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1 Preface

“Dover - Ambitious for the Future, Sensitive to the Past”

1.1 The Core Strategy is being prepared at a particularly important time for the District. It is a time of unprecedented opportunity that, if taken, would unlock the District's potential. But it requires vision, a willingness to break away from planning strategy of the previous two or three decades, and determination to make sure that plans become reality.

1.2 After an unhappy period during the 1980s and early 1990s when the local economy suffered a series of major setbacks the District has recovered and seen steady growth. Although there remain stubborn economic and social issues, the overall outlook is very positive. Economic forecasts show strong prospects for continued growth, confidence amongst local businesses is high and the new High Speed 1 train service to London from the end of 2009 will transform rail travel. Private sector investors are, for the first time, showing considerable interest in the District and the Council has built strong partnerships with public sector agencies to take forward a transformational regeneration programme.

1.3 The challenge is to grasp and make the most of these opportunities, while making sure that the District's renowned natural and historic qualities are nurtured.

1.4 This is a time for major and far reaching decisions that will set the course for several generations. The Council believes that it is a time to be bold but responsible. These decisions must be made with the long-term interests of the District at heart.

1.5 The Strategy has also been prepared against a background of increasing concern about climate change and the ability to provide infrastructure at the right time to support growth. The Council takes these matters seriously. The Strategy and its related documents (the Site Allocations Document and the Development Contributions Supplementary document) have been prepared incorporating a process of sustainability appraisal. The Strategy promotes more efficient buildings and renewable energy production, and the Development Contributions document is concerned with making sure that development goes hand-in-hand with the infrastructure that it needs.

1.6 It is therefore important to consider all the documents together as a package. Broadly speaking, the Core Strategy sets the course for the District while the Site Allocations Document identifies the land that is needed to fulfil the Strategy and sets out the terms under which it can be developed. The Development Contributions document is a practical tool for making sure that infrastructure issues will be resolved.

1.7 Above all, these plans are about shaping the places where we live and work and the future that they will offer for not just this generation but the ones to follow.

Consultation Process

1.8 This version of the Core Strategy, the Preferred Options, is the result of a long process of information gathering and analysis of what it means for the District. The Council has discussed these issues and possible solutions with a range of organisations as part of preparing the Strategy.

1.9 It is now time for everyone to have an opportunity to consider the Council's proposals and give their views. The Council will carefully consider the points that are raised and decide if, and how, the Strategy should be changed. The revised Strategy, known as the Submission document, will then be put to the Government for adoption. This involves a further round of public consultation and a public examination held by an independent Planning Inspector. The Council intends to agree the Submission version by the end of 2008 and expects the public examination to be held in mid 2009.

1.10 The period for public consultation runs from 27 March until 7 May. To ensure that the Council is able to take comments into account they should be received by the end date.

1.11 Comments should be made in writing. The Council would very much prefer that electronic means are used whenever possible. Comments can be made direct on the Council's website - this is the preferred method as it makes collation and analysis of comments much easier and quicker. Comments can also be emailed. The contact addresses are:

Website: www.dover.gov.uk

Email address: forwardplanning@dover.gov.uk

Postal address: Dover District Council, Forward Planning Section, White Cliffs Business Park, Dover, Kent, CT16 3PJ

1.12 People making comments should make it completely clear which part of the Strategy each comment refers to and whether it is in support or objection, or seeking a refinement.

1.13 Making comments on the website ensures that this information is provided. The Council also has comments forms and a set of key questions. While people are free to comment on any aspect of the Strategy that they wish the key questions relate to points on which the Council is particularly keen to get views.

Key Questions

Question 1

1. Has the Council correctly identified the District's issues? - see chapter 3

Question 2

2. Has the Council identified the right aim and objectives for the Core Strategy? - see chapter 4 "Aims and Objectives" section

Question 3

3. Are there any additional infrastructure issues that the Council should take into account? - see chapter 4 "The Options" section

Question 4

4. Which of the four growth options best meets the Objectives? - see chapter 4 "Preferred Option" section

Question 5

5. If, after considering the results of consultation, the Council decides that Option 4 is the most appropriate for the District, how would this best be set out in the Core Strategy? - see chapter 4 "Conclusion" section

Question 6

6. Is the Settlement Hierarchy appropriate for the District? - see chapter 5 "District Settlement Strategy" section

Question 7

7. How active should the Council be in seeking to implement the Core Strategy? - see chapter 8 "Delivery Plan"

2 Introduction

What is the Core Strategy?

2.1 The Core Strategy is the key Plan in the District's Local Development Framework (LDF). It sets out the overall ambitions and priorities for the District, a set of proposals, and a means for making sure that they are delivered - in effect a business plan. It covers the period to 2026 but also sets longer term objectives.

2.2 It answers the Why? What? Where? When? and How? questions about the District's future:

- Why is change needed?
- What should be done?
- Where should it happen?
- When should it happen?
- How is it going to happen?

2.3 The Core Strategy flows from, and must be generally consistent with, the Regional Spatial Strategy - known as the South East Plan - and take account of other plans and strategies. The Council is producing a Site Allocations Document and a Development Contributions Supplementary Planning Document to accompany the Core Strategy. These Documents show in detail how the Core Strategy's proposals will be implemented. It is best to read these together to gain a full understanding of the proposals. Further Documents will be added to the LDF to support the Core Strategy when needed.

2.4 The Strategy is based upon a full and rounded consideration of the social, economic and environmental characteristics of the District. It establishes a portrait of the District today and a clear picture of what it should be like in 2026. From this it proposes action at both the District-wide level and in relation to the individual towns of Dover, Deal and Sandwich, and the villages, hamlets and countryside that make up the District's large rural area.

2.5 This version of the Strategy is the Preferred Option. The Council has reached this stage through taking careful account of a great deal of research and information about the District, including public opinion research. This led to the development of four options for the District - which can be thought of as alternative futures. These have been tested with Town and Parish Councils and community groups and subjected to further research and Sustainability Appraisal. From this the Council has selected its Preferred Option and is now putting it forward for public comment.

2.6 While the Strategy explains the Preferred Option in detail it does also include some description and discussion of the other options. This has been kept to a minimum because a fuller analysis of the options can be found in the research documents and the Sustainability Appraisal that accompanies the Strategy. To help keep the Strategy succinct it has also been written in a way to minimise description, repetition of legislation, national guidance and regional planning policy, and of material that can be found in other documents.

2.7 The selection of a Preferred Option involves making fundamental decisions. These have been identified in the sections headed "Key Choices". It would be helpful to the Council if comments on the Preferred Option Core Strategy can be focused around these Key Choices.

What does it do?

2.8 Above all things the Core Strategy is about shaping the future of the District as a place to live, work, relax and visit - often referred to as place shaping. This means deciding what sort of a place the District ought to be in 2026. The District is, however, very diverse so it also means considering the individual future of the three towns, Dover, Deal and Sandwich, and the rural settlements. The solution for one area may well not be appropriate for another so the Strategy needs to take care that it is locally distinctive in terms of the District as a whole and the individual places within it.

2.9 To decide what the District should be like in 2026 it is first necessary to draw a clear picture of its current position. The Core Strategy does this through developing a District Portrait. This allows a comparison to be made with other areas and for issues affecting the District to be identified – in effect a diagnosis of the District's health. Aims and objectives are developed from this to address the issues and lead to the District's future picture. This is an assessment of how well the District works now, what needs to change, stay the same, or be strengthened, and how change can be achieved. Broad options for achieving the future picture have been considered and the Council's Preferred Option forms the basis of the Core Strategy.

2.10 Where the diagnosis has found that things are not working well, or need changing, they could be said to be out of balance and the Preferred Option proposes action to re-balance them. Re-balancing will require some form of intervention. Intervention can involve a range of actions such as the adoption of a planning policy on a particular issue, the allocation of land for development, preparation of development briefs and masterplans for areas, public sector purchase of development sites, and sometimes direct building by the public sector. The Core Strategy and the Site Allocations Document set out the expected level of intervention needed to ensure that the proposals become reality. This is based upon an assessment of how likely it is that the private sector can implement the proposals without public sector support.

2.11 It is particularly important that there is a close system of programme management to ensure that the Core Strategy is being delivered on time, to identify any issues and whether there is a need to consider review. Both the Core Strategy and the Site Allocations Document incorporate a framework for delivery and programme management. This incorporates matters such as timing, phasing, level of intervention, organisations responsible for intervention, and expected outcomes.

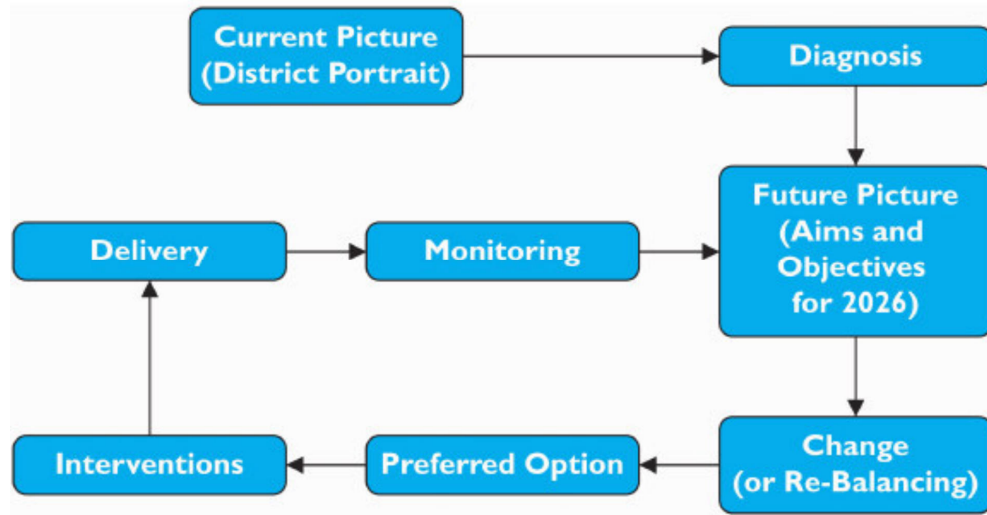


Figure 2.1 Place Shaping

2.12 The process addresses the Why? What? Where? When? and How? questions about the District's future.

- The Diagnosis establishes why change is needed
- The Future Picture and Change stages set out generally what needs to be done
- The detail of what is to be done, when and how is established in the Preferred Option
- Interventions considers how the Preferred Option is to be achieved and whether the private sector will need public sector support and action to deliver development

2.13 On the ground delivery will need to be closely programme managed and monitored to check on whether the Aims and Objectives are being reached. This will require target setting. Any significant lack of progress will trigger a review of interventions or, if more serious, a review of the Strategy itself.

How has it been prepared?

2.14 A great deal of information has been gathered to provide the basis for preparing the Core Strategy. Some of this is from existing sources such as the national Census and the index of deprivation but much is original research commissioned by the Council. Most of this is accessible through the Internet or can be viewed at the Council offices. The information, often referred to as the “evidence base”, has been used to help identify the issues facing the District and to develop and test different solutions – the options.

2.15 Sustainability Appraisal has also been used to help identify issues, test options and identify the preferred option. This is documented in the sustainability report that has been published with the Core Strategy. Sustainability is therefore embedded within the process and, for this reason, the Strategy does not contain any specific objectives or policies that seek to promote or require sustainable development.

2.16 The Sustainability Appraisal also includes a “baseline review”. This identifies all relevant plans and strategies and their implications for the District. This helps to identify issues, current policy approaches and initiatives and to shape the sustainability objectives.

2.17 The Council has also worked with representatives from public, private and voluntary organisations that have an interest in the District. This has taken the form of facilitated workshops to identify issues and options in terms of general work on the Core Strategy and specific research studies. These events are documented and are part of the evidence base. The District Council has also sought the views of Town and Parish Council throughout this process.

2.18 In 2006 the Council did agree preferred option documents for the Core Strategy, Site Allocations and Dover Area Action Plan. It did not, however, progress these to public consultation as it recognised that further research and testing of options was needed. It was subsequently decided to reformat the Core Strategy, dispense with the Dover Area Action Plan and incorporate its proposals into the Core Strategy and Site Allocations Document, and to review the Core Strategy's preferred option. It was also decided to incorporate general planning policies into the Core Strategy which avoids the need to produce a separate document in the future.

3 Why is Change Needed?

3.1 "No change" is not an option. Economic, social and environmental change is part of everyday life. What needs to be considered through the Core Strategy is how much change is most appropriate, of what type, where and when. The two sets of factors that need to be taken into account to help decide this are, the characteristics and potential of the District, and the objectives and policies of other relevant plans and strategies.

Current Picture of the District

3.2 The District is a highly diverse maritime area characterised by contrasting features. These features make it a distinctive area and reflect both strengths and weaknesses. It is an area that, in many social and economic ways, does not fit the south east norm.

3.3 Geographically the District is situated in the East Kent peninsula at the extreme east of the south east region and at the narrowest point of the English Channel. This puts it both at the centre of surface travel to and from continental Europe and on the edge of domestic economic activity. The District stretches from the southern end of the Kent Downs, in the south and west, through undulating landscape to flat marshland, associated with the River Stour and Pegwell Bay, in the north. The diverse landscape gives rise to a wide and contrasting range of wildlife habitats, some of which are of national and international importance. The District contains the three towns of Dover, Deal and Sandwich, and a large rural area with a great variety of villages, including those associated with the former East Kent Coalfield. Mining activity and other industrial uses have, however, left a legacy of derelict and despoiled land in parts of the District (currently being addressed) which contrast with the natural and historic beauty of the area.

3.4 The District's strategic international position has made it a natural point for settlement, invasion, defence and trade. This has led to a particularly rich military history. Much of this is associated with Dover which, when combined with the striking features of the White Cliffs, has elevated the town to an international symbol of resistance to invasion. Dover's location has also enabled it to become home to one of the world's busiest and most successful ports catering for roll-on roll-off freight and passenger traffic, cargo, cruise liners and private yachts. Although this attracts many millions of people to Dover each year only a very small proportion chose to visit the town. In addition, the ferries and the large volume of commercial traffic passing through the town creates air pollution problems and, when there are delays at the Port, traffic congestion which can affect many parts of the County and beyond.

3.5 Despite its location in the prosperous South East Region, the District, in common with other parts of East Kent, contains pockets of some of the most deprived areas in the Country. Its economy is not as strong as West Kent's which, in turn, is not as strong as the rest of the Region.

3.6 The District is close to the national growth areas of Kent Thames Gateway and Ashford where major jobs and population growth is planned. Its town centres compete with the neighbouring centres of Folkestone, Ashford, Westwood Cross and, in particular, Canterbury. In recent years these centres have been improving at a faster rate than Dover and Deal and attract a lot of the District's residents, especially for non-food shopping and leisure.

3.7 There are increasing concerns globally about the forecast impacts of changes to the world's climate resulting from human activity. The UK government believes that this is the greatest long-term challenge currently facing the world and looks to the planning system to help reduce the forecast impacts. It is likely that the Country will see more extreme weather events, including hotter and drier summers, flooding and rising sea levels and permanent changes to the natural environment. There are also likely to be economic and social impacts that may well disproportionately affect the most vulnerable in society. The coastal location of the District in the extreme south east of the country means that it will have to take particular account of rising sea levels, drier summers and shorter periods of heavier rain combined with having wards with some of the highest levels of deprivation in the region.

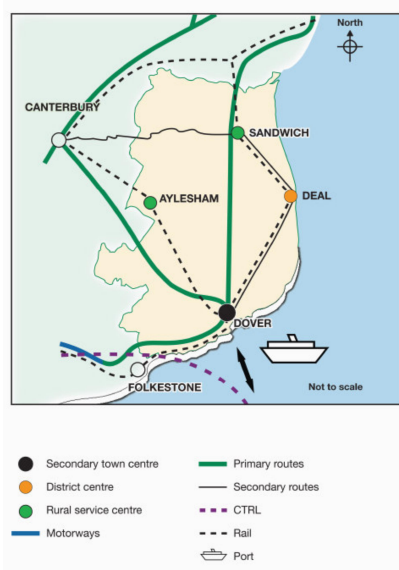
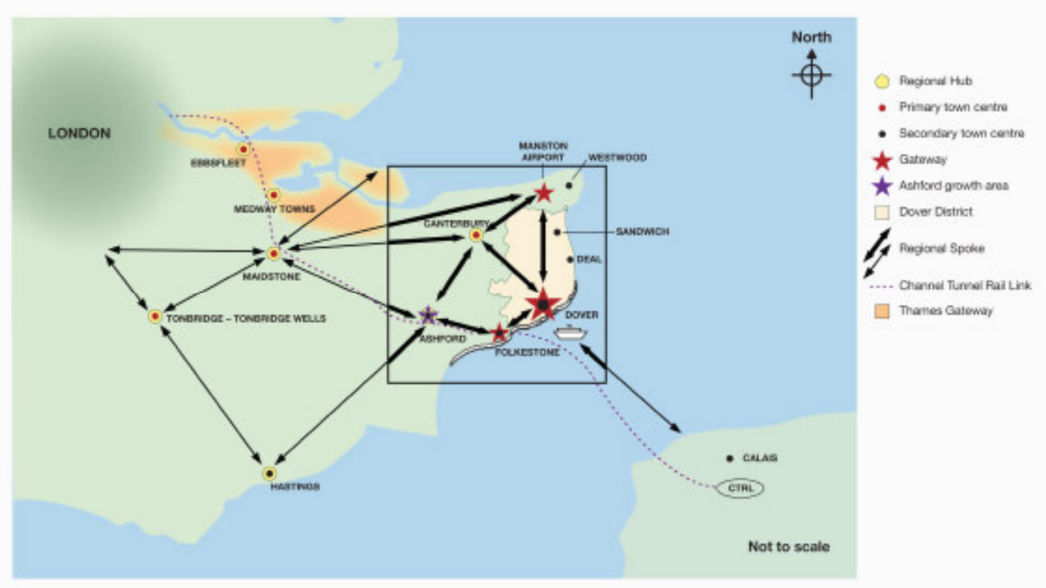


Figure 3.1 District Location and Context

3.8 The District's population displays a much stronger than average trend of ageing. The proportion of people over 65 is set to double over the period to 2026 while current trends show the proportion of children and those of working age would shrink. Total population is also likely to fall. Average household size is already one of the lowest in Kent and is set to reduce even further to become the lowest in Kent. The population also suffers from a much higher than average incidence of long-term illness. The forecast reductions in workforce and in children are at such a level that they raise fundamental issues about the structure of the population and its ability to sustain the local economy. Skills levels amongst the population are considerably lower than the Kent and regional averages. The Kent Economic Report 2004 shows that the District is in the bottom three ranking in the County on a skills and qualifications rating. The rating shows that the District is at 90% of the GB average with just over 40% of working population qualified below NVQ level 2.

3.9 The ethnic make-up of the District is changing, in common with many other parts of the country, largely as a result of expansion of the European Union. Ethnic minorities are a small but growing proportion of total population. The 2001 Census identified this as 1.5% but it is thought that this may have risen to around 5.5% in 2007, of which around three quarters are from Eastern Europe. With the exception of a large Polish community which is predominantly engaged in agricultural work, it is thought that most people from ethnic minorities live in Dover.

3.10 The District's housing market is generally weaker than Kent as a whole and the region. This is reflected in lower than average house prices and the lowest sales price for new houses per square foot in Kent. Volume house builders have not, in the past, been attracted to the District due to the weaker market conditions and a lack of large development sites. There are great differences in the housing market within the District, especially between Dover and the north of the District where average house prices can be double. While affordability issues are not as extreme as many other parts of the region they are, nonetheless very significant. The need for affordable housing has remained high yet the stock of socially owned homes has reduced as a result of right to buy sales outstripping new building. Affordability issues affect all parts of the District.

3.11 As a generalisation, the District's housing stock does not offer sufficient choice to meet current needs in terms of affordability, type and size and quality. The District, and especially Dover, contains significantly more terraced housing than the regional average, much of which is private pre-1920s and associated with poor condition. There is also a much higher than average amount of homes which are long-term vacant. The stock is not sufficiently suited to the needs of the elderly and those with long-term limiting illness. The evidence also indicates that there is not enough housing at the high end of the market that appeals to working age people moving into the area.

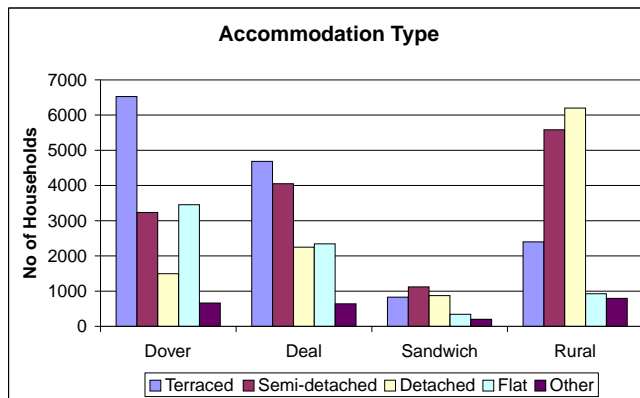


Figure 3.2 Housing Stock

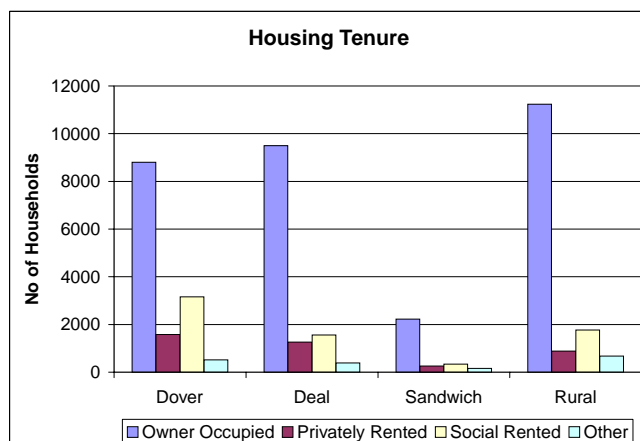


Figure 3.3 Housing Tenure

3.12 The above graphs indicate the housing stock imbalance at Dover, which has a high amount of terraced housing and flats. It consequently has fewer semi-detached and detached homes. This, combined with areas of poor housing condition, is an important factor in Dover's low appeal in the housing market.

3.13 While there is clearly a great deal of miss-matches between needs and what the housing stock offers recent years have seen increases in the rate of new house completions and some larger development sites have become available, accompanied by greater interest and activity from large housebuilding companies.

3.14 The local economy underwent a period of structural changes during the 1980s and early 1990s. This was due to the closure of the East Kent coalfield, and the introduction of Eurotunnel services and changes in European Union regulations on international freight movement, which combined to greatly reduce operations at the Port and in related industries. This resulted in large-scale job losses and an overall decline in jobs at a time when the rest of the region experienced jobs growth. Since that time the economy has recovered well with growth in the ferry and pharmaceutical industries and in manufacturing.

3.15 This has, however, created an issue of polarisation in the economy between lower value/lower skill jobs and higher value/higher skill jobs in sectors that do not relate to each other. This produces an unusual profile where the District is both leading in the size of its knowledge based employment and lacking in the size of its professional/technical/managerial offer. Overall, in common with most of East Kent, the District lags behind the rest of Kent and the region on performance measurements such as unemployment, business start-ups, density of businesses, productivity, skills levels and economic activity rates.

3.16 There is a good supply of land for employment generating development but historically a difficulty in overcoming implementation issues - especially the provision of infrastructure. This situation is changing and, in addition, the 2007 Business Development Strategy has shown that business confidence is high and that there are very good prospects for continued jobs growth. While estimates differ a range of 4,000 to 5,000 jobs growth to 2016 is realistic provided there is a sufficient supply of appropriately skilled labour.

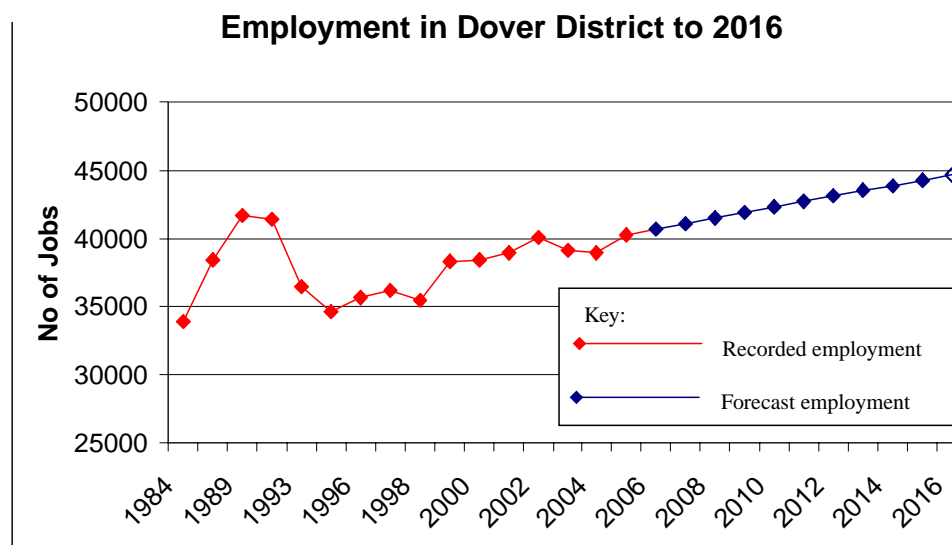


Figure 3.4 Employment in Dover District to 2016

3.17 The District, and especially Dover, is a focus for transport routes. The Port of Dover is the UK's premier port for roll-on roll-off freight traffic and, with Eurotunnel, the leading passenger port. It is also a major port for cruise liners and a marina for private yachts. The District is served by two trunk road routes, the A20/M20 and A2/M2, connecting to London and the A256 principal route to Thanet. Mainline rail services connect to London via Ashford and via Canterbury and also run to Thanet and National Express coach services run from Dover. Regular bus services connect the main settlements to other nearby centres although, in common with most rural areas, services to smaller villages are infrequent.

3.18 Although there is an extensive transport network serving the District and the quality of rail rolling stock and of buses has improved dramatically in recent years, there remain issues about quality. Rail services to London are slow - reinforcing the peripherality of the District - and the District contains the only remaining single carriageway sections of the A2. Strategic traffic using the Port is essentially transit and has a harmful effect upon the urban environment in Dover in terms of congestion, severance, noise and air quality and delays at the Port can cause traffic problems across the County and beyond when Operation Stack is put into effect. Despite these issues of strategic traffic management, this part of the trunk road network is the only part in the region forecast to have spare capacity over the period to 2026.

3.19 The District's main shopping centres of Dover (the principal centre) and Deal have seen increasing competition from centres in neighbouring Districts notably Canterbury, Westwood Cross, and Folkestone. Consequently there is very little expenditure attracted to the District from other areas and the District only retains around 46% of total expenditure and 33% of non-food expenditure (Retail Need Assessment Study 2007). Significant improvements are needed, especially at Dover, if this is to be addressed. In addition the District's indoor leisure facilities offer only a restricted range of facilities and the leisure centres, particularly at Dover, are becoming outdated.

3.20 In addition, rail services are set to improve dramatically when Dover becomes served by the new high-speed services using the Channel Tunnel Rail Link. This improved accessibility is likely to stimulate investor interest in the District, especially in the residential market. Issues remain about the management of strategic traffic and are magnified by the forecasts for increases in freight traffic using the Port, which have led the Harbour Board to propose the construction of a new terminal in the Western Docks. This is set to become the second busiest such terminal in the country - after Dover Eastern Docks.

3.21 The District's natural environment contains areas of exceptional quality in terms of both landscape beauty and scientific (wildlife) interest. Much of these areas is actively managed to enhance and promote their value but restricted resources have not allowed them to reach their full potential. The built environment is also extremely rich in archaeological remains, scheduled ancient monuments, listed buildings and conservation areas. There are, however, issues about the quality of new buildings and of public areas that are related to the need to improve the housing offer and the functioning of town centres, especially at Dover.

3.22 **Dover** is the District's principal town, the major jobs base, an international gateway and transport centre, and renowned in many countries for its dramatic landscape setting between the White Cliffs and for its military heritage. Despite this most of the social and economic issues facing the District are concentrated at Dover which is reflected in the number of its wards with a high incidence of multiple deprivation. Its population is declining, choice offered by the housing stock is too narrow and skewed towards terraced housing. Some of the stock is in poor condition. The town centre has a restricted range of facilities and is not popular with residents. Some large-scale out-of-centre shops serve wider needs and help to retain custom in the District but do not benefit the centre.

3.23 Dover has been steadily losing ground to other centres outside the District which have larger catchments and have improved at a faster rate in particular Canterbury and Westwood Cross. There is a similar picture with the provision of leisure facilities, which in Dover is restricted to a small cinema and a Leisure Centre that is reaching the end of its lifespan while some other centres have improved their offer.

3.24 The quality of its public realm areas requires great improvement in order to provide places of interest which also link the individual parts of the centre and make walking and exploration enjoyable. Although the town is renowned for its Castle and Cliffs it lacks modern buildings of interest or stature which could themselves become symbols of Dover in the future.

3.25 Much work has already been undertaken to address these issues. Improvements to the town are already planned. The second phase of the White Cliffs Business Park has commenced, town centre redevelopment in the St. James's area is permitted, the Learning and Skills Council is committed to providing new facilities for South Kent College and the high speed train service is due to start at the end of 2009. Dover Harbour Board is proposing a new ferry terminal at the Western Docks and redevelopment of the Wellington Dock area. These initiatives are supported by the major public sector regeneration agencies.

3.26 While Dover's location at the point where the Kent Downs, an Area of Outstanding Natural Beauty, meet the sea provides an exceptional and defining setting, the steep topography has resulted in a linear character to the town with development following the bottom of valleys. This has produced a rather long and stretched town centre and also restricts the options for urban expansion.

3.27 Deal has an overriding seaside residential character, which is the root of its appeal. Although served by mainline rail services it is located away from the principle road network and its highway system is quite constrained. Consequently, commercial activity tends to be small-scale, locally based, and dominated by town centre businesses, short stay tourism and a growing market for golf. Not surprisingly it sees a considerable amount of out-commuting to neighbouring employment centres - especially Dover and the Richborough area. The redevelopment of the former Betteshanger Colliery, just to the north of Deal, presents the best opportunity to redress this. The town centre is characterised by small-scale development on a historic street pattern, which only offers limited scope for expansion, but the centre is nonetheless well thought of by residents.

3.28 The North Deal area is, however, associated with issues of higher unemployment, low economic activity, relatively poor educational attainment and perceptions of crime and anti-social behaviour. This part of Deal is poorly served in terms of youth, health and community facilities and as it was associated with the former colliery it has been included into the National Coalfields Programme to aid rejuvenation. The northern part of Deal, and the countryside between Deal and Sandwich, is subject to the risk of tidal flooding which is a constraint on development. Parts of the countryside here contain internationally important wildlife sites.

3.29 Sandwich is a historic Cinque Port and market town on the River Stour, renowned for its medieval street pattern and high concentration of listed buildings. The town centre serves the daily needs of the town itself and neighbouring villages, and is a tourist attraction. Town centre shops are however showing signs of stress due to reducing levels of trade but the centre remains well thought of by residents. The Richborough area to the north of Sandwich is a major employment centre containing a pharmaceuticals research and development complex of international importance, other smaller-scale industry and brownfield areas suitable for commercial redevelopment.

3.30 The local housing market is strong at Sandwich with high demand and price levels and consequently a higher affordability gap for those in housing need. The town is, however, subject to significant constraints. Its road network is not capable of accommodating a great deal of additional development. It is set in a predominantly flat landscape where new development can easily have a harmful impact and much of which is at risk to flooding, especially from the sea.

3.31 The District's extensive **rural area** contains a great diversity of settlements, in terms of character, size and facilities. They range from the planned villages associated with the former East Kent coalfield to the villages and hamlets that have their origins in farming. In common with most rural areas the main concerns revolve around the retention of services and facilities, the level of public transport, the need for more housing that can be afforded by local people and traffic management.

3.32 The former coal mining areas are undergoing a programme of regeneration. As part of this the village of Aylesham has been identified in the Structure Plan and Local Plan saved policies for expansion aimed at improving its sustainability through increased population and housing choice, improved shopping and community facilities and environmental enhancements. It would then act as a rural centre.

Diagnosis

Issues

3.33 The Picture of the District shows that it is a very diverse area with highly contrasting characteristics. Some of these contrasts are so strong that they reveal social, economic and environmental imbalances, which are summarised below. They are not set out in any order of importance although it is considered that the demographic issues are fundamental. Many of the imbalances are inter-related and are best thought of as a series of connected issues, rather than separate items.

Social

- Current trends indicate the population is set to decline and age rapidly - and the number of children and people of working age will reduce to such an extent that they will not be able to sustain the local economy
- The skills profile of the population is significantly below Kent and regional averages
- District residents have higher than average long-term health difficulties
- The housing stock, especially at Dover, does not offer sufficient choice in terms of size, quality and tenure and a very significant amount is in poor condition
- District residents think that shopping and commercial leisure facilities, especially at Dover, do not meet their needs

Economic

- The local economy's performance lags behind the County and regional averages on measures such as productivity, gross value added, business stock and economic activity
- Land values are relatively low and can make some developments unviable
- The economy is polarised between lower and very high value businesses
- Notwithstanding the above, there are good prospects for employment growth but these could be undermined by an insufficient local workforce in terms of both size and skills
- The International Gateway has created a transit rather than destination function for Dover - many million people pass through but few visit
- A high proportion of non-food shopping leaks to centres outside the District

Environmental

- The District's rich wildlife and landscape resource is not managed to fully realise its scientific and cultural potential
- Traffic using the International Gateway creates local environmental stresses
- The quality of town centre public areas and of new buildings is too low

3.34 The degree to which these imbalances occur varies throughout the District, which has fundamental implications for shaping the overall strategy.

