Darlington Local Development Framework:
Core Strategy

Sustainability Appraisal Non Technical Summary
1. Overview

1.1 This document is the non-technical summary of the Sustainability Appraisal (SA) of the Darlington Local Development Framework (LDF) Core Strategy: Revised Preferred Options Development Plan Document (DPD). This non-technical summary sets out the background and the approach used to undertake the SA, along with the main conclusions and recommendations emerging from this process.

2. Background to Darlington’s LDF Core Strategy Revised Preferred Options DPD

2.1 The Planning and Compulsory Purchase Act (2004) came into force in September 2004 and introduced significant changes to the planning system. The Act introduced the concept of Local Development Frameworks (LDF’s) to replace the previous Local Plan system. LDF’s consist of a portfolio of local development documents that set out the spatial planning policies for a defined area. The Planning and Compulsory Purchase Act 2004 also set out for the first time the formal requirement that the LDF will need to contribute to the achievement of Sustainable Development.

2.2 As part of the requirement to contribute to the achievement of sustainable development, the LDF will need to be closely aligned with, and deliver the spatial elements of Darlington’s Sustainable Community Strategy ‘One Darlington: Perfectly Placed’.

2.3 Darlington Borough Council’s Local Development Framework will comprise:

- Core Strategy Development Plan Document (DPD)
- Accommodating Growth DPD
- Town Centre Fringe Area Action Plan DPD
- Affordable Housing Supplementary Planning Document (SPD)
- Design of New Development SPD
- Planning Obligations SPD
- Tees Valley Minerals and Waste Core Strategy DPD
- Tees Valley Minerals and Waste Site Allocations DPD

2.4 The Core Strategy is the principal document of the LDF, as it sets out the strategic framework for planning policy and future development in the Borough. Work commenced on the preparation of the Core Strategy in 2005 when Darlington Borough Council produced the Core Strategy: Issues and Options Report for preliminary community and stakeholder consultation. That report set out the initial policy options for the emerging Core Strategy.

2.5 The results of those consultations fed into the preparation of the Core Strategy: Preferred Options 2005 report, which was consulted upon between October-December 2005. A Sustainability Report, setting out the outcomes of the sustainability appraisal of the Core Strategy: Preferred Options 2005 was published for consultation at the same time.

2.6 On account of changes to the Regional Spatial Strategy (RSS), Darlington’s Sustainable Community Strategy, other significant changes in national policy including new Government statements (particularly on housing and climate change) and changes to other local strategies, Darlington Borough Council decided to comprehensively review and restart its Core Strategy work. This subsequently resulted in the production of the Core Strategy: Issues and Options 2008 which was prepared, based on these new and emerging plans and strategies, and taking into account the comments made following extensive public and stakeholder involvement for the Core Strategy documents produced in 2005.
2.7 The Core Strategy: Issues and Options 2008 were consulted upon in January 2008 and the results of that consultation, along with the recommendations of the sustainability appraisal which was undertaken to assess the sustainability of the Issues and Options fed into the preparation of the Core Strategy Preferred Options 2008 which was consulted upon in October 2008.

2.8 Following consultation responses and the publication of further supporting studies and evidence, the Core Strategy Preferred Options 2008 and some of the supporting Issues and Options have been revised and published as the Core Strategy Revised Preferred Options.

2.9 The Core Strategy contains the following vision, in summary:

‘By 2026 Darlington will be a more sustainable community, where a real step change has been achieved in enhancing the quality of life and local environment, and expanding local opportunities for work and for sustainable travel. Those who live in, work in or visit the Borough will enjoy the opportunities and vibrant life of an ambitious city, but within the fabric of a friendly, historic market town with a distinctive atmosphere and against the backcloth of surrounding attractive countryside and villages’

3 What Does Sustainability Appraisal Involve?

3.1 The first stage of the SA involved a review of other plans and policies of relevance to the Core Strategy, the collection of baseline information, the identification of key issues and the development of the SA framework. The outcome of this process was summarised in a Scoping Report which sets out 18 SA objectives to be used in assessing the Core Strategy. This SA framework has been agreed with the statutory bodies (Natural England, English Heritage and the Environment Agency) following five weeks of consultation. The 18 SA objectives are set out in Table 1.

