

CREATING SUSTAINABLE, STRONG AND HEALTHY COMMUNITIES

Policies background paper



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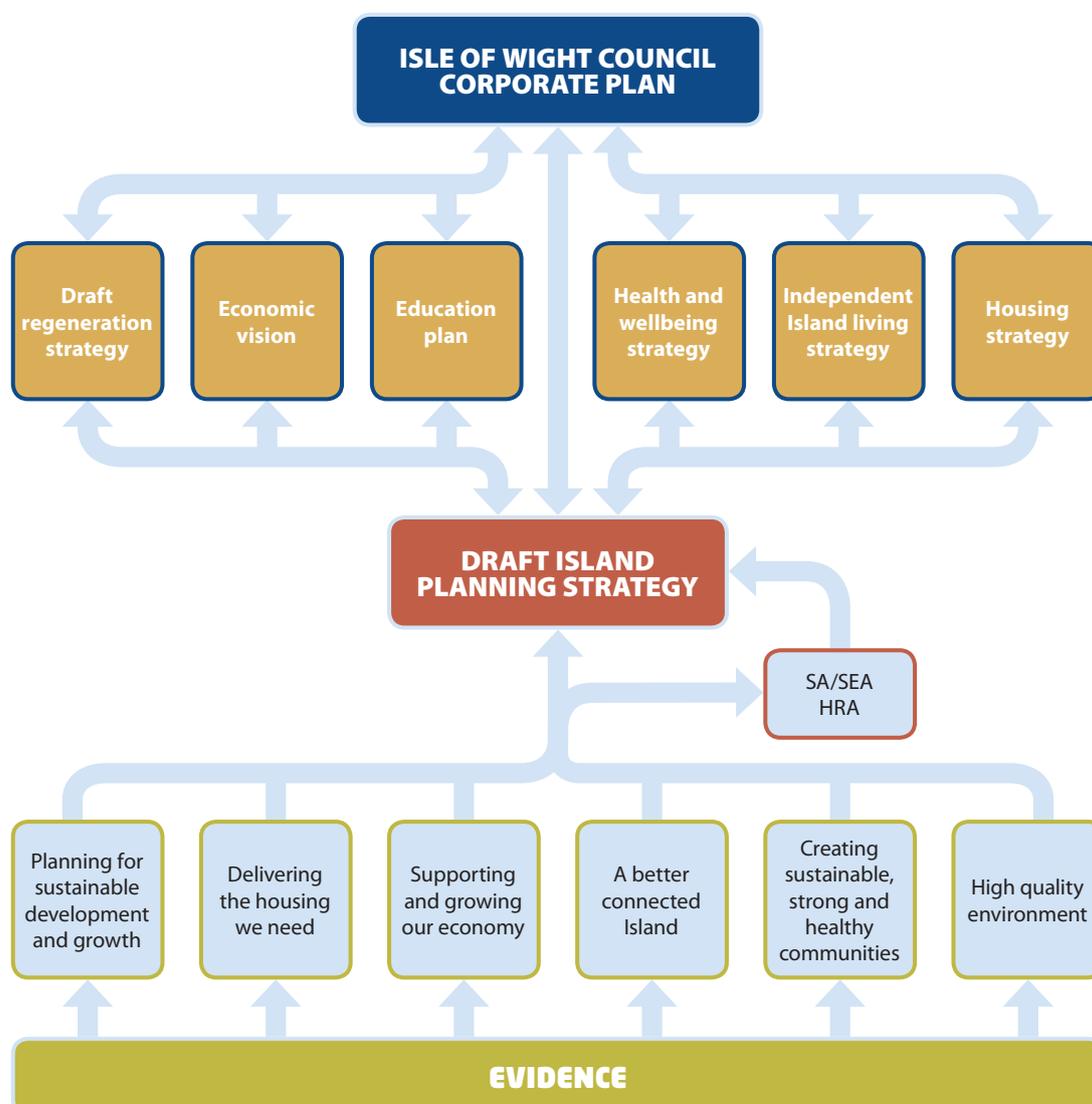
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1.1 The draft Island Planning Strategy has been published for public consultation. The draft strategy sets out the policies the Isle of Wight Council is proposing and how they will be implemented. The policies are grouped into the following 'families':

- Planning for Sustainable Development and Growth
- Delivering the Housing We Need
- Supporting and Growing Our Economy
- A Better Connected Island
- Creating Sustainable, Strong and Healthy Communities
- High Quality Environment

1.2 Background papers have been produced to accompany the draft Island Planning Strategy to summarise the relevant national planning policy framework and practice guidance, explain the issues faced within each policy family, to summarise the evidence and how the proposed policy (either by itself or in conjunction with other policies) will contribute to addressing the issue. This background paper explains the approach taken in relation to the Creating Sustainable, Strong and Healthy Communities policy family. The following diagram sets out the relationship between the draft Island Planning Strategy and a range of other plans and strategies prepared by the council or it's partners, and the technical documents the sustainability appraisal/ strategic environmental assessment (SA/SEA) and habitat regulations assessment (HRA).



2 National Policy and Guidance

- 2.1 As well as addressing achieving sustainable development, the revised National Planning Policy Framework (2018) has a chapter dedicated to promoting healthy and safe communities, and paragraphs 91 and 92 are particularly relevant to this policy family:

91. Planning policies and decisions should aim to achieve healthy, inclusive and safe places which:

a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and

c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

92. To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;

b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;

c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;

d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and

e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

- 2.2 Further to this within the national planning practice guidance there are a number chapters covering issues that relate (directly or indirectly) to this particular policy family.

Design

- 2.3 The importance of good design is recognised within the NPPF, and that 'planning should drive up standards across all forms of development. As a core planning principle, plan-makers and decision takers should always seek to secure high quality design'⁽¹⁾. Paragraph 003 states:

Local planning authorities should secure design quality through the policies adopted in their local plans. Good design is indivisible from good planning, and should be at the heart of the plan making process.

The National Planning Policy Framework requires Local Plans to develop robust and comprehensive policies setting out the quality of development that will be expected for the area. Local planning authorities will need to evaluate and understand the defining characteristics of the area as part of

1 Paragraph: 001 Reference ID: 26-001-20140306

its evidence base, in order to identify appropriate design opportunities and policies.