Dover

3.35 All of the imbalances occur to a high degree in Dover. Although the District's principle town there is a serious imbalance between its status and overall performance. This indicates that action at a fundamental level to bring about a high degree of change is needed.

Deal

3.36 Imbalances at Deal are fewer and of a much lesser order than at Dover. This suggests that the approach needs to be more one of fine tuning which consolidates and develops its current appeal and addresses local issues, particularly those in North Deal.

Sandwich

3.37 As with Deal imbalances are fewer and of a more localised scale, which again indicates that an approach of fine tuning is most appropriate.

Rural Area

3.38 The extent and diversity of the rural area indicates that a selective and carefully crafted strategy is needed. The issues connected with the former mining areas, in particular the Aylesham area, indicate this is where the highest degree of action is needed. Beyond this, the position of the largest villages to continue to offer a range of facilities to both their own residents and those of neighbouring settlements, needs to be consolidated. At the other villages and hamlets the issue is more one of retention of services and improvements where possible, coupled with addressing very localised needs - particularly affordable housing and employment opportunities.

Other Plans

3.39 The Core Strategy must take account of other relevant plans and strategies. In particular the Strategy must be consistent with the Regional Spatial Strategy (planning policy for the South East Region) and the Local Transport Plan and Community Strategies.

3.40 The context review of the Sustainability Appraisal for the Core Strategy has considered all relevant policies and programmes that relate to the District and found the main themes to be; a priority need for overall regeneration, a need to address the social and economic issues associated with the former coalfield, to diversify the local economy, improve transport communications and to improve the delivery of skills training.

3.41 The context review also identified additional sustainability issues; Dover town is underperforming, port traffic causes air quality issues, low level of investor interest, a lack of business start-up space, poor delivery of higher and further education to serve the area, pressure on water resources, a decline of sustainable countryside management and the need to ensure that development does not erode local character and distinctiveness.

3.42 The Core Strategy's diagnosis recognises the policy issues identified in other plans through the context review. In addition, a more detailed cross-check with key policy documents shows that

- It reflects the 8 general themes in Vision for Kent (the Community Strategy for Kent) and the three identified issues for Dover District of the need to tackle transport pollution, increase investment and jobs, and reduce social exclusion in deprived areas
- It is broadly consistent with the themes and projects identified in the Dover District Community Strategy, but this strategy is not up-to-date and is due to be reviewed
- It reflects the policy issues in the submitted version of the South East Plan
- The Local Transport Plan for Kent is largely an objective based plan with themes for East Kent identified as accessibility and social inclusion, sustainable regeneration and environment. The Plan recognises air quality and traffic management issues associated with the Port of Dover and promotes improved accessibility through the East Kent Access scheme to improve the A256 link with Thanet

3.43 While there is an overlap and good deal of consistency between the Core Strategy diagnosis and these key Plans, the diagnosis has found that the District's demographic structure and the restricted choice and quality offered by the housing stock are far more important matters than has been recognised elsewhere. Furthermore, these matters are crucial to shaping the Core Strategy.

3.44 The District Location and Context map includes contextual information about the District, while the District Portrait below illustrates the main issues within the District.

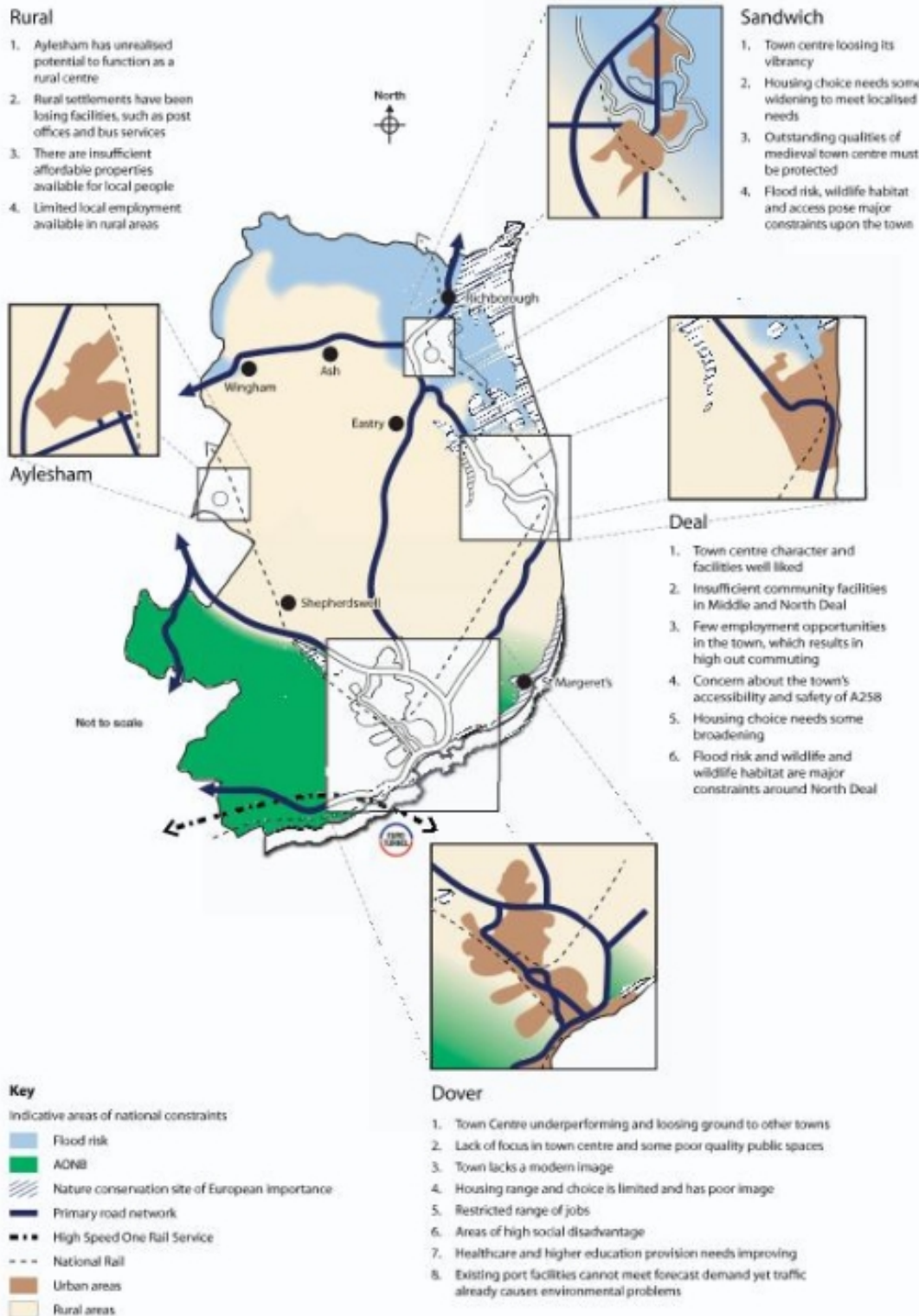


Figure 3.5 Other Plans

4 What Should be Done?

Aims and Objectives

Aim

4.1 To address the imbalances identified in the diagnosis and to reflect and develop policies towards the District in other plans and strategies, the Core Strategy has the following aim:

To transform Dover into a leading town and regenerate the District so that economically and socially it equals or out-performs the region.

4.2 This is a highly ambitious aim but realistic if the District's potential is fully released. It may well, however, take longer than the Core Strategy period to 2026. Although it should be taken as a long-term direction which sets a context for the time beyond 2026, very substantial progress will need to be made by that time if it is to be achieved.

4.3 The Core Strategy must therefore seek to plan for sufficient change to reposition the District and tackle the issues.

Objectives

4.4 In order to focus action, measure progress and fulfil the aim a set of District objectives has been developed. These objectives have undergone sustainability appraisal and are consistent, or not in conflict with, the sustainability objectives (see the accompanying Sustainability Appraisal). There are, however, two exceptions to this. The potential impacts of Objective 1 on air pollution and biodiversity and of Objectives 1 and 2 on reducing the need to travel, encouraging alternatives to the car and making best use of existing transport infrastructure. Much depends on the means by which these objectives are attained and it is likely that mitigating and/or compensatory measures will have to be incorporated.

4.5 The District objectives, not in any order of priority, are to:

1. Foster population growth and increase the proportion of young people and those of a working age – particularly at Dover - to support forecast growth in the local economy
2. Transform Dover town from a position of underperformance to a leading role in the District and East Kent – to become a destination of choice to live, work, visit, shop and spend leisure time
3. Deliver sufficient additional housing to broaden the range and improve the quality and market perception of the District's housing offer
4. Address more localised needs for employment, housing and community facilities at Deal, Sandwich and the rural area
5. Ensure that the local economy performs to or exceeds the County and regional averages
6. Have no areas falling within the 20% of those most deprived in England
7. Improve residents' skills levels closer to the County averages
8. Improve ease of travel to, from and within the District for both people and freight
9. To increase the scientific and cultural value of the District's special wildlife and reduce pollution

4.6 These objectives are a comprehensive package of measures that must be achieved as a whole. Whilst progress is likely, in practice, to be faster on some at any one time, mechanisms will be put in place to ensure overall sufficiently rounded progress. The effectiveness of these measures will be monitored. Some of the District objectives are cast in a way that allows direct monitoring, while others set a direction of travel – monitoring of these will rely more on assessing progress on meeting targets derived from the objectives.

Key Choices

4.7 The Council firmly believes that the evidence demonstrates the District, and especially Dover town, is not fulfilling its potential. The agenda must be one of change and improvement. The issue is how much?

4.8 The Council has tested four broad Options for their ability to reach the Core Strategy's objectives and to make substantial progress on meeting the aim. The Options are based upon increasing amounts of growth. Some major proposals, however, already have a high degree of commitment and their progress is not related to the Core Strategy Option. Their contribution is therefore common to all Options and they are not deciding factors in selecting a Preferred Option.

- The introduction of a high speed rail service between London and Dover in 2009
- Improvements to Dover Priory Station and town links
- The construction of a new ferry terminal at Dover Western Docks
- Mixed use redevelopment of Dover Wellington Dock
- St. James's redevelopment in Dover town centre
- The renewal of the South Kent College Campus in Dover
- Business development main sites at White Cliffs Business Park and Farthingloe, Dover, the Former collieries at Betteshanger and Snowdown, Minter's Yard, Deal, and land at Richborough - but the ability to develop these sites out is dependent upon adequate labour supply, which goes to the heart of the options
- The expansion and enhancement of Aylesham village

4.9 The Options have been developed and discussed through engagement with stakeholders – agencies, authorities, utility companies, town and parish councils, community groups and landowners - and through public opinion research carried out specially to help shape the Core Strategy. They have been tested through specific studies, such as the Business Development Strategy, the Dover Transport Strategy, the Strategic Flood Risk Assessment, the Retail Analysis and been subject to sustainability appraisal.

The District's Potential

4.10 There is a general consensus amongst stakeholders that the circumstances are right for the District to make great advances. The above committed developments could be just a pre-cursor to greater improvements. The extent of achievement beyond the committed developments will be determined by which of the Options the District chooses to follow. It is a far reaching Key Choice for the District.

4.11 The likely outcomes from the Options are considered against the Core Strategy's objectives but also take particular account of their ability to take maximum advantage of the benefits offered by the committed developments. In order to move the District closer to fulfilling the Aim the best Option will be the one that releases the District's potential to the maximum. The evidence base shows that there are some crucial factors to be considered:

- The local economy has very good prospects for growth by between 4,000 to 5,000 jobs by 2016 provided there is a sufficient supply of workforce
- Investor confidence is growing in both the business and housing sectors
- The major regeneration agencies (English Partnerships, South East England Development Agency, and Kent County Council) are increasingly committed to action in the District, and especially at Dover
- Higher growth options are more likely to enable better transport solutions
- Higher growth options are more likely to enable the District to retain a higher share of shopping expenditure

Infrastructure

4.12 The Council has also carried out work with the agencies that provide community services and infrastructure. The results of this are documented in the Infrastructure Report (see evidence base) and summarised in the next section. While the higher options inevitably place higher demands on infrastructure they do not create any irresolvable issues. All parties are agreed, and would seek to ensure or require, that infrastructure is provided before or in tandem with development.

Distribution of Growth

4.13 The District Settlement Review and Hierarchy (see chapter 5 and background study) has considered options for distributing growth across the District's settlements. It concluded that, in accordance with national guidance, development should be concentrated at the urban areas of Dover and Deal while directing some, on a graduated basis, to those rural settlements where it would secure a more sustainable future. It also concluded that of the two urban areas, the majority should be accommodated at Dover.

4.14 The District Settlement Review and Hierarchy has been used to develop all the Options. The main implication of this is that under all the Options the majority of growth would be at Dover.

Land Requirements

4.15 The Options are based upon an increasing scale of population growth which can only be supported through additional amounts of housing. The Council has made a thorough assessment of the amount of suitable brownfield land that is likely to become available but, this is not sufficient to support growth beyond Option 1. The figures below illustrate the likely sources of land that would be needed to support each of the Options and the addition to the total housing stock that each Option represents.

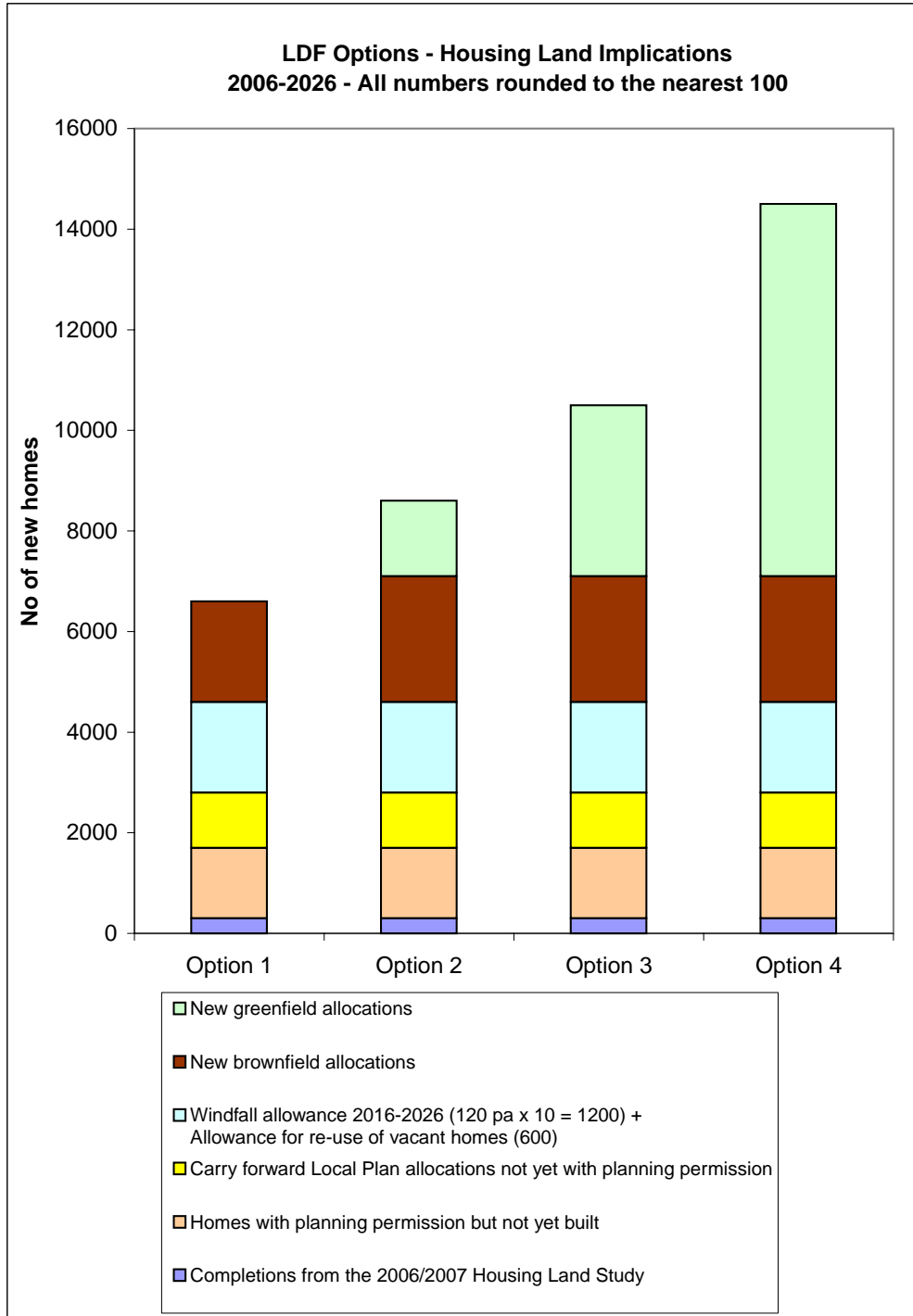


Figure 4.1 Housing Land Requirement by growth options

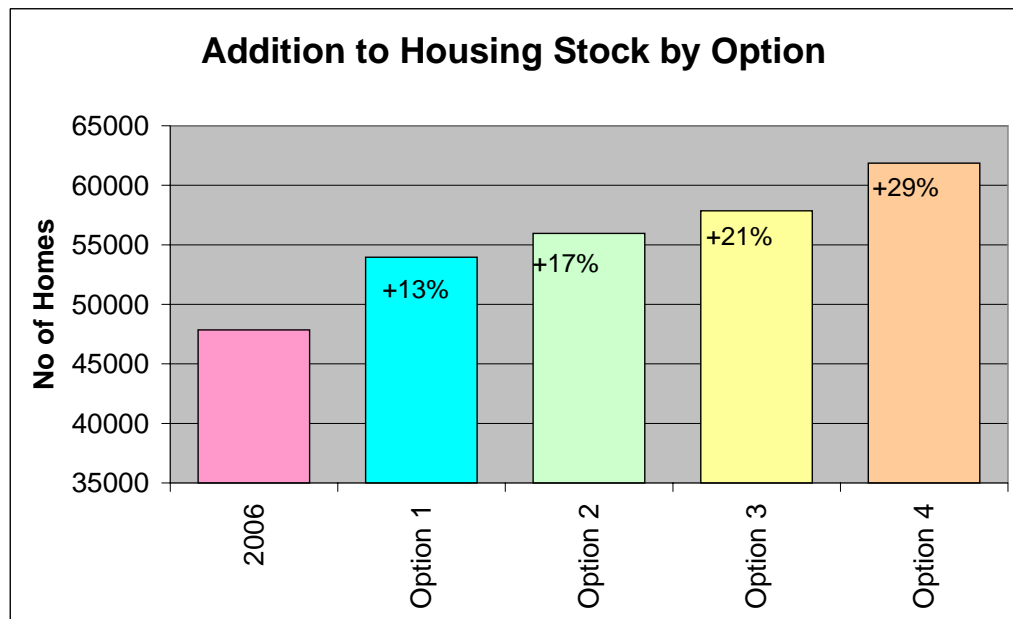


Figure 4.2 Addition to Housing Stock by Option

4.16 The Council has, therefore, had to consider the use of greenfield land and has made an assessment of areas that may be suitable. These are shown on the plans that illustrate each of the Options. Areas that have been considered but have not been taken forward are detailed in the Sustainability Appraisal.

The Options

4.17 In order to explore and contrast the consequences of different courses of action, the options range from a broad continuation of current trends and policies to a very high degree of change and pace of development. The options are described by their basic elements relating to population, housing, employment and shopping. A commentary is provided on the likely implications and outcomes for these matters. The infrastructure that is considered to be necessary to support the options is also identified.

4.18 The options are not intended to be prescriptive but to stake out an area for testing and discussion and to provide a sufficient range to enable genuine choice. It is, therefore, quite possible for the preferred option to lie somewhere within the range covered by the options.

Option 1 – Low Growth

4.19 This is broadly based upon a continuation of current Structure Plan policies, which are largely reflected in the submitted South East Plan. It therefore represents what could be described as “business as usual” and has the following characteristics:

- Population decline of 1,800 people across the District with the number of people over 65 increasing by 10,600 while the number of children and those of a working age would decline by around 5,000 and 7,400 respectively
- Employment land needs could be readily met from the existing supply. The District’s greatly reduced workforce would not, however, be able to support the existing jobs level let alone any increase in employment. Labour shortage could range from -9,400 to -12,400 people. Lack of labour on this scale would lead to either much increased in-commuting or a reduction in local

jobs, or most likely a combination of both. There is little to no likelihood that the District's business growth potential would be realised. This would undermine the regeneration strategy for the District and quite possibly for other parts of East Kent

- Land for around 6,100 new homes would be needed which would accommodate the strong trend for smaller households but result in a reduced population. This can be met through current commitments to housing development and new allocations of brownfield land within existing town and village boundaries.
- The amount of new housing does not provide much scope to improve the range, quality and market perception of the housing stock. It is likely to produce around 1,370 affordable homes subsidised through general market housing.
- Forecast growth in residents' spending power suggests a need to provide around 40,000 square metres of additional shopping floorspace. This may well not improve the District's relative position if other competing centres outside the District continued to improve at a faster pace
- The following table summarises the currently known infrastructure needs of the Option

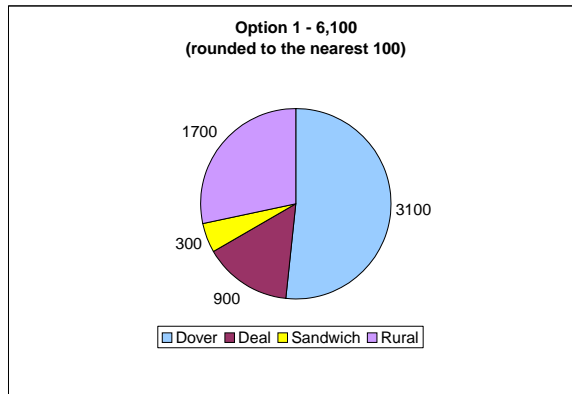


Figure 4.3 Distribution of New Homes in the District

Infrastructure							
Option	Electricity	Gas	Water	Sewage	Health	Education	Transport
1 (6,100 homes)	From option 1 onwards a new electricity substation would need to be constructed at either WCBP or as part of the Whitfield development.	New mains and gas reinforcement on local scale to serve individual sites.	Folkestone and Dover Water Services are preparing a Statutory Water Resources Plan which will identify how they will meet future demand for water (this is due for public consultation next year). This Plan has made an allowance for all of the LDF Growth options. Coupled with demand management (water efficiency and water conservation) Folkestone and Dover Water Services consider that they will be able to meet the demand for water.	Initial investigations suggest that sewerage treatment facility at Broomfield Bank has capacity. There would need to be local upgrade of the sewerage system.	Within the Dover area could see the need for 3+ GP surgery The rest of the District, including Aylesham, can be largely accommodated within existing surgeries and plans for new surgeries.	Continuing reorganisation of existing education provision to reflect demographic changes. Higher education - South Kent College will need to be redeveloped regardless of any of the LDF growth options.	Improvements to the A2 Whitfield roundabout - white lining and visibility improvements. Signalisation of the A2/A258 roundabout Buckland Avenue/Brookfield Avenue - introduction of traffic signals. Maison Dieu Rd/Pencester Rd – introduce a contra bus lane on Maison Dieu Rd northbound towards the existing junction. Two way operation in Pencester Road to allow buses to operate between Dover Priory Railway Station and Pencester Rd. Folkestone Road roundabout – creation of signaled junctions.

Option 2 - Medium Low Growth

4.20 An alternative option put forward in the submitted South East Plan for increased growth in the District, subject to demonstration through the LDF process that it could be accommodated satisfactorily. This option has been recommended in the Panel report on the Examination in Public into the South East Plan. It would provide limited scope to address demographic issues and growth at Dover.

- A population increase of 2,600 the majority of which would be at Dover. The number of people over 65 would increase by 11,100, while the number of children and those of a working age would decline by around 4,000 and 4,500 respectively
- Employment land needs could be readily met from the existing supply. The reducing size of the District's workforce would result in a labour shortage of between 6,400 and 9,500 and mean that it could not support existing jobs levels, let alone growth. Lack of labour on this scale would again lead to either much increased in-commuting or a reduction in local jobs, or most likely a combination of both. There is little to no likelihood that the District's business growth potential would be realised and it is likely that the regeneration strategy for the District and quite possibly for other parts of East Kent would be undermined.
- Land for around 8,100 new homes would be needed. The majority of the additional homes over Option 1 would be located at Dover. This would require the allocation of any suitable brownfield land beyond the urban boundaries together with greenfield land for around 1,500 homes, around 900 of which would be at Whitfield.
- The amount of new housing does provide a little more scope to improve the range, quality and market perception of the housing stock than Option 1 but does not have the potential to properly tackle the extent of the imbalances in the housing market. It is likely to produce around 1,950 affordable homes subsidised through general market housing.
- Forecast growth in residents' spending power suggests a need to provide around 43,000 square metres of additional shopping floorspace. Although this is 7% more than Option 1 this is not likely to be sufficient to improve the District's relative position to other competing centres outside the District.
- The following table summarises the currently known infrastructure needs of the Option.

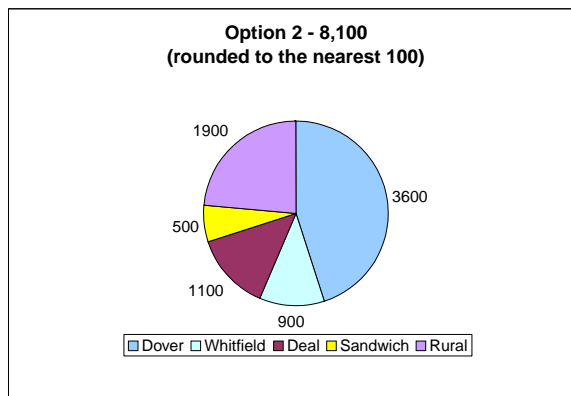


Figure 4.4 Distribution of New Homes in the District

Infrastructure

Option	Electricity	Gas	Water	Sewage	Health	Education	Transport
2 (8,100 homes)	From option 1 onwards a new electricity substation would need to be constructed at either WCBP or as part of the Whitfield development.	New mains and gas reinforcement on local scale to serve individual sites.	Demand management/new supplies	Initial investigations suggest that sewerage treatment facility at Broomfield Bank has capacity. There would need to be local upgrade of the sewerage system.	Within the Dover area could see the need for 5+ GP surgery. The rest of the District, including Aylesham, can be largely accommodated within existing surgeries and plans for new surgeries.	New Primary School would be required at Whitfield – built for a one form entry but capable of being extended to a two form entry school.	Improvements to the A2 Whitfield roundabout - white lining and visibility improvements. Signalisation of the A2/A258 roundabout Buckland Avenue/Brookfield Avenue - introduction of traffic signals. Maison Dieu Rd/Pencester Rd – introduce a contra bus lane on Maison Dieu Rd northbound towards the existing junction. Two way operation in Pencester Road to allow buses to operate between Dover Priory Railway Station and Pencester Rd. Folkestone Road roundabout – creation of signalized junctions. Signalisation of the A2 Whitfield roundabout.

Option	Electricity	Gas	Water	Sewage	Health	Education	Transport
							Changes to the A2/A256 dumbbell junction and the construction of a new arm off the roundabout.

Option 3 – Medium High Growth

4.21 This option is based upon the Dover Pride Regeneration Strategy recommendation to encourage the population of Dover town to grow as part of an overall package of regeneration measures. It does, however, also provide scope for additional but more modest levels of growth at Deal, Sandwich and some villages.

- A population increase of around 6,700 the majority of which would be at Dover. The number of people over 65 would increase by around 11,500, while the number of children and those of a working age would decline by around 3,100 and 1,700 respectively.
- Employment needs for the expanded population are capable of being met from the existing land supply. Although reduced, there is still a considerable issue of labour supply with a forecast shortage in the District's workforce of between 3,700 and 6,700 people. Lack of labour on this scale would again lead to either much increased in-commuting and the ability of the District to realise its business growth potential would be constrained. Again, it is likely that the regeneration strategy for the District and quite possibly for other parts of East Kent would be undermined although not to the degree of the previous Options.
- Land for around 10,000 new homes would be needed, most of which would be at Dover with around an additional 500 at Deal and 500 at Sandwich and the villages. The additional 1,900 homes over Option 2 would require greenfield land, of which land for an additional 900 would be at Whitfield.
- The amount of new housing and the brownfield/greenfield mix does provide more scope to improve the range, quality and market perception of the District's housing offer than the lower Options. The greater amount of general market housing would also provide considerably more scope to address affordable housing needs - it is likely to produce around 2,400 affordable homes subsidised through general market housing.
- Forecast growth in residents' spending power suggests a need to provide around 46,000 square metres of additional shopping floorspace. This is 14% more than Option 1 and is likely to begin to provide potential to improve the District's relative position to other competing centres outside the District. Growth at this scale concentrated at Dover would begin to produce a more positive perception of the town as an opportunity amongst investors and operators and enable it to claw back expenditure lost to other centres which, in turn, could increase the demand for additional floorspace. More modest growth at Deal and Sandwich would increase the demand for new shopping floorspace which could strengthen the town centres provided it could be accommodated within the historic grain of those towns.
- The following table summarises the currently known infrastructure needs of the Option.

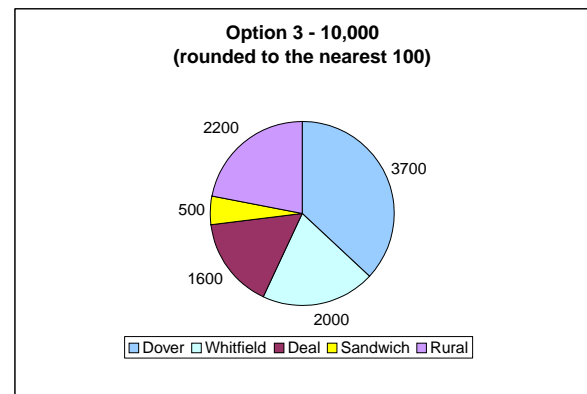


Figure 4.5 Distribution of New Homes in the District

Infrastructure

Option	Electricity	Gas	Water	Sewage	Health	Education	Transport
3 (10,000 homes)	From option 1 onwards a new electricity substation would need to be constructed at either WCBP or as part of the Whitfield development.	New mains and gas reinforcement on local scale to serve individual sites.	Demand management/new supplies	Initial investigations suggest that sewerage treatment facility at Broomfield Bank has capacity. There would need to be local upgrade of the sewerage system.	<p>Within the Dover area could see the need for 6+ GPs required.</p> <p>No existing practices could easily manage the growth. This may result in the need for a new list to be created and partnership to be formed.</p> <p>The plans for Sandwich may potentially be an issue given that the existing GP premises are unable to accommodate an increase in GPs.</p>	<p>New Primary School would be required at Whitfield – built for a one form entry but capable of being extended to a two form entry school.</p> <p>The proposed decline in 16-64 year olds is balanced out by the 10,000 homes. Assuming that there is now growth in learner participation, there would be a neutral effect on the demand for 16-18 year olds places by 2026</p> <p>May need to increase Mobile library provision</p>	<p>Improvements to the A2 Whitfield roundabout - white lining and visibility improvements.</p> <p>Signalisation of the A2/A258 roundabout</p> <p>Buckland Avenue/Brookfield Avenue - introduction of traffic signals.</p> <p>Maison Dieu Rd/Pencester Rd – introduce a contra bus lane on Maison Dieu Rd northbound towards the existing junction.</p> <p>Two way operation in Pencester Road to allow buses to operate between Dover Priory Railway Station and Pencester Rd.</p> <p>Folkestone Road roundabout – creation of signalised junctions.</p> <p>Signalisation of the A2 Whitfield roundabout.</p>

Option	Electricity	Gas	Water	Sewage	Health	Education	Transport
							Changes to the A2/A256 dumbbell junction and the construction of a new arm off the roundabout. Creation of a segregated left turn lane.

Option 4 – High Growth

4.22 A high level of growth and change based upon the ultimate ambitions of the Dover Pride Regeneration Strategy.

- A population increase of around 15,600 the majority of which would be at Dover. The number of people over 65 would increase by around 12,600, while the number of children would decline by around 1,200 but those of working age would increase by 4,300.
- The existing land supply may not be sufficient to sustain the employment needs of the growing population - this would need to be carefully monitored towards the end of the plan period. Growth in people of working age would increase the labour supply sufficient in broad terms to support the forecast range of jobs growth

- Land for around 14,000 new homes would be needed, all of the additional homes over Option 3 would be located at Dover in an area on the west side of Whitfield. Around 7,400 homes would need to be located on greenfield land.

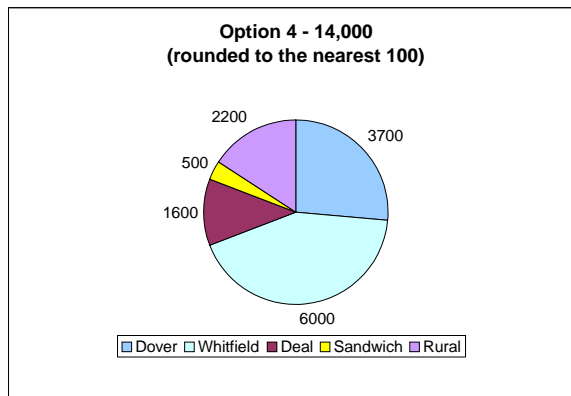


Figure 4.6 Distribution of New Homes in the District

- This Option provides the most scope of all options to improve the range, quality and market perception of the District's housing offer to the point where it has the capacity to offer a fundamental re-structuring of the housing market in Dover. The greater amount of general market housing would also provide considerably more scope to address affordable housing needs - it is likely to produce around 3,600 affordable homes subsidised through general market housing.
- Forecast growth in residents' spending power combined with the scale of population increase could support an additional 51,000 square metres of shopping floorspace - about 27% more than Option 1. As with Option 3, but more so, growth at this scale concentrated at Dover would begin to produce a more positive perception of the town as an opportunity amongst investors and operators and enable it to claw back expenditure lost to other centres which, in turn, could increase the demand for additional floorspace. The position at Deal and Sandwich would be about the same as under Option 3.
- The following table summarises the currently known infrastructure needs of the Option.