<table>
<thead>
<tr>
<th>Table 1: SA objectives</th>
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<tbody>
<tr>
<td>1. Attract, encourage and make provision for young people and families within the Borough, whilst catering for population.</td>
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<td>2. Reduce inequalities for the most deprived and disadvantaged</td>
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<td>3. Enhance community identity and Create an empowered and engaged borough wide community of town, village and countryside that values diversity and cares for others.</td>
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<td>4. Raise aspirations and improve educational attainment and access to qualifications and skills in all of the community through lifelong learning.</td>
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<td>5. Provide a choice and mix of affordable accessible, good quality and well designed sustainable housing.</td>
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<td>6. Improve community safety, reduce crime and anti social behaviour and improve public confidence.</td>
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<td>7. Improve the health and well being of all by reducing health inequalities and promoting healthier lifestyles</td>
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<td>8. Contribute to One Planet Living</td>
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<td>9. Ensure the Borough is prepared for climate change, increase resilience through adaptation and reduce greenhouse gas emissions</td>
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<td>10. Protect and improve the quality of land and soil and ensure that land and soil is used in a sustainable and innovative manner</td>
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<td>11. Protect and enhance ground and surface water quality and make efficient use of water</td>
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<td>12. Maintain protect and improve air quality</td>
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<tr>
<td>13. Protect, conserve and improve biodiverse environments through an increasingly connected and high quality green infrastructure and encourage opportunities for habitat creation</td>
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<tr>
<td>14. Promote sustainable waste and mineral management, including the reduction, reuse, recycling and recovery of waste and mineral resources</td>
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<td>15. Promote traffic reduction and encourage more sustainable alternative forms of transport</td>
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<tr>
<td>16. Preserve and enhance Darlington’s distinctive and valuable historic environment, landscape character and settlements and increase engagement in cultural activities.</td>
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<tr>
<td>17. To achieve ambitious, sustainable levels of economic growth</td>
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<tr>
<td>18. Increase employment levels and access to sustainable and high quality employment opportunities</td>
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3.2 The second stage of the SA involved an appraisal of the Core Strategy objectives and options using the agreed SA framework. Initially, an appraisal of the strategic options, detailed within the Issues and Options report and arising from new supporting evidence, was undertaken. SA recommended which options should be taken forward and developed into preferred options.

3.3 Appraisal of the revised preferred options against the SA framework then followed. This allowed the identification of negative and positive effects. As a result of SA, mitigation measures were recommended, as were changes to some of the policies to bring them more into line with the goals of sustainable development.

3.4 The SA was undertaken with regard to guidance produced by the former Office of the Deputy Prime Minister on undertaking SA combined with Strategic Environmental Assessment (SEA).

4. What were the outcomes of the Sustainability Appraisal?

4.1 Generally the revised draft Core Strategy DPD policies are considered to contribute positively towards creating a more sustainable Borough. Policies are supportive of; reducing the need to travel through the prioritisation of sustainable locations; ensuring design of developments contributes to the character of the Borough and reduces operational impact on climate change and other environmental receptors; and meeting the needs of residents whilst strengthening the Borough’s economic role and contribution to the sub region and beyond.

4.2 Collectively, the policies scored particularly positively in terms of:

- Attracting new residents to the Borough whilst making provision for existing residents;
- Reducing inequalities;
- Enhancing community identity and engagement;
- Providing a safer and healthier Borough;
- Reducing the ecological footprint;
- Making the best use of land and soil resources;
- Increasing economic growth through measures that safeguard and aim to mitigate adverse social and environmental effects;
- Increasing opportunities for employment in line with increased economic growth.

4.3 Where negative effects have been identified, a combination of mitigation measures that included compliance with other policies in the Core Strategy has been recommended. The SA also recommended changes to a number of the policies to mitigate for negative effects or increase the positive effects of the revised policies. Several of the suggested changes to policy wording have been incorporated into the published version of the Revised Preferred Options DPD.