These design policies will help in developing the vision for an area. They will assist in selecting sites and assessing their capacity for development. They will be useful in working up town centre strategies, and in developing sustainable transport solutions; all aimed at securing high quality design for places, buildings and spaces.

Health and wellbeing

2.4 The role of health and wellbeing in planning is clearly set out in the practice guidance ⁽²⁾:

Local planning authorities should ensure that health and wellbeing, and health infrastructure are considered in local and neighbourhood plans and in planning decision making. Public health organisations, health service organisations, commissioners and providers, and local communities should use this guidance to help them work effectively with local planning authorities in order to promote healthy communities and support appropriate health infrastructure.

2.5 The guidance recognises that there is a range of issues that could be considered through the plan-making process, in respect of health and healthcare infrastructure, including how:

- development proposals can support strong, vibrant and healthy communities and help create healthy living environments which should, where possible, include making physical activity easy to do and create places and spaces to meet to support community engagement and social capital;
- the local plan promotes health, social and cultural wellbeing and supports the reduction of health inequalities;
- the local plan considers the local health and wellbeing strategy and other relevant health improvement strategies in the area;
- the healthcare infrastructure implications of any relevant proposed local development have been considered;
- opportunities for healthy lifestyles have been considered (eg planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and promotes access to healthier food, high quality open spaces, green infrastructure and opportunities for play, sport and recreation);
- potential pollution and other environmental hazards, which might lead to an adverse impact on human health, are accounted for in the consideration of new development proposals; and
- access to the whole community by all sections of the community, whether able-bodied or disabled, has been promoted.

Renewable and low carbon energy

2.6 At the national level it is recognised that increasing the amount of energy from renewable and low carbon technologies will help to make sure the UK has a secure energy supply, reduce greenhouse gas emissions to slow down climate change and stimulate investment in new jobs and businesses. Planning has an important role in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable.

2.7 The guidance indicates that local planning authorities should develop a positive strategy to promote the delivery of renewable and low carbon energy ⁽³⁾

2.8 *The National Planning Policy Framework explains that all communities have a responsibility to help increase the use and supply of green energy, but this does not mean that the need for renewable energy automatically overrides environmental protections and the planning concerns of local communities. As with other types of development, it is important that the*

2 Paragraph: 001 Reference ID: 53-001-20140306

3 Paragraph: 003 Reference ID: 5-003-20140306

planning concerns of local communities are properly heard in matters that directly affect them.

2.9

Local and neighbourhood plans are the key to delivering development that has the backing of local communities. When drawing up a Local Plan local planning authorities should first consider what the local potential is for renewable and low carbon energy generation. In considering that potential, the matters local planning authorities should think about include:

- *the range of technologies that could be accommodated and the policies needed to encourage their development in the right places;*
- *the costs of many renewable energy technologies are falling, potentially increasing their attractiveness and the number of proposals;*
- *different technologies have different impacts and impacts can vary by place;*
- *the UK has legal commitments to cut greenhouse gases and meet increased energy demand from renewable sources. Whilst local authorities should design their policies to maximise renewable and low carbon energy development, there is no quota which the Local Plan has to deliver.*

The issues faced

- 3.1 The Island has a distinctive character, with individual settlements containing historic design features and special qualities which are of vital importance to this character and what makes the Island an attractive place to live, work and visit. These features are important to a community's sense of place. It is essential that new development does not dilute or impact upon this character and high quality and appropriate design is a mechanism for achieving this.

The evidence used

- 3.2 We know from the **Wight We Wight 'Island Conversation' survey results** that place, and therefore by extension good design, is something that a lot of Island residents feel very strongly about.
- 3.3 The design policy within the **Island Plan Core Strategy** has been used successful to defend appeals where design is not considered to be appropriate for the character of the area of the setting of the site. Without a policy of this nature there could be a significant erosion to the quality of landscape and the distinctive character of the Island's settlements and countryside.
- 3.4 The council **monitors its performance at appeal**, to understand whether its policies are working and are being applied properly. This work, in relation to policy DM2 Design Quality for New Development, showed that between April 2012 and March 2018 160 appeals were dismissed where the decision included reference to the design policy within the core strategy.
- 3.5 The **Local Plan Viability Assessment** undertaken on the draft Island Planning Strategy considers that the median build costs on the Island (including an Island adjustment), are sufficient to reflect the design quality expectations set out in the in draft policy.

How the policy contributes to addressing the issues

- 3.6 The current approach to design through the policies in the core strategy is considered to have been successful. However, it is considered greater support is needed through the policy to allow officers to negotiate more firmly and ensure design is of a high quality with appropriate landscaping, together with an increased weight being given to designing for all generations, biodiversity, health and wellbeing.
- 3.7 The appeal information highlighted the strength of the current policy, which forms the basis for the proposed policy. It also identified some areas where, whilst we were making sound assessments and judgements, there perhaps wasn't always the right policy support in place. A clear example of this relates to considering the amenity of future users of the proposed building. This has been addressed through the proposed policy.
- 3.8 The revised policy as proposed gives appropriate weight to the existing character of our towns and villages, which accords with the NPPF's approach of high quality design being a fundamental thread of sustainable.

The issues faced

- 4.1 In recent years developmentd have come forward with very small areas of public realm, with areas being defined more ad private spaces or recreational space. In place setting it is important there are other spaces available for interaction and a flow of movement.
- 4.2 The council also acknowledges that existing areas of public realm have been undervalued, under-maintained and do not include sufficient soft landscaping, all of which are important to health, wellbeing and safety.
- 4.3 In designing spaces and developments that are suitable for all users, regardless of age, ability and needs it is important that weight is given to the design of the public realm and how it relates to existing route and spaces, so that it is usable and legible for all.
- 4.4 To ensure better place making and safer spaces, proposals relating to the existing public realm and proposed developments need to have a greater regard to the importance these spaces have in helping to shape communities.
- 4.5 The council acknowledge that public realm is important and therefore want to incorporate a policy which places weight on this and requires developments to take more account of this to improve the quality of the environment and hence improve wellbeing and place making.

