
- g) The expansion and improvement of visitor facilities at Bamburgh Castle**

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**POLICY 22: FOOTPATHS AND CYCLE WAYS IN THE PLAN AREA**

5.27 Community consultation has revealed that links between the settlements could be improved. At present, the amount of car traffic, particularly in the summer months, can make it difficult to walk. Simple improvements to some footpaths, particularly between the settlements, would help achieve this. In other parts of the Neighbourhood Area, improved footpaths and cycle ways could help reduce the amount of car traffic, and increase visitor travel by more sustainable means. The policy recognises that there may be sensitive habitats where it would not be appropriate to introduce cycle ways and footpaths. The Policies Map shows the location of the footpaths and cycle ways referred to in Policy 22.

**POLICY 22: FOOTPATHS AND CYCLE WAYS**

**The creation and improvement of footpaths and cycle ways will be supported where there is not a negative impact on designated habitats. In particular, the improvement, creation and extension of the following routes will be supported:**

- **Path and cycle path from Swinhoe to Budle Bay**
- **Creation of new path from Springhill Farm (caravan site) to Seahouses**
- **Creation of new path from Glororum (caravan site) to Bamburgh**
- **Improvements to the old railway line within Seahouses and North Sunderland**

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## **6.0 PLANNING POLICIES - PROSPERITY**

**These policies are designed to achieve objectives 7, and 8. They are our planning policies that relate to the local economy and prosperity in the Neighbourhood Area.**

### **POLICY 23: BUSINESS AND EMPLOYMENT**

- 6.1 There is a need to encourage more start-up business development in the Neighbourhood Area, to broaden the economic base. A recently commissioned study produced by the Coastal Communities Team<sup>6</sup> identified a lack of small business units as a potential hindrance to economic growth in the Neighbourhood Area. There appears to be particular support for small scale 'enterprise hubs', which tend to be a collection of small offices/premises available to rent for small business and sole traders. These enterprise hubs can provide start-up businesses with affordable premises that include broadband, office space, electricity and networking opportunities.
- 6.2 This policy seeks to support employment uses; proposals for farm diversification; and home-working (where planning permission is required).
- 6.3 Policies elsewhere in the Plan allow for small scale business development outside the settlement boundaries. In Seahouses there are opportunities in the harbour area for small 'pop up shops' or seasonal food outlets. There are however, significant highways constraints in this area, due to the need to maintain roads free for launching the life boats, but if a solution could be found, this would be another area where small-scale business/retail use could be appropriate.
- 6.4 The existing employment site at Seahouses is now full. This policy seeks to ensure the site is protected for future employment use in the Plan. The site is shown on the Policies map.
- 6.5 The policy refers to 'home working'. Although in many instances planning permission will not be required for home working if it is considered to be largely ancillary to the main use of the dwelling as a residence, there are occasions where the use can intensify to an extent where planning permission may be required. The Plan is supportive of home working, and proposals will be supported as long as there are no significant adverse impacts on nearby residents in terms of noise and vehicular traffic.

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<sup>6</sup> Coastal Communities Team Economic Plan 2016



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**POLICY 23: BUSINESS AND EMPLOYMENT**

Proposals for new business premises and the extension and expansion of existing businesses will be supported within and on the edge of the settlements.

Support will be given to proposals for new small-scale enterprise hubs/business use in Beadnell.

The existing allocated employment site in North Sunderland shown on the Policies Map will be retained for employment use.

In the open countryside, proposals for farm diversification schemes and other rural business enterprises which require a rural location will be supported.

Proposals for home working will be supported where the amenity and privacy of neighbouring residents is not significantly adversely affected.

**POLICY 24: BROADBAND INFRASTRUCTURE**

- 6.6 The provision of good telecommunications is particularly important in rural areas and for businesses to operate effectively, it is crucial. Public consultation showed significant support for the improvement of broadband infrastructure to help make rural enterprise and home-working easier.
- 6.7 Currently fibre-optic connections are the most robust and future-proof method of delivering high performance connectivity and this should be the aim for all new developments in the Neighbourhood Area.

