

Review of Tendring District Local Green Wedge Policy

Final Report

Prepared by Tendring District Council and Land Use Consultants





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I. INTRODUCTION

BACKGROUND TO THE STUDY

- 1.1. Land Use Consultants (LUC) were appointed by Tendring District Council in March 2003 to undertake a comparative site assessment of greenfield sites abutting the urban edge of Harwich and Clacton-on-Sea. The purpose of the assessment was to establish the suitability of sites for housing development, in relation to physical and environmental constraints, in preparation for the review of the Tendring Local Plan (Adopted April 1998), subsequently referred to as the Local Plan. The work is one of a number of studies addressing issues to be covered during the plan review process.
- 1.2. Subsequently, LUC were asked to undertake a separate but parallel piece of work to the comparative site assessment involving a review of the Local Green Wedges in the extant Local Plan.
- 1.3. Previously, LUC have completed three studies for the District Council, each of which has provided valuable background information for the review of the Local Green Wedges. The three studies are summarised below.

Title	Date	Purpose
Landscape Character Assessment Volume 1: Landscape Character Assessment and Landscape Guidelines	Nov 2001	Assessment and evaluation of the countryside character of Tendring District, undertaken in accordance with the Countryside Agency's Interim Landscape Character Assessment Guidance 1999.
Landscape Character Assessment Volume 2: Guidance for Built Development	Nov 2001	Guidance for built development within Tendring, based on the Landscape Character Assessment.
Greenfield Sites Study	Nov 2001	Analysis of 13 extensive greenfield sites surrounding the main settlements within Tendring District to establish the sensitivity of the landscape to new development.

REPORT STRUCTURE

1.4. The purpose of this report is to summarise the findings of the review of the Local Green Wedges. It comprises three sections in addition to this introduction. Section

2 summarises the policy background to Local Green Wedges and the work undertaken as part of the review. The findings of the assessment are set out in Section 3 and our recommendations in Section 4.

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2. POLICY BACKGROUND

- 2.1. Local Green Wedges form an important part of Tendring District Council's strategy for protecting the countryside and natural resources of the District, as set out primarily in Chapter 9 of the Local Plan. The principal policies are TCR 2, 3 & 4. The three policies effectively apply the Local Green Wedge policy to different parts of the District. TCR 2 applies to Clacton and Little Clacton, TCR 3 to Dovercourt and the villages of Parkeston, Ramsey and Little Oakley, and TCR 4 to Frinton, Walton and Kirby Cross, Great Holland and Kirby-le –Soken. Further Local Green Wedge policies, applying to particular insets, are found in the area chapters of the Local Plan. These are CLA11 (Clacton, Jaywick, Holland-on-Sea), LMM8 (Lawford, Manningtree, Mistley) and LC2 (Little Clacton). In each case, Local Green Wedges seek to:
 - safeguard the separate identity, character and openness of settlements, including their setting
 - safeguard the countryside gaps between settlements
 - preserve and enhance views from settlements
- 2.2. The interpretation of these themes for each settlement is included in the relevant policy.
- 2.3. The Council asked LUC to undertake a review of the Local Green Wedges to:
 - establish whether the existing Local Green Wedges continue to fulfil the purpose for which they were intended
 - in the light of this, to identify any areas which should be added to or deleted from the existing Local Green Wedges
- 2.4. The work was undertaken in three stages. The first stage involved a rapid review of relevant planning policy guidance. This was followed by a desk-based review to identify possible amendments to existing Local Green Wedges, drawing on the Tendring Local Plan, the Greenfield Site Study, and the Landscape Character Assessment. The boundaries were then checked in the field. Officers of the Council undertook a review of the wording for the replacement policy on Local Green Wedges. A copy of the revised policy wording and supporting justification is included as **Appendix I**.

PLANNING POLICY GUIDANCE

2.5. Local designations such as strategic gaps, rural buffers and green wedges were first referred to in planning guidance in PPG 7 The Countryside: Environmental Quality and Economic and Social Development (Revised) in 1997. Paragraph 4.16 states:

"Over the years local authorities have introduced a multiplicity of local countryside designations, such as Areas of Great Landscape Value. These local designations carry less weight than national designations, and development plans should not apply the same policies

to them. They may unduly restrict acceptable development and economic activity without identifying the particular features of the local countryside which need to be respected or enhanced. Local planning authorities should only maintain or extend local countryside designations where there is good reason to believe that normal planning policies cannot provide the necessary protection. They should state in their development plans what it is that requires extra protection and why. When they review their development plans, they should rigorously consider the function and justification of existing local countryside designations. They should ensure that they are soundly based on a formal assessment of the qualities of the countryside, or the contribution of sites such as "strategic gaps" or "green wedges" to urban form and urban areas."