Infrastructure							
Option	Electricity	Gas	Water	Sewage	Health	Education	Transport
4 (14,000 homes)	From option 1 onwards a new electricity substation would need to be constructed at either WCBP or as part of the Whitfield development.	New mains and gas reinforcement on local scale to serve individual sites.	Demand management/new supplies	Initial investigations suggest that sewerage treatment facility at Broomfield Bank has capacity. There would need to be local upgrade of the sewerage system.	<p>No existing practices could easily manage the growth. This may result in the need for a new list to be created and partnership to be formed.</p> <p>The plans for Sandwich may potentially be an issue given that the existing GP premises are unable to accommodate an increase in GPs.</p> <p>The Dover growth under option 4 would potential involve two or maybe three new Practices.</p>	<p>New Primary School would be required at Whitfield – built for a one form entry but capable of being extended to a two form entry school.</p> <p>The proposed decline in 16-64 years olds is balanced out by the 10,000 homes. Assuming that there is now growth in learner participation, there would be a neutral effect on the demand for 16-18 year olds places by 2026</p> <p>May need to increase Mobile library provision</p>	<p>Improvements to the A2 Whitfield roundabout - white lining and visibility improvements.</p> <p>Signalisation of the A2/A258 roundabout</p> <p>Buckland Avenue/Brookfield Avenue - introduction of traffic signals.</p> <p>Maison Dieu Rd/Pencester Rd – introduce a contra bus lane on Maison Dieu Rd northbound towards the existing junction.</p> <p>Two way operation in Pencester Road to allow buses to operate between Dover Priory Railway Station and Pencester Rd.</p> <p>Folkestone Road roundabout – creation of signalized junctions.</p> <p>Signalisation of the A2 Whitfield roundabout.</p>

Option	Electricity	Gas	Water	Sewage	Health	Education	Transport
							<p>Changes to the A2/A256 dumbbell junction and the construction of a new arm off the roundabout. Creation of a segregated left turn lane.</p> <p>New bus gates in either end of Archers Court Road, Sandwich Road and Napchester Road which would restrict private vehicle movements through the existing Whitfield development</p> <p>Construction of the proposed A2 northern diversion and spine road around the west of Whitfield</p> <p>Construction of a new dumbbell roundabout to the north of Whitfield to connect the proposed A2 diversion and spine road to the A256</p> <p>Downgrade the existing A2</p>

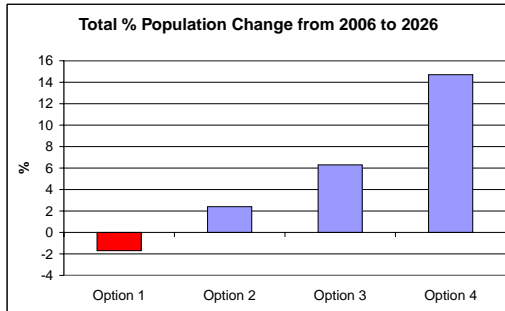


Figure 4.7 Total Population Change from 2006 to 2026

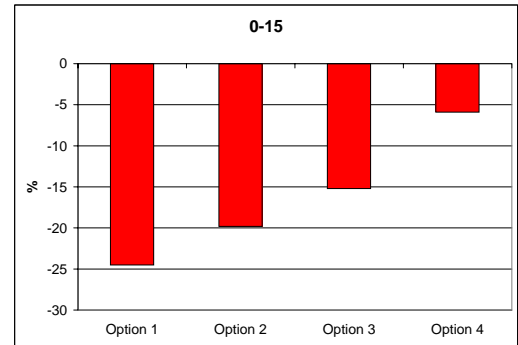


Figure 4.8 Population Change from 2006 to 2026 - 0-15 Year Olds

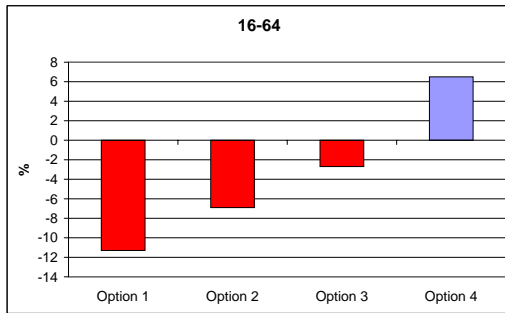


Figure 4.9 Population Change from 2006 to 2026 - 16-64 Year Olds

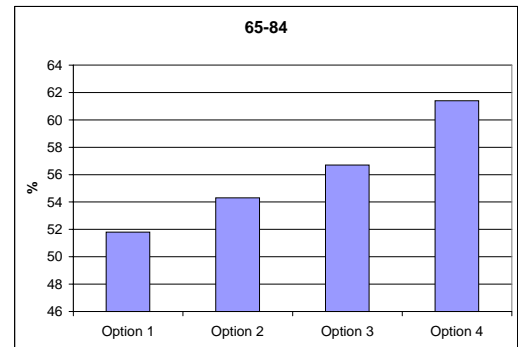


Figure 4.10 Population Change from 2006 to 2026 - 65 - 84 Year Olds

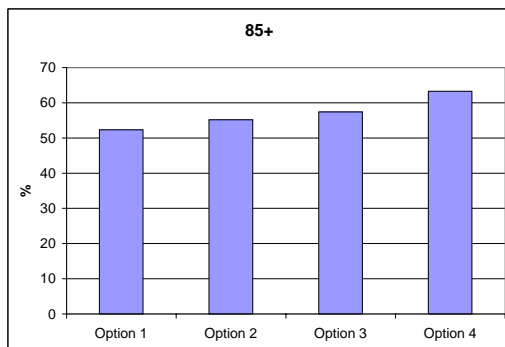


Figure 4.11 Population Change from 2006 to 2026 - 85+ Year Olds

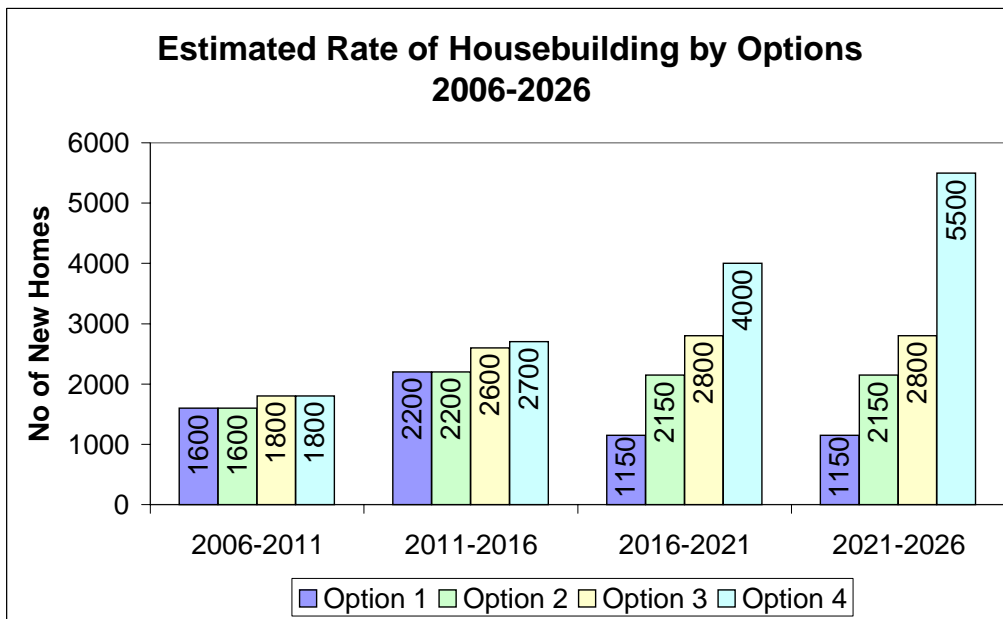


Figure 4.12 Estimated Rate of Housebuilding by Options

Preferred Option

4.23 The factors that the Council has taken into account in deciding which of the Options is to be preferred are:

- Their ability to meet the Core Strategy's objectives
- How they perform in the sustainability appraisal
- The views and information received from the community and stakeholder organisations
- Whether they can be delivered in the Core Strategy period to 2026

4.24 For ease of comparison, the basic characteristics of the four Options are summarised in the table and graph below.

Option	Total Population Change	Change in No. of Children	Change in No. of People of Working Age	Additional Homes (of which affordable)	Ability to Support up to +4000 jobs	Potential for New Shopping (000s m ² net)	
						District	Dover
1	-1,800	-5,000	-7,400	6,100 (1370)	No	40-49	28-37
2	2,600	-4,000	-4,500	8,100 (1950)	No	43-52 (+7%)	30-39 (+6%)
3	6,700	-3,200	-1,700	10,000 (2400)	No	46-55 (+14%)	31-41 (+11%)
4	15,600	-1,200	4,300	14,000 (3600)	Yes	51-62 (+27%)	34-45 (+22%)

Table 4.1 Options Comparison Table

4.25 The table refers to change in the number of people of working age, which is not the same as the number of people actually working - the labour supply. The Business Development Strategy has considered this in more detail, together with the impact of meeting the Regional Economic Strategy targets for increasing activity rates (the proportion of those of working age actually in employment) and for reducing unemployment. These targets are extremely ambitious and would result in a large increase in labour supply if they were to be met. The following graph illustrates the effect of each option on labour supply. It shows that, even with the best assumptions Options 1 and 2 fall significantly short of supporting the forecast jobs growth by 2016 and that Options 1, 2 and 3 increasingly fail to maintain labour supply after 2016.

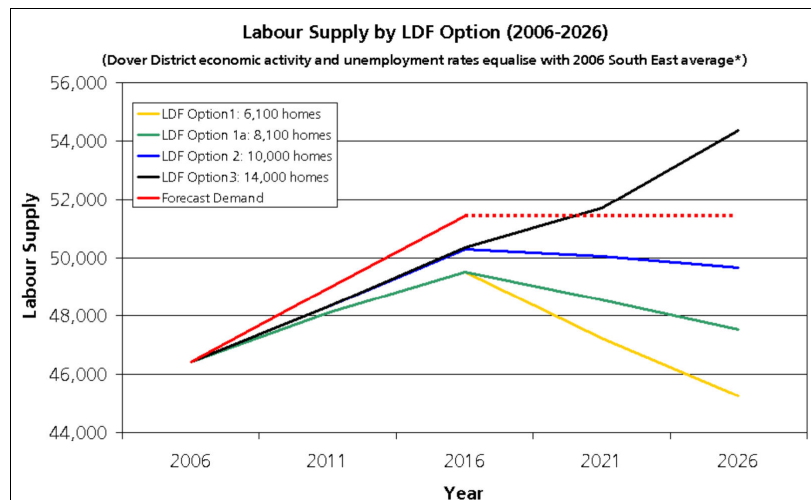


Figure 4.13 Labour supply forecasts - assuming RES targets are met

*The 2006 economic activity rate in Dover District is 76% compared with a South East average of 82%. Although the RES Smart Growth target is a regional economic activity rate of 85% by 2016, a more realistic target of 82% has been assumed for Dover District that will help support the RES target.

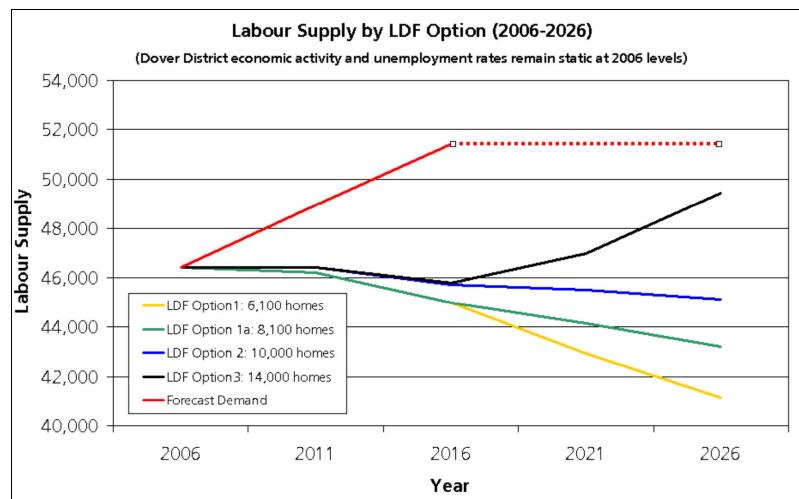


Figure 4.14 Labour supply forecasts - assuming no progress in meeting RES targets

4.26 It can be seen that it is only with the highest Option that the changes in the forecast population would bring about growth in the people of working age that would allow the local economy to grow towards its potential without encouraging very significant in-commuting to the District. The crossover point between negative and positive change in the number of people of working age lies between Options 3 and 4.

Ability to Meet the Core Strategy’s Objectives

4.27 The options have also been assessed for their ability to meet the Core Strategy objectives (see paragraph 4.5), as shown in the table below:

Objective	1	2	3	4	5	6	7	8	9
Option 1	-	-	-	-	-	?	?	?	-
Option 2	-	-	-	+	-	?	?	?	-
Option 3	-	+	+	+	-	+	+	?	-
Option 4	+	++	++	+	+	+	+	?	-

Table 4.2 Options & Objectives Assessment Table

++	= Very positive relationship
+	= Positive relationship
?	= Uncertain relationship
-	= Negative relationship

4.28 The table shows that in relation to Objectives 1 to 5 the lower growth Options perform poorly and the higher growth Options better, with Option 4 performing best. Objective 7 is more likely to be met through Options 3 and 4 because they are associated with higher levels of economic activity and also have more potential to help fund the housing renewal initiative. The outcome from Options 1 and 2 is uncertain because it relies much more heavily on the public sector. There is no direct correlation between Objective 8 and any of the Options, much would depend on the way in which it was implemented. Consideration of this Objective is not therefore a determining factor in selecting the Preferred Option. Once selected, however, the Preferred Option should be developed in a way that ensures it contributes to meeting these Objectives. All the Options have a potential negative impact on the natural environment and meeting Objective 9, although the higher options have potential for greatest impact. This shows that a package of avoidance, mitigation and compensation needs to be built into the Preferred Option.

Sustainability Appraisal

4.29 The Sustainability Appraisal shows that Option 1 does not have the capacity to address the identified issues facing the District, although its environmental impact is lowest. Option 4 has the best chance of addressing the issues but also carries the greatest risks. Option 3 is only likely to tackle the issues to some extent but does not involve such a degree of risk as Option 4. The highest risks

are that infrastructure provision will lag behind development, jobs and housing provision will not be implemented in tandem, and that the environmental consequences are not properly mitigated or compensated.

Feedback from the Community and Partner Organisations

4.30 Workshops on the issues and future outlook for the District and its individual parts showed that there was great consensus on the need for Dover to change and improve. Often participants were more frustrated by the lack of progress more than anything else. At Deal, Sandwich and the rural area the issues were on a much lesser scale and the subsequent desire for change was less. These approaches were generally echoed in the public opinion research, particularly the need for change on a big scale at Dover.

4.31 The Council carried out a stakeholder consultation on the Options. The results showed that support in numerical terms for each Option was more or less equal. The background of those supporting the Options did, however, differ. Support for Options 1 and 2 was more based among Town and Parish Councils, community groups and authorities whereas there was much greater support from landowners and business representatives for Option 4. Most common concerns about the options were the implications for the provision of physical and social infrastructure and the use of greenfield land. These concerns grew stronger with the scale of change and development associated with the individual options. The Parish Council and a community group at Whitfield (the Whitfield Action Group) have expressed strong concerns about the options that could affect this area.

Deliverability

4.32 The preferred option must be realistic and capable of being delivered on the ground. In this context realistic refers to the likely commercial feasibility of carrying out the levels of growth associated with the options by 2026. The capability to deliver an option on the ground relates to the availability of sufficient appropriate land for development and that matters such as land assembly and infrastructure provision are not likely to prevent or seriously delay development.

4.33 The commercial feasibility of delivering Option 1 appears to be very good in that it requires an annual average level of housing development of 305 homes which is lower than that achieved in the recent past (310 homes per year average over five years from 2002/03). It does, however, require a significant amount of brownfield land to be developed, some of which may require public sector intervention to prepare it for redevelopment. The very high levels of labour shortage associated with this Option will make job generating development increasingly less attractive from a commercial perspective. Land to support this Option can be found from existing commitments and brownfield land from within existing settlements. Infrastructure issues are of a relatively low level.

4.34 Option 2 requires an annual average delivery of 405 homes, a level of completions which has been exceeded in some recent years. It would require more consistency in housebuilding levels but commercially is realistic. It would require additional brownfield land from beyond existing settlements and also greenfield land. The Sustainability Appraisal indicates that such land can be found which avoids impact on any land subject to national planning constraints. There is also developer interest in this land. As with Option 1 the high levels of labour shortage will make job generating development increasingly less attractive from a commercial perspective. Infrastructure issues are still at a relatively low level.

4.35 Option 3 requires a much greater pace of housing development, 500 homes on average per year, than achieved in the past. The evidence base (Cluttons report: "Potential Effects of CTRL Domestic Proposals on the Dover Property Market 2004", and the 2006 Supplement) suggests that broadly such an acceleration in growth is feasible when Dover becomes more accessible to London by train, and provided the range of shops in Dover town centre is improved and there are larger sites available for house building. Additional greenfield land would have to be allocated to support this Option and the Sustainability Appraisal indicates that such land can be found which avoids impact on any land subject to national planning constraints. As with Option 2 there are strong indications of

commercial interest. Labour shortage remains an issue with this Option, albeit on a lesser scale but still sufficient to be a significant restraining factor on commercial developments. Infrastructure issues are higher with this Option but are resolvable provided that sufficient lead-in time is allowed.

4.36 The degree of increase in the rate of growth required by Option 4 (an annual average of 700 homes) is very high. The additional land for this Option would be greenfield and raises the need for substantial infrastructure, in particular changes to the A2 trunk road. This would have a long lead-in time and make delivery in the Core Strategy period to 2026 very doubtful, even though there is commercial interest. The growth in labour supply with this Option would provide much more confidence for commercial development.

Conclusion

4.37 The preferred option should be the Option that has the overall best fit with all the above considerations. Should it have any negative impacts their will be a need to shape it so that it either avoids them or, if this is not possible, has mitigating measures or compensation.

4.38 Most, if not all, of the issues facing the District are not new. They are deep-rooted and longstanding. It is therefore self-evident that previous and current strategies and policies have not been sufficiently successful, as illustrated in the assessment against the Objectives in the table above. Meeting the Core Strategy's Objectives will require a radical change from the scope of previous policies. A faster pace of social and economic change will be required while maintaining, improving and creatively using the District's natural and built qualities.

4.39 Taking account of all relevant factors, the District Council considers that, while Option 1 could be delivered within the time scale, it does not have the capability of meeting the Core Strategy objectives. Despite support from community it is, in effect, carrying on with the policies that have already failed the District and would amount to planning for decline.

4.40 Option 2 has a low level of delivery issues but again has a poor score against meeting the Objectives, with only one positive rating. Although, as with Option 1, it has support from Town and Parish Councils it does not have the capability of tackling the District's issues.

4.41 Option 3 scores more positively in terms of meeting the Objectives but fails to address the crucial population issues, especially in the second part of the plan period. It is likely to be deliverable provided certain key factors are in place. The best chance of meeting the Objectives lies with Option 4 which has by far the strongest scores. It also carries more environmental impacts, which would need to be addressed, and less community support but the scale of development and infrastructure required make it uncertain whether it is capable of implementation by 2026.

Option 4 is best but because it is uncertain whether it can be achieved by 2026 it will form the longer-term context for this Core Strategy. Option 3 will be the Core Strategy's preferred option as it represents what is currently understood to be the maximum step that can be taken to meeting the Objectives by 2026; but Option 4 is the overall goal.

4.42 The Council's options work shows that the difference between Options 3 and 4 is the development of an area to the west of Whitfield in addition to land to the east. For access reasons the land to the west is reliant on diverting the A2 northwards to a new junction with the A256. These options are illustrated on the diagram below and are discussed in more detail in the "Managed Expansion of Whitfield" section.

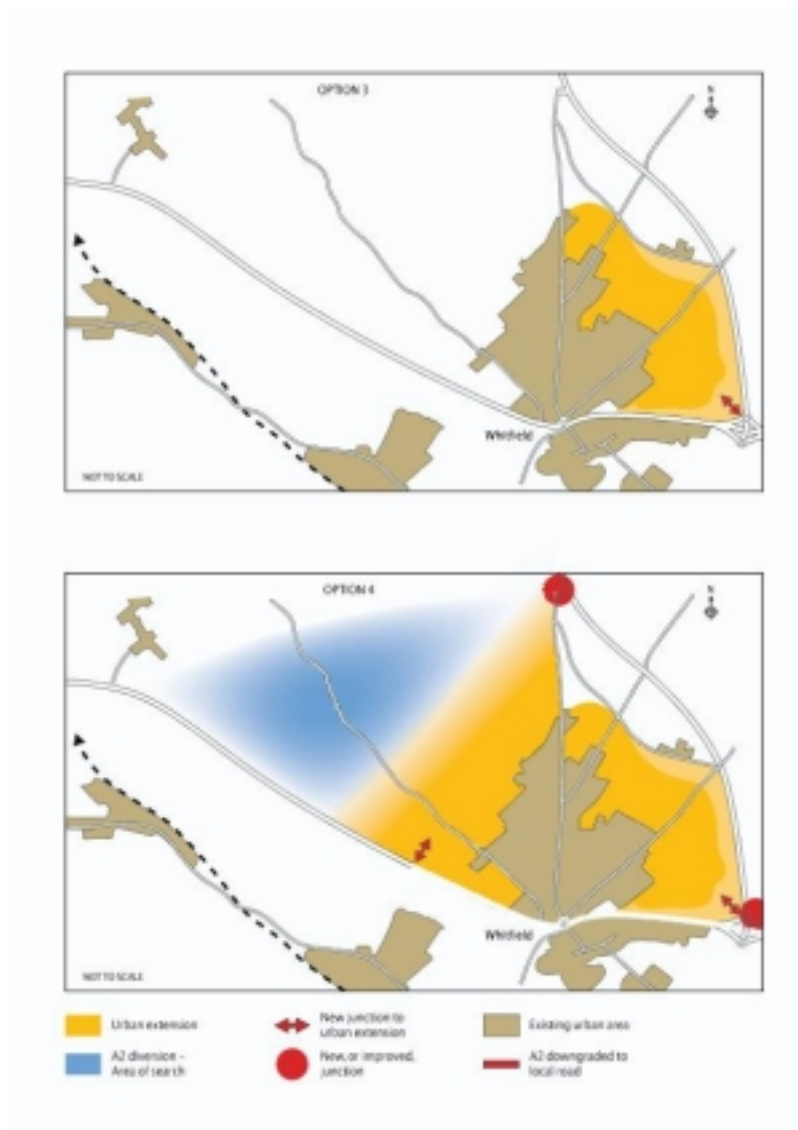


Figure 4.15 Options 3 and 4, Whitfield

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4.43 In these circumstances there are three possible alternative approaches that the Core Strategy could take to reflect this conclusion.

Approach 1

4.44 Option 3 could be identified as the Preferred Option with the recognition that the housing component, at 10,000 homes, should be viewed as upwardly flexible and should not be a barrier to otherwise acceptable increases in density on allocated sites or the redevelopment of suitable windfall sites. The Council would continue to test Option 4 and if this proved positive and there was sufficient progress with Option 3 it would trigger a review of the Core Strategy.

Approach 2

4.45 Option 4 could be identified as the Preferred Option. This approach would recognise that, while it is the intention to seek the completion of this Option, it may not all be achieved by 2026. This would, though, have the advantage of providing greater certainty on the Core Strategy's objective and avoid the need for any early review associated with the first approach. It would also provide flexibility to respond quickly to any increased requirements for growth caused by review of the Regional Spatial Strategy.

Approach 3

4.46 Option 4 is identified as the Preferred Option but the Core Strategy's time period is extended by five years to 2031. This would provide additional time for the implementation of the Option and remove the current area of uncertainty.

4.47 Current Government guidance (see PPS12) advises that the timescale of Core Strategies should be at least 10 years from the date of their adoption, or any longer period set out in the Regional Spatial Strategy. The Core Strategy is programmed to be adopted in 2010. The timescale to 2026 would provide a 16 year adopted lifespan to the same end date as the emerging Regional Spatial Strategy - the South East Plan. Proposed changes to PPS12, however, encourage Core Strategies to take a long-term view so that they are enduring and provide a better degree of certainty to communities and investors, especially when significant investment in infrastructure is involved. If they consider the implications of different levels of development within their timeframe this could avoid the need for review as a result of changes to Regional Spatial Strategies. The changes to PPS12 propose that the lifespan of Core Strategies should be at least 15 years from adoption.

4.48 At this stage the Council has taken the first approach and the Core Strategy Preferred Option has been developed on the basis of the likely pace and amount of development that can be achieved by 2026. It is recognised that this does not build-in the degree of flexibility that the Government is now proposing nor quite the level of certainty about the overall objectives. This would suggest that approaches 2 or 3 may be more appropriate. While approach 3 is logical it should be borne in mind that the evidence base and community engagement has, so far, been based upon the period to 2026. The Local Development Scheme is also based upon producing LDF Documents to this timeframe. This may, in practice, make it difficult to extent the timeframe.

4.49 The Council would particularly like to receive views on which of the above three approaches is most appropriate and the reasons for this.

If, after taking account of all the views received on the Preferred Option consultation, the Council decides that Option 4 is the most appropriate Option for the District, which of the three approaches set out above should it adopt as a basis for the Submission version of the Core Strategy and why?

5 Where Should it Happen?

District Settlement Strategy

5.1 The District contains two urban areas, a market town and great variety of villages. A clear planning approach, or strategy, towards them is necessary based upon an understanding of their current characteristics and function and any aspirations for the future. It will set out the general role of settlements and indicate the appropriate level of development that they might accommodate. The purpose of this is to ensure that the District's residents can access a range of services and facilities with the minimum need to travel, and that when travel is needed there is a choice which includes public transport. The settlement strategy is summarised in the District Settlement Hierarchy table and accompanying diagram.

5.2 The Government's general strategy is to focus new development at urban areas, to take advantage of existing services and facilities and to underpin urban revival, and at rural centres where it can help the settlement to function more sustainably. This approach has been developed at the regional level in the South East Plan, which identifies Primary and Secondary Regional Centres, but leaves the identification of other centres for Local Development Frameworks. Dover is identified as a Secondary Regional Centre and is also an International Gateway.

5.3 The Kent and Medway Structure Plan has a different classification which identifies Dover and Deal as Other Primary Urban Areas, and Sandwich as a Rural Centre. It allows for other villages to be identified for a lesser scale of development where it would provide a sustainable pattern of development.

5.4 It is proposed to use the South East Plan classification as, once adopted, it will supersede the Structure Plan, but to take account of the Structure Plan's approach in developing the Core Strategy's settlement hierarchy. Similarly, the settlement hierarchy in the District Local Plan will be used to inform the new hierarchy.

5.5 The Council has carried out a review of its towns and villages, developed a new hierarchy and considered how it should be applied to the District's towns and villages - see "Dover District Settlement Review and Hierarchy". Based on this work, the following classification is proposed:

- **Secondary Regional Centre** - major focus for development in the District; suitable for the largest scale developments
- **District Centre** - secondary focus for development in the District; suitable for urban scale development
- **Rural Service Centre** - main focus for development in the rural area; suitable for a scale of development that would reinforce its role as a provider of services to a wide rural area
- **Local Centre** - secondary focus for development in the rural area; suitable for a scale of development that would reinforce its role as a provider of services to its home and adjacent communities
- **Village** - tertiary focus for development in the rural area; suitable for a scale of development that would reinforce its role as a provider of services to essentially its home community
- **Hamlet** - all other settlements in the rural area; not suitable for further development unless it functionally requires a rural location

5.6 The Council's work on settlement review has assessed the facilities, functions and accessibility of the District's towns and villages and as a result it is proposed that the settlement hierarchy is applied as follows.

District Settlement Hierarchy

Settlement Type	Town/Village
Secondary Regional Centre	Dover (including the built-up parts of the parishes of River, Temple Ewell and Whitfield)
District Centre	Deal (including the built-up parts of the parishes of Sholden, Walmer and Mongeham)
Rural Service Centre	Sandwich - established Aylesham - proposed*
Local Centre	Ash Eastry St. Margaret's-at-Cliffe Shepherdswell Wingham
Village	Alkham Capel-le-Ferne East Langdon East Studdal Elvington Eythorne Goodnestone Kingsdown Great Mongeham Lydden Nonington Preston Ringwould Ripple Staple West Hougham Woodnesborough Worth
Hamlet	All other settlements

Table 5.1 District Settlement Hierarchy

* The Structure Plan and saved District Local Plan policies propose village expansion and enhancement at Aylesham which would enable it to function as a Rural Service Centre

5.7 The diagram below shows the spatial pattern of the hierarchy together with public transport links and the location of major community facilities and influences external to the District, such as other nearby towns. It is considered that the hierarchy is robust enough to ensure that all residents have reasonable access to a range of facilities taking account of the urban and rural characteristics of the District and the proposed Rural Service Centre at Aylesham. Settlements need to maintain or improve the current range of facilities together with transport links in order to maintain the hierarchy.

- Is the differentiation between the urban areas of Dover and Deal appropriate?
- Have the villages been categorised appropriately between Local Centres and Villages?
- Are there any Hamlets which, because of their services and facilities, should more appropriately be classified as Villages?

Preferred Option in More Detail

The Preferred Option in More Detail

5.10 While the Preferred Option is designed to address the issues facing the District as a whole, it is also geared to respect the very different characteristics and issues associated with its individual parts. For these purposes the District can be separated into Dover, Deal, Sandwich, and the rural area. The rural area itself is large and diverse and requires a selective approach.

5.11 This section sets out and develops the spatial proposals of the preferred option in greater detail in relation to the individual parts of the District. It looks first at how commercial and housing development should be divided within the District in accordance with the Settlement Hierarchy.

Commercial Development

5.12 The Preferred Option is based upon supporting the local economy to reach its full potential and in particular to realise 4,000 forecast jobs growth to 2016. This growth is a combination of planned developments (principally the new ferry terminal at Dover Western Docks and Dover town centre redevelopment at St. James's) and economic forecasts about general growth in the local economy.

5.13 Some of this general growth will be accommodated in existing premises but the remainder will require additional development on existing business premises and development on new sites. The District already has a good supply of new sites with planning permission, or committed through saved Local Plan policies, for office and industrial development sufficient to support the Preferred Option, as set out in the Table below:

Site	Size	Status	Uses	Estimated Floorspace	Jobs Potential
White Cliffs Business Park Phase 2, Dover	26.86 Ha	Development commenced	B1, B2, B8	65,000m ²	1,800
White Cliffs Business Park Phase 3, Dover	21.04 Ha	Allocated through saved Local Plan Policy	B1, B2, B8	50,000m ²	1,200
Farthingloe, Dover	13 Ha	Planning permission granted and access implemented	B1	19,510m ²	720
Port Zone, Dover	5 Ha	Outline planning permission granted. Residual land left	B1/B2/B8	17,500m ²	460*

Site	Size	Status	Uses	Estimated Floorspace	Jobs Potential
Minter's Yard, Deal	2.26 Ha	Allocated through saved Local Plan Policy	B1, B2	6,400m ²	200
Former Betteshanger Colliery, Nr. Deal	40 Ha	Development commenced	B1, B2, B8	22,300m ²	670
Richborough	6 Ha	Mixture of allocation through saved Local Plan Policy and brownfield land for redevelopment	B1	21,000m ²	780
Former Eastry Hospital, Eastry	4.5 Ha	Allocated through saved Local Plan Policy	B1	2,500m ²	90
Former Snowdown Colliery, Nr. Aylesham	41.1 Ha	Allocated through saved Local Plan Policy	B1, B2, B8	23,760m ²	260
Lydden Circuit	65 Ha	Planning permission granted and access implemented	B1	23,234m ²	425
Total	224.75 Ha	-	-	251,204m ²	6,605

Table 5.2 Major Sites for Commercial Development

* The creation of 460 jobs may not be achievable as the sites that have not yet come forward for development have site specific constraints that need to be addressed.

5.14 The plan below shows the location of these sites in relation to the Settlement Hierarchy. It is considered that they fit well with the Hierarchy. Even though some sites, such as the former collieries, are not located at major settlements they are nonetheless close and can be accessed by public transport, cycling and, to a lesser extent, walking.



KEY

- Primary Regional Centre
- Secondary Regional Centre
- District Centre
- Rural Service Centre
- Local Centre
- Villages
- Rail
- Bus Route
- Infrequent Bus Route
- Major Employment Sites
White Cliffs Business Park - Dover
Rotherborough Area - Sandwich
- Employment Sites
Bottesborough - Deal
Snowdown
Tilsington North
Lydden Race Circuit
Farninghoe - Dover

Figure 5.2 Map illustrating District Settlement Hierarchy and Employment Sites

5.15 The Site Allocations Document will nevertheless review the continued suitability of these sites for commercial development in terms of site constraints and commercial demand. If it finds that they remain suitable there would be no need for any further major allocations. Should any be found to be unsuitable the Document will consider whether there is a need to allocate a substitute site. In either event, the Document will also consider whether any additional small-scale allocations are needed to address more localised issues.