**POLICY 24: BROADBAND INFRASTRUCTURE**

Proposals which secure the expansion of electronic communication networks and high speed broadband along with improvements to connectivity will be supported where the applicant has fully explored the opportunities to erect apparatus on existing buildings, masts or other structures and where the number of radio and telecommunication masts are kept to a minimum consistent with the efficient operation of the network; and where the development has been sited and designed to minimise the impacts on the character and appearance of the AONB.

Applications for new development should ensure provision is made for suitable ducting to enable more than one service provider to provide a fibre connection to individual properties from connection cabinets located on the public highway, or some alternative point available to different service providers.

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**POLICY 25: CARAVANS, CAMPING, BUNKHOUSES AND CHALETS**

- 6.8 There are large caravan parks within Seahouses and Beadnell, and close to Bamburgh. The total number of pitches in Beadnell is 584 (701 dwellings), in North Sunderland/Seahouses 840 (1314 dwellings), and in Bamburgh 311 (420 dwellings). Calculations show that this averages out at approximately 1 caravan to every 1.4 dwellings in the Neighbourhood Area. The market for static caravans and the impact it has on local communities is therefore considered to be at saturation point.
- 6.9 Although these caravan parks are an important benefit to the local economy, further expansion of these sites, or the creation of new ones have the potential to have a negative impact on local communities through the creation of additional traffic, particularly in the summer. Further extension of these sites could also have a negative impact on the local landscape and designated sites.

**POLICY 25: CARAVANS, CAMPING, BUNKHOUSES AND CHALETS**

**Expansion of existing static caravan sites and the creation of new static caravan sites will not be supported.**

**Proposals for bunkhouses, chalets, touring caravan sites and camping accommodation will be supported where they are small scale and can be accommodated without a negative impact on the local landscape. This will be determined through the submission of a Landscape and Visual Impact Assessment (LVIA). To be supported, proposals must have no negative impact on the integrity of any nationally or internationally important wildlife site.**

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## **7.0 COMMUNITY ACTIONS**

This is a list of the Community Projects identified in the Neighbourhood Plan.

**Community Action 1: The Parishes of Beadnell, Bamburgh and Seahouses will work with Northumberland County Council to seek an Area of Special Control through the relevant Order for advertisements within the Plan area**

**Community Action 2: To work with NCC to develop a Conservation Area Character Appraisal for Bamburgh**

**Community Action 3: To liaise with Northumberland County Council to define a Conservation Area boundary for Beadnell.**

**Community Action 4: To seek to get the list of heritage assets in the Neighbourhood Plan (Appendix A) included on a 'local list' at Northumberland County Council.**

**Community Action 5: Each Parish to register Community Assets based on local factors/consultation**

**Community Action 6: North Sunderland Parish Council to ensure that recycling facility remains in Seahouses and North Sunderland**

**Community Action 7: All Parish Councils to work with Northumberland County Council to ensure that changes of use from C3 residential use, to holiday-let use are applied for where a material change of use has occurred.**

**Community Action 8: Support will be given by the Parish Councils to development involving the creation of business and employment uses including:**

- **use of the Walled Market Garden, redundant buildings at the Duckett and Bamburgh Hall Farm for small-scale business use in Bamburgh; and**
- **the creation of a further employment site for mixed employment use (Use Classes B1, B2 and B8) on land opposite the recycling facility at Seahouses.**

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## **8.0 MONITORING AND REVIEW**

- 8.1 Effective monitoring is essential to ensure the Neighbourhood Plan is truly achieving sustainable development in the Neighbourhood Area. It also provides information to establish whether policies are effective, and whether there are changes needed to policies in the longer term.
- 8.2 The North Northumberland Coast Neighbourhood Plan sets out the long term spatial vision for the area with objectives and policies to deliver that vision in the period up to 2035.
- 8.3 Decision making on planning applications still rests with Northumberland County Council who have their own monitoring procedures in place. The Parish Councils will, however, undertake their own monitoring to evaluate the level of progress being made towards delivering the vision of the Plan.