The evidence used

- 4.6 With a growing aging population on the Island the need for 'age friendly spaces' is increasing and, in line with the Island's **Health and Wellbeing Strategy**, it is important that development respond to this.
- 4.7 We also know through the consultation responses received to the council's **Wight We Want 'Island Conversation' survey results** and **Area Workshop feedback analysis** that public realm is an issue people feel strongly about. This is in relation to both the perceived poor state of the Island's current public realm and the provision of public space associated with new development.
- 4.8 This was particularly true in relation to Newport, where the **Shaping Newport** work and document identified this as a real issue and the parish council undertook a **Pedestrian Environment Audit**. Work has also been undertaken at the local level by Wootton Bridge Parish Council, who have prepared a **Walking & Cycling Environment Report**.

How the policy contributes to addressing the issues

- 4.9 The draft policy supports and will facilitate improvements to the public realm and sets out some of the issues proposals are expected to address.

The issues faced

- 5.1 The health of people on the Isle of Wight is varied compared with the England average. About 18% (3,800) of children live in low income families. In Year 6, 20.8% (255) of children are classified as obese. The rate of alcohol-specific hospital stays among those under 18 is 67, worse than the average for England. This represents 17 stays per year. Levels of GCSE attainment, breastfeeding initiation and smoking at time of delivery are worse than the England average.
- 5.2 Life expectancy for women on the Island is higher than the England average, but it is 6.8 years lower for men and 3.7 years lower for women in the most deprived areas of Isle of Wight than in the least deprived areas.
- 5.3 In terms of adult health, the rate of alcohol-related harm hospital stays is 497, better than the average for England. This represents 735 stays per year. The rate of self-harm hospital stays is 173. This represents 219 stays per year. The rate of people killed and seriously injured on roads is worse than average. Rates of sexually transmitted infections and TB are better than average. Rates of statutory homelessness and violent crime are worse than average.
- 5.4 The population of the Isle of Wight is an ageing one, and this has significant implications in terms of the issues faced, the services required and how the services are delivered. The age profile of the Island is very different compared with England - generally speaking the Island is below the national average below the age of 49 and exceeds it above the age of 50, with significantly above average cohorts in the 60-74 age range.

The evidence used

- 5.5 The Island's **Health and Wellbeing Strategy**, prepared by the Island's Health and Wellbeing Board, sets out the shared vision for health and wellbeing on the Island which is that 'People live healthy and independent lives, supported by thriving and connected communities with timely and easy access to high-quality and integrated public services when they need them'. The strategy identifies three key priorities of:

Start well - Children are supported to get the best start in life that will lead to good health and wellbeing. This will provide the foundation to ensure they are able to achieve the best opportunities and wellbeing outcomes throughout their lives.

Live well - Families, individuals and communities are thriving and resilient, with access to good jobs, affordable housing, leisure activities, lifelong training, education and learning, health and care services, and are able to enjoy the place that they live.

Age well - People are able to live independently in their own homes with appropriate care and support. Older and disabled residents are supported to play an active role in their communities and encouraged to maintain and develop their social and community networks.

- 5.6 The strategy is also supported by a range of information including the **Public Health England Isle of Wight Local Authority Health Profile 2018** and the **2018-19 Joint Strategic Needs Assessment (JSNA)** for the Isle of Wight. The JSNA is supported by a range of **fact and figure sheets**, which are available on the council's [website](#).

How the policy contributes to addressing the issues

- 5.7 By proposing to introduce the requirement for a Health Impact Assessment, the council will be able to establish whether the proposed development is taking due consideration of the health issues faced on the Island and how the proposal will contribute to addressing them. The proposed policy also gives explicit in principle support to schemes that contribute to achieving the place based initiatives championed by the Island's Health and Wellbeing board.

The issues faced

- 6.1 Isle of Wight NHS Trust is the only integrated acute, community, mental health and ambulance health care provider in England. Established in April 2012, the Trust provides a full range of health services to an isolated offshore population of 140,000. With 246 beds and handling 22,685 admissions each year, St Mary's Hospital in Newport is the main base for delivering acute services for the Island's population.
- 6.2 The trust owns non-operational land to the north of the hospital, which is in agricultural use. Historically this land had been safeguarded for the potential expansion of the hospital, but this wasn't required and the land was allocated in the Island Plan Core Strategy for employment uses to include healthcare and care-related employment provision, social and community facilities, leisure uses along with a range of B-type employment uses. However, the lack of demand for the employment elements of the allocation has meant that the site has not come forward
- 6.3 The Isle of Wight Clinical Commissioning Group (CCG) is working with partners on an Acute Services Redesign, which will look at hospital services will be run. This is, in part, due to patient needs becoming increasingly complex. Demand for health and care is growing at a rate that is unsustainable for the current system to manage as people are living longer, increasingly spending longer in poor health, with multiple chronic conditions.
- 6.4 Consequently, services will need to transform in order to meet this additional demand in ways that are more tailored around the needs of an ageing population with multiple care needs. Traditional ways in which acute services are organised are not always best placed to respond appropriately to these needs.
- 6.5 The Isle of Wight local care system's vision for a new care model aims to create a place based system of integrated care by delivering health and care services as close to home as possible. This will mean many services traditionally provided in hospital settings will in future be provided in community settings in a more person-centred way.

The evidence used

- 6.6 The council is working with the Trust to improve the health and wellbeing of the Island's residents by delivering care at the right time and in the right place, and to ensure that people receive co-ordinated care that is appropriate to their needs. The underlying issues regarding the Acute Services Redesign are set out in a paper to the CCG Governing Body - **Transforming Acute Services for the Isle of Wight**.
- 6.7 Through the **Extra Care Housing Strategy** we know that 80% of hospital bed days at St Mary's Hospital are used by patients over the age of 65; and 50% of bed days are used by patients over 80 years old. The provision of housing with around the clock care and support will enable people to return to the comfort of their home to convalesce.

How the policy contributes to addressing the issues

- 6.8 The outcomes of applying this policy will contribute to service provision and commissioning being delivered in the most efficient and cost-effective way across the whole system.
- 6.9 Should it be required, a step-down (or sub-acute) facility provides an intermediate level of care for patients who have been discharged from the intensive care unit (or other acute units). Such a facility can play an important role in patient care through the healthcare system, and can be tailored to meet a range of patients and their needs to give better patient outcomes. It would help manage beds and ensure that urgent and planned for care can be given.