Housing Development

5.16 The following graphs shows how the housing growth associated with the Preferred Option would be apportioned between Dover, Deal, Sandwich and the rural area and the additional land provision that needs to be made. This is designed to be in general accordance with the Settlement Hierarchy. The Council has extensively researched the availability of brownfield land that could be suitable for housing redevelopment as part of its work on the Site Allocations Document. This has been used to inform the expected contribution from brownfield land and therefore also the scale of greenfield land, that would be needed to meet the overall requirements. Potential development sites have also been tested through the Sustainability Appraisal and the Council is confident that sufficient suitable land exists to support the Preferred Option.

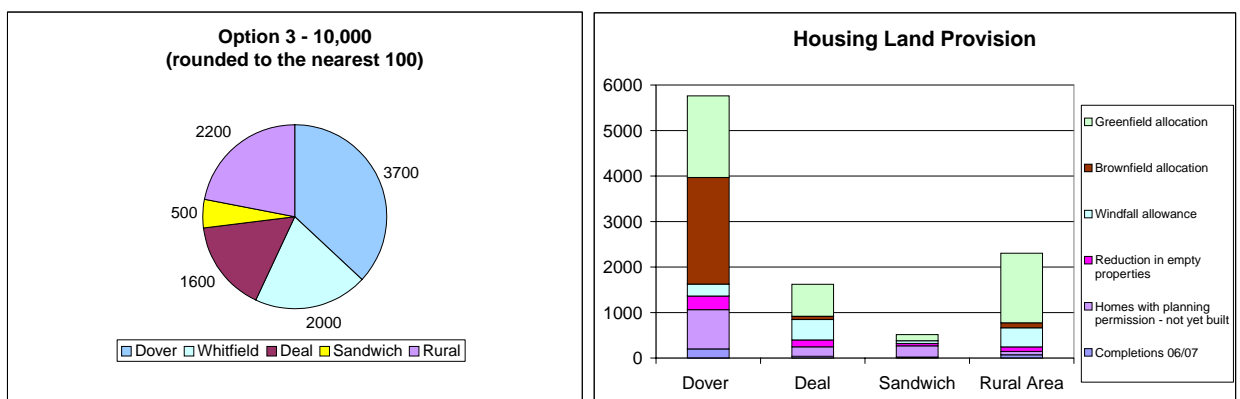


Figure 5.3 Preferred Option - Proportion of New Homes in the District
Figure 5.4 Preferred Option - Housing Land Provision

5.17 The housing provision figures should be taken as minimum targets, rather than ceilings, which could be exceeded through additional suitable brownfield sites becoming available and through acceptable increases in the density of developments.

5.18 Individual sites to meet these provisions will be allocated in the Site Allocations Document and through strategic allocations in the Core Strategy. The more detailed level of work required for the Site Allocations Document may result in small adjustments to the numbers and proportions set out above. These will be acceptable provided that they do not diminish the overall total of housing to be delivered.

Infrastructure

5.19 The preferred option must be supported by an appropriate level of infrastructure. In this Plan infrastructure is a wide term that refers to all the services required for a settlement to function sustainably. It includes physical services such as power and water, communications such as transport networks and telecommunications, and community facilities such as healthcare, education, and open spaces. It also includes management regimes to ensure efficient, effective and long-term arrangements are in place to look after infrastructure. Development must be supported by an appropriate level of infrastructure that is provided at the time it is needed. In many cases this will mean the provision of new, additional or improved services but in some instances better access to existing services will address the issues.

5.20 The South East Plan (policy CC5) sets out general requirements for the provision of infrastructure and the sub-regional investment framework for East Kent and Ashford identifies strategic infrastructure requirements. The Council has carried out further work at a local level with service providers to establish in more detail the issues and possible solutions.

5.21 The results of this for the preferred option are set out in the table at paragraph 4.21. The Council would welcome any further information on the infrastructure needs of the proposals as part of the response to consultation. In addition, Core Policy 6 sets a local policy on infrastructure and the Development Contributions Supplementary Planning Document establishes the mechanisms for ensuring that development is not permitted without arrangements that put in place necessary infrastructure.

Spatial Considerations

5.22 The following sections provide more detailed guidance for the Site Allocations Document including the general location for larger land allocations. They also provide the context for the development of the core policies that are needed to deliver this Core Strategy.

Dover

The Dover Area

5.23 Improvement is required in Dover across many fronts. It is vital that the town is considered as a whole. Every development, to a greater or lesser degree, depending on its scale and nature, will have a role to play in the town's improvement. For planning purposes Dover is considered to include the parts of the parishes of River, Temple Ewell and Whitfield which form a continuous built-up area.

5.24 An objective and a series of action points have been developed to guide the way in which the preferred option is translated to Dover and to provide a more detailed framework for the Site Allocations Document.

Objective

5.25 To provide for and deliver a level of change with sufficient capacity to transform Dover and address its issues

Dover Action Points

- Ensure that the quality, type and range of new housing raises Dover's housing offer and market perception while also meeting local needs
- Make improvements to the standard of the existing housing stock and bring back empty homes into use
- Encourage a greater and more balanced range of jobs
- Identify improvement areas in the existing town with particular regard to the main approach routes, public areas, public transport and provision for greatly improved shopping and leisure, higher education, business, housing and community health provision
- Create a less linear and more compact town centre
- Improve freight access to the Port while reducing its environmental impacts
- Where possible ensure that the improvement areas encourage more people using the Port to visit the town
- Identify new areas for development which relate well to existing communities and link with the existing town
- Ensure that new development is related to improvements in the existing town
- Set out the main infrastructure requirements for development, their timing and funding
- Ensure that development benefits the special qualities of the local natural environment
- Develop and project a coherent and positive image of the town

Location of new development

5.26 The town is primarily situated in the floors of valleys within the Kent Downs. This provides a spectacular setting but also a constraint. Topography dictates that the town is long and rather narrow with "fingers" of development branching off the main valley (which contains the River Dour) in a

westerly direction. National landscape constraints preclude the possibility of any further significant extensions to these fingers and, in any event, they would exaggerate the linear nature of the town and associated issues of accessibility to the centre. The centre itself is long and narrow and suffers from a lack of focus and central point of gravity.

5.27 These constraints have led to development to the north-west of the town, in less sensitive landscape centred around Whitfield, during the period after the Second World War. The 1960s and 1970s saw largely residential developments followed by employment and retail development from the 1980s onwards. The A2 and the A256 pass through this area and it also contains the District's premier business park – the White Cliffs Business Park.

5.28 The preferred option envisages the large majority of development and change to be concentrated at Dover commensurate with the scale of issues that it faces. Maximum use must be made of previously developed land within the town that is suitable for redevelopment not only to make efficient use of land resources but to improve the appearance and functioning of the town. The Council estimates that there is such brownfield land to accommodate around 3,200 new homes and that the need for more employment development can be met through development of the White Cliffs Business Park and Farthingloe. Nevertheless, this means that land for around a further 2,300 homes, together with all new necessary infrastructure, needs to be identified from other land sources outside the urban boundary shown in the Local Plan.

5.29 The Council has undertaken an assessment of the options. It identified a series of areas of search which avoided national landscape and wildlife designations. The largest of these were in the Whitfield vicinity. The areas of search were assessed for their broad potential and those that were considered positively were assessed in greater detail to refine their boundaries. The results of this process are shown on the Key Diagram and principally consist of Connaught Barracks (a brownfield opportunity) and a major area to the east of Whitfield. At this stage the combined capacity of these areas is considered to be around 2,300 homes.

5.30 Many other options were considered and rejected. The main reasons for rejection were a poor relationship with the town, landscape and nature conservation impact, and access constraints; although not all reasons apply to each area. Further details can be found in the Sustainability Appraisal.

Deal

The Deal Area

5.31 At Deal the Core Strategy aims to retain and develop the town's popular appeal as a place to live and the intimate character and scale of the town centre, while providing for a controlled increase in the range and choice of housing opportunities. Increased housing opportunities are aimed to cater primarily for local people and to help support the development of employment areas at the former Betteshanger Colliery and at the Richborough area. There is also a need for improved community facilities (healthcare, children's nursery, leisure and meeting facilities) in the north and middle Deal areas and an issue with the adequacy of facilities at the primary school in Sholden.

5.32 The accessibility of Deal via the A258 is an acknowledged issue but the road's current status as a secondary route precludes an increase in its capacity. In this context the focus will continue to be on safety and traffic management works and improvements to public transport. The highway network within Deal is also restricted. A further issue is that the Strategic Flood Risk Assessment (see evidence base) has confirmed that northern parts of Deal and the countryside to the north, are within a high risk flood area which limits the scope for development. Notwithstanding these constraints there are areas at Sholden and Walmer with potential for urban extensions, although their impacts on internationally important wildlife sites (known as Natura 2000) will have to be carefully assessed.

5.33 The coastal area between Deal and Sandwich contains three golf courses ranging up to international standard. There is potential to continue to upgrade the courses and better promote their combined offer to the golfing market. This would have very significant benefits for the local economy

and the District's leisure profile. The area is, however, at risk to flooding and within and adjacent to Natura 2000 sites. Access would also need to be improved. Any particular schemes will have to be compatible with these constraints.

5.34 The following action points provide a framework for the allocation of land in the Site Allocations Document and for the general approach towards development control decision making at Deal.

Deal Action Points:

- Improve community facilities in the middle and north Deal areas
- Where possible take opportunities to promote the creation of additional local jobs
- Provide for an improved choice and range of new housing that helps to meet identified needs
- Allocate land for housing development in the Sholden and Walmer locations identified on the Key Diagram provided developments at Sholden contribute towards addressing the deficiencies in community facilities
- Cater for everyday shopping and leisure needs in ways that do not undermine the scale and character of the town centre
- Continue to improve the safety of the A258 both to the north and south of Deal and to further improve public transport services

Sandwich

The Sandwich Area

5.35 Although Sandwich is generally popular with residents and performs an important function as a rural centre and visitor attraction, there is evidence that the centre is losing its vibrancy. This is being addressed through a local initiative known as STARR. Additional housing to promote increased choice, support business development at the nearby Richborough area, and to support town centre services is desirable. The town is, however, constrained by flood risk and the local highway network and these factors limit the potential for development. There is, however, an area to the south of the town which is not so constrained and could accommodate residential development.

5.36 Organised tourist visits to Sandwich result in a difficulty in accommodating coaches. There is a need to resolve this through improving coach parking facilities. There is potential to improve and better promote golf in the Sandwich and Deal area - see the previous section on Deal.

Sandwich Action Points:

- Strengthen the role as the main rural centre, the District's market town and as a visitor destination
- Resist the loss of shops, restaurants and other businesses in the core of the town centre to other uses
- Allocate land for housing to the south of the town in the area indicated on the Key Diagram. These homes should help to address local issues of housing choice and needs and their development should be related to initiatives to improve the town centre
- Ensure that the outstanding quality of the historic town centre is protected and, whenever possible, enhanced

Rural Areas

The Rural Area

5.37 The Core Strategy aims to recognise and retain the diverse nature and character of the District's rural settlements. Whilst the majority of new development is to be concentrated at the urban areas, especially Dover, the rural area has an important role to play in providing choice in the housing and

business markets. The potential for additional development is limited by factors such as impact on important landscape, flood risk, highway networks, access to services, and the scale, character and function of individual settlements. Nevertheless, the Council believes that the rural area can successfully accommodate a significant total amount of development consistent with the Settlement Hierarchy, including the saved Local Plan proposals for the strategic expansion of Aylesham.

5.38 While the Site Allocations Document will need to allocate land for development to fulfil the Preferred Option it must do this in a way which is consistent with the Settlement Hierarchy and improves the functioning of individual settlements. There will, however, be constraints such as landscape impact, access, nature conservation and built conservation that will limit the opportunities for acceptable development. The position of a settlement in the hierarchy should not be taken to imply that it overrides these considerations.

Rural Settlements Action Points:

- The Site Allocations Document should allocate land to provide for around 2,200 homes (this total includes 1,000 homes at Aylesham which will be implemented through saved District Local Plan policies) in a way that is consistent with the rural settlements hierarchy, does not breach recognised constraints and where it would help improve the functioning of a settlement
- Promote the creation of rural based businesses through the reuse of buildings and new build of an appropriate scale and location, and assess whether the rural employment sites set out in the table at paragraph 5.13 should continue to be allocated or substituted
- Resist the loss of rural services, where it would harm the local community, support the creation of new services, and support measures to increase accessibility to services
- Continue to provide for affordable housing schemes as an exception to general policy

Future Picture (Key Diagram)

The Key Diagram

How to Read the Diagram

5.39 The Key Diagram provides an illustration of the Core Strategy's proposals and therefore the future shape of the District at the end of the Plan period in 2026.

5.40 The Diagram only indicates broad locations for development rather than define specific sites; this will be done in the Site Allocations Document. The Core Strategy does, however, propose strategic allocations in Chapter 7. This Chapter develops some of the broad locations on the Key Diagram into defined sites and makes specific proposals for their development.

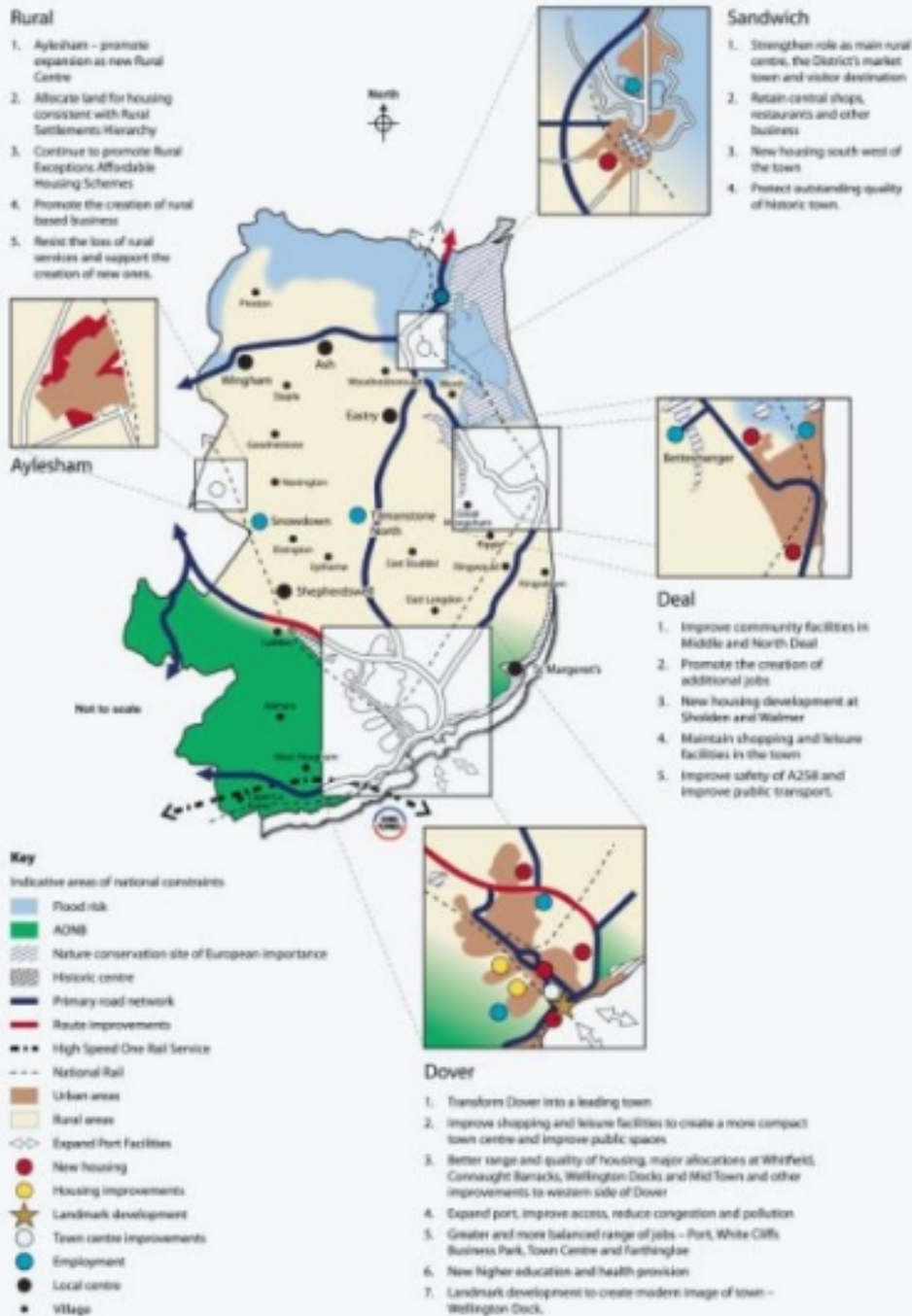


Figure 5.5 Key Diagram

6 When Should it Happen?

Job and housing targets

6.1 The Business Development Strategy has shown that there are good prospects for the local economy with business confidence high and jobs growth of at least 4,000 by 2016. The forecasting does not go beyond 2016 and has taken the conservative assumption of no further jobs growth during the 2016 to 2026 period.

6.2 The Core Strategy adopts the forecast and therefore has a jobs growth target of 4,000 by 2016 and the maintenance of this until 2026. This jobs growth will need to be supported by a quantity and quality of housing development sufficient to ensure an adequate labour supply. The Council is working with other East Kent authorities to prepare a Strategic Housing Market Assessment during 2008. This will provide more information on the type and quality of housing that is needed and is intended to supersede the Council's Housing Needs Assessment, which was updated in 2003. The findings of the Assessment will be reflected in the submission version of the Core Strategy.

6.3 The delivery of housing development must ensure that it includes affordable housing. The South East Plan seeks 30% of total new housing to be affordable. The Council will seek to ensure that developers provide 30% of housing on sites of 15 and more homes as affordable, often called quota sites - see Policy DM8. This will, however, leave a shortfall that should be made up by direct provision by Registered Social Landlords. Until the Housing Market Assessment becomes available the provision of affordable housing needs to be monitored against the Housing Needs Assessment, which found that there was a backlog of need for 1,000 affordable homes together with an annually arising need for a further 122 homes. Over the ten years to 2016 this would require the delivery of 222 affordable homes per year to remove the backlog and deal with new need and 122 homes per year thereafter. The table below summarises these jobs and housing targets.

Period	Jobs Growth	New Housing	Affordable Housing				
			S E Plan Target	Needs Assessment Target	Quota Sites Delivery	Shortfall Against S E Plan	Shortfall Against Needs Assessment
2006 - 2016	4,000	4,400	1,320	2,220	980	340	1,240
2016 - 2026	0	5,600	1,680	1,220	1,250	430	+50
Total	4,000	10,000	3,000	3,440	2,230	770	1,190

Table 6.1 Jobs and Housing Targets

6.4 The shortfall in the delivery of affordable housing can be considered as a target for additional delivery by Registered Social Landlords working in partnership with the Council. The Housing Needs Assessment found that the majority of housing need is for social rented accommodation. The Council will seek to ensure that 70% of new affordable housing is for rent and that the remaining 30% is for intermediate housing, such as shared equity.

6.5 The 57% (10,100) forecast increase in people aged 65 and over, and within that a 57% (1,400) increase in those aged 85 and over, will have implications for the design of homes. Greater flexibility will be needed to ensure that homes can be easily adapted to cater for changing needs as promoted by the Lifetime Homes initiative.

Timeline for Major Developments

6.6 The Core Strategy Preferred Option is based upon the successful implementation of many developments, particularly at Dover. It is clear that if the Objectives are to be met substantial progress must be made in the period to 2010. The following Table indicates the expected start and completion points for these developments.

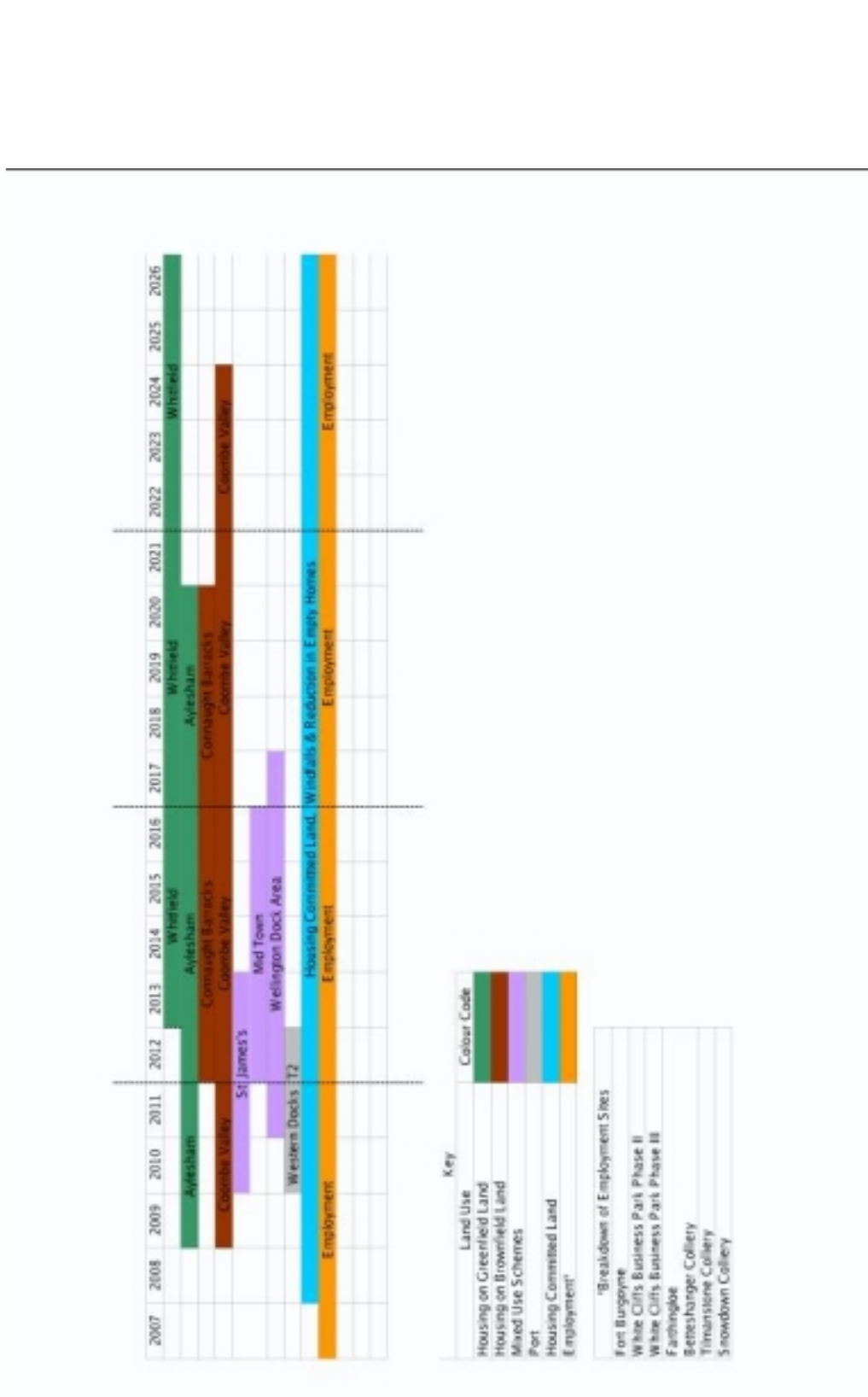


Figure 6.1 Major Development Timeline

6.7 The Table shows that there is a critical period around 2011 when some major schemes should have already commenced and others must start to ensure that job creating developments are underway, while improvements are being made to Dover town centre accompanied by major housing developments.

6.8 This Table forms the basis for the Core Strategy's programme management and is considered further in Chapter 8.

Key Choices - Flexibility

6.9 The Core Strategy needs to consider contingency should some of its underlying assumptions not hold good. The major assumptions relate to the employment and labour supply forecasting and that major development will start when currently programmed, as shown in the Major Development Timeline.

6.10 The employment forecasts are considered less prone to downward fluctuation because they are part-based upon currently planned developments, are reasonable in relation to the District's performance in recent years, and are very cautious about growth in the post 2016 period. It is more likely that the timing of growth could change over the period to 2026 due to general economic conditions or delays with specific developments. This could cause the Strategy to undershoot its targets and possibly indicate a need for further public sector intervention - See Chapter 8.

6.11 On the other hand, should the employment forecasts be exceeded it would create pressure on labour supply and indicate that the rate of housebuilding would need to be increased, and/or commuting patterns would have to change, at least in the short-term. This again is a matter that would be dealt with in the Delivery Plan.

6.12 Of more concern is the possibility that the assumptions underlying the labour supply forecast are not realised. The forecast assumes that the Regional Economic Strategy's "Smart Growth" targets are achieved; specifically that the District's economic activity rate will rise from 76% in 2006 to 82% in 2016, and that the unemployment rate will fall from 6.3% to 4.5% over the same period. These policy initiatives have the effect of adding almost 4,000 people to the active workforce.

6.13 Finally, what are the implications of slippage in the major programmes? The main relationship is between development that would upgrade Dover town centre, employment generating development and housing development. Of these, probably the most critical is the possibility of housing development running ahead of employment growth and town centre improvements.

The questions and choices in this are:

- Are the assumptions about the start and completion times of major schemes reasonable?
- What are the critical relationships between these schemes?
- What should happen if the Smart Growth targets are not met?
- Should the Core Strategy simply be aware of these issues or should it actively plan to manage the process?

6.14 In relation to the last point, the Council considers that it should actively seek to manage these processes. The Core Strategy Preferred Option is therefore to include a delivery plan and a framework for programme management. This is set out in Chapter 8.

Housing Trajectory

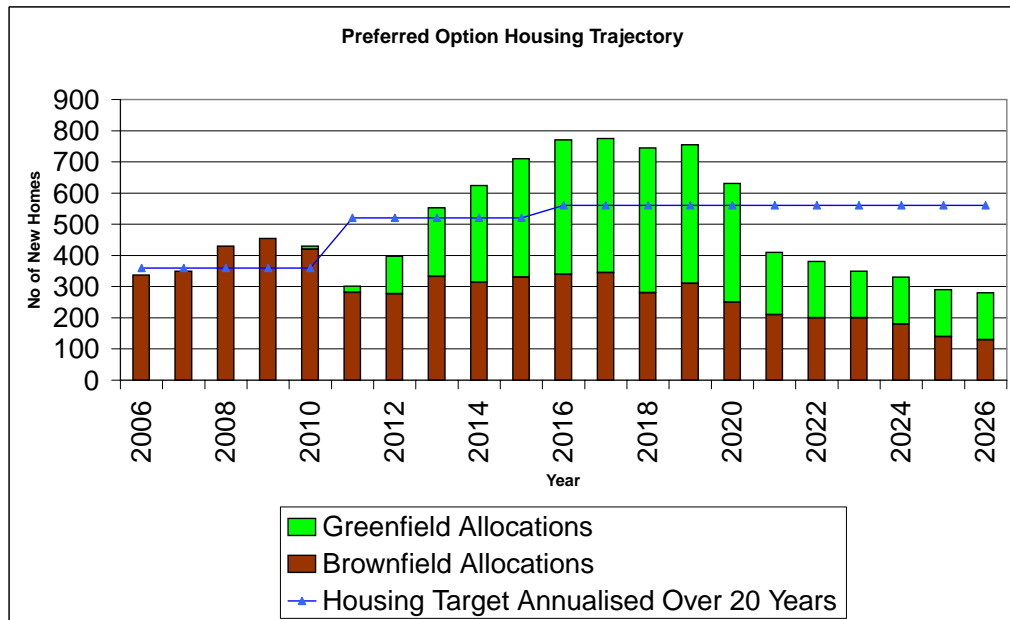


Figure 6.2 Preferred Option Housing Trajectory

6.15 The above graph plots (with the blue line) the assumed rate at which new housing would be delivered throughout the plan period, averaged in five year periods. The assumption is that the rate of new housing completions would rise steadily and be maintained from 2016 at a constant rate.

6.16 The assumptions used in the Timeline for Major Developments about the start and finish times of developments have been taken, together with estimates about the rate of development on sites to create the bars in the graph. These show the estimated amount of housing development each year split between development from brownfield and greenfield sites. These estimates are based upon the anticipated time needed to resolve constraints on individual sites and gain planning permission. They also assume that the market will wish to develop the sites as soon as possible. This assumption is related to the delivery of the forecast jobs growth.

6.17 Based on these assumptions, the graph shows that in the early years housing development on brownfield sites could run a little over the assumed target but around 2011 this source will reduce and the rate of housebuilding will fall until the contribution from greenfield sites builds up. This could then lead to housing development above the average assumed rates in the 2014 to 2020 period, followed by a tailing off.

6.18 This suggests that the delivery plan would need to consider how the drop in housebuilding around 2011 could be avoided and whether there is any cause for concern about the possible bulge in housebuilding in the middle part of the plan period. This bulge may actually be desirable if forecast jobs growth is delivered by 2016 and the Regional Economic Strategy smart growth targets (increasing economic activity rates and decreasing unemployment) have not been met.

6.19 All of this underlines the need for careful programme management and monitoring through the delivery plan but it does demonstrate that there is flexibility in the Core Strategy to react to changing circumstances.

6.20 The graph below shows the anticipated delivery of affordable housing provided as a proportion of all housing on general market sites (quota sites) plotted against the averaged requirements of the South East Plan and the Housing Needs Assessment. This shows the shortfalls that need to be made up by other schemes, such as direct provision by housing associations. This will form the basis for

an affordable housing delivery plan that will need to be developed throughout the Council's housing strategy work. Actual delivery will need to be monitored through LDF mechanisms to make sure that the targets are being met or, if not, remedial action is being taken.

6.21 There is significant variation between the South East Plan targets and those identified in the Housing Needs Assessment. The Needs Assessment is by far the older document but has been included in this document for completeness. It will be superseded in 2008 by the East Kent Housing Market Assessment. When the results of this are known the Council will take a view on the best affordable housing targets to include in the submission version of the Strategy.

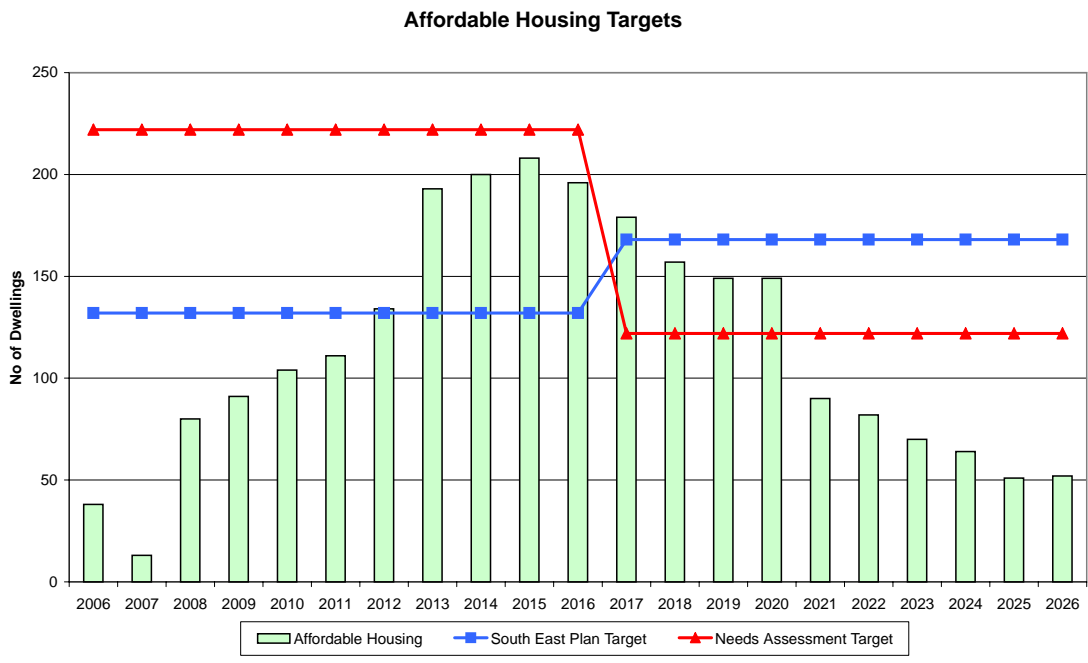


Figure 6.3 Affordable Housing Trajectory

7 How is it Going to Happen?

7.1 The Core Strategy will be put into action through a combination of Core Policies and strategic allocations, backed up by the delivery plan and a set of more general planning policies. The Site Allocations Document will make a further set of land allocations in accordance with the Core Strategy's requirements. The Development Contributions Supplementary Planning Document will set out the Council's detailed requirements for ensuring that development will bring forward necessary infrastructure at the right time, in accordance with Core Policy CP6.

7.2 The Core Policies are a small set of policies that set out what the Core Strategy seeks to achieve by when and where. The reasoned justification for the policies has already been set out in the Core Strategy, in particular Chapters 5 and 6 and for brevity is not repeated. The Core Policies also include a small number of proposed developments that are of such scale and significance that they are considered to be fundamental to the success of the Core Strategy and are therefore included within it, rather than the Site Allocations Document. Apart from signifying their importance, their inclusion in the Core Strategy enables earlier implementation.

Core Policies

Policy CP 1

Provision for Jobs, Labour Supply and Homes

Provision will be made for:

Period	Jobs Growth	Labour Supply Increase	Employment Land (square metres)*	Total New Housing	Strategic Housing Allocations	Housing Allocations - Site Allocations Document	Affordable Housing Targets**
2006-2016	4,000	3,800	250,000	4,400	1,000	3,400	1,320
2016-2026	0	0	0	5,600	1,800	3,800	1,680
Total	4,000	3,800	250,000	10,000	2,800	7,200	3,000

The figures to 2016 are to be taken as phasing targets.