### **Review**

- 8.4 The North Northumberland Coast Neighbourhood Plan will, in all likelihood be 'made' before a new Local Plan for Northumberland is adopted. It may therefore be necessary to review the neighbourhood plan in light of any significant policy shifts. However, the Plan has been developed in close partnership with Northumberland County Council, and it is anticipated that any emerging Local Plan will be well aligned with the Neighbourhood Plan.

### **Community Proposals**

- 8.5 Community Proposals have been identified in Section 7 of the Plan. These proposals will be taken forward by the Parish Councils, and are matters that were outside the remit of planning policy in a neighbourhood plan.
- 8.6 Monitoring will also seek to ascertain whether these Community Proposals are being implemented.

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### APPENDIX A: Non-designated assets suitable for Local Listing in the Neighbourhood Plan area

The list below comprises the non-designated heritage assets in the Plan area which are considered suitable for local listing. The full list with information and maps is contained in the 'Neighbourhood Plan non-designated heritage assets for local listing report', dated April 2016. This document was produced by Steering Group with the help of the County Council and the Northumberland Coast AONB Partnership and is hosted on the AONB Partnership website accessible through this link: <http://www.northumberlandcoastaonb.org/planning-and-development/>

A summary of the non-designated heritage assets in each area follows for each Parish in the Plan area:

#### **Seahouses and North Sunderland**

Westfield Double Ditched Enclosure Cropmark  
Broad Road Crop Mark Enclosure  
Shoreston Hall Garden  
Braidcarr Pillbox  
Standing Stone  
North Sunderland Village Farm  
Iron Age or Roman enclosure  
Serpent Seats  
Cistern or Bark Pot  
John Woodger's Kippered Herring Smokehouses  
North Sunderland Light Railway

#### **Beadnell**

Fleetham Shrunk Medieval Village  
Bronze Age Cairns  
Tughall Burn Crop Mark Enclosure  
Swinhoe Medieval Fields and Deserted Village  
Beadnell Ridge and Furrow  
Rectangular Sandstone Structure  
Tuggall Pillbox  
Pillbox at West Fleetham  
Beadnell Bay Anti-Tank Blocks  
Brunton Airfield  
Iron Age or Roman Enclosure  
Dell Point Draw Kilns  
Beadnell Old Tramway  
Beadnell Links Launch and Winding Gear  
Black Huts on Harbour Road  
Pillbox east of Swinhoe, Beadnell

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**Bamburgh**

Budle Deserted Medieval Village  
Budle Bay Stone Crushing Plant  
Newtown Gun Emplacement  
Harkness Rocks Pillbox  
D-Shaped Pillbox  
Mound/Hillock  
Bowl Hole  
Burton Quarry Limekiln  
Glororum Limekiln  
Greenhill Rocks Pillbox  
Greenhill Links Pillbox  
Royal Observer Corps Monitoring Post  
Lozenge Pillbox  
Pier in Budle Bay  
Possible Tumulus  
Harkness Rocks Tank Traps  
Blackrocks Point Lighthouse  
Greenhill Links Pillbox Ruins  
Bamburgh War Memorial  
Stag Rocks  
1 -7 Ingram Road  
12 Ingram Road  
1 – 6 South Victoria Terrace  
The Victoria  
The Mortuary  
Veeras Cottage  
Red Barns farmhouse 1b, 3b  
The Gas House  
Woodbine Cottage  
Eightbells Cottages  
Coastguard Cottages  
Lifeboat House  
Bamburgh Golf Clubhouse  
Bathing Hut  
School House  
Rose Cottage  
The School House  
Grove Cottage  
1 Radcliffe Cottage  
The Glebe