The issues faced

- 7.1 As well as the issues outlined in relation to draft policy CSSHC3 - Improving Our Health and Wellbeing, there is also an higher the average level of dementia on the Island. We also admit more people into care, which has a resource implication for the council.
- 7.2 The council aims to help people to maintain and improve their wellbeing and to live as independently as possible. It recognises that Independent Island Living provides an important alternative for those who rely on care and support and would otherwise be placed in residential care if suitable accommodation were not available.
- 7.3 The Independent Island Living Programme was established in summer / autumn 2017 to increase the pace, quantity and quality of Independent Island Living accommodation being delivered across the Island. The programme team has worked closely with staff across the council and partner organisations, as well as developer/ providers to understand the barriers to delivery and to systematically remove them.

The evidence used

- 7.4 As well as the evidenced listed in support of draft policy CSSHC3 - Improving Our Health and Wellbeing, the council has also prepared a **Independent Island Living Market Statement** and a **Extra Care Housing Strategy background evidence document**.
- 7.5 The **Housing Needs Assessment** reports that data shows an expected 40% increase in the population aged 65+ over 2016-2034. It also highlights that there is expected to be a 58% increase in the number of older people with mobility problems and an increase of over 20% in the number of people with a long-term health problem or disability (LTHPD). There are concentrations of such households in the social rented sector. the assessment indicates that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair user dwellings.
- 7.6 The **Joint Strategic Needs Assessment** (JSNA) told us that just over a quarter, 26.1% of Island residents, are aged 65 years old or over. Further research informs us that 1.4% of Island residents aged 65 years or over, has been diagnosed with dementia. The national average is 0.7%. By 2030 4,232 individuals on the Isle of Wight will have dementia. This will equate to just under 9% of the population aged 65 years or over and 45.5% of the population aged 85 years old and over.
- 7.7 The Isle of Wight Council permanently admitted 21.2% more people aged 65 years or over into residential and nursing care compared to relevant comparator groups; and 11.3% more than the national average ⁽⁴⁾. It is considered that the lack of suitable alternative accommodation is one of the reasons behind these statistics.

How the policy contributes to addressing the issues

- 7.8 The draft policy provides explicit support for the council's Independent Living Strategy and will facilitate development that contributes to meeting it. Independent Island Living will help to meet the needs of many with the benefits being felt across the wider community, and will contribute to family sized accommodation become available for those that need it. Ultimately it will help to alleviate pressures on the NHS and bring about better outcomes for those who live and use the schemes.

4 NHS Digital (2015- 2016), Adult Social Care Outcomes Framework, Isle of Wight Council

The issues faced

- 8.1 The local planning authority has not necessarily supported the provision of annexe accommodation in the past. However, in light of the issues identified relating to draft policies CSSHC3 - Improving Our Health and Wellbeing, CSSHC4 - Health Hub at St Mary's Hospital and CSSHC5 - Facilitating Independent Living, the ability to provide care and support in a different way, and at a different point, is becoming increasingly important.

The evidence used

- 8.2 The evidence outlined in the preceding three policies also informs the approach proposed in this particular policy.

How the policy contributes to addressing the issues

- 8.3 By being supporting the principle of annexe accommodation and being clear over what will be expected it is anticipated that more annexed accommodation will be provided. This in turn will enable a greater level of independent living, with the ability for family and/ or healthcare professionals to live in close proximity to provide care, should the need arise.

The issues faced

- 9.1 Locality working is a pivotal element of the new model of care agreed by the local care system. The Isle of Wight Council, Isle of Wight Clinical Commissioning Group and NHS Trust, as the Local Care Board, have a shared view of the type of integrated local services they are looking to develop, based on an integrated locality model, and have established three integrated localities with identified community health and care services.
- 9.2 These three locality areas across the Island, which are broadly split into west (including Newport), east and south and serving a population of approximately 50,000 people. The five regeneration areas are also broadly based on these locality areas.
- 9.3 In terms of land use locality hubs are physical buildings offering a fully integrated GP-led, multi-disciplinary 'one-stop-shop' services in the community and will deliver proactive and reactive care.
- 9.4 In Pyle Street, the intention is to deliver a residential-led, mixed-use development in the heart of the Island's county town, incorporating a locality hub which brings together a range of public health and wellbeing support services and high-quality commercial space; and acting as a catalyst for the regeneration of Newport.
- 9.5 At The Heights the vision is to deliver a co-located health and wellbeing hub to serve the Bay locality, incorporating a range of leisure, public health and wellbeing support services and acting as a catalyst for the regeneration of the Bay area.

The evidence used

- 9.6 **Isle of Wight Local Care Plan 2017-2021** sets out the approach towards care on the Island, and this approach is supported by a range of papers considered by the Local Care Board.
- 9.7 Wider evidence that co-location is an important enabler of effective integrated care. Operating from a shared space presents opportunities for pooled intelligence, fewer handoffs, increase flexibility and resource management as well as improving team working/ culture that enhances integrated care delivery.

How the policy contributes to addressing the issues

- 9.8 The draft policy proposes to allocate land for two locality hubs, which will contribute to providing certainty of delivery for the wider project.

The issues faced

- 10.1 The council and partners are working together through the One Public Estate (OPE) programme to understand whether a 'blue light' hub, shared between the ambulance, fire and police services is feasible. Services are currently provided from separate facilities and it is considered that there are opportunities for collaboration around the Island's emergency services estate. The Island OPE Land and Assets Board will work to fully understand the financial and operational benefits that could result from developing fit-for-purpose office, operational and workshop space to replace the police, fire and rescue and ambulance services fragmented and ageing estate in Newport.

The evidence used

- 10.2 The Council is currently leading on a One Public Estate (OPE) programme funded by the Cabinet Office in partnership with the Local Government Association. The council is working with key partners including NHS, Clinical Commissioning Group (CCG), Homes England, Fire Service and the Police and Crime Commissioner on its delivery with a focus on council and health integration.
- 10.3 OPE is intended to generate efficiencies (running costs and capital receipts), create economic growth (through housing and jobs) and help deliver more integrated public services.
- 10.4 The council were successful in bidding for and securing £250,000 in Phase 5 of the programme in February 2107 which is currently being used to resource 3 projects:
- Pyle Street Community Hub, Newport
 - Co located blue light services, Newport
 - Heights/Barracks Community Hub, Sandown
- 10.5 The **Isle of Wight Once Public Estate Programme Services and Assets Delivery Plan** sets out some of the details around this piece of work, and what will be required moving forward.