4.4 The recommendations arising from the SA of the Core Strategy are summarised in Table 2 below.

<table>
<thead>
<tr>
<th>Table 2: Key Recommendations of the Sustainability Appraisal</th>
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<tbody>
<tr>
<td>Policy</td>
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<tr>
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<tr>
<td>CS1: Darlington’s Sub-regional and Locational Strategy</td>
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<tr>
<td>Policy</td>
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<tr>
<td>--------</td>
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<tr>
<td>CS1: Designing Quality Homes</td>
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<tr>
<td>CS2: Achieving High Quality, Sustainable Design</td>
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<tr>
<td>CS3 Promoting Renewable Energy</td>
</tr>
</tbody>
</table>

The LDF will need to set a target number for the numbers of affordable units that should be provided/year. To help ensure that developers are not put off by the quality of design that this policy is advocating pre-application and planning application discussions should be positively encouraged.

The amenity impacts of any renewable energy scheme should be fully assessed prior to installation. biomass heating schemes should include appropriate emissions controls.

Location of large scale renewable energy schemes should make sure that the objectives of national and local heritage and environmental designations like Conservation Areas, Listed Buildings, SSSIs continue to be met.

Renewable energy schemes should make sure that any significant adverse impacts on designated areas, nationally and locally important habitats, important feeding and breeding sites and local landscapes are outweighed by other environmental, social and economic benefits.
<table>
<thead>
<tr>
<th>Offer</th>
<th>CS6 Vibrant Cultural and Tourism Offer</th>
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| and the potential amenity implications of noise, vibration etc | On appraisal this policy was found to have very positive effects and some negative effects against the sustainability objectives. Key positive effects related to:  
  • attracting new residents to the Borough and enhancing facilities for existing residents  
  • Improving access to and understanding of heritage assets  
  • Improving engagement in cultural activities and;  
  • Supporting growth in the tourism and cultural sectors |
| The location of wind turbines to bird species  
The location and scale of schemes in relation to the historic environment and their setting in the wider landscape. | Changes recommended: Promoting appropriate nature based tourism attractions which support visits to and enjoyment of the countryside to be changed to: Promoting appropriate nature and countryside based tourism attractions which support visits to and enjoyment of the countryside.  
The LDF will need to set a target number for the numbers of affordable housing units that should be provided/year |
| CS4 Developer Contributions | On appraisal this policy scored positively against the majority of sustainability objectives. Where the policy did not score positively, it was scored as having no significant effects. The policy scored particularly positively against sustainability objectives relating to education, housing and transport. | No changes or mitigation measures are recommended |
| CS5 Supporting the Local Economy | The policy scored particularly positively against the sustainability objective relating to education. Additional employment in the Borough is likely to lead to more opportunities for apprenticeships and access to qualifications and skills.  
The policy scored negatively in relation to enhancing community identity as this policy does not address employment in the villages and countryside so may hinder proposals for diversification which could result in an out-migration from rural areas. | No changes are recommended  
The policy will need to be compliant with CS1 to ensure that the rural economy is sustained.  
New employment sites to be designed to ‘secured by design’ principles and impact on roads to be understood and potentially mitigated through highways improvements. Businesses to be encouraged to adopt travel plans.  
Design of new development to be energy efficient and to contribute to the landscape and potential industrial heritage settings. In some cases landscaping and screening may be required.  
Expansion of industrial sector and airport to incorporate the appropriate air quality emission controls. |
<p>| CS7 The Town Centre | Key negative effects pertained to: | An increase in traffic to the Borough will need to be mitigated through strong promotion and marketing of public transport options. In some cases it may be required to enhance the frequency of bus services to more rural locations |
| | • Increased pressure on the housing market making housing less affordable | Tourism related attractions and hotels will need to incorporate water conservation measures and pollution control measures in their design |
| | • Increased in-commuting and volumes of traffic in the countryside. This will increase greenhouse gas emissions and impact on air quality | Local nature reserves will need to be well managed with well defined paths to reduce disturbance to species and damage to habitats from visitors |
| | Key positive effects related to: Attracting new residents to the Borough through new jobs, services, leisure and retail opportunities in the town centre | Tourism attractions and hotels should incorporate recycled materials in construction and put site waste management plans into practice |
| | Providing for existing residents by making the most of the town centre and address its weaknesses ensuring that current residents are better provided for. | No changes are recommended |
| | Promoting traffic reduction - Locating retail, office, leisure, entertainment and other main town centre uses within the town centre will reduce the distance that the majority of the Borough’s population have to travel to access these facilities. This should help to encourage walking and cycling modes. Furthermore the town is well served by public transport. | Physical housing or contribution towards new housing in the town centre could be requested as part of any major retail scheme |
| | Effects that are dependent on how the policy is implemented relate to: Waste and minerals - Effect depends on whether reclaimed materials will be used in the construction of town centre and town centre fringe development schemes and whether existing buildings will be utilised in new developments. Effect also depends on whether new retailers in the town sign up to trade waste | Developers should be encouraged to set out in their proposals what element of the construction will be from reclaimed materials and how any construction waste will be dealt with |
| | | New comparison and convenience retail should be designed in accordance with the Local Character and Distinctiveness policy and the Achieving High Quality, Sustainable Design Policy to ensure that retail will not detract from but will aim to enhance the qualities of the Town Centre Conservation Area. |
| | | Developers will need to follow planning policy in terms of a ‘town centre first’ approach. However investment opportunities that are not suitable for the town centre should not be discouraged but should be directed towards alternative sustainable locations |</p>
<table>
<thead>
<tr>
<th>Element</th>
<th>Description</th>
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<tbody>
<tr>
<td>Recycling contracts</td>
<td>Which is beyond the control of planning.</td>
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<tr>
<td>Historic environment</td>
<td>- Development within or adjoining the town centre is likely to fall within or adjoin the Town Centre Conservation Area. When making proposals developers should ensure that they preserve and enhance the setting of the Town Centre Conservation Area and preserve the setting of listed buildings and key landmarks.</td>
</tr>
<tr>
<td>Economic growth</td>
<td>- In the short to medium term, prioritising development in the town centre location only could potentially discourage some investors as town centre sites may not allow their needs to be met.</td>
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<tr>
<td>CS8 Additional Retail Provision</td>
<td>On a whole this policy scored positively against the sustainability objectives. However, it was not possible in some cases to determine the long term effects of this policy as additional retail provision beyond 2016 is not quantified. Waste and minerals - Effect depends on whether reclaimed materials will be used in the construction of town centre and town centre fringe development schemes and whether existing buildings will be utilised in new developments. Development within or adjoining the town centre is likely to fall within or adjoin the Town Centre Conservation Area. When making proposals developers should ensure that they preserve and enhance the setting of the Town Centre Conservation Area.</td>
</tr>
<tr>
<td>CS9 District and Local Centres and Local Shops and Services</td>
<td>On appraisal this policy was found to have either positive or no significant effects against the sustainability objectives. Particularly key positive effects related to: Attracting and retaining existing residents - Upgrading Cockerton's status to a district centre and provision of additional local centres at West Park and Middleton St. George will enable continued and possibly enhanced provision of day-to-day amenities in these areas.</td>
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No changes are recommended.
Mitigation measures as for CS7.