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- 2.6. The Local Green Wedges were designated in accordance with this policy guidance, and the relevant policies make clear what it is that requires the additional protection they afford and why.
- 2.7. In January 2001, the Department of the Environment, Transport and the Regions published a study entitled Strategic Gaps and Green Wedge Policies in Structure Plans¹. The purpose of the study was, inter alia, to assess how far local authorities were using such designations (in Structure Plans) and to assess the justification for including land in such designations. The study concluded that designations of this sort benefit from considerable public support, and recommended that:
 - Strategic Gaps, in that they deliver important outcomes, and are strictly limited in size, could be a useful feature of planning at the County level;
 - Rural Buffers, in that they are an interim policy for towns which are exceptionally fast growing, are probably only likely to be used sparingly: but
 - There is a potential for Green Wedges, delivering a wide variety of desirable outcomes, to become a successful future model for the urban fringe
- 2.8. The Essex and Southend on Sea Replacement Structure Plan 1996 2001 (Adopted April 2001) does not include a policy on strategic gaps or green wedges. However, Part 3 of the Plan dealing with Conserving the Natural and Built Environment places considerable emphasis on protecting open countryside not in the Green Belt from intrusive development (Policy C5). Policy NRI seeks to protect landscape types which are of special beauty and landscape importance, while Policy NR4 refers to Landscape Character Assessments. Work on the review of the Replacement Structure Plan has commenced, and the document Shaping the Future of Essex: Community Strategy Consultation was published for consultation from January to March 2003. It is not yet known whether the new Structure Plan will be taken forward or abolished in the light of the planning reforms proposed in the Planning and Compulsory Purchase Bill 2002. Consequently, the review of the Tendring Plan is proceeding on the basis of the 2001 Structure Plan.
- 2.9. Accordingly, the District Council has decided to retain some form of designation which continues the policy intentions summarised in paragraph 2.1 above. Moreover,

¹ Strategic Gap and Green Wedge Policies in Structure Plans. Department of the Environment, Transport and the Regions, 25 January 2001.

the recent Tendring District Landscape Character Assessment, particularly Volume 2 "Guidance for Built Development", provides considerable support for conserving open gaps as separation between settlements and to maintain individual settlement identity. For example, this is mentioned in relation to a number of the Character Areas including 4D St Osyth Coastal Ridge, 2B St Osyth Drained Marshes and 3D Holland Coastal Slopes.

2.10. It is also our understanding that the District Council intends to retain a version of Local Plan Policy TCR17 'Coastal Protection Belt' (based on Structure Plan Policy NR18). The stated intention of the extant policy is to ensure strict control over all forms of development and the use of land where it would be likely to damage the coastal area's landscape or ecological value.

3. FINDINGS OF THE REVIEW

- 3.1. The existing Local Green Wedges are shown in **Figure 3.1**. Although a comprehensive assessment of all planning decisions in the Green Wedges was not undertaken as part of the study, the view expressed by Officers was that they have generally been successful at fulfilling the functions for which they were intended given the considerable pressure for new development experienced in the District, notably for housing. However, there are some examples of where development has been permitted in a Local Green Wedge.
- 3.2. While undertaking the review of the Local Green Wedges, we were also mindful of the basic purposes of strategic gaps as identified in the 2001 DETR Study: to protect the setting and separate identity of settlements, and to avoid coalescence; to retain the existing settlement pattern by maintaining the openness of the land; and to retain the physical and psychological benefits of having open land near to where people live. In consultation with Officers, the review has focussed particularly on the 'separation' of settlements, to stop urban areas coalescing.
- 3.3. The first finding was that the term Local Green Wedges is no longer the most appropriate way to describe the designated areas. It was therefore decided to change the name to Local Green Gaps, since not all of the areas designated as Local Green Wedges are wedge-shaped, and the term 'gap' better portrays the purpose of their designation.
- 3.4. The second finding was that the existing Local Green Wedges should be retained as Local Green Gaps in the new Local Plan, subject to a small number of mainly minor deletions summarised below. We have found no reason to change the original rationale for the designations of the Local Green Wedges. In the light of this finding, Officers of the Council prepared draft policy wording for the Review Local Plan. The policy and supporting justification are included in Appendix 1.
- 3.5. The third finding was that we identified seven additional areas that we felt should be designated as Local Green Gaps. Two are new free-standing Local Green Gaps, two comprise large extensions to existing Local Green Gaps and three are new sites to be included on the inner edge of the existing designated areas; two at Harwich and one at Lawford, as minor extensions. All the proposed additions are summarised below.