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### APPENDIX B: EVIDENCE DOCUMENTS:

National Planning Policy Framework (2012)  
National Planning Practice Guidance (as updated)  
Berwick upon Tweed Borough Local Plan (Saved Policies) 1999  
Northumberland Coast AONB Management Plan 2014 - 2019  
Northumberland Coast AONB Design Guide for the Built Environment 2009  
Northumberland Coast AONB Landscape Sensitivity & Capacity Study August 2013  
Northumberland County Council Landscape Character Assessment August 2010  
Northumberland County Council Strategic Housing Availability Land Assessment (2016)  
Northumberland and North Tyneside Shoreline Management Plan May 2009  
North Northumberland Coast Neighbourhood Plan - Housing Evidence Paper (Northumberland County Council) (2016)  
Northumberland County Wide Housing Needs Survey Final Report 2012 Version 10.07.13 (Beadnell, Bamburgh & North Sunderland) (updated 2015)  
Non-Designated Heritage Assets in the Plan area (AONB Heritage Environment Officer) (2016)  
Dark Skies - Exterior Lighting Master Plan (2013) Northumberland National Park Authority  
Habitats Regulations Assessment of the North Northumberland Coast Neighbourhood Plan [AECOM] May 2017  
Strategic Environmental Assessment (Environmental Report) of the North Northumberland Neighbourhood Plan [AECOM] May 2017  
'Limekilns and Lobsterpots' A Walk around Old Beadnell: (2013) Katrina Porteous  
Seahouses Conservation Area Appraisal (NCC)  
North Sunderland Conservation Area Appraisal (NCC)  
Background papers on Settlement Boundaries for Bamburgh, Beadnell and Seahouses/North Sunderland  
'Managing Traffic and Streetscapes in a Historic Village' report by Hamilton-Baillie (November 2010 - Revised March 2011)  
Coastal Communities Team Economic Plan (2015)  
Background papers: Local Green Space evidence base for Bamburgh, Beadnell and Seahouses/North Sunderland

### Local Information

Parish Plans (Beadnell 2008 & Bamburgh 2005) – hard copies available  
Local Business Survey (including self-employed) (2014)  
Summary of comments made at Consultation Events (2014)  
Questionnaire responses (322) (2014)  
Responses to Coastal Neighbourhood Plan Holiday Home Owners Survey (Sept 2014)  
Northumberland Neighbourhood Postal Questionnaire results (2014)  
Housing Submission 2008 (Beadnell)  
North Sunderland Parish Housing Needs Survey 2008  
Northumberland Coast AONB Study of second homes/holiday houses

# North Northumberland Coast Neighbourhood Plan 2017 - 2032

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### Glossary of Terms

**Affordable Housing:** Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the open market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

**Affordable rented housing:** Housing let by the local authority or private registered providers of social housing to households who are eligible for social rented housing. Affordable rent is subject to rent controls that require a rent of no more than 80 per cent of the local market rent.

**Amenity:** A positive element or elements that contribute to the positive character of an area, such as lack of noise and disturbance, openness, landscape, townscape, opportunities for recreation etc.

**Area of Outstanding Natural Beauty (AONB):** An area with statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty. The extent of the Northumberland Coast AONB is shown on the Policies Map.

**Asset of Community Value:** A local authority maintained list of buildings and land in its area that is of community value as set out in Section 87 of the Localism Act 2011.

**Basic Conditions:** The Localism Act (the Act) sets basic conditions that neighbourhood development plans or orders must meet. These are that the plan or order must: a) have appropriate regard to national policy and advice contained in guidance issued by the Secretary of State, b) must contribute to the achievement of sustainable development c) must be in general conformity with the strategic policies contained in the development plan for the area and d) must not breach, and be otherwise compatible with, EU and Human Rights obligations

**Biodiversity:** The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

**Community Facilities:** Local services and facilities that benefit the community, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.