* Employment uses are those falling within classes B1, B2 and B8 of the Use Classes Order and sui generis uses of a similar character

**70% of affordable housing should be social rented and 30% intermediate housing. The targets for affordable housing may be revised depending on the findings of the Housing Market Assessment.

Policy CP 2

Settlement Hierarchy

The location and scale of development in the District must comply with the Settlement Hierarchy. The Hierarchy should also be used by public sector organisations to inform decisions about the provision of public services.

District Settlement Hierarchy

Settlement Type	Function	Town/Village
Secondary Regional Centre	Major focus for development in the District; suitable for the largest scale developments	Dover (including the built-up parts of the parishes of River, Temple Ewell and Whitfield)
District Centre	Secondary focus for development in the District; suitable for urban scale development	Deal (including the built-up parts of the parishes of Sholden, Walmer and Mongeham)
Rural Service Centre	Main focus for development in the rural area; suitable for a scale of development that would reinforce its role as a provider of services to a wide rural area	Sandwich - established Aylesham - proposed*
Local Centre	Secondary focus for development in the rural area; suitable for a scale of development that would reinforce its role as a provider of services to its home and adjacent communities	Ash Eastry St. Margaret's-at-Cliffe Shepherdswell Wingham
Village	Tertiary focus for development in the rural area; suitable for a scale of development that would reinforce its role as a provider of services to essentially its home community	Alkham Capel-le-Ferne East Langdon East Studdal Elvington Eythorne Goodnestone Kingsdown Great Mongeham Lydden Nonington Preston Ringwould Ripple Staple West Hougham Woodnesborough Worth
Hamlet	All other settlements in the rural area; not suitable for further development unless it functionally requires a rural location	All other settlements

* The Structure Plan and saved District Local Plan policies propose village expansion and enhancement at Aylesham which would enable it to function as a Rural Service Centre.

Policy CP 3

Employment Land

The Site Allocations Document will allocate land to accommodate around 250,000 square metres of employment development floorspace in accordance with the principles of the Settlement Hierarchy.

Policy CP 4

Distribution of Housing Allocations

The quantity of new housing proposed in Policy CP1 shall be divided between the four areas of the District as follows:

Dover: 5,700

Deal: 1,600

Sandwich: 500

Rural: 2,200

Provision shall be made for this through strategic allocations in the Core Strategy and allocations in the Site Allocations Document.

Policy CP 5

Housing Quality and Mix

Proposals for residential development should demonstrate how the mix of house types, sizes and tenure and the flexibility of design will address the District's housing issues with particular regard to:

- i. The forecast increase in the number of people aged over 65 and over 85
- ii. The forecast decrease in average household size
- iii. The need for affordable housing

Proposals at Dover should, in addition, demonstrate how they will contribute to raising the quality of Dover's housing offer and market perception which may, if justified, include commencing a proportion of the value of affordable housing to housing renewal schemes elsewhere in the town.

Policy CP 6

Infrastructure

Development will not be permitted unless the necessary infrastructure to support it is either already in place, or there is a reliable mechanism to ensure that it will be provided at the time it is needed.

Strategic Allocations

7.3 There are four allocations that the Council proposes that are of such scale and significance to the success of the Core Strategy that they are included in the Strategy as strategic allocations rather than in the Site Allocations Document. The proposals are:

- The Port of Dover - Wellington Dock area, with statement on the proposed new Western Docks ferry terminal
- Mid Town, Dover
- Former Connaught Barracks, Dover
- The managed expansion of Whitfield, Dover

Between them these sites have the ability to transform Dover. The Port and Mid Town can create substantial new employment opportunities and great improvements to shopping, leisure and educational provision. Wellington Dock, the former Connaught Barracks and Whitfield can create a new housing offer for Dover. The design and quality of the developments must be high, although what is appropriate will vary between the sites, and combined they must create a powerful modern image for Dover.

7.4 In each of the cases, various alternative options have been explored and analysed before a Preferred Option is identified. The site issues and development constraints are identified and a policy proposed to set out requirements and provide a firm framework for developing the proposals. In all cases it is considered that it will be necessary to develop this policy framework at a more detailed level through the preparation and approval of masterplans or development briefs, prior to the submission of planning applications.

7.5 The policies concentrate on the essential requirements for development proposals. While the supporting text may identify issues that will need to be resolved, such as access, impact on the historic environment and biodiversity, these matters are not reflected in the related policies if they are covered by general policies in the Development Management section of the Strategy, other policies in the Development Plan or national policies.

7.6 Before looking at the strategic allocations in detail the importance, and place shaping role, of the River Dour needs to be considered.

River Dour

7.7 Masterplanning work on Dover has confirmed the importance of the river Dour as a central but underplayed structural feature of the town. Public access to the river is fragmented and many existing developments have turned their frontages away from it, rather than making it an integral feature. The river also poses flood risk issues which will have an influence on development proposals. Water quality is also an issue. Some past developments have involved culverting over the river which has harmed water quality and wildlife. In combination, these issues result in both a need and desire to give more prominence to the river and allow it to fulfil its potential to help make the town a distinctive place.

7.8 There are two but related broad means of achieving this. The first is to take opportunities to link up fragmented sections of the existing riverside walk for walking and cycling and to promote increased usage. There is a possibility, in the long-term, of creating a publicly accessible spinal route through the town which follows the river. This would greatly improve pedestrian and cycle access around the town centre. The second is to ensure that any development proposals that physically relate to the river are designed to help create an active river frontage, including the creation of public spaces and the improvement of existing ones. This principle has been used to help shape the proposals for the two strategic allocations that connect with the river - Wellington Dock and Mid Town.

Policy CP 7

Development proposals that affect the setting of the River Dour should, wherever possible, ensure that they create an active river frontage, improve public access and enhance wildlife interest.

The Port of Dover

Expansion of Port Facilities

7.9 The Port of Dover is the UK's and Europe's busiest ferry port. Its operations consist of freight, passengers, cruise liners and marina. It handles over 2 million trucks (peaking at over 9,000 per day), 2.5 million cars and over 100,000 coaches involving some 13 million passengers.

7.10 It handles more freight units than any other UK port and in 2005 11% more freight units than all of the five other ports in the South East region combined. It is one of the UK's three premier cruise liner ports.

7.11 The Harbour Board has estimated that port operations contribute around £190 million to GDP and handle freight valued at around £55 billion. The Port employs around 5,500 full time equivalents and is estimated to support 22,000 jobs overall, two thirds of which are based in the District. Total estimated benefits to local economies is put at around £557 million.

7.12 Port activity does, however, create harmful local conditions. The strategic road route to the Port is the M20/A20 which means that the vast majority of road traffic is brought through the town on the urban sections of the A20 to the Eastern Docks. This creates a physical barrier between the town and seafront and, combined with the operation of ferries, has caused air pollution which has led to the declaration of an air quality management zone. Furthermore, when any disruption to Port services arises there can be a very quick build-up of freight traffic leading to an emergency management system called Operation Stack. This can affect the County and beyond.

7.13 The Harbour Board has developed a masterplan in response to traffic forecasts that estimate freight traffic is set to double over the next 30 years. Early indications are that this figure may be exceeded. The masterplan has identified that the Eastern Docks, which currently handles ferry traffic, is close to capacity and that increased ferry demand could only be met through developing a second terminal at the Western Docks. The Harbour Board is developing a scheme for the terminal. This would be determined through the Harbour Revision Order process rather than the planning system. The Council supports the concept of the second terminal which would enable the Port to retain its pre-eminent position and would bring substantial benefits to the local economy.

7.14 The Council would want to ensure that the opportunity to develop a second terminal at the Western Docks is used to improve the existing local traffic and environmental conditions, which would mean looking again at the strategic routing of traffic. Access to the new terminal would be from the A20, most likely requiring elevated sections of road. These could easily have a harmful visual impact, especially when combined with the existing spiral elevated access road to the immediate south. Access options will need to be carefully assessed and the preferred option carefully designed.

7.15 The development would also need to take full account of other matters such as the effect on biodiversity, archaeological remains, Scheduled Ancient Monuments, noise, light and air pollution, and flood risk. The opportunity must also be taken to ensure that the design does not replicate the largely functional appearance of the Eastern Docks. The Western Docks is an important entrance to the town and the new terminal must take a design approach that is of intrinsic interest and quality. It must also take account of the Minerals Local Plan safeguarding of an aggregates wharf facility, and the District Local Plan saved policy LE15 requirement to safeguard land to enable a rail freight interchange.

7.16 The area that is likely to form the basis of the Harbour Revision Order is shown in the plan below. This indicates that a substantial area based around Wellington Dock is not required. The Harbour Board's masterplan proposes that this area has potential for regenerative development. The Council agrees with this and considers it to be a key regeneration site. It is of great importance that the potential of Wellington Dock is not reduced or prejudiced by the new ferry terminal. Wellington Dock is considered in the following section while the statement below sets out the Council's position on the proposed Western Docks ferry terminal.



Not to Scale
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The District Council supports the development of a freight and passenger ferry terminal at Dover Western Docks provided:

1. It includes the implementation of an access strategy that improves environmental conditions on the A20 Dover urban sections and enables a rail freight connection
2. The opportunity is taken for innovative rather than functional design that helps to create a dramatic entrance to Dover from the west while not harming the setting of ancient monuments or other historic environment interests
3. Pollution issues (air quality, noise and light) are fully addressed
4. Any potential harmful impacts on biodiversity can be avoided through design, mitigated or failing this compensated
5. The water flow and quality of the River Dour are not harmed
6. It safeguards the aggregates wharf identified in the Kent Minerals Local Plan
7. The Wellington Dock Marina is relocated to a comparable facility and a sea connection to the Dock is maintained
8. The conditions, in particular access and environmental, for realising the redevelopment of the Wellington Dock area are not prejudiced

Wellington Dock Area

7.17 The Wellington Dock area occupies a key location in Dover, forming part of the western and seaward gateways to the town while at the same time lying close to the town centre. It is however separated from the centre by the A20 and although there is a subway of above average standard it does not create a sufficiently strong pedestrian and cycle connection. The Harbour Board's proposals for the Western Docks ferry terminal envisage relocating the current marina from Wellington Dock to a new position in the harbour, adjacent to the Prince of Wales Pier. Wellington Dock also contains the De Bradelei Wharf shopping development.

7.18 The area has immense potential for redevelopment of a type and scale that would be a key element in the transformation of Dover. In particular high quality residential, leisure and niche shopping on a waterfront setting would be a major asset to the town and potentially an attraction on at least a sub-regional basis.

7.19 This would only be successful if a strong physical connection can be made to the town centre, the uses are complimentary to the centre rather than competitive, and the design is bold and innovative and can produce a landmark development worthy of the location.

7.20 Work undertaken by the Harbour Board indicates the potential for the creation of an overground link with the town centre which would allow a seamless connection. This requires land in the area of York Street/Bench Street which will need to be safeguarded in the Site Allocations Document. Principal vehicular access is likely to be from the A20 and would have to be acceptable in its impact on the trunk road and compatible with the access arrangements for the new ferry terminal. Improvements to the public realm will also be needed to ensure that the general environment between the town centre, the site and seafront is inviting and safe. Redevelopment should take maximum practical advantage of the waterfront setting which is double fronted, consisting of the seafront and the Dock and of maintaining critical views into and out of the site.

7.21 The range of uses that would be appropriate is:

- Residential on a substantial scale (at least 300 homes) that can take maximum advantage of the premium location
- Retailing of a scale and nature that would be complimentary to and not competitive with the town centre

- Restaurants, cafés and bars well related to the seafront and proposed relocated marina
- Hotel which would help serve the cruise liner trade as well as the general market
- Offices

7.22 The level of commercial demand for a hotel and offices is less certain than for the other uses and these can be considered as desirable, rather than necessary, components of any redevelopment.

7.23 The exact location of these uses would need to be carefully considered in relation to their proximity with the town centre, the proposed new ferry terminal and the A20 trunk road. Development proposals will also need to take full account of the adjacent Waterloo Crescent conservation area, a Scheduled Ancient Monument within the site, the presence of archaeological remains, flood risk and water quality issues associated with the River Dour which flows into the Dock, air quality, noise, vibration and light pollution.

Links with Community Strategy

7.24 One of the key regeneration priorities that has been identified in the Community Strategy is to maximise and support the growth of the Port. Allied to this is the need to work in partnership with the Port of Dover to capitalise on assets such as the Port and develop a Centre of Excellence for the Port and Ferry Operations for training and education relating to the port and logistics.

Options Considered

Option A Seek to retain the existing land uses at Wellington Dock

Option B Selective redevelopment of the the Dock

Option C Comprehensive redevelopment of the Docks

Analysis of Options

7.25 Option A is essentially seeking to maintain the status quo. This would not realise the potential that the site has for contributing to the regeneration of the town and would be a lost opportunity, neither would it make best use of urban brownfield land.

7.26 Option B could realise some of the site's potential but it represents a passive approach which responds to proposals once they are made. It also would allow piecemeal development which would make it much harder to achieve consistent high quality and an integral development.

7.27 Option C is more proactive and seeks to promote the maximum development package and work actively to ensure it is developed. This represents the most likely way of ensuring that the site's full potential is realised and the Core Strategy's objectives are reached.

Preferred Option

7.28 The preferred option is C. This is the option that is most likely to realise the full potential of the site for the town. The development would be complex due to the nature of the site, range of proposed uses, access issues and the need for an outstanding design. This all suggests that a masterplan needs to be prepared to guide the preparation of a planning application and enable further public engagement. It is most likely that at least the early part of this process will need to be driven by the public sector.

Policy CP 8

Planning permission for a mixed use scheme consisting of retail (A1), restaurants and cafes (A3), drinking establishments (A4), residential (C3) and, if viable, offices (B1) and hotel (C1) at the Dover Wellington Dock area, will be permitted provided:

- i. the proposals are comprehensive rather than piecemeal and are preceded by a masterplan which has been agreed by the Council
- ii. the opportunity is taken for exhilarating and dramatic design which is capable of becoming a modern day symbol of Dover through the creation of a landmark for entry to the town from the sea and landward from the west and east
- iii. the access proposals to the site include a major improvement to the public realm and the pedestrian and cycle access between the town centre, the site and the seafront
- iv. the design takes maximum advantage of the waterfront setting including provision for increased public access whilst retaining important views of the sea
- v. the retail proposals in terms of both type and scale must complement the town centre rather than create competition
- vi. the residential proposals comprise a minimum of 300 dwellings

Mid Town, Dover

Existing Characteristics

7.29 The Mid Town area is located between the High Street, Maison Dieu Road, Park Street and Pencester Road. It includes South Kent College, shops fronting onto Biggin Street and Pencester Road, the Town Hall, Dover Town Council Offices, Visitor Centre, Police Station, Citizens Advice Bureau, two Health Centres, BT Telephone Exchange, EDF Depot, Bowling Green and car parks. There are also a number of residential properties some of which are listed. The majority of the land in the Mid Town area is in public ownership.

7.30 The area has been defined in a wide way to enable a broad shared vision of its future to be developed. While listed buildings such as the Town Council offices and the Town Hall have been included this should not be taken to imply that they should be redeveloped. They are included as part of taking a whole view of the area and to ensure that proposals are evolved in a way that fully take account of their special qualities and their function.

7.31 The River Dour flows through the centre of the Mid Town area effectively splitting it into two. The development that has taken place in the Mid Town area has tended to turn its back on the River. The Strategic Flood Risk Assessment has identified the area to be at high risk of flooding. The Dover Masterplanning Project and the Public Realm Strategy identified the River as being an important and currently underused environmental asset. The River is not only an important ecological habitat but it also provides visual interest to the otherwise built up urban environment whilst at the same time providing a valuable and attractive pedestrian link to the town centre.

7.32 The need to improve training and skills in Dover has been recognised by the Learning and Skills Council which is working with South Kent College to identify the best way to enhance its educational provision in Dover. While option appraisal work is ongoing the Core Strategy considers, as a matter of principle, that the College is best located in the town centre where accessibility is maximised and it can add to vitality. Work on the future of the College has provided a catalyst for

considering the options for redevelopment of the area which would enable other owners to improve their services. It would also make a considerable contribution to the Council's objective of strengthening the town centre's shopping and leisure facilities, creating a more compact centre and making maximum use of the river as a public asset.

Links with Community Strategy

7.33 One of the key priorities in the Community Strategy is to support the Learning Skills Council's East Kent Triangle (Dover, Canterbury and Thanet) target of 7,893 participants and 2,631 achievements in basic skills, low and intermediate learning. Another key objective is to offer support for small businesses to encourage prospects for overall economic growth and encourage more training provision in the rural area. Linked to these objectives is the need to support school performance, stimulate life long learning and increase the provision of education and develop partnerships to increase the participation rates in post 16 years.

7.34 The Community Strategy supports proposals that encourage cycling and walking and provide people with a network of footpaths and other rights of way as part of a wider remit of regenerating and revitalising parts of the District. It also supports improvements to the range and availability of health services and reducing health problems. Working in partnership with a range of organisations to support the regeneration of Dover is an important priority that has been identified in the Community Strategy and will be a key component of meeting the aspirations of all of the options.

Options Considered

7.35 Given the scale of development, its complexity and the number of landowners and others with an interest, the District Council, the College, County Council and Dover Pride formed a partnership which has undertaken an initial feasibility study. The study, which is available to view on the Council's website, identified the following options:

Option A: Selective redevelopment

Option B: Intermediate redevelopment

Option C: Comprehensive redevelopment

7.36 All the options include the expansion of South Kent College. The Selective option is based around the College and immediately adjacent area and provides the least scope for redevelopment. The Intermediate option takes in additional areas which allow for a greater degree of redevelopment, while the comprehensive seeks to maximise redevelopment in the Mid Town area and also provides much more scope for the creation of public spaces.

Summary of options

	Selective	Intermediate	Comprehensive
Education	10,000 m ²	10,000 m ²	10,000 m ²
Community	3,500 m ²	6,000 m ²	8,122m ²
Retail	6,000 m ²	12,500 m ²	14,500 m ²
Residential	200 units	370 units	470 units

Analysis of Options

7.37 The initial feasibility study identified the range of possible uses across the site and made a commercial assessment of the amount of retail, residential and leisure development that could be supported by the town. The study highlighted that:

- The development represents a real opportunity for Dover to not only reinvigorate the town but also the local economy by bringing businesses and people back into the Mid Town area;
- In order to make the proposals economically viable and for Dover as a whole to gain real benefit from the proposed regeneration, the original vision for the Mid Town area needs to be scaled up;
- The Mid Town area offers a real opportunity to make a strong connection between the redevelopment of the former Buckland Paper Mill and the plans for the Dover Western Docks through the creation of a cycle and pedestrian route adjacent to the River Dour;
- Making the most of the River Dour is an essential component of any scheme;
- South Kent College aspires to a much larger modern campus in Dover that is in an appealing location with the best possible surroundings;
- The College is eager to share its campus with organisations such as leisure and public sector providers or others who would enhance the college's appeal as an educational provider;
- Whilst work is still ongoing about the future health care provision in Dover, the Mid Town area is a favoured location for an extended health care facility; and
- Securing a recognised quality anchor tenant to the retail element is vital as this will assist with helping to improve and enhance the retail provision that is currently on offer in Dover.

7.38 The Mid Town Area currently includes a number of surface car parks. Redevelopment proposals will need to provide replacements for these and ensure an appropriate level of additional provision to support new building. Consideration should be given as to whether a Multi-storey car park is required as this would make the most efficient use of valuable land in the town centre. The need for public car parking will be dependent upon the type and scale of land uses provided in the Mid Town area. If public car parking is required on site it will be vital that the design of the Multi-storey car park makes a positive contribution to townscape and is fully integrated into the design and layout.

7.39 The Dover Masterplanning Project highlighted that the Mid Town area offered a significant opportunity to deliver a number of large retail units that are in the greatest demand by the retail industry whilst at the same time improving and making the most of one of the town's natural assets, namely the River Dour. The comprehensive development of this part of the town centre would offer most opportunity to improve the quantity and quality of shopping and leisure facilities and help create a more compact centre. It also offers most scope to improve and create public spaces in the centre. The topography of this area means that there may be, subject to detailed design, the opportunity to create slightly taller buildings.

Preferred Option

7.40 The preferred policy option for the Mid Town area is Option C as it fits best with the Council's overall Core Strategy preferred option and the feasibility study's finding that larger scale development is more viable and beneficial to the town. It would be most likely to deliver the larger shopping units that are in the greatest demand by the retail industry whilst supporting the expansion plans for the Dover Campus of the South Kent College and promoting opportunities for walking and cycling. This option also received strong stakeholder endorsement at the Dover Masterplanning workshop.

7.41 The Council's vision for the Mid Town area is that this part of the town centre offers an enormous opportunity for a mixed use development that includes a circular pedestrian route which could be used as a positive way to counteract the linear characteristics of the existing town centre. The Mid Town area has the potential to become an attractive place for both residents and visitors to the town as there are impressive views of Dover Castle that will need to be incorporated into the redevelopment of this key site in the town centre. Whilst work on the Primary Care Trust's 'Dover Project' is still ongoing, initial discussions have indicated interest in providing an extended health care facility in the Mid Town area alongside a new mixed use development.

7.42 The Council would also encourage uses such as cafés and restaurants with flats above to maximise the use of land and take advantage of river and Castle views. Essential features of the scheme are that it should:

- bring with it an increase in pedestrian movement and activity to this part of the town centre;
- help to make a more compact centre;
- create a sense of place and an attractive and vibrant mixed use area; and
- reconnect the historical links that the town has with the River Dour to create a greater interest and character to the town through the creation of an attractive area that would promote walking and cycling.

Masterplan

7.43 The initial feasibility study will be the starting point for the preparation of a more detailed Masterplan which will form the basis for the submission of planning applications. Subsequent planning applications will have to comply with the principles set out in the Masterplan and policy CP9 below, although applications for small scale development that would not prejudice the overall redevelopment of the area can be determined outside the scope of the policy. The Masterplan will:

- guide and inform the physical aspects of the redevelopment of the area
- provide a means for landowners to act in concert
- enable further detailed research to be carried out
- allow for further public engagement prior to the submission of a planning application; and
- establish the quality benchmark for the scheme

7.44 The Masterplan should:

- Provide a coherent planning and design framework that realises the area's full potential;
- Demonstrate how the proposal will make a positive contribution to the town and other town centre regeneration initiatives;
- Establish design codes and principles which should include indicative plans that illustrate the height, scale and massing for the redevelopment;
- Establish the mix of uses, their proportion and distribution based upon a commercial options appraisal;
- Demonstrate how the results of the Flood Risk Assessment (which will need to include a detailed hydraulic model to accurately assess flood risk in this area) have been incorporated in any planning and design framework and illustrate how the River Dour can become an integral feature of the scheme;
- Identify important view corridors and how these can be incorporated into the design and layout of the site;
- Identify and address any special site features, opportunities, constraints and possible mitigation measures;
- Present a public realm strategy including identifying opportunities for public art, formal areas of open space, landscaping and nature conservation;
- Include an access and movement strategy which should include key pedestrian linkages to the town centre and car parking requirements for this part of the town centre;
- Identify any archaeological implications;
- Identify and address infrastructure, access issues and parking requirements; and
- Identify a phasing and implementation programme that provides the context for a landowners' agreement.

Policy CP 9

The Mid Town area is allocated for mixed use development of C3 uses (residential development), A1 uses (shops), A3 uses (restaurants and cafes), A4 (Drinking establishments), D1 (Non-residential institutions), D2 (Assembly and Leisure), the redevelopment of South Kent College, and parking to serve the development and the town centre:

- i. A comprehensive masterplan is agreed by the Council for the redevelopment of this area in advance of the determination of any planning applications and all applications accord with it;
- ii. There is provision for a minimum of 200 residential units incorporated into the comprehensive redevelopment of this site;
- iii. The proposals assist with making a more compact town centre;
- iv. New public spaces are created and public art is fully integrated into any redevelopment proposals;
- v. Ground floor uses create activity that takes full advantage of the riverside setting and take fully into account the risk of flooding; and
- vi. The development is designed to complement and enhance the appearance of the River Dour and encourage walking and cycling.

Connaught Barracks, Dover

Existing Characteristics

7.45 The former Connaught Barracks complex is surplus to military requirements and was acquired by English Partnerships in 2007 for redevelopment. The overall site comprises about 56 hectares. This breaks down into the following components; Connaught Barracks (approximately 12.5 hectares), Fort Burgoyne, a Scheduled Ancient Monument (approximately 10 hectares), playing fields (approximately 9.0 hectares) and former training area (approximately 24.5 hectares).

7.46 Fort Burgoyne was built to protect an exposed approach to Dover Castle. Work started in 1861 and was completed in 1868. It is of polygonal design, protected by a 35 feet wide perimeter ditch. The main fort is flanked by two wing redoubts which are connected by ditch works. Around 1906 it became a defensible barracks and after the Second World War further barracks were built on land to the immediate south, which became known as Connaught Barracks. As a consequence of military considerations the site occupies a prominent and prestigious location on a hill adjacent to Dover Castle and overlooking the town, port and Channel, with views of France possible from many parts. The Fort has lacked a proper maintenance regime for many years and much of the ditch works has become overgrown. Its designation as a Scheduled Ancient Monument requires that redevelopment of Connaught Barracks must not harm its character or setting. Redevelopment will also need to improve the Fort's condition and secure its long-term maintenance. Investigations will need to be carried out to establish whether any of the Fort is suitable for conversion to other uses that would assist with its maintenance.

7.47 The Connaught Barracks part of the site includes a number of military accommodation blocks, office/technical buildings, hangars, recreational buildings, areas of open space and parade ground. Apart from some purpose built hangars that were used for servicing military vehicles, the built form is typically 2/3 storey in height. None of these buildings is thought to be of listable quality but they should be comprehensively recorded prior to demolition for their contribution to the evolution of barrack design.

7.48 The playing field lies to the north and east of the site. Apart from its recreational value, the field is also important to the setting of the Fort. Beyond this is a residential development (and primary school) of 2 storey houses that were built in the 1970s and 1980s as further accommodation for military personnel and their families. The former training area lies to the west on sloping ground. It has been designated at a local level for its wildlife (chalk grassland) value

7.49 Access to the site is via the A258 which leads southwards to the town centre. There is also a separate pedestrian route to the town centre but this involves several flights of steps. Although not far from the centre, the site's hilltop location means that redevelopment proposals will need to include accessibility improvements.

Links with Community Strategy

7.50 The Community Strategy supports proposals that revitalise and regenerate communities within the District whilst at the same time increasing the choice and availability of housing in the District. Allied to this is the need to create flexible and speculative accommodation and serviced sites for businesses.

Options Considered

Option A - Do not redevelop the site

Option B - Allocate the Connaught Barracks for residential development and Fort Burgoyne for managed employment workspaces, low key holiday accommodation and heritage opportunities

Option C - Explore other land uses on the site

Analysis of Options

Option A

7.51 The Core Strategy has identified that Dover should be the focus for managed population growth. In accordance with Government Guidance every opportunity should be made to use suitably located previously developed land for development prior to releasing greenfield land. The site lies outside, but close to, the urban boundary defined in the saved policies of the District Local Plan. It is well placed to create an urban extension. Not to consider the potential of such a site would be a disregard of a brownfield land resource. In addition, the future of the Fort would be unsecured. This "do nothing" option is therefore not favoured.

Option B

7.52 Given that the site is located close to the edge of the town and it is previously developed land, its potential to create a sustainable urban extension should be explored. Furthermore, its location makes it a premium site for housing with the capacity to add a different dimension to the town's housing offer and therefore to make a substantial contribution to meeting the Core Strategy's objectives. In addition, Fort Burgoyne offers the exciting prospect of limited accommodation for new uses.

Option C

7.53 The site is not suitable for uses such as shops, leisure and offices which are most appropriate in town centre locations. The Core Strategy has made proposals for town centre redevelopment to improve such facilities and would not wish this to be undermined by alternative proposals at Connaught Barracks.

7.54 South Kent College is currently in the process of assessing the suitability of Connaught Barracks, along with a number of other sites, as part of their internal site appraisal in Dover to accommodate a new educational facility. Whilst the appraisal is ongoing the District Council's Preferred option is to retain South Kent College in the Mid Town area (see previous section). Focusing educational facilities in a centrally located town centre site would maximise their accessibility and directly assist with the regeneration proposals for Dover rather than creating an outlying campus at Connaught Barracks. South Kent College is also keen to have its educational facilities in a location that has a retail and street front presence so that it can also offer services to the public that are run by students as part of their training. This option is therefore not favoured by the Council.

7.55 The Primary Care Trust is also undertaking a site appraisal as part of its "Dover Project" on the reconfiguration of healthcare provision. The locational considerations that have been made in relation to the suitability of this site for a college equally apply to a health care facility.

Preferred Option

7.56 The Council's preferred option is Option B. A predominantly residential development would fit best with the site's location and characteristics and has the potential to create an exemplar sustainable urban extension. It would also be a broadly compatible use with Fort Burgoyne in that it would provide round-the-clock informal surveillance which may deter any anti-social behaviour and generate sufficient value to enable the future maintenance of the Fort to be secured.

7.57 Owing to its elevated position, the main Connaught Barracks are visible from a number of vantage points, in particular, Dover Castle and the Area of Outstanding Natural Beauty (AONB). The site offers an opportunity for a prestigious and high quality residential development. The design, layout and height of any new buildings will need to take into consideration the important view corridors of Dover Castle and reconnect the site in a sensitive manner to the Castle and Fort Burgoyne.

7.58 The sensitive nature of the site means that there should not be a uniform density across the site. The density will be informed by the landscape assessment that will need to be undertaken in advance of any planning application. The density and form of any residential development that takes

place near to Fort Burgoyne will need great care and attention. In particular, any development near to the Fort should avoid having back garden fences around the perimeter of the site and retain the openness of the site which is extremely important to the setting of the Scheduled Ancient Monument. The treatment of the road frontage will need to be undertaken in an equally sensitive manner to ensure that the development of the site does not adversely detract from the setting of Fort Burgoyne, Dover Castle and the AONB.

7.59 The Officers' Mess, located to the west of the main barracks, occupies a flat area of land. It currently consists of low density development consisting of a 2 and 3 storey building and a firing range interspersed with landscaped areas. The redevelopment of the Officers' Mess will also need to be designed in an equally sensitive manner as this part of the site is visible from the town. Any development that takes place on this part of the site should not encroach beyond the building line of the existing Officers' Mess.

7.60 The whole of the site, including Fort Burgoyne, is likely to be of significance for archaeology and an investigation will be required in advance of any development taking place on the site. Owing to its former use, the site may be contaminated as there are underground petrol tanks, air-raid shelters and a firing range. Before a planning application is submitted a detailed site survey to examine the extent of contamination and a range of mitigation measures to deal with any contamination will need to be undertaken.

7.61 There are a number of trees on the site that need to be protected and incorporated into the design and layout of the development. Residential development alongside Dover Road should front the road but be set back with a grass verge that retains and incorporates the existing tree lined avenue.

7.62 There is a pedestrian footway that links Connaught Barracks to the adjacent playing fields. This should be retained and incorporated into the development of the site. A financial contribution will be required from the developer towards the cost of improvements to the nearby open space facilities at Burgoyne Heights and a new Locally Equipped Play Area will need to be provided on the main barracks site. The Locally Equipped Play Area on the main barracks site would need to be carefully designed and located in a sensitive position on the site. It is important that this is not traditional 'brightly coloured play equipment' as this would not fit in with the overall design aspirations for this site and the setting of the Scheduled Ancient Monument.

7.63 A traffic impact assessment will be required to assess the impact of any redevelopment of the site on the existing junction, the Duke of York's roundabout, the town centre and the wider strategic road network. Any improvements to the highway network will need to be funded by the developer and should be limited to works that are compatible with the historic environment. Any improvements to the access should minimise its effect on the setting of Dover Castle, Fort Burgoyne, the street scene including roadside banking, hedgerows and trees.

7.64 It is envisaged that, subject to detailed design and layout considerations, the main Connaught Barracks and the Officers' Mess, would be capable of accommodating a range and mix of residential development. The overall site, excluding Fort Burgoyne, is estimated to have a capacity of around 500 dwellings.

Fort Burgoyne

7.65 The Fort is in need of considerable restoration and repair. Any proposals for Connaught Barracks must also ensure that, as an integral part, they address the Fort's current state of repair issues and include arrangements to secure its long-term future management, while not adversely affecting the Ancient Monument or its setting. Scheduled Ancient Monument consent for any works will be required in addition to planning permission. A conservation assessment and plan will need to be undertaken in order to determine the most appropriate approach towards the Fort. The Plan should establish:

- the national importance of the site;
- the cost of the stabilisation of the Scheduled Ancient Monument to prevent further deterioration;
- the cost of remedial measures;

- which parts (if any) of the Fort can be used for another use; and
- proposals for the future management of the whole of the Fort to secure a sustainable future.

7.66 The District Council considers that subject to the outcome of the conservation plan some parts of the Fort may be suitable for conversion to uses such as low key managed employment workspace or holiday accommodation. The former parade ground, located in front of the middle of the Fort, should be kept free from development and could be used as a car park for the employment workshops/tourism uses. A small café to serve the immediate needs of the development may also be appropriate. Housing is not likely to be acceptable because of its domestication effects.

7.67 An archaeological survey of both Connaught Barracks and Fort Burgoyne will need to be undertaken in advance of any planning application. If agreement is secured from English Heritage and the District Council to demolish any features on the site that are not considered sufficiently significant to warrant retention, provision should be made by the applicant to document and record these features. A bat survey will also need to be undertaken in the Fort and any appropriate protection measures included as part of any proposals.