FREE-STANDING LOCAL GREEN GAPS

Proposed Local Green Gap I - Jaywick/Seawick

3.6. There is currently no Local Green Wedge designation preventing merging of Jaywick and Seawick. This new Local Green Gap is proposed to protect the unique and distinctive coastal settlement of Jaywick from the more modern holiday village at Seawick (see Figure 3.1). The importance of protecting the open gaps between Clacton, Jaywick and Seawick is referred to in the Landscape Character Assessment Vol. 2 in relation to landscape character area 2B St Osyth Drained Marshes.

Proposed Local Green Gap 4 - Lawford

3.7. The settlements of Lawford, Manningtree and Mistley are mostly protected by the existing Local Green Wedges. A small Local Green Gap to the west of Lawford is proposed to protect its western edge and discourage further development between it and existing ribbon development known locally as "Garden City", overlooking Dedham Vale AONB (see Figure 3.1).

LARGE EXTENSIONS TO EXISTING LOCAL GREEN WEDGES

Proposed Local Green Gap 2 - Clacton-on-Sea/Jaywick

3.8. The existing Local Green Wedge between Clacton and Jaywick does not protect the area of open land between the northern edge of Jaywick and Clacton. The extension proposed is to provide the unique identity of Jaywick with additional protection from the encroachment of Clacton's western edge (see Figure 3.1).

Proposed Local Green Gap 3 - Holland-on-Sea/Frinton-on-Sea

- 3.9. The eastern edge of Frinton has already merged with Walton-on-the-Naze, and the existing Local Green Wedges will ensure separation of Frinton from Great Holland and Kirby le-Soken. Although there is an existing golf course occupying part of this gap, Local Green Gap 3 is proposed to prevent western coastal expansion of Frinton towards Holland-on-Sea, and vice versa (see Figure 3.1).
- 3.10. The importance of maintaining this gap due to the remote, rural, undeveloped character of the coastal marshes and slopes of landscape character areas 2C Holland Haven and 3D Holland Coastal Slopes, was recognised in the Landscape Character Assessment Volumes 1 & 2.

SMALL EXTENSIONS TO EXISTING LOCAL GREEN WEDGES: SITES AT HARWICH/DOVERCOURT

3.11. The existing Local Green Wedges around Harwich are sufficient to ensure separation of Harwich from Little Oakley and Ramsey. It was not recommended that any additional Local Green Gaps are needed around the southern edge of Harwich as there is no settlement to the south that threatens a settlement merger. However, it is proposed to add two small sites to the proposed Local Green Gap (see Figure 3.2).

Valley Road/Stour Close

3.12. This site was not included in the Local Green Wedge as it was committed for housing at the time of preparing the current Local Plan. This remains the case, although paragraph 40 of PPG3 Housing states that local authorities should review thoroughly all applications to renew permissions. It is an irregular shaped field just north of the urban boundary of Dovercourt, accessed via Valley Road or Stour Close. The site slopes down to the north towards Ramsey Creek just below the prominent ridgeline that marks the urban boundary. Due to its proximity to the

- urban edge, this pastoral site is noticeably degraded; there is a rusted abandoned car in the north west corner, the public footpaths are in decline and litter is apparent.
- 3.13. The site is within the Ramsey Valley System Character Area 6E and is representative of this Character Area due to its sloping landform, its rural character, and proximity to a factory building on the ridge. Although it was not included in Site 4 of the Greenfield Site Study, it is very similar to the adjacent fields on the valley slopes included in Site 4, and the evaluation of 'highly sensitive to development' applies.
- 3.14. Despite the site being degraded, it does form part of the larger complex of valley slopes above the Ramsey Creek which are visually sensitive due to the views to and from them. The valley slopes provide a rural backdrop and setting to the floodplain. It is suggested that this site be included in the Proposed Local Green Gap north of Harwich as it is in open countryside and contributes to the gap function.

Land North of Portals

- 3.15. This site, just north of the Pelcombe Engineering factory site, was not included in the Local Green Wedge in the current Local Plan as it was allocated for employment uses. In the Local Plan Review the site is no longer needed for future employment. The land was formerly used for allotment gardens but is currently dense scrubby woodland.
- 3.16. The site is representative of the Landscape Character Area it falls within, which is 6E, the Ramsey Valley System, and contributes to the open countryside of the valley slopes providing a rural setting and backdrop to the floodplain. The site is included in Site 4 of the Greenfield Site Study, which concluded that the Ramsey Valley slopes are an important and prominent landscape feature and are highly sensitive to development. It is suggested that this site also be included in the Proposed Local Green Gap north of Harwich as it contributes to the gap function.