To maximise the positive effects of this policy Darlington Borough Council will need to ensure that appropriate litter and on street recycling facilities are in place to minimise litter in and around local centres and individual shops.
<table>
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<tr>
<th>CS10 New Housing Development</th>
<th>Promoting traffic reduction – traffic reduction will be promoted by; safeguarding local centres; limiting the size of retail in local centres so as not to encourage out of town shopping; through provision of individual shops and services to address deficiencies.</th>
<th>No changes are recommended</th>
<th>Where new housing will result in the permanent or temporary damage of habitats, directly or indirectly, on or off site, developers should be required to contribute to a net biodiversity gain in the Borough. This could be achieved as follows: - Site mitigation measures should be put in place to protect protected species - Create habitats on site by encouraging soft landscaping in design, green roofs etc - New habitats should use local native species and should be accompanied by a management plan - Ensure that any habitat/specie loss is compensated for in the locality - Create and improve the connectivity and quality of wildlife corridors</th>
</tr>
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<tbody>
<tr>
<td>CS11 Meeting Housing Needs</td>
<td>The key positive effects relate to: Attraction and retention of residents Provision of a mix of identified housing types based on up to date evidence will help to meet the needs of current residents and will further help to attract new residents to the Borough. The needs of an ageing population are taken into account in this policy through purpose built housing and adaptable homes Provision of affordable housing – Sets out ambitious targets based on level of need Economic growth - Providing housing attractive to people coming to live and work in the Borough will help to support the Borough’s economy both in terms of day to day local spending and from input of skills to key economic sectors.</td>
<td>No changes are recommended</td>
<td>New housing development to take into account capacity of water and sewage infrastructure. Improvement of current infrastructure could be aided through planning obligations – CS4 Developer Contributions Biodiversity – measures as for CS10</td>
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</table>
### Darlington LDF Core Strategy Revised Preferred Options – Sustainability Appraisal Non Technical Summary