How the policy contributes to addressing the issues

- 10.6 The proposed policy recognises the issue of the potential for a blue light hub to be delivered during the plan period. It gives the commitment of the local planning authority to work with the various partners at the earliest possible stage to establish, from a planning perspective, the suitability of any proposed locations.

The issues faced

- 11.1 The Climate Change Act 2008 sets a target to reduce UK greenhouse gas emissions by 80% below 1990 levels by 2050. This means emissions falling from around 14 tonnes per person in 1990 to around 2 tonnes per person in 2050. Carbon dioxide (CO₂) is the main greenhouse gas, accounting for about 81 per cent of the UK greenhouse gas emissions in 2016 (LA Carbon Dioxide Emissions Estimate 2016 (Dept for Business, Energy and Industrial Strategy)).
- 11.2 The national planning policy framework (July 2018) sets out that the planning system should help to shape places in ways that contribute to radical reductions in emissions and support renewable and low carbon energy and associated infrastructure.
- 11.3 One of the ways in which reduction targets can be delivered at the local level is by increasing the amount of energy (both electricity and heat) we secure from renewable and low-carbon sources. Renewable energy has the benefit of zero net carbon dioxide emissions and can be delivered at both a large-commercial and small-domestic scale by a number of different technologies, including wind turbines, biomass boilers and photovoltaic cells.

The evidence used

- 11.4 Theresa May in her Foreword on **The Clean Growth Strategy – Leading the way to a low carbon future** (October 2017 and amended April 2018), set out the actions being taken to put clean growth at the centre of our modern Industrial Strategy. It includes changing the way homes are heated, how cars are powered and how the national grid is run. She set out that it cannot be achieved through Government action alone stating, *'We must harness the ingenuity and determination of all our people and businesses across the country if we are to build a better, greener Britain'. 'Success in this mission will improve our quality of life and increase our economic prosperity. It will mean cleaner air, lower energy bills, greater economic security and a natural environment protected and enhanced for the future'*.
- 11.5 Greg Clark, Secretary of State for Business, Energy and Industrial Strategy, in his introduction to the same document stated that *'The low carbon economy could grow 11 per cent per year between 2015 and 2030, four times faster than the projected growth of the economy as a whole. This is spread across a large number of sectors: from low cost, low carbon power generators to more efficient farms; from innovators creating better batteries to the factories putting them in less polluting cars; from builders improving our homes so they are cheaper to run to helping businesses become more productive'*.
- 11.6 It is clear that reducing Britain's carbon footprint is central to meeting the overarching greenhouse gas emission targets. There are a number of ways to achieve these reductions including the increased use of renewable energy technologies. This can be evidenced from the Department for Business, Energy and Industrial Strategy's document, *2017 UK Greenhouse Gas Emissions, Provisional Figures, March 2018*. This shows that there is a general decrease in carbon dioxide emissions across the UK. One of the reasons cited is being the switch in the fuel mix for electricity generation from coal and gas to renewables. This has been facilitated in part been by the falling costs of many low carbon technologies including solar and wind with costs becoming more comparable in cost to coal and gas.
- 11.7 The 2005-2016 UK local and regional CO₂ emissions published in June 2018 sets out that the Isle of Wight per person CO₂ emissions has reduced from 5.8t to 4.0t over that period.
- 11.8 The National Planning Policy Framework (July 2018) sets out that new development should be planned for in ways that can help to reduce greenhouse gas emissions, such as through its location, orientation and design. It also sets out that planning should help increase the use and supply of renewable and low carbon energy and heat. This can be achieved by incorporating positive policies that maximise the potential for suitable development from these sources, while ensuring that adverse impacts are addressed satisfactorily (including cumulative landscape and visual impacts). It can also be achieved by either setting positive policies or consider identifying

suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure their development. Additionally identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.

- 11.9** Whilst the council should design policies to maximise renewable and low carbon energy development, there is no quota which the Island Planning Strategy has to deliver. However, to contribute to the reduction of green gas emissions the Isle of Wight has the ambition of becoming self-sufficient in renewable electricity production. This is defined as producing as much electricity from renewable sources as is consumed over an annual cycle. This will not only help reduce the carbon footprint of the Island but facilitate a more resilient energy supply. This is especially relevant as there are increasing demands for electricity whilst at the same time the Grid needs upgrading and many power stations have had no investment and are reaching their end of life. It also makes the Island much more resilient to energy supply crises, from global energy shortages to damage to the mainland interconnectors, if it is able to generate sufficient power locally to meet the demands of households and businesses. There will also be economic benefits to the Island from the installation, operation and maintenance of renewable energy systems and, over time, there might also be an economic advantage arising from avoiding the use of the transmission system. Local energy systems additionally allow the community to benefit through investment opportunities, direct supply and grid services.
- 11.10** Over the longer-term, the installed capacity requirement will be affected by both the Island's annual demand for electricity and the generation technologies which are available and permitted. On the demand side, there are expected to be continual improvements in energy efficiency, thereby reducing demand, but these could be counterbalanced by an increase in demand for electric vehicles and electric heating (e.g. heat pumps). With regards to generation, more efficient devices or, new renewable generation technologies might emerge which could change the amount of capacity required.
- 11.11** The reasonable alternatives considered included not having a policy on renewable energy. This however, would result in speculative applications not being assessed against an appropriate policy framework that considers the potential location and impacts aspects of a scheme. Identifying suitable areas for renewable and low carbon energy sources was not possible at this stage as no sites have been put forward for such uses. Furthermore, the extent to which the area can accommodate certain types of renewable energy technologies is constrained by the geography and designations across the Island. It was considered more appropriate to include a positive policy approach that provided a framework for any relevant applications to be assessed against.