Masterplan

7.68 Given the sensitive nature of this site proposals for Connaught Barracks and Fort Burgoyne will need to be planned and developed comprehensively with a range of interested organisations. The Council considers that this would be best achieved through the preparation of a development brief which would:

- guide and inform the physical aspects of the redevelopment of this sensitive area of land
- establish the quality benchmark for the scheme that would fulfil the Core Strategy's objectives
- provide guidance on suitable sustainable construction techniques and the use of renewable energy sources
- identify issues that are likely to be resolved through development contributions
- provide a framework for a development agreement

7.69 The Brief will need to be developed and prepared in consultation with the local community and to meet the requirements of the District Council's Adopted Statement of Community Involvement. It will need to be developed from a comprehensive evidence base.

7.70 The Brief should address the following matters:

- Clearly establish and articulate the site's qualities for an exemplar development
- Provide a coherent planning and design framework for the whole of the site based upon a thorough understanding and respect of its landscape, historic environment and wildlife setting
- Identify and set out a means of dealing with any land contamination issues
- Identify the site's ecological value and how this can be protected and wherever possible enhanced through the redevelopment
- Establish an access strategy for walking, cycling, public transport and private vehicles
- Establish the development capacity of the site and provide guidance on the type, range and mix of residential development
- Identify the likely requirement for additional infrastructure

- Identify how the redevelopment of Connaught Barracks can secure the future management, conservation, restoration and sustainable future of Fort Burgoyne
- Establish the scope for Fort Burgoyne to accommodate new uses and a strategy towards public access
- Define important view corridors and how these can be incorporated into the design and layout of the redevelopment of Connaught Barracks
- Assess flood risks, particularly in respect of surface water, and provide guidance on how any issues should be dealt with
- Illustrate proposed areas to be set aside for landscaping and nature conservation along with improvements to the nearby open space facilities and identify the most appropriate location for a sensitively designed Local Equipped Play Area on the main barracks site
- Identify, and propose a means of dealing with any archaeological issues

Policy CP 10

The former Connaught Barracks site is allocated for residential development provided:

- i. a comprehensive Development Brief is agreed with the Council in advance of determining any planning applications;
- ii. planning applications should relate to a comprehensive rather than piecemeal development of the site and be consistent with the Brief;
- iii. a phasing programme is agreed by the Council that is linked to the future management, restoration and sustainable future of the Fort Burgoyne Scheduled Ancient Monument and the Local Nature Reserve;
- iv. the redevelopment comprises of a minimum of 500 dwellings;
- v. structural landscaping, including the existing vegetation and trees are retained and incorporated in the design and layout of the proposal;
- vi. residential development alongside Dover Road should front the road but be set back to allow for the creation a of grass verge with a tree lined avenue;
- vii. improvements are made to the existing vehicular access on Deal Road and any road improvements arising from the development are funded by the developer, together with pedestrian and cycle links to the local highway and footpath network. This may involve using part of the Connaught Barracks site for the necessary highway improvements;
- viii. the existing pedestrian link between Connaught Barracks and the adjacent playing fields is retained and incorporated into the design and the layout of the site; and
- ix. a financial contribution is made towards the cost of upgrading of play facilities and equipment on the adjacent playing fields and a Locally Equipped Play Area, which has been sensitively designed to take into account the setting of the Scheduled Ancient Monument, is provided on the main barrack site along with a maintenance payment for the long term upkeep of these areas.

Subject to detailed discussions with English Heritage, Fort Burgoyne is allocated for managed employment workspaces, low key holiday accommodation and heritage opportunities with an ancillary café providing:

- i. a structural condition survey that examines the economics of the full conservation of the Fort, stabilisation of the monument to prevent further deterioration and the cost of future management of the Fort is undertaken and agreed by English Heritage and the District Council; and
- ii. any features that are not considered sufficiently significant to warrant preservation, which have been agreed by English Heritage and the District Council, are recorded and documented.

The Managed Expansion of Whitfield

Introduction

Existing Characteristics

7.71 The parish of Whitfield is situated on the northern side of Dover. It was originally a loose settlement of farmsteads. The land between and around these farmsteads has been developed incrementally over many years to create the modern settlement which now forms a continuous built-up area with Dover. A consequence of this is that it does not have a well defined centre, instead it has interspersed shops and community facilities. Its residential areas very much reflect the different periods of growth that have taken place and include substantial estates built in the second half of the last century.

7.72 The A2 trunk road runs through the settlement and has a five arm roundabout which provides access to the local road network. Although the junction has a pedestrian and cycle underpass the overall effect of the A2 is to sever Whitfield. Whitfield also contains other features often associated with urban areas such as a major Business Park (the District's premier location for employment growth), superstores, secondary school and a hotel. It is within easy reach of the town centre and has a regular bus service.

7.73 In addition, Whitfield has a range of local amenities (hairdressers, takeaways, a Public House and Fire Station) situated on Sandwich Road and a Post Office/general store and veterinary surgery on the corner of Bewsbury Cross Lane and Sandwich Road. It also has a primary school, part-time doctor's surgery and community halls. It is understood that the primary school and doctor's surgery are at capacity.

7.74 The Council's development options work and sustainability appraisal has shown that Whitfield offers the only feasible opportunity for an urban extension in addition to Connaught Barracks. It is not directly affected by national planning constraints and has a good range of facilities which provides a strong platform for expansion. Any expansion would need to strengthen that range of facilities to cater for additional demands and ensure that it was supported by sufficient infrastructure.

Links with Community Strategy

7.75 There are a number of cross cutting themes in the Community Strategy that are relevant to this theme:

- the need to widen the choice of housing in Dover;
- ensuring that there is access to affordable housing, shops and local facilities; and
- promoting green transport initiatives such as cycling and walking.

7.76 Key components of the release of land at Whitfield are that the managed expansion of the settlement would need to come forward alongside improvements to the existing local facilities, there is a range of housing and a balanced sustainable settlement is created that provides opportunities for cycling and walking. By taking this comprehensive approach towards the development it will ensure that the managed expansion of Whitfield will meet a number of key priorities in the Community Strategy.

Options Considered

Option A: Maintain current approach in the Adopted Local Plan which restricts the future development of Whitfield

Option B: Partial release of land for development at Whitfield (for around 900 dwellings over a 20 year period)

Option C: Release land to the east of Whitfield for development (1,800 homes)

Option D: Release land to the west of Whitfield for development (4,000 homes)

Option E: Release both land to the west and east of Whitfield for development (5,800 homes)

Analysis of Options

Option A

7.77 This is only viable under the Core Strategy's growth Option 1 which can be achieved without the need for further greenfield development. As this is not the Council's preferred option and Whitfield is the only viable location for an urban extension, Option A is not considered to be appropriate.

Option B

7.78 This option tests the possibility of a relatively small-scale expansion. It is likely that this would have the effect of putting additional strain on local facilities, particularly education and healthcare, without being of sufficient size to be able to fund the necessary improvements. It is also unlikely that it could fund the necessary access improvements. It would represent a continuation of adding incremental estates to Whitfield, which is not favoured because does not enable a comprehensive approach to be taken to the settlement's future. Neither is it of sufficient size to support the Core Strategy's preferred option for growth.

Option C

7.79 This option is of sufficient size to support the Core Strategy's preferred option and enable a more comprehensive approach towards planning. It involves developing the area of land to the east of Whitfield, offers the opportunity for any new residential development to be fully connected to the existing built up area whilst at the same time creating a well defined centre with services, facilities and a balanced and sustainable settlement. It has a better ability than Option B to resolve the infrastructure issues.

Option D

7.80 The Option provides potential for a degree of development that lies between the Core Strategy's growth Options 3 and 4. One of the potential benefits of developing land to the west of Whitfield is that it could involve diversion of the A2 trunk road around the edge of the settlement to alleviate traffic congestion at the Whitfield roundabout and allow part of the existing A2 to be downgraded for local traffic. This would provide great potential for increased connectivity and cohesion between the parts of Whitfield that are currently separated by the existing A2. The landscape to the west of Whitfield is a relatively flat expanse of agricultural land open to some long distance views of the coast and includes ancient woodlands and listed buildings. A new road and development would need to be carefully considered in terms of siting and design and its complete range of environmental impacts. Development of this land raises the need for substantial infrastructure (in particular transport, health and education) which would have a long lead-in time, especially in the case of transport. This raises uncertainty over whether it is achievable within the period to 2026.

Option E

7.81 Option E involves the release of land to the west and east of Whitfield and is capable of supporting Core Strategy growth Option 4 - which is the Council's overall aim. It would enable the most comprehensive approach towards planning the future of the Whitfield area but raises the the highest level of infrastructure issues and involves the highest level of greenfield land. It is doubtful, even though there is commercial interest, that land to the west and east of Whitfield could both be delivered in the Core Strategy period to 2026.

Preferred Option

7.82 The preferred option for Whitfield is to allocate land to the east for development (Option C). This has a good fit with the Core Strategy's Preferred Option and relies on less new transport infrastructure than option D which suggests that it could be delivered sooner. It is recognised that it does not offer a solution to the divisive effect of the A2 on Whitfield but it would widen the choice of housing that is on offer in Dover on a site that is more physically contained in the landscape.

7.83 In order to meet a number of key objectives in the Core Strategy any enlargement to the settlement will have to:

- Bring forward improvements to the existing settlement and ensure that the housing development is directly linked to housing renewal initiatives in the town;
- Incorporate a range of local facilities that would benefit the existing community;
- Create a high quality, balanced and sustainable settlement; and
- Provide opportunities for walking, cycling and public transport.

7.84 In accordance with the Council's Statement of Community Involvement, representatives from the local community were invited to participate in an urban design workshop which was used to obtain information on:

- existing local facilities;
- areas to be safeguarded from development;
- features to preserve and enhance;
- potential new areas for open space and community facilities; and
- potential growth scenarios.

7.85 The Core Strategy has drawn on this process and identified some 72 hectares for development at Whitfield which would accommodate around 1,800 houses.

7.86 This is based on an average net density of 40 dwellings to the hectare, which also allows for a range of local facilities and an area of land to be set aside for a new community hub. Lower density areas would be located around the edge of the existing settlement and around particularly sensitive areas such as Church Whitfield.

7.87 Although Whitfield is not at risk from fluvial or tidal flooding, as the site is greater than 1 ha in size a Flood Risk Assessment would be required. This should include further consideration of surface water drainage and run-off and assess how this will be managed.

7.88 In the longer term (i.e. post 2026) the Dover Transportation Study has identified that there are a number of benefits with releasing land to the west of Whitfield for future development. Whilst this particular option has a number of advantages in that it would divert strategic traffic around Whitfield the District Council has decided that this option needs further testing and should be considered as part of an early review of the Core Strategy.

Masterplan Approach

7.89 The Council has undertaken two phases of initial Masterplanning of the land to the east of Whitfield. These have explored the long term vision for the area, including the mix of land uses, open space and landscaping strategy, place making, access and transport enhancements. The second of these was produced as part of the Dover Transportation Study (see evidence base) and, using walkable neighbourhood principles, shows how the land could be accessed and developed as a sustainable extension to Whitfield.

7.90 Given the scale and importance of the development and the likelihood that it will be developed over a number of years by a number of developers and designers, it is considered essential that a more detailed Masterplan and design codes are established. This will ensure that the expansion of

Whitfield knits together with the existing settlement. One planning technique that can be used is 'Enquiry by Design'. This is a process that the District Council has successfully undertaken for the planned expansion of Aylesham. It is an intensive and collaborative process bringing together local communities, key stakeholders, interest groups, developers, designers and the District Council to all make a meaningful input into the decision making process and the future of their local environment.

7.91 The preparation of a more detailed Masterplan should start with the information and material that has already been collected as part of the initial masterplanning work undertaken as part of the Dover Transportation Study. It is essential that the Masterplan considers the whole of Whitfield and not just the area of land that has been allocated for development. The Masterplan should include and address the following issues:

- Provide a coherent planning and design framework that illustrates how the settlement will be developed over time;
- Identify a phasing and implementation programme that is fully integrated with the urban housing renewal initiatives and the release of previously developed land allocations that have been identified in the Site Allocations Document;
- Establish design codes that set out detailed design principles;
- Identify the type, range and mix of uses that could be accommodated on the site;
- Scope the range and extent of development contributions towards infrastructure
- Identify how the site can be linked to the White Cliffs Business Park;
- Identify and address important view corridors and how these can be incorporated into the design and layout of the site;
- Identify any special site features, opportunities, constraints and possible mitigation measures;
- Identify the measures that need to be taken to minimise and mitigate the impact of the proposed development on the historic area around Church Whitfield;
- Present a public realm strategy;
- Identify an area of land for a new local centre and the likely uses;
- Demonstrate how the results of the Flood Risk Assessment (which will need to specifically investigate the capacity of surface water drainage on onsite mitigation measures) have been incorporated in any planning and design framework;
- Identify proposed areas to be set aside for landscaping and nature conservation;
- Develop an open space and recreational strategy; and
- Identify and address infrastructure, access issues and parking requirements.

7.92 The Masterplan will need to be agreed by the Council in advance of determining planning applications coming forward for development at Whitfield. Subsequent planning applications will have to comply with the principles set out in the Masterplan and the overall planning permission. Applications for small-scale development that would not prejudice the overall redevelopment of the area can be determined outside the scope of Core Strategy Policy CP11.

7.93 The phasing policy will need to demonstrate how the managed expansion of Whitfield can be related to urban housing renewal initiatives in Dover and the release of previously developed land allocations that have been identified in the Site Allocations Document.

Community Facilities

7.94 Proposals for the managed expansion of Whitfield will need to include a programme of physical improvements and clearly demonstrate how the development will make a positive contribution towards the improvement of the existing settlement. The enlargement of the settlement offers the opportunity to create a new local centre for Whitfield which has a mix of local shops, amenities, another primary school and new Doctors' surgery. The initial masterplanning work, that was undertaken in conjunction with the Dover Transportation Study, has indicated a possible location for an additional Primary School although the exact position and the range of facilities that the new local centre can offer will need to be established through public consultation and detailed Masterplanning.

7.95 The local centre should be used to link the new development to the existing settlement. It should be designed in a manner that will encourage activity and movement in the area and create a new heart for the community of Whitfield. The local centre could include an attractive open space with the opportunity for residential accommodation above shops. It will be necessary that any plans for a local centre identify and make adequate provision for a new community facility that can be used by local clubs and voluntary groups (e.g. Brownies).

7.96 There is an existing Doctors' Surgery in Whitfield which is located on Sandwich Road. The managed expansion of Whitfield will require additional GPs. The Council supports such provision and this will need to be considered as part of the early stages of the managed expansion of Whitfield. Land would be required for a new Doctors' Surgery as part of the local centre and development contributions will be required to fund the cost of this new facility.

Highway Issues

7.97 The Dover Transportation Study has identified that a 'new arm' would need to be constructed off the A256/A2 roundabout to accommodate the level of traffic that would be generated by releasing land to the east of Whitfield for development. The exact position, design of this new junction and the spacing requirements will need to be agreed with the Kent Highways Services.

7.98 Additional improvements and alterations would also be required at the Whitfield roundabout. Whilst any proposed alterations to the Whitfield roundabout would require a safety audit, initial work that has been undertaken as part of the Dover Transportation Study has indicated that this would include white lining, tree thinning on the roundabout itself and traffic signals on each of the arms of the roundabout all of which would be designed to improve the flow of traffic at the Whitfield roundabout. The cost of any highway improvements will need to be funded by the development.

Policy CP 11

Proposals for the expansion of Whitfield should cover the whole of the development area. The Council will permit proposals provided:-

- i. A comprehensive Masterplan is agreed by the Council in advance of the determination of any planning applications and all applications accord with it;
- ii. The scale and layout of the proposed development is planned in a way that creates a new local centre for the benefit of the whole of the settlement;
- iii. The scale and the rate of the release of the development keeps in line with infrastructure and other elements of a balanced community (e.g. local shops and amenities);
- iv. A phasing programme is agreed in advance of the determination of any planning applications that is integrated with the urban housing renewal initiatives in Dover and the release of previously developed land allocations;
- v. There is a mix of dwelling types and sizes on individual sites, and that mix contributes towards creating a socially inclusive and sustainable community;
- vi. There is a combination of on-site provision of affordable housing and a commuted sum is paid for the remainder of the contribution which will be used to help finance the cost of urban renewal initiatives that have been identified in the Site Allocations Document;
- vii. It can be demonstrated that there are community and environmental benefits with the scheme which will need to include development contributions towards the cost of building a new primary school, Doctor's Surgery and community facility to cater for the expanded population;
- viii. There would be no significant adverse effect on the amenity of nearby residents or operations of adjoining land uses;
- ix. New buildings have been designed to have a minimal impact on the skyline and do not dominate nearby residential properties;
- x. Development is set back from Church Whitfield and makes a positive contribution to the setting and views of the Listed Building;
- xi. Structural landscaping, incorporating existing vegetation, is retained and reinforced;
- xii. Provision is made for pedestrian and cycle access to the existing settlement and the White Cliffs Business Park;
- xiii. The development is acceptable in terms of traffic generation and access; and
- xiv. Vehicular access to land to the east of Whitfield is achieved off a 'new arm' on the roundabout off the A256/A2 which is to be funded from the development.

8 Delivery Plan - who does what, when?

8.1 The Core Strategy proposes an ambitious level of growth that is significantly above the levels achieved in recent years. It is not sufficient for the Core Strategy to just make these proposals, it also needs to set a framework for taking positive action to ensure that the proposals are put into action at the right time.

8.2 There are many cases, particularly but not exclusively, in relation to small and medium scale developments where the conditions are sufficient for the private sector to carry forward development without the need for any support from the public sector. Large scale complex developments, such as the strategic allocations in the Core Strategy, and other developments that have to tackle unusual levels of infrastructure provision, on-site issues, or ownership issues may well benefit from public sector support or intervention. In some cases this may be the only way in which development can proceed.

8.3 Public sector intervention can involve a range of activities including:

Low Level

- Promoting development opportunities
- Developing closer working arrangements between different public sector organisations and with the private sector

Medium Level

- Preparing development briefs and masterplans to identify and investigate in detail the issues of developing a particular site and providing a clear and more detailed level of planning policy guidance on how they should be resolved. This also enables local communities to be more involved and prepares the way for the submission of a planning application
- Developing and implementing strategies to tackle particular issues
- Aligning and using existing assets to meet common objectives

High Level

- Buying land by agreement in order to make it available for development
- Buying land compulsorily when agreement is not possible
- Preparing land for development e.g. removing contamination or providing new infrastructure
- Entering into development partnerships with the private sector and/or other public bodies
- Carrying out development directly

8.4 The scale of development and change required by the Core Strategy and the degree of public sector support that it requires, is beyond the means of the District Council. The Council will therefore continue, and seek to increase, work with other key agencies.

8.5 The Core Strategy proposes the framework set out in the table below for the delivery of its strategic allocations and action for achieving its skills, employment and Port of Dover access objectives. The Site Allocations Document will also carry forward this approach with its proposals.

Site or Objective	Proposal	Ownership	Issues	Level of Intervention	Types of Intervention	Lead Agencies	Timescale
Wellington Dock Area, Dover	Policy CP8 Mixed use: retail, hotel, leisure, office, residential	Public - Dover Harbour Board and Dover District Council	Evolution and testing of concept; land assembly; infrastructure provision; commercial partner	High	Create a development partnership Resolve infrastructure issues Masterplanning or development brief Promote development opportunity and secure a developer	Dover Harbour Board, Dover District Council	2008 to 2010 - preparation 2011 to 2017 - construction
Mid Town, Dover	Policy CP9 education, health, shopping leisure residential	Public - Learning and Skills Council, Kent County Council, Dover District Council, Primary Care Trust, Kent Police Authority - multiple private ownerships	Evolution of development concept; constraints investigation; land assembly; commercial partnerships; phasing	High	Consensus building and masterplanning Land assembly Creation of development partnerships to take development forward	Learning and Skills Council, Kent County Council, Dover District Council, Regional Development Agency	2008 to 2011 - preparation 2012 to 2016 - construction

Site or Objective	Proposal	Ownership	Issues	Level of Intervention	Types of Intervention	Lead Agencies	Timescale
Former Connaught Barracks, Dover	Policy CP10 Residential	English Partnerships	Evolution of development concept; constraints investigation; promotion of site to private sector	Medium	Investigation of constraints and infrastructure requirements Preparation of development brief Sale of site to private sector	English Partnerships, Dover District Council (memorandum of agreement in place, 2007)	2008 to 2011 - preparation 2012 to 2020 - construction
Expansion of Whitfield, Dover	Policy CP11 Residential, community facilities	Private sector owners	Further evolution of development concept; more detailed investigation of infrastructure issues; land assembly	Medium	Create private/public sector forum for overseeing development process Create community partnership to enable community engagement Masterplanning Infrastructure requirements and funding	Private sector, Dover District Council, Kent County Council	2008 to 2012 - preparation 2013 to 2026 - construction

Site or Objective	Proposal	Ownership	Issues	Level of Intervention	Types of Intervention	Lead Agencies	Timescale
Provision of infrastructure	Prepare and implement an Infrastructure Delivery Plan	Dover District Council	Identify infrastructure needs in greater detail Identify funding and means of implementation and phasing	Medium	Work in partnership with infrastructure providers Produce Plan Manage its implementation	Dover District Council, Kent County Council, English Partnerships, Regional Development Agency, Regional Assembly, Primary Care Trust, utility companies	2008 to 2010 - preparation 2011 to 2026 - implementation
Skills Enhancement	Develop and implement a Dover District Skills Strategy	Dover District Council, Learning and Skills Council, Kent County	How will the Regional Economic Strategy's Smart Growth skills targets be met in the District	Medium	Form local partnership; develop a local strategy for implementing the RES; secure funding; ensure implementation	Dover District Council, Regional Development Agency, Learning and Skills Council, Kent County Council, Jobs Centre Plus	2008 to 2010 - preparation 2011 to 2016 - implementation
Local Economy Performance	Develop and implement a strategy to: create a broader based economy increase business enterprise	Dover District Council, Regional Development Agency	How will the Regional Economic Strategy's Smart Growth enterprise and employment targets be met in the District	Medium	Form partnership to prepare the Strategy and manage its implementation	Regional Development Agency, Business Link Service, Kent County Council, East Kent Partnership, Locate in Kent, Chambers of Commerce	2008 to 2010 - preparation 2011 to 2016 - implementation

Site or Objective	Proposal	Ownership	Issues	Level of Intervention	Types of Intervention	Lead Agencies	Timescale
	increase economic activity of the workforce						
Port Access	Develop and implement a strategy that reduces the environmental impacts of Port traffic on Dover town centre	Dover District Council, Highways Agency, Kent County Council, Dover Harbour Board	Resolve regional and national route strategy with local considerations Review the relative roles of the A20/M20 and A2/M2 routes	Medium	Work in partnership to prepare a strategy that is acceptable to Government	Dover District Council, Highways Agency, Kent County Council, Dover Harbour Board	2009 to 2012 - preparation
Promotion of Dover	Create a coherent image of Dover as a desirable place to live, work, visit and invest	Dover District Council	Identify a positive image for the town Ensure the image is used consistently	Low	Work with private and public sector to develop a single marketing image Manage the use of the image	Dover District Council; private sector; Locate in Kent	2011 to 2012 - preparation 2013 to 2026 implementation

Table 8.1 Delivery Plan Framework

8.6 The Council will, with the full range of its public and private sector partners, consider whether an overarching Core Strategy delivery group should be set up. This would bring together all the main parties which have an interest in the implementation of the Core Strategy into one forum. Its purpose would be to anticipate and resolve delivery issues in a comprehensive and coordinated way.

Programme Management

8.7 The timeline for developments, jobs and housing targets and the housing trajectories, set out in Chapter 6, indicate when developments need to start and finish and their projected rates of jobs and housing delivery. The delivery plan in the preceding section indicates the range of actions required to enable development of the strategic allocations and the lead organisations. The Site Allocations Document will carry forward this approach with its proposals.

8.8 While setting out this programme is essential to delivery it does not, of itself, ensure delivery. An active system of programme management is required to monitor progress, identify issues, anticipate difficulties and propose remedial action if necessary. Should key developments be held up it will need to consider whether additional public sector intervention is possible and justified or whether another development might be advanced faster to compensate. This will be essential to ensuring that the implementation of the LDF proposals is flexible and can respond to changing circumstances. It will be particularly important in the relationship between jobs and housing growth.

8.9 A further vital aspect is the timely provision of infrastructure. This requires careful planning and coordination and the identification of reliable funding mechanisms. It is closely related to the system for seeking contributions towards infrastructure provision from development that are set out in the Development Contributions Supplementary Planning Document. This will also require careful management to ensure that the right contributions are sought and provided and that, in the case of financial contributions, they are spent on the right items at the appropriate time.

8.10 The system of programme management will be developed and run by the District Council. To be successful it will need the active cooperation and support of all the Council's public sector partners and of the private sector landowner and developer interests. This could be through the forum proposed in the Delivery Plan section.

Targets

8.11 Some targets have already been set out in Chapter 6 regarding jobs and housing but they do not reflect the overall set of the Core Strategy's Objectives. The following targets are intended to be a rounded set that will indicate whether sufficient progress is being made on achieving all of the Objectives. They form a context for the delivery plan and programme management and will be reflected in the Council's Annual Monitoring Report. It is this Plan that the Council will rely on to decide whether any revisions or additions are needed to the District LDF.

8.12 The targets relate to major scheme proposals as well as indicators. The list of major schemes will be supplemented by the proposals in the Site Allocations Document.

Schemes	2016 Target	2026 Target
Dover Western Docks Terminal 2	Completed and in operation by 2012	
Wellington Dock Redevelopment, Dover	Substantially completed	
St. James's Redevelopment, Dover	Completed and in operation by 2014	
Dover Mid Town	Completed	

Schemes	2016 Target	2026 Target
Former Connaught Barracks, Dover	50% completed	100% completed by 2021
Expansion of Whitfield, Dover	20% completed	100% completed
Improvements to public areas, Dover town centre	Completed	
Indicators		
Change in jobs total	+4,000	Nil change assumed
Net change in employment floorspace	TBC	TBC
Workforce skills	TBC	TBC
Economic Activity rates	Increased from 76% (2006) to 82%	Maintained at 82%
Unemployment	Reduced from 6.3% (2006) to 4.5%	Maintained at 4.5%
Business Density	TBC	TBC
Structure of local economy	TBC	TBC
New homes delivered	4,400	10,000 (cumulative)
New affordable homes delivered	1,320	3,000 Cumulative)
Change to stock of affordable homes	TBC	TBC
Labour supply	Increase from 46,500 (2006) to 50,500	To be reviewed
Social deprivation		No wards to fall within the 20% of those with most deprivation in England
Retention of shopping expenditure	TBC	TBC
Commercial and residential property values	Residential - to move from second lowest value District in Kent (new build per square foot value, 2007) to sixth	Rise to mid-Kent position
Condition of most important (Natura 2000) wildlife sites	TBC	TBC
Amount of countryside under active wildlife management	TBC	TBC
Number and condition of air quality management areas	TBC	TBC

Table 8.2 Core Strategy Targets

Monitoring and Review

8.13 The formal process of monitoring and review will take place throughout the LDF Annual Monitoring Report and the Council's consideration of whether this indicates the need to review any existing LDF Documents, or to produce any additional ones. Any such changes have to be set out in the Council's Local Development Scheme and agreed by the Government.

8.14 Previous sections in this chapter have set out the basic monitoring indicators and the system of programme management that will be needed to guide the implementation of the Core Strategy. This section illustrates the overall process of programme management, monitoring and review that is needed. It is a more detailed explanation of the Interventions, Delivery and Monitoring part of the Place Shaping Diagram in Chapter 2.

8.15 Should the Annual Monitoring Report find that progress is insufficient to meet the targets it does not automatically mean that a review should take place. It may mean that more active programme management is required involving, for example, a higher level of public sector intervention. There is, therefore, an active two-way relationship between the Annual Monitoring Report and programme management.

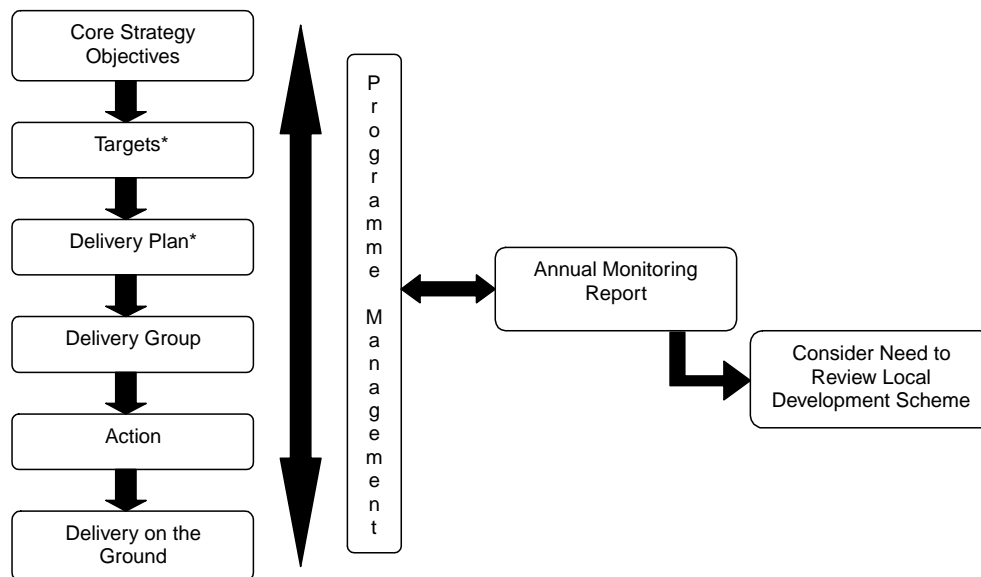


Figure 8.1 Implementation, Monitoring and Review Process

* This refers to the combined targets and delivery plans of the Core Strategy and the Site Allocations Document

9 Development Management Policies

What is Meant By Development Management?

9.1 The system of spatial planning brought into place through the Planning and Compulsory Purchase Act 2004 seeks to move away from the idea that development plans are concerned with regulating land use and setting out rules. Spatial planning is concerned about the future of an area - place shaping. This goes further than land use; it needs to consider a much broader range of factors and it requires alignment with the Community Strategy and the strategies and programmes of all public service providers together with partnership working with the voluntary and private sectors.

9.2 This concept needs to be extended across the planning system and into what is known as development control - the part of the planning system that deals with applications and enforcement. This is the part of the system that can ensure individual proposals for development make a contribution to reaching the Core Strategy's objectives. It should be thought of as part of the system for managing the development process rather than one of control and regulation.

9.3 The Core Strategy's objectives need to be translated into a set of policies that can be used to judge the acceptability of individual development proposals. The policies can also be used by those who are thinking of making a planning application to assess whether their proposals are likely to be acceptable.

Development Management Policies

9.4 Proposals for development will be judged against all relevant policies in the Development Plan. The Development Plan consists of the policies in the Regional Spatial Strategy and policies set out in LDF Documents. The LDF documents are those produced by Dover District Council together with Waste and Minerals Documents produced by Kent County Council. In addition, all Development Plan documents must take full account of national policies set out by Government in Planning Policy Statements (PPS) and Planning Policy Guidance (PPG), together with the requirements of planning legislation.

9.5 The Government recommends that Development Plan policies should not merely repeat national policy and guidance, or legislation, but add to or vary it when justified by local circumstances. Furthermore, the Development Plan should be read as a whole so that there is no need for a LDF document to repeat a policy in the Regional Spatial Strategy.

9.6 The community engagement process found that local opinion was divided on this issue. While some agreed with the national advice others thought that it is more helpful to those using the plan to have all policies set out in one place. The Council appreciates the arguments on both sides but feels that the national approach is better. To give an impression that LDF Documents can set out planning policy comprehensively would be misleading. Policies in other development plan documents must always be considered and national policy can change. This approach would also make the Core Strategy overly long and detailed.

9.7 The Core Strategy therefore prefers the option to fully reflect the Government's approach. Local policies are only included when there is a specific reason. If the Council is only seeking to operate national policy on a particular issue this will just be noted with a reference to national policy. It should, however, be borne in mind that national policy is always evolving and that these references will be subject to change.

9.8 The policies are arranged around a series of themes. The first of these is cross-cutting policies. These are policies that apply to most, if not all, types of development and therefore have a universal, or cross-cutting application.

Cross-Cutting Policies

Quality of Development

9.9 The quality of development and the appropriateness of its design to its locality is crucial to achieving development that reinforces local distinctiveness, is socially inclusive and is durable. Regard should be had to national design policies in PPSs 1 and 3, and other national guidance relating to buildings, places and streets. This guidance has been brought to a more local level through the Kent Design Guide, which has been adopted by the Council as a Supplementary Planning Document to a saved Local Plan policy. A general design policy is needed in the Core Strategy to ensure that Kent Design, or its successor, can be adopted against a LDF policy.

9.10 The appropriateness of a development to its surroundings relates to use, accessibility, street pattern, layout, siting, scale and mass of buildings, architectural style and materials. The durability of a development refers to its ability to adapt to changing circumstances over time. This is of particular relevance to the District in terms of the ability of its housing stock to cater for the needs of an ageing population and for those in ill health as well as younger single people and those with growing families. The Council will be looking to developers to ensure that their designs are flexible to cater for changing needs; this is sometimes referred to as "lifetime homes".

9.11 The quality of development will be a particularly important factor in achieving the Core Strategy's objectives for Dover. While improving quality is an issue across the District it has a particular purpose at Dover in enhancing the town as a whole. The Council will therefore in particular be seeking evidence that proposals at Dover will improve, rather than maintain, the quality of the local environment, reinforce local distinctiveness, and are innovative. The more significant the development, the more the Council would be expecting these objectives to be met.

9.12 The Design Statement that is required to be submitted with planning applications will need to demonstrate how the issues in policy DM1 have been dealt with.