A SITE AT LAWFORD

Lawford C of E Primary School Playing Field

- 3.17. The school playing field immediately south of the primary school building, off Long Road, Lawford, (see **Figure 3.3**) was not included in the Local Green Wedge in the current Local Plan, despite being protected for open space purposes within this settlement gap.
- 3.18. The site is included in Site I of the Greenfield Site Study, which concluded that this part of the Bromley Heaths Character Area 7A is of medium to low sensitivity to development. However this was tempered by the recognition that development could threaten the site's function as a green wedge, reducing the sense of connectivity and transition which currently exists between the Lawford area and the rural countryside beyond.
- 3.19. It is suggested that the school playing field be included in the Proposed Local Green Gap east of Bromley Road, Lawford, as it contributes to the function of the gap.

SITES TO BE EXCLUDED FROM THE LOCAL GREEN GAPS

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3.20. The fourth finding was that four areas that are within the existing Local Green Wedges should be excluded from the proposed Local Green Gap. In each case this is because the circumstances at the site have changed since its original designation. The reasons for the proposed exclusion of each site are summarised below.

Land Adjacent to Michaelstowe Drive

- 3.21. This site is an irregular shaped field immediately east of Michaelstowe Drive, Ramsey, on the northwest urban edge of Dovercourt (see Figure 3.2). It is within the Local Green Wedge in the current Local Plan. The southern half of the site is flat and forms part of the ridgeline, the northern half slopes down towards Ramsey Creek and forms part of the sloping valley sides. The two halves of the site are distinct in landform and thus for the purposes of assessing their role within the proposed Local Green Gap, they are considered separately.
- 3.22. The southern half of the site (divided from the northern half by extending the northern boundary of the housing development on Clayton Road west to Michaelstowe Close) is enclosed to the east, south and northwest by housing. A hard surface playing area enclosed by metal fences has been built on the eastern part of the site accessed by a footpath at the end of Clayton Road. It is suggested that the southern half of the site be taken out of the proposed Local Green Gap because it is no longer open and performing a gap function.
- 3.23. It is suggested that the northern half of the site be retained in the proposed Local Green Gap, as it is open countryside contributing to the gap function. It is also arable land classified as Best and Most Versatile Agricultural land and forms part of the larger complex of valley slopes above the Ramsey Creek which are visually sensitive due to the views to and from them.
- 3.24. If the suggestion to take out of the Local Green Gap the southern half of the site is accepted, then a further site comprising the existing small bungalow development immediately adjacent on Michaelstowe Drive should also be excluded, but not the buildings of Michaelstowe Hall beyond. The latter are set in an extensive parkland curtilage which contributes to the gap's function.

Two Villages School

- 3.25. The site of the proposed Two Villages School, Ramsey is on the western edge of Dovercourt's urban area (see **Figure 3.2**). It was originally included in the Local Green Wedge as part of the gap between Dovercourt and Ramsey village. The School has since been granted planning permission, and it is suggested that that part of the site that will be developed for the new school buildings should not be included in the proposed Local Green Gap. The southern part of the site, which will comprise open space and playing fields should stay within the proposed gap because it will still help to fulfil the requirements of the policy.
- 3.26. We also considered whether built parts of the proposed Bishop's Park School at Rush Green, Clacton should be excluded from the proposed Local Green Gap (see Figure 3.4). In this case, we suggest that the entire school site remains within the

Local Green Gap. This is because the site is in open countryside, compared to the Two Villages site which is directly adjacent to the established built-up area. As such, Bishop's Park School will help to maintain the openness of the important Local Green Gap between Clacton and laywick.

Brook Park Retail Park

3.27. It is suggested that the part of the site that is being developed for the Retail Park off London Road, Clacton be excluded from the proposed Local Green Gap because it is no longer open land performing a gap function. The proposed Country Park to the north, to be created in association with the retail park development, should stay in the proposed Local Green Gap (see Figure 3.4).

Land at Foot's Farm, Centenary Way, Clacton

- 3.28. This site, south of Centenary Way, is bounded by a housing estate to the south and the Crusader Business Park to the east (see **Figure 3.4**). Moreover, further west along the southern side of Centenary Way, there is the completed modern development of Safeways Foodstore now existing between this area and Little Clacton.
- 3.29. Accordingly this area, unlike land elsewhere in this Local Green Gap, provides little if any contribution to the function of this gap in maintaining the separation of Clacton and Little Clacton. It is therefore suggested that this site be excluded from the proposed Local Green Gap.
- 3.30. If this suggestion to exclude this site from the Local Green Gap is accepted, then it follows, for precisely the same reasons, that the existing playing field immediately to the west should also be deleted from the proposed Local Green Gap to ensure a consistent approach.