How the policy contributes to addressing the issues

- 11.12** The council has estimated that the ambition to be self-sufficient in renewable energy production across the Island requires an installed capacity in the region of 220 - 300MW, depending on the mix of technologies. This is based on the Island's annual consumption of approximately 537 GWh (gigawatt hours) (2016 figures).
- 11.13** A renewable energy calculator, provided by the University of Southampton, has been used to estimate the capacity requirement to meet the policy. The calculator uses different load factors for each technology and calculates typical annual production figures. Using the Island's 2016 electricity consumption figure of 537 GWh, this could be achieved, for example from current technologies with an installed capacity as follows:

	Example 1		Example 2		Example 3	
Technology	Installed capacity (MW)	Output (GWh pa)	Installed capacity (MW)	Output (GWh pa)	Installed capacity (MW)	Output (GWh pa)

Onshore wind	2	4	2	4	30	66
Tidal Stream	35	107	75	230	30	92
Energy from waste	25	186	25	186	25	186
Solar PV - field scale	225	217	100	96	180	173
Solar PV - rooftop	20	19	20	19	20	19
Total	307	533	222	535	285	536

Table 11.1

- 11.14** The table above is indicative only and does not represent a preferred solution. With the the emergence of new technologies it is likely that this 'mix' will change over time.
- 11.15** To facilitate meeting the self-sufficiency ambition the council has adopted a positive and flexible policy approach to renewable energies and low carbon technologies. The policy sets out proposals will be supported, subject to other relevant policies for a mix and scale of technologies. This extends to associated infrastructure and storage and the potential for new technologies and include technologies at a domestic, community or large commercial scale.
- 11.16** The policy also seeks to assist with a continuation on the year on year carbon dioxide emissions reduction that is required nationally. It also supports the increasing need for energy from renewable and low carbon technologies and will continue to help make sure the UK has a secure energy supply whilst reducing greenhouse gas emissions. This has the added effect of helping to slow down man-made climate change and stimulate investment in new jobs and businesses.

The issues faced

- 12.1 In England, the National Planning Policy Framework (July 2018) sets out that new development should be planned for in ways that can help to reduce greenhouse gas emissions.
- 12.2 In local terms, the **2005-2016 UK local and regional CO2 emissions** published in June 2018 ⁽⁵⁾ sets out that the Isle of Wight per person CO2 emissions has reduced from 5.8t to 4.0t over that period. Domestic emissions in this context represent emissions from energy consumption in and around the home, including emissions attributable to the use of electricity, but not activities by private individuals elsewhere, such as personal travel.
- 12.3 There is an ambition for the Isle of Wight to become self-sufficient in renewable energy production. This will not only help reduce the Island's carbon footprint but facilitate a more resilient energy source.

The evidence used

- 12.4 It is clear that reducing Britain's carbon footprint is central to meeting the overarching greenhouse gas emission targets. There are a number of ways to achieve these reductions including lowering the carbon and energy consumption in new development.
- 12.5 Almost half of the emissions in the UK come from buildings and action needs to be taken to deal with this, if the UK is to meet its national and international targets. One way is to retrofit but this is both expensive and difficult. Therefore ensuring new buildings are built to a much higher standard in the first place is critical. This is not only cheaper at the outset but also benefits the end user. Taking action in this way will progress the environmental agenda but will also have an important social effect, having an impact on fuel poverty.

Fuel Poverty

- 12.6 Household energy costs are a result of the amount of energy consumed and the cost per unit of that energy. Fuel poverty takes into account the ability of the household to afford the resultant bills and therefore takes into account household income. Fuel poverty rates have remained high and on the Isle of Wight stood at 11.3% in 2016.
- 12.7 Whilst the majority of fuel poor households live in existing dwellings, there is a danger that houses being built today could also contribute to fuel poverty as the cost of energy rises and household incomes remain relatively static. Minimising energy consumption through more efficient buildings is the long-term solution to fuel poverty and this requires a lifecycle approach to buildings which considers the running costs as well as the development costs. Lower energy consumption protects future households from excessive energy costs as well as contributing to carbon reduction.

New Development

- 12.8 Travel is a key emitter of carbon dioxide, therefore the concentration of development in the larger and more sustainable settlements forms a key element in the draft Island Planning Strategy. This is supported by the provision of improved infrastructure, sustainable transport and employment opportunities in the growth locations.
- 12.9 Any new development plays an important role in overall energy demand. New housing is generally more energy efficient especially in relation to space heating than older properties with an increasing move to all electric options over gas.
- 12.10 Our homes and commercial buildings have become more efficient in the way they use energy which helps to reduce emissions and also cut energy bills and in 2016, 47 per cent of electricity came from low carbon sources ⁽⁶⁾. This progress has been aided in part by the falling costs of

5 <https://www.gov.uk/government/collections/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics>

6 The Clean Growth Strategy - Leading the way to a low carbon future – October 2017

many low carbon technologies globally, coupled with accelerating momentum in the deployment of the technologies we need to reduce emissions.

- 12.11 Taking this into account and the ambition to be self-sufficient in renewable energy, the need to be more energy resilient and to reduce carbon emissions, it is clear that providing a framework for lower carbon and renewable energy in new development is required.

Incorporation of renewable technologies in planning policy

- 12.12 The requirement for major developments proposals to incorporate 10 per cent of the predicted energy requirements from renewable energy comes from part of the original Merton Rule. The Merton Rule is about two things: energy efficiency standards and the level of renewable energy being used in new buildings being developed in an area. This was essentially given legislative force in the Planning and Environment Act 2008 (as amended). However, aspects of this have been abolished or amended.

- 12.13 In regards to energy efficiency, the Code for Sustainable Homes incorporated these aspects. The potential for the planning system to influence this was reduced when central government set out that the measures contained within the code should be regulated by the building regulations. At the time, building regulations were being systematically tightened to achieve zero carbon by 2016. However, whilst there has been a tightening of building regulations, zero carbon requirements have yet to be met. Instead building regulations are now assumed to be tightened in 2020, and then in 2023, leading to reductions of 15% each time in the energy uses covered (space heating, hot water and lighting); these energy uses are estimated to account for over 80% of total energy use in the household.

- 12.14 Increasingly stringent building regulations will help drive down the energy consumption of new buildings over time by ensuring that energy efficiency measures such as insulation, efficient glazing, low energy lighting and efficient heating systems are incorporated into the design and build of new houses. However, the extent and timing of these regulations is determined centrally by government, leaving local policy-makers with only limited additional local influence through the planning system. Furthermore, it does not cover the potential for renewable energy to be incorporated or considered.