**Core Strategy:** A Development Plan Document setting out the spatial vision, objectives and key strategic policies for an area. When adopted, the Core Strategy for the Plan area will be Northumberland County Council's Core Strategy Document.

**Density (of development):** The amount of building within an area of land. For housing it is expressed as the number of dwellings per hectare.

**Designated Site:** In this document, reference to Designated Sites should be taken to include European Sites (Special Areas of Conservation (SACs), and Special Protection Areas (SPAs); Ramsar sites, European Marine Sites (EMS's) and Sites of Special Scientific Interest (SSSIs).



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**Development:** Defined under the 1990 Town and Country Planning Act as 'the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land.'

**Development Plan:** The complete set of statutory land use policies and proposals for an area, used in making planning decisions. It includes adopted council development plan documents such as Local Plans, Core Strategies and Neighbourhood Plans.

**European site:** This includes candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation and Special Protection Areas, and is defined in regulation 8 of the Conservation of Habitats and Species Regulations 2010.

**Environmental report:** The report that documents the assessment of the draft Plan and accompanies the draft Plan for pre-submission consultation. The environmental report needs to contain certain information as set out in Schedule 2 to the SEA Regulations 2004.

**Evidence base:** The information and data gathered by plan makers and used to inform policy development. Evidence base data is gathered to prepare a neighbourhood plan, and is submitted to the Examiner along with the other Examination Documents.

**Habitat:** An area or natural environment in which an organism, species or population normally lives. Habitats take many forms and should not be considered in isolation as they are linked and overlap with each other.

**Habitats Regulations Assessments (HRA):** This is a general term which describes the full step-wise process required in making assessments of the impacts on European sites under the Conservation of Habitats and Species Regulations 2010, including the steps of screening for likely significant effects and making appropriate assessments.

**Heritage Asset:** A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)

**Heritage Coast:** Areas of largely undeveloped coastline which are managed to conserve their natural beauty and, where appropriate, to improve accessibility for visitors. Northumberland's Heritage Coast stretches from Druridge Bay to the Scottish border, and therefore encompasses the whole Plan area.

**Historic Core:** The historic centre of a settlement (Beadnell in this neighbourhood Plan). The Historic Core is defined as the area pre-dating 1850.

**Independent Examination:** The process by which an independent person examines a plan document to ensure that it is 'sound' (in the case of a Local Plan) or meets Basic Conditions (in the case of a neighbourhood Plan).

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**Infrastructure:** The physical entities (for example roads, railways, sewers, pipes, telecommunications lines) that are necessary for communities to function and move around.

**Landscape Character:** The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement.

**Landscape sensitivity:** Normally refers to the ability of the landscape to absorb development, in relation to valued aspects of its character.

**Live/Work accommodation:** A specially designed office or workshop that incorporates living accommodation.

**Local Green Space:** A designation that provides special protection against development for green areas of particular importance to local communities. They can be identified through Local Plans or by communities in Neighbourhood Plans.

**Local Plan:** The documents and maps that make up that part of the development plan prepared by the Local Planning Authority for the future development of a local area.

**Major Development:** Small-scale development can still be classed as 'major' in the policy context of AONBs. Within the AONB, 'major development' is development which has the potential to have a serious adverse impact on the natural beauty and recreational opportunities provided by the AONB by reason of its scale, character or nature. As a matter of planning judgement, the decision maker must consider the application in its local context. What could be 'major development' in one place, may not be in another. The local context is a key consideration in assessing whether a development is 'major'. A small-scale development (see definition above) can still be a 'major' development, if its impacts are such that they have a serious adverse impact on the AONB. Relevant considerations in determining whether an application is 'major' will be whether the development is EIA development, whether it falls within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 (as amended), whether it is "major development" for the purposes of the 2010 Order, or whether it requires the submission of an appraisal/ assessment of the likely traffic, health, retail implications of the proposal. But, this will not determine the matter. The matter will be determined by local impacts.