<table>
<thead>
<tr>
<th>Policy Area</th>
<th>Potential for negative effects and/or medium term positive effects</th>
<th>Changes recommended</th>
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</table>
| CS12 Existing Housing | SA identified the following short and medium term negative effects:  
- Decline in sense of community identity, particularly if communities are not engaged in local decisions as to where demolition takes place  
- Process of demolition will increase housing vacancy rates which could have a knock on effect on crime and anti-social behaviour  
- In the short term the effects of select demolition could have a negative effect on the character and landscape of a neighbourhood | **No changes are recommended**  
Communities will need to be involved in decision making about how their neighbourhoods should be re-developed  
Crime - it will be necessary to ensure that any plans that include any element of demolition are released at the appropriate time and that a good partnership between the Council, police and communities affected is formed  
Adaptation of old housing to be sensitive to historic features to prevent their loss. |
| CS13 Accommodating Travelling Groups | Where this policy was found to have an effect against the sustainability objectives this effect was largely positive. However, some negative effects were identified through the SA process and these relate to:  
- Extension of existing sites and allocation of additional sites in the short term may cause unrest amongst residents, despite requirements for sites not to impact on existing residential amenity  
- An increase in numbers of gypsies/travellers in the Borough will increase levels of waste | **Changes recommended:**  
Policies to include additional criteria in relation to prioritisation of additional sites on brownfield land. The following wording should also be changed:  
‘have appropriate access and are in a sustainable location for schools, shops, employment opportunities and other local facilities and services.  
To mitigate for potential short term negative effects caused by the extension of existing sites or provision of new sites, both residents and travelling groups will need to be consulted and well informed about the proposals. Any issues arising from the proposals can be aired and discussed thoroughly in order to allay concerns or misunderstandings.  
The Planning Services Section will need to work closely with the Environmental Services Section to ensure that additional sites can be provided with waste and recycling. |
| CS14 Local Character and Distinctiveness | On appraisal this policy scored positively with the majority of sustainability objectives. Key positive effects related to enhancing community identity and preserving and enhancing the Borough’s historic environment, landscape character and settlements. Only one objective could have positive or negative effects depending on implementation and this relates to reducing greenhouse gas emissions through energy efficiency measures and renewable energy schemes. For example, pvc double glazed units and solar panels may not be appropriate in conservation areas | No changes are recommended. Where conflicts arise these should be mitigated through other application of energy efficiency standards /i.e. increase insulation. |
| CS15 Biodiversity and Geodiversity | On appraisal, this policy scored positively against all sustainability objectives with the exception of those pertaining to housing and economic growth which could have positive or negative effects depending on implementation. Developers may wish to pass on the cost of incorporating biodiversity into new housing onto the house buyer making homes in the Borough less affordable. Protection of biodiversity could also constrain the location of new economic developments required to support economic growth. | No changes are recommended. Developers to observe targets set for affordable housing and pre-application and planning application discussions should be positively encouraged. Developers will be required to submit an Ecological Masterplan and management plan which will show how the developers could put measures in place to maintain and enhance biodiversity on site. |
| CS16 Protecting Environmental Resources, Human Health and Safety | On appraisal this policy scored positively against all sustainability objectives. | No changes or mitigation measures are recommended. |
| CS17 Delivering a Multifunctional Green Infrastructure Network | On appraisal this policy scored positively against the majority of sustainability indicators. However, for positive effects to be long lasting it is essential that green infrastructure is maintained and properly managed according to its purpose. | Changes recommended: Policy to include consideration of green infrastructure in terms of its value to reduce flood risk. No mitigation measures are recommended. |
| CS18 Promoting Quality, Accessible Sport and Recreation Facilities | On appraisal this policy was found to have a mixture of positive effects and no significant effects (given the specific nature of the policy) against the sustainability objectives. The key positive effects relate to health and wellbeing due to enhanced quality, access to and provision of sport facilities. This policy will also go some way to addressing health inequalities in the Borough which is a significant issue. | No changes or mitigation measures are recommended. |
| CS19 Improving Transport | Key positive effects pertain to: | Changes recommended: |