Policy DM 1

Proposals for development will only be permitted if they are acceptable in terms of:

- i. Appropriateness to their context
- ii. Taking opportunities to enhance the distinctiveness of a place through careful design and use of materials
- iii. Promotion of social inclusion
- iv. Adaptation to changing circumstances
- v. Minimisation of the use of natural resources and maximisation of energy efficiency
- vi. Reduction of opportunities for crime, and
- vii. Ensuring adequate privacy and amenity for occupants and neighbours

Efficient Land Use

9.13 Land is a natural resource which should be used prudently. National policy requires that best use is made of appropriately located brownfield land in order to reduce the need to use greenfield land - PPSs 1 and 3. This approach has been used to underpin the Core Strategy and the Site Allocations Document. PPS3 also sets a national minimum density for housing development of 30 dwellings per hectare and states that local authorities can develop standards from this. The Council considers that the best density for a development will be determined by its surroundings unless there is a design case for a landmark building of greater density. Proposals for residential development should always meet the national minimum but will be expected to maximise density consistent with

the character of the area and the ability to address functional requirements such as infrastructure provision, landscaping, open space and parking. It will generally be expected that areas with good public transport such as town centres will have most potential for higher densities.

Policy DM 2

Development proposals shall maximise the efficient use of land provided they would be consistent with the character of their locality and can meet functional requirements.

Efficient Use of Natural Resources

9.14 Construction techniques and standards determine the amount of energy, raw materials and water that are required to construct a building, the amount of waste created and the building's running requirements. The principles of sustainable development require that greater use is made of recycled materials, that the construction and running of buildings is as energy efficient as practicable, waste is reduced and greater use is made of renewable energy.

9.15 This issue is particularly important in the south east of England where both the effects of climate change and the demand for construction are high. Bearing in mind the development levels proposed by this Core Strategy, it is even more important that high standards of sustainable construction are achieved in the District.

9.16 The Government has identified this issue as a priority and looks to the planning system, as set out in the Planning and Climate Change Supplement to PPS1. It has also introduced a Code for Sustainable Homes with six levels of standards. Level 1 represents the first step above the current Building Regulations and level 6 represents zero carbon development. From April 2008 it will be mandatory for all new homes to be rated against the Code. This will complement the Energy Performance Certificate that is also required. The Government intends to progressively upgrade the Building Regulations so that by 2010 they will reflect Code level 3, by 2013 level 4 and by 2016 level 6. It also advises that Planning Authorities can accelerate this process through policies in LDF Documents. Code level 4 and above is only achievable through the incorporation of renewable energy and/or systems such as combined heat and power.

9.17 Standards for non-residential buildings have been developed by the Building Research Establishment. These are known as Breeam standards and range from pass to good, very good and excellent.

9.18 The Council will seek all applications for new homes, whether from new build or conversion, to meet Code level 4 by 2010, level 5 by 2013 and level 6 by 2016. From 2010 non-residential buildings should reach Breeam good and from 2013 very good. Planning applications for these types of development should demonstrate how they would comply with these standards as part of their Design and Access Statement.

Policy DM 3

Planning permission will only be granted for new residential and non residential buildings if they would reach standards of sustainable construction that significantly exceed the Building Regulations until the Regulations achieve zero carbon development .

Settlement Boundaries

9.19 The Settlement Hierarchy has identified settlements where development should be focused and indicated the scale and type of development appropriate to different levels in the hierarchy. In order to implement this in practice, establish where countryside protection policies apply and bring certainty to decision making on planning applications, it is necessary to define the physical extent of settlements for planning purposes.

9.20 The general principle is that development will not be permitted outside these boundaries. There will be exceptions to this such as rural affordable housing, rural business development and development that functionally requires a rural location, which are covered by separate policies. In addition, small-scale development that is ancillary to existing buildings or uses is also an exception to policy DM4 and will be judged against other relevant general policies. Any other development would be a departure from this policy and would require unusual and compelling justification for permission to be given.

9.21 The urban boundaries and rural settlement confines are as shown on the saved Local Plan proposals map, except where they have been varied by the Core Allocations and land allocations made through the Site Allocations Document.

Policy DM 4

Development will not be permitted on land outside the urban boundaries and rural settlement confines shown on the proposals map unless specifically justified by other development plan policies, functionally requires such a location, or is ancillary to existing development or uses.

Business Policies

Protection of Employment Land

9.22 Land that is allocated for employment uses through the Site Allocations Document has been assessed positively for its appropriateness and should be retained for such purposes. This will ensure a good supply of new sites.

9.23 It is important to complement this with a degree of protection for the District's existing stock of employment land and premises. Otherwise the overall benefits of new development could be undermined by loss of existing stock to other uses and the supply of certain types of premises could be eroded, such as older, cheaper premises that have an important role to play in providing choice.

9.24 The South East Plan requires that accessible, well located industrial and commercial premises should be retained if there is a good prospect for employment use. The key to determining this is through an assessment of functional suitability in relation to current requirements. This would consider matters such as location, compatibility with nearby uses, access, layout and size, combined with overall market appeal. If the premises are found to still be suitable for employment use, alternative uses will not be permitted. If they are found to be unsuitable, alternatives may be permitted.

Policy DM 5

Permission for changes of use or redevelopment of land and buildings currently or last in use for employment purposes will only be granted if they are no longer suitable for employment use

New Buildings in the Rural Area

9.25 Planning Policy Statement 7 encourages business development in rural areas provided that it is located in the most sustainable way. The Rural Service Centres and the Local Centres identified in the Settlement Hierarchy (see policy CP2) will therefore be appropriate locations for such development, provided that they are of a suitable scale for the individual settlement. Villages may be suitable for such development provided that the proposed use is essentially local in nature or otherwise be unlikely to generate significant travel demand.

9.26 As a first preference such development should be located within rural settlement confines but if there is no suitable land a location adjacent to the confines will be acceptable provided there are no overriding constraints, such as landscape impact or access.

Policy DM 6

Permission for new employment development in the rural area or for the expansion of an existing business will be given provided that

- i. It is located at a Rural Service Centre or a Local Centre as designated in the Settlement Hierarchy
- ii. It is consistent with the scale and setting of the settlement, or
- iii. It is at a Village as designated in the Settlement Hierarchy provided that it would not generate significant travel demand and is in other respects consistent with the scale and setting of the settlement

In all cases development should be within rural settlement confines unless it can be demonstrated that no suitable site exists.

Re-use and Conversion of Rural Buildings

9.27 The re-use or conversion of permanent buildings in the rural area which are of substantial construction will be encouraged in accordance with the general national policy set out in Planning Policy Statement 7. Commercial, job generating uses, including tourist accommodation, will generally be preferable to residential use, although residential uses will be acceptable if the building is within the confines of a rural settlement (see policy DM4) and may be acceptable elsewhere if it can be shown that commercial uses are not appropriate or viable and that the building is well related to a Village, Local Centre or Rural Service Centre.

9.28 Appropriateness will be determined by the type and layout of the building and compatibility with nearby uses. Where there are issues of viability the Council may require evidence of genuine attempts to market the site. Special considerations apply to listed buildings where the overriding issue will be the type of use that gives the best prospect for preserving the building's special qualities and securing its long term maintenance. Viability refers to the financial viability of converting a building. In all cases proposals should not cause harm to landscape character.

Policy DM 7

Permission will be given for the re-use or conversion of structurally sound, permanent buildings within Rural Service Centres, Local Centres and in Villages for employment, tourist accommodation or residential uses. Elsewhere in the rural area permission will be given for employment or tourist accommodation uses. Permission for residential use will not be given unless employment or tourist accommodation uses are demonstrated to be not appropriate or viable and the building is well related to a Rural Service Centre, Local Centre or a Village

Housing Policies

Affordable Housing

9.29 The Council's Housing Needs Assessment shows that need for affordable housing is substantial. The South East Plan (policy EKA2) sets out an overall indicative target that 30% of all new housing should be affordable. This is made up of affordable housing provided as a proportion of general market schemes and schemes that are entirely affordable such as rural exceptions schemes and other housing provided direct by registered social landlords. To contribute to this indicative target it is proposed to carry forward the Council's current policy to negotiate with developers for 30% of homes on large housing schemes to be provided as affordable. The Council will apply this to the national threshold in PPS3 of development of 15 or more dwellings. It will also apply the definitions and other policies regarding affordable housing in the PPS.

9.30 The Council has adopted a Supplementary Planning Document on Affordable Housing to a saved Local Plan policy. This sets out the procedures and mechanisms that the Council will use when negotiating affordable housing. It also addresses the proportion of affordable housing that should be for rent and for intermediate forms of tenure, together with the Council's approach towards the use of public grant to support affordable housing.

9.31 The Council expects that all affordable housing should be provided on the development site. There may, however, be circumstances in which an alternative is appropriate, such as a financial payment, but this would need to be fully justified on a case by case basis. There are general circumstances at Dover for taking this approach as such payments could be used to help support urban housing renewal initiatives.

9.32 The Council considers that in the interests of equity and of increasing the supply of affordable homes, development under 15 homes should make a financial contribution towards the provision of affordable housing. These contributions would be pooled and, in conjunction with Registered Social Landlords, used to fund affordable housing schemes in the District. The Development Contributions Supplementary Planning Document sets out the details of this policy.

9.33 In its negotiations with developers the Council will expect its requirements for affordable housing to be fully met unless there is conclusive evidence to show that the costs cannot be borne by the development. In such cases a reduced requirement will be negotiated.

Policy DM 8

The Council will seek applications for residential developments of 15 or more dwellings to provide 30% of the total homes proposed as affordable homes and for developments under 15 homes to make a financial contribution towards the provision of affordable housing.

Rural Exception Schemes

9.34 The supply of affordable housing in the rural area from this means will not, even at a reduced threshold of 10 dwellings, be sufficient to meet needs. The Council will therefore continue with its policy to consider affordable schemes outside village confines as an exception to general policy.

9.35 The current Local Plan policy requires that such schemes should only be located at villages which have a minimum level of services consisting of a primary school, a shop and good access to public transport. While this was based on sound principles of sustainable development it has been found to be an overly restrictive approach. It is proposed to revise this part of the policy to substitute a requirement that rural exceptions schemes meet, or exceed, Eco Homes excellent standard. This allows high sustainability requirements to be met in a more flexible way.

Policy DM 9

Permission for affordable housing schemes in the rural area beyond village confines will be granted provided:

- i. local needs exist and are documented in a comprehensive appraisal of the parish prepared by the applicant and/or Parish Council, and where appropriate, of adjacent parishes
- ii. these local needs cannot otherwise be met
- iii. the development is of a suitable size and type and will be available at an appropriate cost to meet the identified need - schemes that include cross subsidies between higher priced and affordable housing, or a discounted initial purchase price, will not be permitted
- iv. the site is well related in scale and siting to a village and its services
- v. the development meets, or exceeds, Eco Homes excellent rating or any future equivalent
- vi. initial and subsequent occupation is controlled through legal agreements to ensure that the accommodation remains available to meet the purposes for which it was permitted

Provision for Gypsies and Travellers

9.36 Adequate provision should be made to meet the housing needs of gypsies and travellers. The South East Plan will assess needs across the region and identify the number of pitches required for each local planning authority area.

9.37 Should this review establish the need for additional provision in the District, the Council will produce a Gypsy and Traveller Site Allocations Document to identify sites for additional pitches. The Core Strategy includes a general criteria based policy to establish the overall policy approach to the issue.

Policy DM 10

Should the need for additional gypsy and traveller accommodation be identified the Council will allocate site(s) to meet the need through the production of a Gypsy and Traveller Site Allocations Document using the following assessment criteria:

The site(s) should

- i. be accessible to local services and facilities and served by public transport
- ii. contain substantial natural screening
- iii. not lead to a reduction of the residential amenities of the occupants of any nearby dwellings

Replacement Dwelling in the Countryside

9.38 National policy in PPS 7 is to strictly control housing development in the countryside where it would be away from settlements and land allocated for housing. The urban boundaries and rural settlement confines establish for planning purposes the extent of the District's countryside.

9.39 Proposals for the replacement of dwellings in the countryside will be permitted provided that the existing building is actually a dwelling and the scale and design of the replacement is acceptable.

9.40 In particular, the existing dwelling must be a permanent structure in lawful residential use and capable of such continued residential use. It should not be of architectural or historic interest. If these matters are satisfied, the size and prominence of the proposed replacement will then be considered. The siting, scale and site coverage of the proposed building should not cause harm to the character of the countryside - the proportions and footprint of the existing dwelling will be taken as a guide. The Council will also take into account the existence of any ancillary buildings, their impact on the character of the countryside, and proposals for their removal or replacement.

Policy DM 11

Proposals for replacement dwellings in the countryside will only be permitted if the existing dwelling is:

- i. a permanent structure in lawful residential use
- ii. capable of continued residential use, and
- iii. of no architectural or historic value

and its replacement:

- i. will not harm the character of the countryside
- ii. is appropriate in its siting, scale and site coverage having regard to the existing dwelling, and
- iii. is appropriate in its style, form and use of materials

Accommodation for Dependent Relatives

9.41 There is often a need for people to live as an extended family, and this may well increase over the plan period due to the ageing of the District's population. Policy DM 1 addresses the issue of flexible design for new homes but a complementary policy is needed to address changes to the existing housing stock.

9.42 It can be the case that a degree of independence is desired by the occupant of the additional accommodation. Apart from design issues which would need to be satisfactorily addressed, this can raise the issue of whether, in effect, a separate dwelling would be created. An additional dwelling would require its own amenity space, access arrangements and car parking and might result in an over-intensive use of the site. These issues become acute when free-standing additional accommodation is proposed.

Policy DM 12

Accommodation for dependent relatives will only be permitted if:

- i. it is designed and located so as to revert to single family accommodation as part of the main dwelling once the use has ceased
- ii. it is of a size and design appropriate to the needs of the intended occupant

9.43 A caravan or mobile home can be sited in a dwelling's garden and used as ancillary accommodation to that dwelling without the need to make a planning application. If, however, it is used in a significantly self-contained way, planning permission would be required. The Council will only grant this if the occupation would be short-term as a temporary solution or because it is unlikely that the need would be long-lasting. If it was a short-term solution the Council would seek evidence that a permanent solution was under active development.

Policy DM 13

Self-contained temporary accommodation for dependent relatives will only be permitted if:

- i. a need can be established
- ii. it would not be practicable to extend the main dwelling on the site
- iii. it would be of a size appropriate to the needs of the intended occupant
- iv. the temporary accommodation would not adversely affect the character of the area
- v. there would be no loss of amenity to local residents

Residential Institutional Uses

9.44 This is a group of residential uses that consist of care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres and fall within Class C2 of the Use Classes Order. Although some facilities are purpose built it is more common for buildings to be converted to these uses. Planning permission is not though required for the small-scale use of a dwelling for these purposes. When permission is needed the council will be concerned to ensure that the uses will integrate well into existing communities. In particular, the location must be appropriate in terms of proximity to community facilities and public transport, and the use should not be likely to cause any harm to the amenities of nearby residents through, for example, noise or disturbance from associated traffic. The site will need to be sufficient to accommodate amenity space and parking areas to meet the needs of residents and of visitors.

Policy DM 14

Permission for residential institutions will be given provided:

- i. the location is accessible to community facilities and public transport
- ii. there would be no adverse impact on the residential amenities of occupiers of nearby dwellings
- iii. there is adequate private amenity and parking space

Dwellings for Rural Workers

9.45 There may be cases when new housing is needed in the countryside to house people employed in agriculture, forestry, or another land use for which a rural location is essential. This issue is dealt with in detail in Annex A to PPS7.

The Council will apply national policy in PPS7 in determining any proposals for accommodation for rural workers

TRANSPORT POLICIES

Location of Development and Travel Demand

9.46 National policies in Planning Policy Statement 1 and Planning Policy Guidance 13 seek to create a more sustainable pattern of development which provides increased choice of means of travel and reduced reliance on private vehicles. The following policy ties these national objectives into the local context set by the Core Strategy.

Policy DM 15

Development that would generate travel will not be permitted outside the urban boundaries and rural settlement confines unless justified by development plan policies. Development that would generate high levels of travel will only be permitted within the urban areas in locations that are, or can be made to be, well served by a range of means of transport.

Road Hierarchy

9.47 The Local Transport Plan for Kent 2006 to 2011, sets out the highway network within Kent in terms of route types and function. This is illustrated in figures 2.9 and 2.10 of the Plan. New development should be accessed by an appropriate road network, which will be assessed in relation to the function of a road in the highway network, the scale of development, its likely traffic generation and measures to encourage walking, cycling and public transport.

The access arrangements of development proposals will be assessed with regard to the Highway Network set out in the Local Transport Plan for Kent.

PARKING STANDARDS

9.48 Parking Standards for Kent have been developed and adopted by the County Council in 2006 as supplementary planning guidance. The Standards are based, in accordance with national advice in PPS13, on maximum parking requirements with the exception of provision for cycle parking which

is set out in terms of minimum requirements. The Council will always seek to provide less than the maximum vehicle parking provision where this would not impair the functioning of a proposed development or of the highway network. The ability of a development to incorporate measures to encourage walking, cycling and the use of public transport will be important factors in determining the level of parking provision.

The parking arrangements of development proposals will be assessed with regard to the parking standards developed by Kent County Council

Roadside Services

9.49 Roadside service facilities are designed and sited to serve the needs of road users, although they may also provide a secondary service to local people. The degree to which any proposal caters for road users as opposed to others will determine whether it should be considered under this policy.

9.50 It is desirable to provide for a level of services that allows road users adequate opportunities for re-fuelling, rest and refreshment. Guidance on this is provided by Circular 4/88 in relation to trunk roads, which applies to the A20 and A2 in Dover District, and recommends that facilities should be available at intervals of between 12 to 25 miles. The Council considers that this advice should also apply to the remainder of the primary road network, although intervals should be at the upper end of the range. The Council has surveyed roadside service provision and found there to be no deficiencies that warrant new sites. Additions and extensions to existing facilities may be permitted if it can be shown that there is an identifiable need and no other irresolvable issues.

9.51 Roadside services will not be permitted on the secondary or local road networks as this could attract traffic away from primary routes. More informal facilities such as a picnic area may be appropriate on these networks.

Policy DM 16

Permission will not be given for new roadside services sites. Proposals for additions and extensions to existing sites on the primary road network will be permitted provided that they would serve an identifiable need.

Telecommunications

9.52 Telecommunications technology is developing at a fast pace and is increasingly providing potential for reducing the need for the physical movement of people and information. National policy in Planning Policy Guidance 8 is to facilitate the development of telecommunications although it is recognised that the equipment, and in particular masts, can cause visual harm, particularly in designated areas such as conservation areas and areas of outstanding natural beauty. The siting of receiving equipment, such as satellite dishes, can also have a similar harmful effect, although planning permission is not always required for domestic installations.

Policy DM 17

Proposals for telecommunications development will be permitted provided:

- i. there is no conflict with policies to protect the environment; or
- ii. when such conflict does occur it has been reduced to acceptable levels through design measures; or
- iii. when such conflict cannot be resolved through design measures there are no practicable alternatives, such as resiting or mast sharing, and there is a technical or legal requirement for a telecommunications facility which outweighs that to protect the environment.

Natural Environment Policies

Protection of the Countryside

9.53 The countryside is a natural non-renewable resource. In common with all natural resources it should be used prudently, whether for agricultural purposes, leisure and recreation or for building. Countryside is defined in this document as undeveloped land beyond settlement boundaries but excluding any land allocated for development, formal open space, and land within the curtilage of buildings.

9.54 This Strategy's proposals require a scale of development that cannot be accommodated on brownfield land only. The need to use greenfield land has, however, been kept to the minimum necessary through making use of brownfield land and ensuring that greenfield land is used efficiently – by controlling the density of development.

9.55 The Strategy seeks to protect countryside from development beyond that needed to implement its proposals or to sustain the rural area's communities or economy.

Policy DM 18

Development which would result in the loss of, or adversely affect, the countryside will only be permitted if it is:

- i. justified by the needs of agriculture; or
- ii. justified by a need to sustain the rural economy or a rural community; and
- iii. it cannot be accommodated elsewhere

Landscape Character

9.56 The District Portrait recognises the highly diverse nature of the landscape. It ranges from low-lying flat land in the north, including marshland, through a transitory central area of undulating land leading to downland in the south-east and south-west. Where the downland meets the sea, chalk is exposed to form dramatic cliffs – known as the White Cliffs of Dover. The Downs are designated as part of the Kent Downs Area of Outstanding Natural Beauty. The Cliffs are designated Heritage Coast. Specific policies regarding these areas are included in the South East Plan, the Kent and Medway Structure Plan and the District Local Plan and national policy is set out in PPS7.

9.57 The character of the landscape should be protected. This does not, however, preclude the possibility of development but requires that its location should be carefully selected and the scale and design of buildings crafted to fit the circumstances. Conversely, development will be unacceptable if its location and/or design is inappropriate and would have a harmful effect on the landscape.

9.58 The Countryside Agency and English Nature have identified that the District's landscape comprises the broad character areas of the North Kent Plain and the Kent Downs. The County Council has divided these into local landscape areas to provide a framework for more detailed assessment work at the local level. The District Council has subsequently undertaken this work. Landscape character assessment is based upon the following key components:

- geology and soil
- topography
- biodiversity
- appearance
- settlement and land use patterns
- locally distinctive architecture
- degree of tranquility

9.59 The selection of the broad locations for development proposed on the Key Diagram has taken impacts on landscape character into account. The following policy affirms the importance of landscape character and will be used in the process of identifying sites for development in other Local Development Documents and to help determine proposals that arise through the development control process. In determining the impact on landscape character regard should be had to the District Landscape Character Assessment 2006 and the character elements identified above.

9.60 The way in which the countryside is managed (for example for agriculture, forestry, wildlife or recreation purposes) has a major impact on landscape character but very often is outside the scope of the planning system. The Council will therefore generally promote sensitive and appropriate management of the countryside and, where it can, support individual initiatives.

Policy DM 19

Development that would harm the character of the landscape will not be permitted.

The Council will apply national policy set out in PPS7 to the determination of planning applications that would affect the Kent Downs Area of Outstanding Natural Beauty.

Biodiversity and Geology

9.61 The District has a wide and important range of biodiversity interests which reflects the diverse character of the landscape. Many areas where these interests are concentrated have been designated and enjoy particular protection under the planning system. These range from sites of international to countywide significance. The District is also host to several protected species and has a small number of regionally significant geological sites.

9.62 Wildlife sites that are of international importance have been designated as part of the Natura 2000 network and some of these contain European priority species. Particularly stringent protection measures apply to these habitats and species and any development proposals that would be likely to have a significant effect upon them will need to be assessed with especial care in accordance with the Habitat Regulations. The Core Strategy's proposals have been subject to such assessment.

9.63 The aim of the planning system is to maintain and enhance, restore or add to biodiversity and geological interests. To achieve this, planning decisions should prevent harm. Should it be identified that harm would be caused by a proposal the following sequence of considerations should be applied:

- the investigation of alternative locations that would cause less, or no, harm
- the application of appropriate mitigation measures
- if harm remains, the application of appropriate compensation measures

9.64 To be appropriate, mitigation and compensation measures must be directly related to the harm that would be caused. If, at the end of this process, harm cannot be prevented, the proposal should be refused planning permission.

9.65 Apart from avoiding harm planning decisions should seek to take opportunities to improve biodiversity. Existing features should, wherever possible, be incorporated into a development and added to, or enhanced, through landscaping works that are appropriate to the natural conditions of the area and/or through management regimes. In this way, development can often become a means of improving the District's level of biodiversity interest.

9.66 Changes to the way in which an area is managed can also have great benefits for biodiversity. The Council will continue to support and promote management initiatives that seek to achieve this (see also Landscape section above). Any such enhancements to biodiversity should have regard to, and whenever possible contribute towards, the biodiversity targets in the South East Plan. The Plan also identifies and promotes a specific opportunity to create a nature reserve in the lower catchment of the river Stour – a large part of which is within the District.

9.67 The process of identifying the broad locations for development shown on the Key Diagram has taken biodiversity and geological issues into account. Other Local Development Documents that identify sites for development, and proposals for development arising through planning applications, must similarly do so. The following policy provides a general context for this.

Policy DM 20

Development must avoid causing harm to biodiversity and geological interests. In addition, opportunities should be taken to restore, enhance or add to those interests through design and landscaping and/or management measures, associated with the development of individual sites.

Agricultural Land Quality

9.68 Soil fertility and its productive capacity is a matter to be taken into account in assessing development proposals that would lead to a loss of agricultural land. The Council will apply the approach to such an assessment, and the weight to be attached to it, as set out in national policy.

The Council will take account of the quality of agricultural land when determining any planning applications that would involve the loss of such land in accordance with national policy, which is set out in PPS7.

Pollution

9.69 Pollution in the general sense is the contamination of the environment. Planning, working in conjunction with other regulatory systems, has an important role to play in addressing pollution issues. It can determine suitable locations for development that is either a cause of, or sensitive to, pollution

and can exercise control over matters not dealt with under other regulatory systems. It can also require development proposals to address existing conditions of pollution on a site and ensure that they will not be a cause of pollution either on or off site. Planning is particularly concerned with the quality of air, water and land and with noise and light pollution issues.

9.70 The Core Strategy seeks to protect and improve the quality of the District's natural assets and to make the best use of appropriately located brownfield land – which can often be contaminated by former uses. The control of pollution is highly relevant to achieving this. The South East Plan contains policies on these matters and the following policy develops these at the local level.

Policy DM 21

The quality of the District's air, water and land shall be protected and where necessary improved. Proposals for development should establish whether:

- i. the development site is subject to pollution and, if so, its nature and extent and the means of remediation
- ii. the development would be subject to pollution from an external source and, if so, its extent and nature and the means of dealing with it in a way that can allow the development to proceed
- iii. the development would cause pollution either on or off site and, if so, how this would be controlled within acceptable levels.

Groundwater Source Protection Zones

9.71 Groundwater provides a third of drinking water in England and Wales, and it also maintains the flow in many rivers. In some areas of Southern England, such as Dover District, groundwater supplies up to 80% of drinking water. It is therefore crucial that groundwater sources are properly looked after.

9.72 The Environment Agency has defined Source Protection Zones (SPZs) for groundwater sources such as wells, boreholes and springs used for public drinking water supply. These zones show the risk of contamination from any activities that might cause pollution in the area. The closer the activity, the greater the risk. The zones are shown on the proposals map and consist of three main zones; inner, outer and total catchment.

9.73 The following policy develops the regional approach towards groundwater protection set out in the South East Plan and reflects the requirements of the Environment Agency.

Policy DM 22

Within Groundwater Source Protection Zones, shown on the Proposals Map, the following will not be permitted in Zones 1 and 2 unless adequate safeguards against possible contamination are provided:-

- i. septic tanks, storage tanks containing hydrocarbons or any chemicals, or underground storage tanks;
- ii. proposals for development which may include activities which would pose a high risk of contamination unless surface water, foul or treated sewage effluent, or trade effluent can be directed out of the source protection zone;
- iii. proposals for the manufacture and use of organic chemicals, particularly chlorinated solvents;
- iv. oil pipelines;
- v. storm water overflows;
- vi. activities which involve the disposal of liquid waste to land;

In addition, the following will not be permitted in a Zone 1 unless adequate safeguards are provided:-

- i. new graveyards or farm waste storage areas;
- ii. new foul or combined sewerage systems.

Flood Risk

9.74 Parts of the District are at risk to flooding from river (fluvial) flooding associated with the rivers Dour and Stour, and from the sea (tidal) breaching or overtopping defences. PPS25 provides detailed national policy and guidance on dealing with flood risk. It requires LDF documents to be supported by a Strategic Flood Risk Assessment (SFRA) to identify and better understand the risks in an area and to help assess the merits of their proposals.

9.75 The Council has carried out a SFRA. It forms part of the evidence base and its findings are also incorporated into the Sustainability Appraisal. The SFRA has identified the extent of flood risk areas and the nature and degree of those risks. It has classified them in accordance with PPS25 into Flood Zones 1, 2, 3a and 3b. This information is shown on the proposals map.

9.76 The risk of fluvial flooding affects parts of Dover, Sandwich and a broad arc of countryside westwards to Stourmouth and then to Wingham and to the south of Ash. The risk of tidal flooding affects the area from and including north Deal to Sandwich and Richborough. Within this there are areas at additional risk of rapid flooding and ponding.

9.77 The Council will apply national policy in PPS25 to any proposals for development in the flood risk areas. This may mean that some types of development will not be acceptable in some of these areas or, if they are, mitigating design features will be required. It is advisable that anyone contemplating development in these areas seeks advice from the Council or the Environment Agency at an early stage. It should also be noted that PPS25 requires any planning application for sites within Flood Zones 2 and 3, and any site of 1 hectare or more in Zone 1, to be supported by a site specific flood risk assessment.

Ponds and Lakes

9.78 Ponds and lakes are important nature conservation and recreation resources, and are often important features the landscape. They are, however, susceptible to damage from development, pollution and changes to the water table and these factors should be taken into account when determining planning applications, together with their potential to help increase biodiversity. For the

purposes of this plan a pond is a body of landlocked water with an area less than 2 hectares which is present for at least 4 months of the year. A lake is a permanent body of landlocked water of 2 or more hectares.

Policy DM 23

Development that would result in a loss in the quantity or quality of lake or pond water, or adversely affect the setting or nature conservation value of a lake or pond, will not be permitted.

Built Environment Policies

9.79 National policy on design requires local authorities and developers to aim for high standards. This approach is reflected in the policy GP1.

Conservation Areas and Listed Buildings

9.80 The District contains a rich wealth in its built environment which is reflected in the high number of conservation areas, listed buildings, scheduled ancient monuments and archaeological remains. The effect of development proposals on the historic environment requires especial care and the Council has legal duties to ensure that the character or appearance of conservation areas is preserved or enhanced and that the architectural and historic interest of listed buildings and their setting is properly safeguarded. Conservation areas and listed buildings within the District can be viewed on the Council's Internet site.

National policy on conservation and listed buildings is fully set out in PPG15. The Council will apply these policies to the conservation areas and listed buildings within the District.

Archaeological Remains

9.81 The national policies towards archaeological remains is set out in PPG16. The Council will apply these policies when determining development proposals. The advice is based upon the principles that remains should be preserved in situ and that excavation and recording are secondary objectives to be pursued when the importance of the remains does not justify preservation in situ and where preservation is impractical because of the nature of the development proposals. Planning permission should be refused for development that would damage or destroy remains of particular importance. The value of remains is established through assessment of existing information supplemented, when necessary, by field evaluation.

9.82 Advice on whether a site is known to, or likely to, be of archaeological interest can be obtained from the County Archaeologist. The town centres of Dover and Sandwich are, however, unusually rich in archaeological remains which makes it highly likely that archaeological assessment will be required for any proposals that impact on remains of interest.

The Council will apply the national policies set out in PPG16 to the determination of applications that would affect archaeological remains.

Scheduled Ancient Monuments

Scheduled Ancient Monuments (SAMs) are remains, buildings or structures of national importance. Responsibility for SAMs lies with central Government, advised by English Heritage. Any work that would affect a Monument will require Scheduled Monument Consent in addition to any other permissions. National policy in PPG16 advises that development that would harm a SAM or its setting will not be granted. It is advisable that anyone contemplating development proposals that would affect a SAM contact English Heritage at an early stage for advice.

Historic Parks and Gardens

9.83 Historic parks and gardens are a valuable part of the District's heritage, and can be important for wildlife, tourism, recreation and education. They frequently contain listed buildings and structures such as fountains and gazebos. While they are referred to in PPG15 they are not protected like conservation areas.

9.84 English Heritage has produced a register of Parks and Gardens of Specific Historic Interest. In Dover District it includes Goodnestone Park, Northbourne Court, The Salutation at Sandwich, Waldershare Park, and Walmer Castle Park. In addition, Kent County Council has identified Betteshanger House, Fredville Park at Nonington, Kearsney Court at Dover, and Knowlton Court at Nonington in its Kent Gardens Compendium. The extent of these Parks and Gardens is shown on the District Local Plan proposals map. The Council will provide a measure of protection to historic parks and gardens through the following policy.

Policy DM 24

Permission will not be given for development proposals that would adversely affect the character, fabric, features, setting, or views to and from the District's Historic Parks and Gardens.

Advertisements

9.85 Advertisements are an important way for businesses to promote their image, goods and services and are a major part of the street scene in town centres. Without careful control the size, location and number of advertisements can produce clutter and detract from the qualities of individual buildings and whole areas and reduce the amenities of any nearby residents. Similarly, illumination can enliven an advertisement but designed inappropriately can be distracting or garish. Poorly or inappropriately positioned advertisements can also create safety issues for pedestrians and drivers. Conservation areas and listed buildings are much more sensitive to many of these issues. Part of the District's rural area is designated an Area of Special Control for Advertisements where additional controls apply.

9.86 Control over advertisements is exercised through the Advertisement Regulations, which set out when consent is needed and the factors to be taken into account in deciding whether consent should be granted. The factors are set out as safety and amenity.

The Council will determine applications for advertisement consent in accordance with the factors of safety and amenity, as set out in the Advertisement Regulations.

Shopfronts

9.87 Shopfronts contribute greatly to the character of shopping streets and the identity of individual buildings. Their design should respect the proportions, composition and detailing of the building into which they are inserted and follow these principles:

- fascia boards should not encroach over the sills of first floor windows or any other detail of the building and should also respect the scale of the building
- detailing of doors and window frames should reflect the character of the building
- the design should include a stall riser, which is in proportion to the building
- materials should complement the building and not be arbitrarily mixed
- shopfronts should be a coherent part of the general street scene so that, for example, a shopfront that extends over a long frontage of more than one building should respect the individuality of those buildings

9.88 Particular care needs to be taken in conservation areas and with listed buildings. The Council has produced a leaflet to provide more detailed guidance on this.