- 12.15 The Deregulation Act 2015 is the legislation that brought the above relevant changes into effect. Local planning authorities can no longer impose greater energy efficiency standards in residential properties. However, there is still the ability to incorporate aspects of renewable energy. The renewable energy provisions in the Planning and Energy Act 2008 were amended by s43 of the Deregulation Act 2015 as follows:

“A local planning authority in England may in their development plan documents, and a local planning authority in Wales may in their local development plan, include policies imposing reasonable requirements for -

(a) a proportion of energy used in development in their area to be energy from renewable sources in the locality of the development”.

- 12.16 This is a permissive power, not a requirement and the energy does not need to be on the actual development site, but must be in the locality of the development. This gives more flexibility. When it comes to commercial buildings, local authorities have greater powers and can require standards higher than Building Regulations, as well as a reasonable percentage of renewable energy from the site or its locality.

Commercial Buildings

- 12.17 BREEAM is a methodology for validating the sustainability performance of commercial buildings. It is a tried and tested system which helps to lower running costs of buildings and there is evidence that it can increase the market value of buildings and attract and retain tenants. As well as improving resource (energy and water) efficiency in buildings, higher BREEAM standards produce

healthy workplaces, improving the quality of life of the workforce.

- 12.18** BREEAM certification is based on a set of quality and performance standards. The BREEAM rating reflects the performance achieved by the project, as verified by an independent, third party assessor. Within the framework, developers have considerable flexibility to determine how they will achieve the required performance and can therefore choose which categories to focus on.
- 12.19** Evidence ⁽⁷⁾ suggests that the additional cost of achieving a BREEAM rating at the lower end of the scale is modest. The capital cost uplift of achieving a BREEAM 'Very Good' rating can be as little as 0.25%. Against this should be factored the lifecycle savings from a more sustainable and resource-efficient building.

Decentralised opportunities

- 12.20** Decentralised energy broadly refers to energy that is generated off the main grid, including micro-renewables, heating and cooling. It can refer to energy from waste plants, combined heat and power, district heating and cooling, as well as geothermal, biomass or solar energy. Schemes can serve a single building or a whole community, even being built out across entire cities. Decentralised energy is a rapidly-deployable and efficient way to meet that demand, whilst improving energy security and sustainability at the same time.
- 12.21** District heating schemes are based on a network of insulated pipes used to deliver heat, in the form of hot water or steam, from centralised points of generation to locally-distributed end users. District heating schemes can be deployed at varying scales, from a few hundred metres between homes and flats to several kilometres serving entire communities and industrial areas. A district heating network facilitates the distribution of heat from a diverse supply of sources including waste heat captured from industrial processes and power generating units such as gas-fired CHP, as well as low carbon options such as heat pumps (air and water) and geothermal sources. They are able to balance supply and demand spatially and temporally, allowing for shifts in aggregated heat demand (e.g. from residential to non-residential applications, back to residential over a typical working day) to be served by a single system, thereby improving plant utilisation.
- 12.22** Concentrating development of a few hundred plus homes enables a site wide approach to energy provision. This deployment at scale, allows price economies to be realised, making district heating more competitive than individual heating systems. They offer energy, and thus carbon, savings of up to 25% compared with regular gas boilers and up to 50% compared to electric heating ⁽⁸⁾. Therefore, investing in decentralised networks can bring down prices, improve energy security, cut carbon and make communities more prosperous and resilient.

How the policy contributes to addressing the issues

- 12.23** Having a policy that sets a framework for lowering carbon and energy in new development should facilitate general carbon reductions, with an increase in the uptake of renewable energy and low carbon technologies at a domestic scale or community scale.
- 12.24** The policy sets an energy hierarchy for development proposals to consider and observe. Major development both residential and commercial will also need to implement high energy standards, incorporate decentralised energy supply systems where appropriate and provide at least 10 per cent of the predicted energy requirements to be from renewables. In term of the 10 per cent requirement, a simple example might be that some buildings should include solar PV or solar thermal panels or a biomass boiler as part of the design and construction of the new buildings.
- 12.25** In terms of self-sufficiency, the policy can facilitate this by steering new development to incorporate low carbon and renewable energy technologies within individual homes and also at a community scale if considering decentralised options and/ or district heating. This will in turn increase the

7 Delivering Sustainable Buildings: Savings & Payback – J. Prior et al, Currie & Brown / BRE, 2017

8 Reference from: Carbon Trust (2004). Community heating for planners and developers, [online] <http://www.communityplanning.net/pub-film/pdf/CommunityHeating.pdf>

Island's energy resilience over the long term, potentially increase green jobs and possibly provide for locally owned generation.

- 12.26** The council will expect all major development applications to be accompanied by a simple Energy Statement to demonstrate the measures taken in relation to the policy. This should provide an easily understood auditable statement as to how as a minimum or where relevant the above policy requirements have been addressed. This should include a description of the predicted performance of the development, both before the measures are applied and subsequently. A general statement proportionate to the proposal should also be included setting out an assessment of the carbon emissions from the proposed development, together with details of the proposals to minimise this. The checklist can form part of a larger document e.g. design and access statement or environmental statement and should not be seen to be overly onerous

The issues faced

- 13.1 Utilities such as water, energy and sewage are vital to enable development to be sustainable and function effectively. Ensuring that new development does not negatively impact on existing utilities and therefore residents is critical to the success of a scheme. This is particularly true for waste water infrastructure, which is self contained on the Island.

The evidence used

- 13.2 The adopted **Island Plan Core Strategy** policy contains policy DM21 Utility Infrastructure Requirements. This policy has performed well since the adoption of the Core Strategy, and as such it has not been considered necessary to alter

How the policy contributes to addressing the issues

- 13.3 The proposed policy sets out the council's expectations in relation to utility infrastructure and new development. To ensure that new development can be serviced the council will continue to work with utilities providers to share information on planned levels and locations of growth to assess the capacity of systems to meet increased needs, and to identify any upgrades required, or where limits on development need to be considered.