**Material consideration:** A matter that should be taken into account in making a planning decision.

**National Planning Policy Framework (NPPF):** A Government document that sets out the Government's planning policies for England and how these are expected to be applied.

**National Planning Practice Guidance (NPPG):** The Government published the National Planning Policy Framework (NPPF) in March 2012 and the National Planning Practice Guidance in March 2014. Together, the National Planning Policy Framework and National Planning Practice Guidance set out what the Government expects of local authorities.

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**Neighbourhood Plan:** A land use plan prepared by a Parish or Town Council - the 'qualifying body' - for a particular neighbourhood area. Once it has been accepted by the local community through a Referendum, the neighbourhood plan will form part of the Development Plan.

**Northumberland County Council:** The unitary authority for Northumberland as of 1st April 2009.

**Permitted Development:** Certain limited or minor forms of development that may proceed without the need to make an application for planning permission.

**Planning obligation:** [Policy] Planning obligations assist in mitigating the impact of development which benefits local communities and supports the provision of local infrastructure. Local communities should be involved in the setting of planning obligations policies in a neighbourhood Plan.

**Planning obligation (Development Management):** (Also known as Section 106 agreements) Obligations attached to land that is the subject of a planning permission. Planning obligations may only constitute a reason for granting planning permission if they meet the tests that they are necessary to make the development acceptable in planning terms, directing related to the development, and fairly and reasonably related in scale and kind.

**Previously Developed Land (PDL) or Brownfield Land:** Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Principal Residence Housing:** housing is that which is occupied as the sole or main home of the occupants and where the occupants spend the majority of their time when not working away from home.

**Registered Parks and Gardens (Historic Parks and Gardens):** An area designated by English Heritage for its value as a historic planned landscape or garden.

**Self-build Housing:** A house which is built or commissioned by an individual for their own occupation.

**Setting of a Heritage Asset:** The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

**Shoreline Management Plan:** A plan providing a large-scale assessment of the risk to people and to the developed, historic and natural environment associated with coastal processes.

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**Small scale housing development:** Policy 1 makes reference to small scale housing development which is the preferred means by which new housing will be delivered in the Plan area. Small scale should be seen in general terms as applying to a scheme that is modest and limited in scope or extent. 'Small-scale' for the purposes of housing in this Plan is schemes of up to 9 dwellings. Small-scale schemes can still be 'major' development within the AONB. (See definition of 'major' development).

**Small scale non-housing development schemes:** For non-residential uses, a small-scale development is one where the floor space to be built is less than 500 square metres or where the site area is less than 0.5 hectares.

**Special Areas of Conservation:** Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.

**Special Protection Areas:** Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Bird Directive.

**Site of Special Scientific Interest:** Sites designated by Natural England under the Wildlife and Countryside Act 1981.

**Starter Homes:** Homes for sale to those under 40 years of age who have not previously been a home buyer at a discounted rate of 20% (capped at £250,000 outside London). Section 106 agreements ensure that Starter Homes are not re-sold or let at their open market value for 5 years following initial sale.

**Substantial construction:** A building whose walls are constructed from brick or stone and roof formed of tile or slate

**SuDS (Sustainable Drainage Systems):** A sequence of water management practices and facilities designed to drain surface water in a manner that will provide a more sustainable approach than more conventional practices, such as routing runoff through a pipe to a watercourse.

**Superfast Broadband:** Superfast broadband speeds are headline download speeds of greater than 24 Mbps.

**Sustainable development:** Defined by the World Commission of on Environment and Development in 1987 as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs'. Also defined in the NPPF states in paragraph 7 that there are three dimensions to sustainable development: economic, social and environmental.

**Sustainable transport modes:** Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra-low emission vehicles, car sharing and public transport.