Policy DM 25

Permission for new shopfronts and alterations to existing shopfronts will only be given if the proposals respect the composition, materials and detailed design of the building and street in which they are located.

Security Shutters and Grills

9.89 The Council recognises the concerns of shopkeepers and other commercial operators to improve the security of their premises. The installation of external shutters and grilles on shopfronts can, however, be an eyesore and undermine the attractiveness of the wider shopping area.

9.90 "Solid" externally mounted roller shutters, including those that are perforated, are highly likely to be unacceptable on shops and listed buildings and in conservation areas. Solutions such as laminated glass, avoiding large expanses of plate glass, or fitting internal lattice grilles will be preferred. The Council has produced a guidance note (Security Measures for Retail and Commercial Premises) which provides further details.

Policy DM 26

Permission for external security shutters and grilles on shopfronts and other commercial buildings will not be granted if they would detract from the character and appearance of the building and the area in which they would be located.

Shopping, Leisure and Culture Policies

9.91 National policy in PPS6 has a primary aim of strengthening town centres; referred to as creating vital and viable centres. A central way in which it does this is to set out a sequential test for the location of development appropriate to town centres which requires a central location first but, if this is not possible, an edge-of-centre location with good connections to the centre next and, again, if this is not possible an out-of-centre location which is served by a range of means of transport. The test is set out in detail in paragraph 2.44 of PPS6.

9.92 This national policy applies to all uses that are appropriate to town centres: retail (including warehouse clubs and factory outlet centres); leisure, entertainment facilities, and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs,

night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices, both commercial and those of public bodies; and arts, culture and tourism (theatres, museums, galleries and concert halls, hotels, and conference facilities). The Council will apply national sequential policy to all these uses with the exception of B1 office if the proposal relates to a site that is allocated or permitted for this use.

9.93 Regard must also be had to the effect of any development proposals on town centres, having regard to their function as set out in policy TC2 in the South East Plan and the Core Strategy's Settlement Hierarchy.

The Council will apply the national policy in PPS6 to any proposals for development that are appropriate to town centres. Proposals for B1 office development will not, however, need to comply with this policy if they relate to land which is allocated for such use in the Site Allocations Document or already has planning permission.

Town Centres and Shopping Frontages

9.94 In order that the sequential test can be put into operation it is necessary to define the extent of the town centres at Dover and Deal. The boundaries are determined by the concentration of uses that are appropriate to a town centre and are shown on the proposals map.

9.95 The centres contain a concentration of retail uses characterised by a combination of the highest rental values and representation by multiple retailers. This area is the primary shopping area and it consists of primary and secondary retail frontages where the Council, in accordance with the guidance in PPS6, wishes to take a measure of control over changes of use to ensure that the retail vibrancy of the areas is not diluted.

9.96 The Use Classes Order defines shops as A1 use, financial and professional services as A2, restaurants and cafés as A3, drinking establishments as A4 and hot food take-aways as A5. The Council considers that the primary shopping frontages, which relate only to ground floor premises, should be the focus for shopping and refreshment while the secondary frontages can accommodate a wider range of uses including financial and professional services and hot food take-aways.

Policy DM 27

Within the ground floor of premises in the Dover and Deal primary shopping areas permission will only be given for:

- i. A1, A3 and A4 uses in the Primary Shopping Frontages
- ii. A1, A2, A3, A4 and A5 uses in the Secondary Shopping Frontages

9.97 The Core Strategy has recognised that Sandwich town centre is showing signs of stress and decreasing vibrancy. Shopping provision is essentially secondary in nature and the approach of defining primary and secondary frontages is not appropriate. The Council considers that there is a need to provide a measure of control over changes of use to the ground floor of premises in the centre's core on par with the secondary frontages at Dover and Deal. This, allied to the community initiative to enhance Sandwich, should help to strengthen Sandwich's centre.

Policy DM 28

Within the ground floor of premises in the Sandwich secondary shopping frontage permission will only be given for A1, A2, A3, A4 and A5 uses.

Local Shops

9.98 Shops in suburban locations and the rural area provide a valuable service and have an important function in securing a sustainable pattern of development. They can reduce the need for people to travel to town centres for small amounts of everyday shopping and have a social function. Local shops are defined by the extent of the catchment that they intend to serve and for the purposes of this plan will have a gross floor area not exceeding 500 square metres. Such proposals will not be subject to the sequential test in PPG6.

9.99 The Council will also be prepared to permit local shops on areas allocated for employment development, should there be such demand, as this would provide facilities for workers close to hand and reduce the need to travel.

Policy DM 29

Proposals for local shops or extensions to local shops will be permitted:

- i. within the urban areas and in rural settlements where consistent with the Settlement Hierarchy
- ii. on development sites for employment uses

Retention of Rural Shops and Pubs

9.100 Rural shops and pubs are of great importance to the economic and social well-being of rural communities and are factors in determining the position of a settlement in the Settlement Hierarchy. The loss of these facilities can be a severe blow to the local community.

9.101 When applications are submitted for the change of use of a rural shop or pub account will be taken of its importance to the community that it serves and the range of other facilities and services that would remain. Permission to alternative uses will not be given if the community would be left without any local shops or facilities, or the range would be seriously diminished, unless the applicant has established that a shop or pub use is no longer commercially viable.

9.102 The Council will have regard to the way in which the shop or pub has been managed. The Council's study into rural shops found that viability issues were often closely related to management techniques and a failure to keep up with competitors. The Council will also wish to see that adequate and genuine attempts have been made to market the premises for shop or pub use, as appropriate, but have failed to produce a viable offer. Marketing should be through an appropriate agent and for a period of time that fully tests demand having regard to the buoyancy of prevailing market conditions.

Policy DM 30

Planning permission will only be granted for the change of use of a rural shop or pub if its loss would not harm the economic and social viability of the community that it serves or, if such harm would occur, it has been adequately demonstrated that the use is no longer commercially viable and genuine and adequate attempts to market the premises for retail purposes or as a pub (as appropriate) have failed.

Open Space and Outdoor Recreation Policies

9.103 The Council has undertaken extensive research into the District's open spaces using the policies and guidance in PPG17. This has covered outdoor sports, children's play and informal open space and has been used to develop local standards of provision that are set out in the Development Contributions Supplementary Planning Document. This Document also sets out the Council's approach towards meeting the increased needs for open space that arise from new development through either additional provision or improvements to existing provision.

9.104 The District does contain a good range of open spaces but there are issues of localised deficiencies in quantity and quality with many sites. Maintenance of the quality of many publicly owned sites is an increasing issue. In respect of children's play the Council's general approach is to move towards a smaller network of higher quality spaces which are located to still ensure reasonable access. This will be allied to seeking street design in new development that allows for safe play at the very local level.

9.105 The basis for the Council's approach towards open space is to protect from alternative uses the spaces that have been identified through its research. Alternative uses will only be permitted if it can be demonstrated that there would be no quantitative or qualitative loss to the open spaces network or that the use is ancillary to the open space. The sites making up the open spaces network are shown on the proposals map to the Adopted Local Plan and protected by the following policy. The policy is phrased to apply to other open spaces in order to allow protection to extend to any new spaces that may be created and to those that were too small to be considered in the research.

9.106 The research on the open space has identified a number of amendments to the proposal map. Plans showing proposed changes to land designated as open space on the District Local Plan proposals map can be viewed on the Council's website and at Council Offices and local libraries. All of the other areas of open space remain unchanged and are identified on the existing proposals map.

Policy DM 31

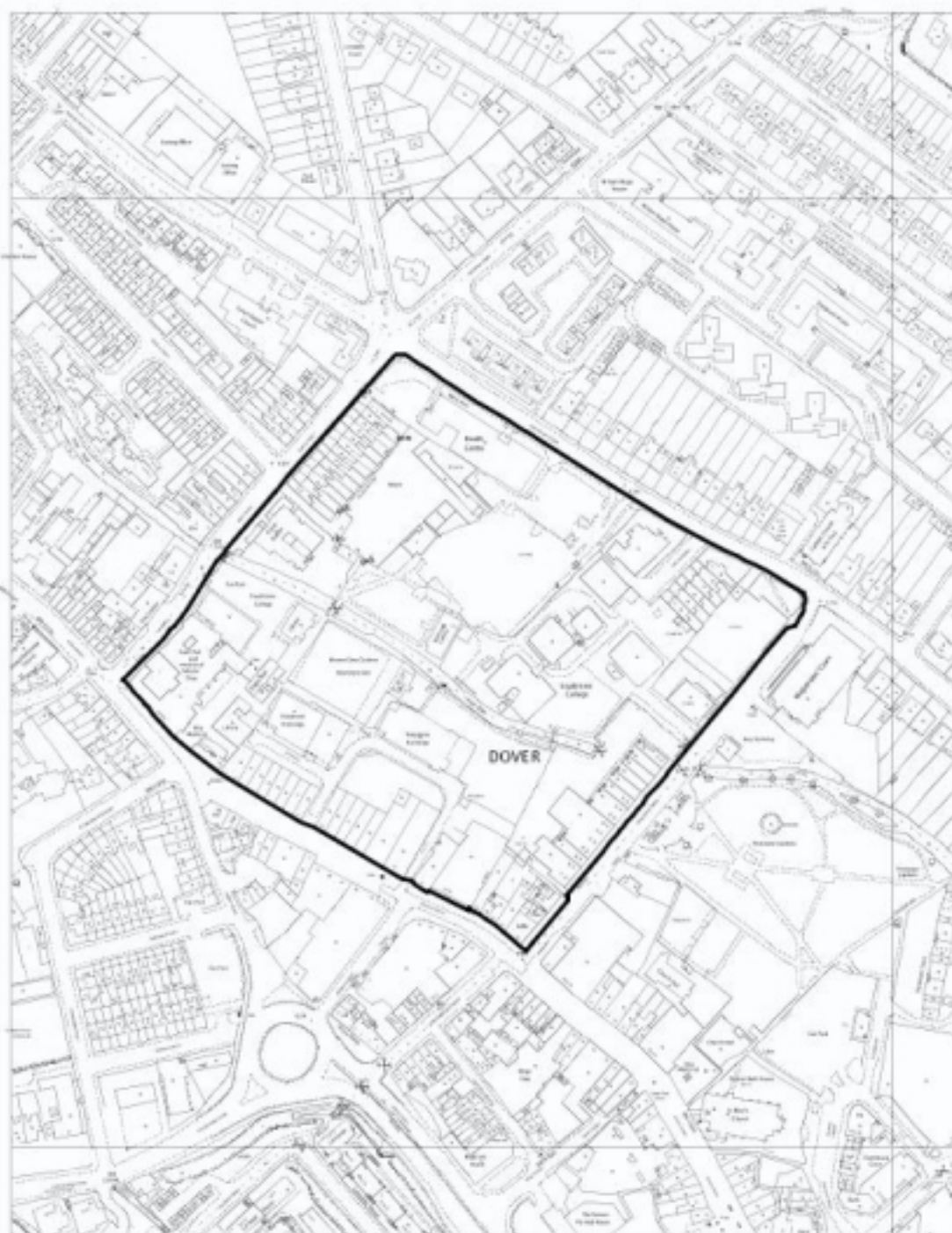
Proposals for development that would result in the loss of open space will not be permitted unless:

- i. there is no identified qualitative or quantitative deficiency in public open space in terms of outdoor sports sites, children's play space or informal open space, or
- ii. where there is such a deficiency the site is incapable of contributing to making it good, or
- iii. where there is such a deficiency the site is capable of contributing to making it good, a replacement area with at least the same qualities and equivalent community benefit, including ease of access, can be made available, or
- iv. in the case of a school site the development is for educational purposes, or
- v. in the case of small-scale development it is ancillary to the enjoyment of the open space, and
- vi. in all cases except point 2, the site has no overriding visual amenity interest, environmental role, cultural importance or nature conservation value.

Appendix 1 Site Plans



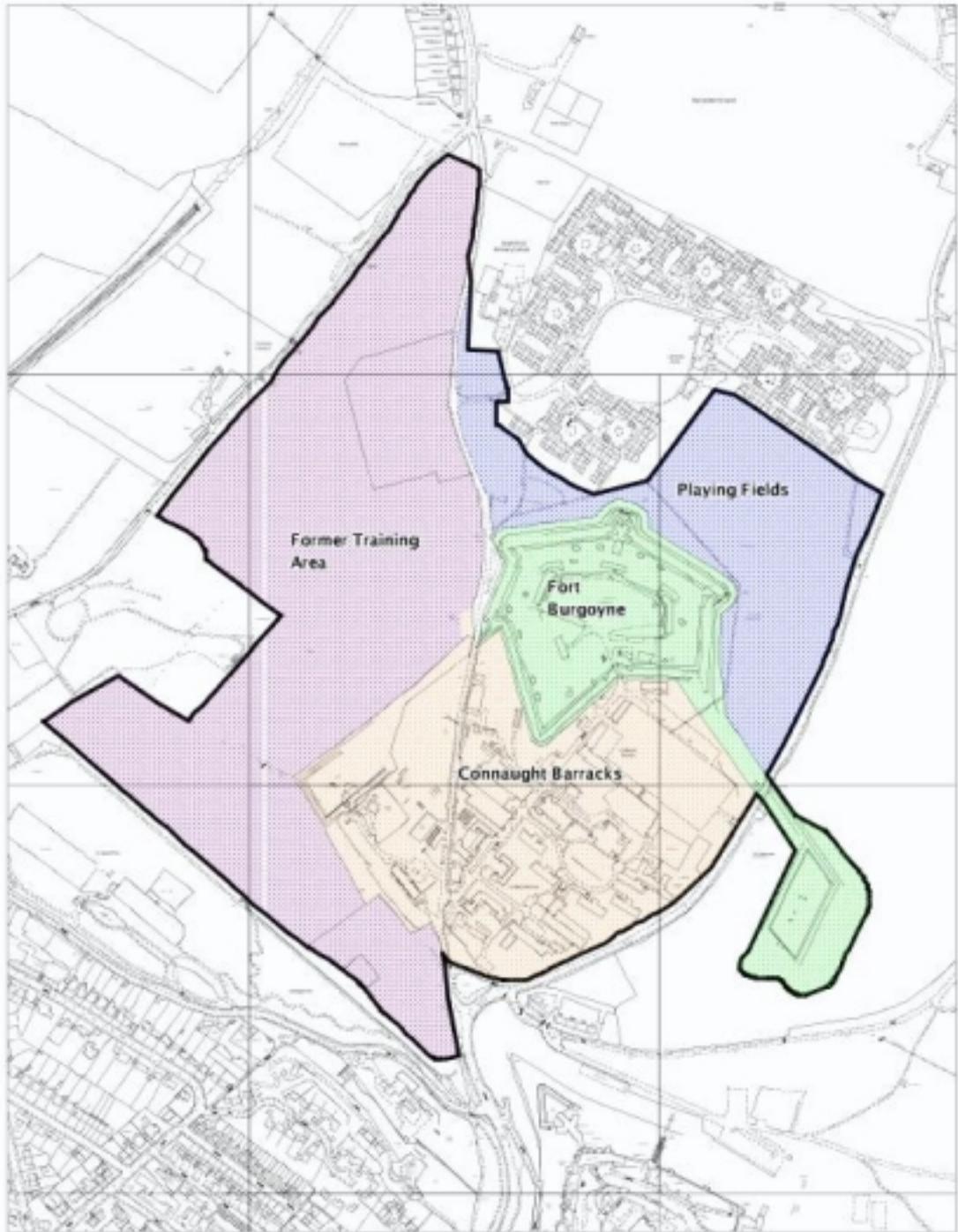
Map 1.1 Port of Dover



Scale 1:2500
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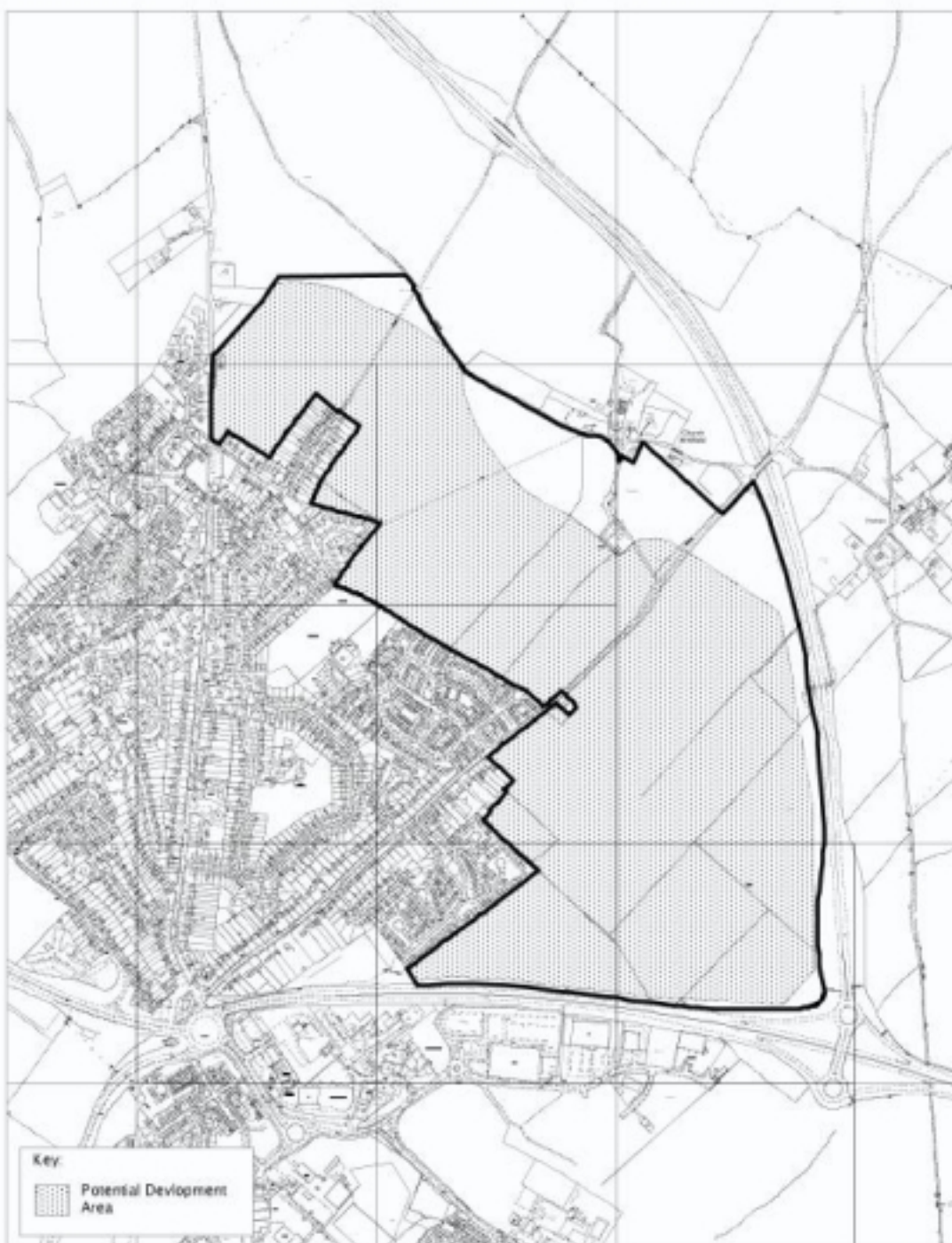
Map 1.2 Mid Town



Not to Scale
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Map 1.3 Connaught Barracks



Scale 1:1250
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Map 1.4 Proposed Expansion of Whitfield



Scale 1:5000

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Map 1.5 Dover Shopping Frontages



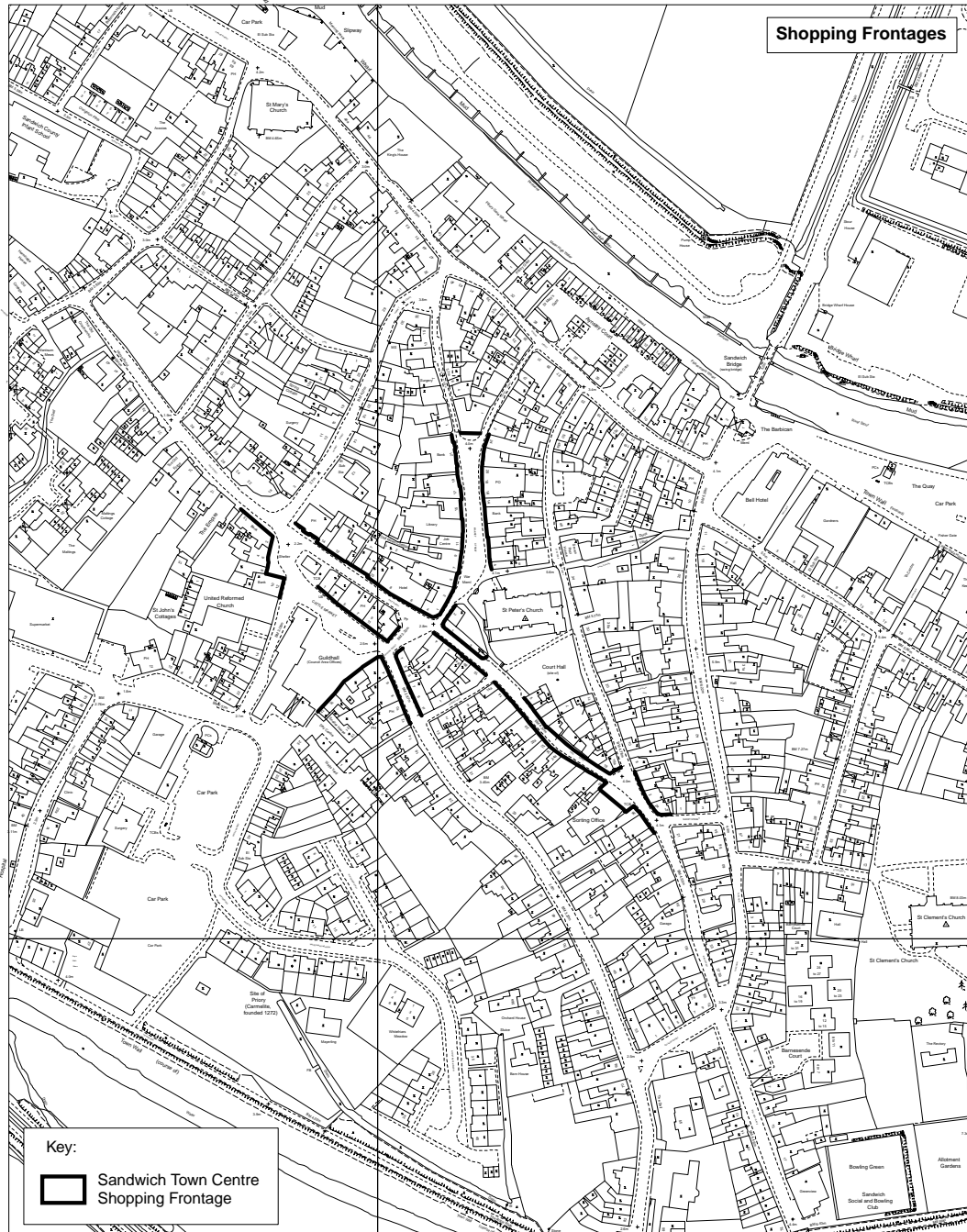
Scale 1:2500

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Map 1.6 Deal Shopping Frontages



Scale 1:2500

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Map 1.7 Sandwich Town Centre Shopping Frontage

Appendix 2 Glossary

Air Quality Management Zone	Designated zone where specific air quality management proposals (defined in an air quality action plan) are proposed by a local authority to improve air quality and ensure that Air Quality Objectives are met.
Areas of change	Identified areas within the town that are in need of regeneration.
Area of Outstanding Natural Beauty (AONB)	Areas of Outstanding Natural Beauty are designated under the National Parks and Access to the Countryside Act 1949 for their outstanding landscape quality. There are 37 AONBs in England covering 15.6% of the land area and a wide range of landscape types.
Areas of Special Control for Advertisements	An unspoiled rural area where advertisements are strictly controlled in order to protect its character.
BREEAM Standards	Building Research Establishment's Environmental Assessment Method is the world's longest established and most widely used environmental assessment method for buildings. It sets the standards for best practice in sustainable development and demonstrates a level of achievement.
Business Development Strategy	A study that was undertaken to assess the provision of business support services in the District, to target inward investment and to identify priorities for the Council's Economic Development Service and to inform the preparation of the LDF.
Channel Tunnel Rail Link	High speed rail route linking the Channel Tunnel with Ashford, Ebbsfleet, London.
Community Hub	Complementary community facilities (such as a sports hall, clubs, nurseries or schools) located in one area to focus community activity.
Community Strategy	A plan, developed by a local authority in partnership with other public, private and community sector organisations, to promote economic, social and environmental well-being of the area and to contribute to the achievement of sustainable development.
Compulsory purchase	Legislation in England and Wales that gives local authorities the power to acquire land compulsorily, to help deliver social and economic change, where the landowner or occupier is not willing to sell by agreement.
Core Strategy	The Core Strategy is the principal document in the LDF and will contain the Council's vision and spatial strategy for the future development of the District.

Decent Homes Standard	A Government standard set out in the Green Paper 'Quality and Choice: A Decent Home for All' (July 2000), which sets out to improve the quality of social housing. To meet the standard, a property must have reasonably modern facilities, be warm and weatherproof.
Dover District Settlement Review & Hierarchy	A review of the facilities within settlements with the goal of identifying settlements suitable for future sustainable growth.
Dover Masterplan	A study which considers options and appraisal work on a series of areas within the urban area of Dover, and illustrates how they can be developed.
Eco Homes Excellent Standard	<p>"EcoHomes" offered by the Building Research Establishment (BRE), is a straightforward, flexible and independently verified environmental assessment method which looks at a range of environmental issues in new homes.</p> <p>Environmental performance is expressed on a scale of Pass to Excellent. . Properties which reach "Excellent" standards will be highlighted with the highly rated symbol.</p>
Evidence Base	The process of producing a LDF firstly requires the assembly of an evidence base. This base can consist of studies, plans and strategies produced by the Council and other organisations.
Exceptions Test	A test with three criteria, set out in Planning Policy Statement 25, Flood Risk, which need to be passed before development can be considered in areas at risk of flooding.
Feasibility Study	A preliminary study undertaken to determine and document a project's viability.
Flood Risk Assessment	A detailed, site - based, investigation that is undertaken by the developer at planning application stage.
Flood Zones (1, 2 and 3)	Flood Zones indicate the probability of flooding. Flood Zone 1 has the lowest probability and Flood Zone 3 has the highest. Zones 2 and 3 are shown on the Environment Agency Flood Map with Flood Zone 1 being all the land falling outside Zones 2 and 3.
Green Travel Plan	A package of practical measures to encourage staff and/or users of a development to choose alternatives to single occupancy car use and to reduce the need to travel.
Groundwater Source Protection Zones	Areas defined by the Environment Agency in which certain types of development are restricted/prevented in order to ensure that groundwater sources remain free from contamination/pollution.

Hamlet	Name used in the Settlement Hierarchy to describe settlements with no facilities. Not suitable for future development.
House Condition Survey	A survey that provides information to assist in the development and monitoring of policies directed towards the repair and improvement of housing stock, and improvement of energy efficiency.
Housing Health and Safety Rating System	A risk assessment methodology that grades the severity of the estimated threat to health and safety from defects and deficiencies in housing. It provides a means for comparing hazards in different dwellings, and for comparing widely differing hazards.
Housing Information Audit (HIA)	An annual housing land study that is undertaken to meet statutory, policy and research requirements. It is managed and co-ordinated by Kent County Council and undertaken by the Local Authorities. Information collected includes properties that have not been constructed, number of properties under construction and properties completed. The Study also phases development in the future. Studies for each District in Kent can be viewed at, www.kent.gov.uk/Community/kent-and-its-people/facts-and-figures .
Indices of Multiple Deprivation	The Index of Multiple Deprivation combines a number of indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for each small area in England. This allows each area to be ranked relative to one another according to their level of deprivation.
Kent and Medway Structure Plan	A plan to provide the strategic planning framework that will guide decisions on development, transport and environmental matters in Kent for 20 years.
Kent Minerals Submission LDF	Prepared by the County Council, an LDF setting out policies to provide for the supply of minerals in Kent. The document has reached the 'Submission' stage in the LDF process.
Listed Building	A building of architectural or historical importance, graded according to its importance (Grade I, II*, II). The list is kept by English Heritage. Buildings on the list are subject to special control.
Local Transport Plan	A plan that sets out the local authority's transport policies and detailed investment priorities over a five year period.
Natura 2000	European Union governments adopted legislation designed to protect the most seriously threatened habitats and species across Europe. This legislation is called the Habitats Directive. At the heart of the Directive is the creation of a network of sites called Natura 2000. Special Protection Areas and Special Areas of Conservation make up the Natura 2000 series.

North Deal Community Partnership (NDCP)	A local community led partnership aiming to create a sustainable neighbourhood by improving the provision of services, welfare and leisure in the North Deal area.
Ponding	Locations susceptible to spray-water from waves crashing against sea defences or from prolonged precipitation. This water can pond in lower areas.
Preferred Option	The Council's proposed spatial policy direction.
Primary Health Care Trust (PCT)	The local NHS organisation responsible for improving the health of their local population, providing community and primary care services and commissioning hospital and other specialist services.
Primary Shopping Frontage	The most important shopping area of a town, usually characterised by having the highest rents and pedestrian flow, where development on ground floors is primarily restricted to retailing.
Public realm	Streets and spaces which can be accessed by the public.
Rapid Inundation Zone (RIZ)	An area immediately behind flood defences which, should they fail, will generate a combination of high velocities and flood depths that would cause a risk to life.
Rural Service Centre	Term used in the Settlement Hierarchy for the primary settlement that has the function of serving a large rural hinterland.
Registered Social Landlords (RSL)	RSL refers to a housing landlord registered with the Housing Corporation. RSLs may be charities that are housing associations, industrial and provident societies and not-for-profit companies.
Settlement Hierarchy	The grading of settlements based on the number of facilities and function. For example, a town that has banks, a wide range of shops and is the base for the District local authority serving the whole district, would be at the top of the grading. A hamlet with no facilities would be at the bottom. This is used to guide future development.
Site Allocations Document	The LDF document that identifies specific sites to meet the objectives set out in the Core Strategy.
Smart Growth	An urban planning and transportation theory that concentrates growth in the centre of a city to avoid urban sprawl; and advocates compact, transit-oriented, walkable, bicycle-friendly land use, including neighbourhood schools, streets that work for everyone, mixed-use development with a range of housing choices.

South East England Development Agency (SEEDA)	SEEDA, as the Regional Development Agency for the South East, is responsible for the sustainable economic development and regeneration of the South East of England.
Spatial planning	Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes, which influence the nature of places and how they function.
Special Landscape Area	Landscapes of countywide importance where priority is given to the enhancement and conservation of natural beauty.
Strategic Flood Risk Assessment (SFRA)	The assessment of flood risk on a catchment-wide basis for proposed development in a District.
Sustainability Appraisal (SA)	Generic term used to describe a form of assessment which considers the economic, social and environmental effects of an initiative.
Technology and Knowledge Cluster	A geographical concentration of inter-connected companies, specialist suppliers, service providers, firms, and associated institutions within scientific, professional or technical industries.
Traffic Impact Assessment	Traffic Impact Assessments enable highway authorities and developers to assess whether any highway improvements are likely to be required as a result of new or modified developments, and, if so, the nature of those improvements.
Urban Capacity Study	The assessment of the potential for additional housing that can be accommodated within an urban area.
Use Classes	<p>A classification of land uses for development control purposes defined by the Town and Country Planning (Use Class) Order 1987 and subsequent amended orders. Changes of use of buildings or land between uses within a single 'use class' are excluded from the definition of development in the Town and Country Planning Act 1990, thus making planning permission unnecessary.</p> <p>Uses referred to in this Document include:</p>
A1 - Shops	Use as a shop for the sale, display or provision of goods and services (except hot food) to visiting members of the public.
A2 - Financial & Professional Services	Use for the provision of financial or professional services (other than health or medical services) or any other service (including use as a betting office) appropriate to a shopping area where the services are provided principally to visiting members of the public.

A3 - Restaurants and Cafes	Use for the sale of food and drink for consumption on the premises.
A4 - Drinking Establishments	Use of the premises as a public house or bar.
B1 - Business	Use as an office (other than within class A2), or for research and development of products or process, or for light industrial use where the use can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.
B2 - General Industry	Use for any industrial process other than Class B1.
B8 - Storage or Distribution	Use for storage or as a distribution centre.
C1 - Hotels	Use as a hotel, boarding or guest house where, in each case, no significant element of care is provided.
C2 - Residential Institutions	Use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 (dwelling houses)). Use as a hospital or nursing home. Use as a residential school, college or training centre.
C3 - Dwelling House	Use as a dwelling house (whether or not as a sole or main residence) by a single person or by people living together as a family, or by not more than six residents living together as a single household (including a household where care is provided for residents).
Sui Generis	Sui generis uses are their own specific use and planning permission is normally required for any change of use. Examples are Theatres and nightclubs

Village	Name used in the Settlement Hierarchy to describe a settlement that has facilities that serve the immediate population.
Village Confine	The residential core of rural settlements, within which minor residential may be acceptable on suitable sites. They do not define the extent of a village, its community nor its built up area.
Windfall	Windfall sites are those which have not been specifically identified as available in the LDF process. They comprise previously - developed sites that have unexpectedly become available, for example, a factory closure or a new flat above a shop.