The issues faced

- 14.1 As an Island we are not generally self-sufficient in terms of utilities such as water, electricity and gas, and we rely on pipelines and cables under the Solent to import such utilities from the mainland. There are issues, therefore, around the ensuring the ongoing generation or abstraction of the utility on the mainland and ensuring there is sufficient resilience in the infrastructure to maintain certainty of supply. A related issue is therefore one of on-Island storage for such utilities, to enable the Island to build up and store reserve utilities to be used when there are issues with the supply.
- 14.2 Around a third of the Island's drinking water is imported from the mainland. However, due to uncertainties around future abstraction on the mainland to serve the Island, additional supply will be required. It is anticipated that this could come from some on-Island sources (and measures such as indirect potable water re-use), as well as off-Island, although this will be subject to other mainland providers ensuring that infrastructure improvements are made.
- 14.3 The issues around waste water are different, in as much as it is treated on-Island, and mainly at the waste water treatment works facilities in Sandown. There would be significant challenges if the facilities were compromised and waste water was not able to be treated adequately.
- 14.4 The Island has an ambition to be self-sufficient in renewable electricity. This means that over the course of a year it will generate as much electricity from renewable sources as it consumes. This will require significant new renewable generation (known as distributed generation) and associated infrastructure, such as sub-stations and new cabling.
- 14.5 Scottish & Southern Electricity Networks (SSEN) is the electricity network operator on the Isle of Wight. Electricity is universally supplied via three 132kV interconnectors and a low voltage on-Island distribution network. SSEN has advised that there will be grid constraint for additional generation caused by new development. A thermal constraint on the export of power is adding cost, complexity and risk to new renewable generation projects and inhibiting the Island's ambition for energy autonomy.
- 14.6 In terms of gas, The Isle of Wight is supplied from the mainland through a Pressure Regulator Station (PRS) at Gurnard, and distributes gas through an Intermediate (IP) and Medium Pressure (MP) network throughout the Island (see plan below of distribution network). That network is then further broken down by means of District Pressure Governors (DPG) to local Low Pressure systems directly supplying the majority of existing domestic customers.
- 14.7 The distribution network on Isle of Wight is fairly robust, with the exception of areas in the Bay such as Ventnor and Sandown. Significant developments planned for those areas might require network reinforcement depending on the nature, size and location of any developments.
- 14.8 There is currently no network serving the South-West of the Island. There are currently no plans to expand network to that area; with enough demand that may become a consideration but at the moment there has been no developments requiring such an extension. Properties in the south and west of the Island are therefore reliant on heating and fuel from other sources, including electricity, oil, LPG, and solid fuel.

The evidence used

- 14.9 Through the preparation of its **Infrastructure Delivery Plan (IDP)** the council has engaged with the utility providers (and utilised information such as Southern Water's **Water Resource Management Plan 2019: Technical Overview**), and the IDP sets out the issues faced and the anticipated programme for any work that may be undertaken.
- 14.10 The **Island Infrastructure Investment Plan Final Report**, prepared by the Solent Local Enterprise Partnership has also helped inform the proposed policy approach/ It recognises that there are issues over the Island's dependency upon others to provide essential utilities and infrastructure, and that the ability of the Isle of Wight Council and its partners to take direct action over the

provision of energy services is limited given that this is controlled by commercial operations.

How the policy contributes to addressing the issues

- 14.11 The draft policy identifies key infrastructure for the Island and affords them a level of protection through the planning process. It also gives in principle support to the provision of storage facilities for gas, electricity and water supplies.

The issues faced

- 15.1 Facilities can provide a focus for activities and foster community spirit and, more importantly, can provide essential services to local communities. In respect of this policy, the term community means the wider community and needs to consider areas outside of defined settlement boundaries and across parish boundaries as to the users of such services and facilities.
- 15.2 The issue of providing social and community infrastructure is recognised in paragraph 92 of the revised National Planning Policy Framework which states that "planning policies and decisions should ...plan positively for the provision and use of shared spaces, community facilities...and other local services to enhance the sustainability of communities and residential environments". Furthermore, policies and decision should "guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-today needs".

The evidence used

- 15.3 The council wants to see strong communities, where there is a real sense of place and that are as sustainable as possible. The provision of community facilities such as local shops, meeting places, sports venues, public spaces and places of worship are an important part of creating these communities.
- 15.4 **DM7 Social and Community Infrastructure** policy in the Island Plan Core Strategy seeks to prevent the loss of facilities and ensure their re-provision where there is sufficient demand from within the community. Without a policy of this nature there could be an increase in planning decision approvals resulting in the loss of valued facilities and services or a reduction in their re-provision within the community.
- 15.5 Developers should take into account identified local needs within Neighbourhood Development Plans or Community led supplementary planning documents where, for example, any deficiencies in services and/or facilities are identified. Developers should also work closely with the community to consider any further needs that have not been identified within Neighbourhood Development Plans or Community led supplementary planning documents.

How the policy contributes to addressing the issues

- 15.6 The current approach to social and community infrastructure through the policies in the core strategy is considered to have been successful and having a policy on providing social and community infrastructure was an important element.

The issues faced

- 16.1 The council recognises that community engagement often benefits from starting with what people and communities are interested in and what their concerns are, not the statutory duties and programmes of public authorities.
- 16.2 There are a number of routes for community-led work to be formalised into planning policy, particularly neighbourhood development plans. Paragraph 002 of the National Planning Practice Guidance states that "communities may decide that they could achieve the outcomes they want to see through other planning routes".
- 16.3 The council has also adopted a number of community-led documents as supplementary planning documents. The processes for adopting neighbourhood development plans and supplementary planning documents are regulated, which often puts communities off engaging in community-led planning.

The evidence used

- 16.4 Community-led place plans or masterplans may provide a better understanding of local issues to help shape future service delivery and a more co-ordinated way of working with the resources available. The council, through its regeneration team, has engaged with a number of communities to raise public awareness of the regeneration programme and its aims.
- 16.5 In drafting the policy the council has had regard to the following evidence and sources of information:
- 16.6 **The Wight we want 'Island Conversation' survey results, 2017 (Isle of Wight Council)**, which highlights the importance of investing in the local community.
- 16.7 **Isle of Wight Regeneration Strategy - Isle of opportunities delivering regeneration, 2018 (Isle of Wight Council)**, which talks about community empowerment, giving local communities a greater say about what happens in their area.

How the policy contributes to addressing the issues

- 16.8 The council will work with and / or support communities undertaking place plans or masterplans. In order to formalise such documents within the planning process the council will need to ensure that community aspirations are in general conformity with the vision and objectives of this plan, and contribute to the delivery of its vision and objectives. This is not to say that the council will be unnecessarily prescriptive in this process, but will need to be comfortable with the outcomes.