facilities including all relevant communications about the service.
5. **What are the cumulative effects of the revised policies?**

5.1 The Strategic Environmental Assessment Directive requires consideration of cumulative effects. Table 3 identifies the main cumulative effects of the Core Strategy Revised Preferred Options DPD and suggested mitigation measures.

<table>
<thead>
<tr>
<th>Cumulative Effect</th>
<th>Affected Receptor</th>
<th>Causes</th>
<th>Possible Mitigation Measures</th>
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<tbody>
<tr>
<td>Affordability of housing</td>
<td>New and existing residents</td>
<td>The enhanced desirability of the Borough as a place to live and work as a result of the policies</td>
<td>Compliance with CS11 in terms of Affordable housing targets.</td>
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<tr>
<td>Habitat and Quality</td>
<td>Possible introduction of a number of existing resident only affordable housing schemes</td>
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<tr>
<td>Habitat and species loss</td>
<td>Developers to be positively encouraged to engage in pre application and planning application discussions regarding the level of safety/environmental standards to be incorporated.</td>
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<td>Climate change</td>
<td>Policies will increase emissions from commuting to employment and visitor attractions. Emissions will also increase by expansion of the logistics and industrial sector. The expansion of the airport will also increase emissions from volume of flights. Increased need to protect new developments and infrastructure from weather extremes</td>
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<tr>
<td>Decline in water quality</td>
<td>Compliance with CS19</td>
<td></td>
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<tr>
<td>Rivers and streams flowing into and out of the Borough and groundwater sources</td>
<td>Work with partners to increase Frequency, quality and connectivity of public transport links from and to the Borough.</td>
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<tr>
<td>Decline in air Quality</td>
<td>Incorporate green space and Sustainable urban drainage systems (SuDS) with new developments and infrastructure to reduce flood risk.</td>
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<tr>
<td>Local communities Wildlife Habitats</td>
<td>Construct infrastructure and new developments to withstand weather extremes</td>
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<tr>
<td>Increase in traffic volume and possible congestion. Emissions from biomass schemes</td>
<td>Compliance with CS15 in terms of ensuring that new industrial processes and biomass schemes are compliant with UK and EU emission limits. Work with partners to ensure that highways are improved to reduce congestion from increased levels of growth</td>
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<tr>
<td>Removal of habitat due to new Development. Increased disturbance from renewable energy schemes and recreational pressure on sites</td>
<td>Compliance with CS15 in terms of ensuring that biodiversity is designed into new developments and no net loss of biodiversity in the Borough occurs. Consideration to be given to carrying out a scoping study in relation to locations of wind turbines and effects on migratory birds and potential disruption to breeding sites. Impact of increased visits to local nature reserves, SSSI’s etc to be assessed and...</td>
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<tr>
<td>Waste arisings</td>
<td>Resources</td>
<td>Increased waste from construction process and use of mineral resources. Increased waste levels from an increase in households and employment sites.</td>
<td>Compliance with CS2 in terms of reuse of recycled materials in construction. All major developments to have a site waste management plan in place. Work with partners to ensure that increased households and employment sites can be provided with domestic and trade waste recycling facilities and services.</td>
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<tr>
<td>Direct and indirect impacts on the historic environment and loss of landscape character</td>
<td>Heritage and local character and distinctiveness</td>
<td>Inappropriate location of renewable energy schemes i.e. damage to archaeological remains from construction, impairment of historic setting and visual amenity of the wider landscape.</td>
<td>Work with partners to ensure that scale and location of renewable energy schemes are suitable in terms of the historic environment and landscape setting. Archaeological surveys may need to be undertaken prior to development.</td>
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</table>