COASTAL PROTECTION BELT

3.31. It was noted in Section 2 that the Council intends to retain a version of Local Plan Policy TCR17 Coastal Protection Belt. Officers of the Council have stated that where a common boundary with the urban edge exists for existing Local Green Wedges and the Coastal Protection Belt, minor revision of one should also be reflected in the other given their similar role in maintaining the open character of land. We would support this general approach. This affects the Land North of Portals and Land Adjacent to Michaelstowe Drive, as well as the Proposed Local Green Gaps 1 and 3.

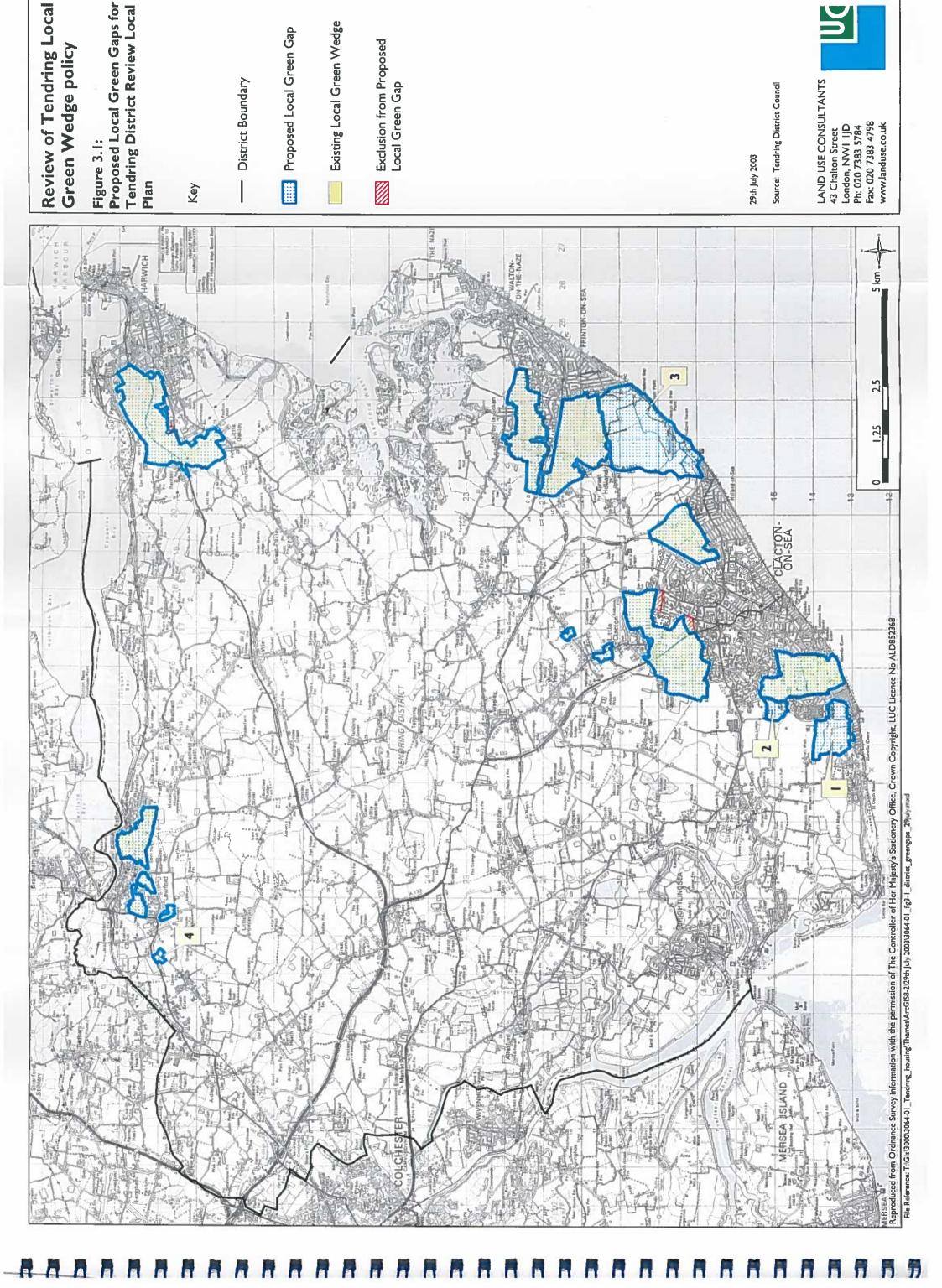
4. RECOMMENDATIONS

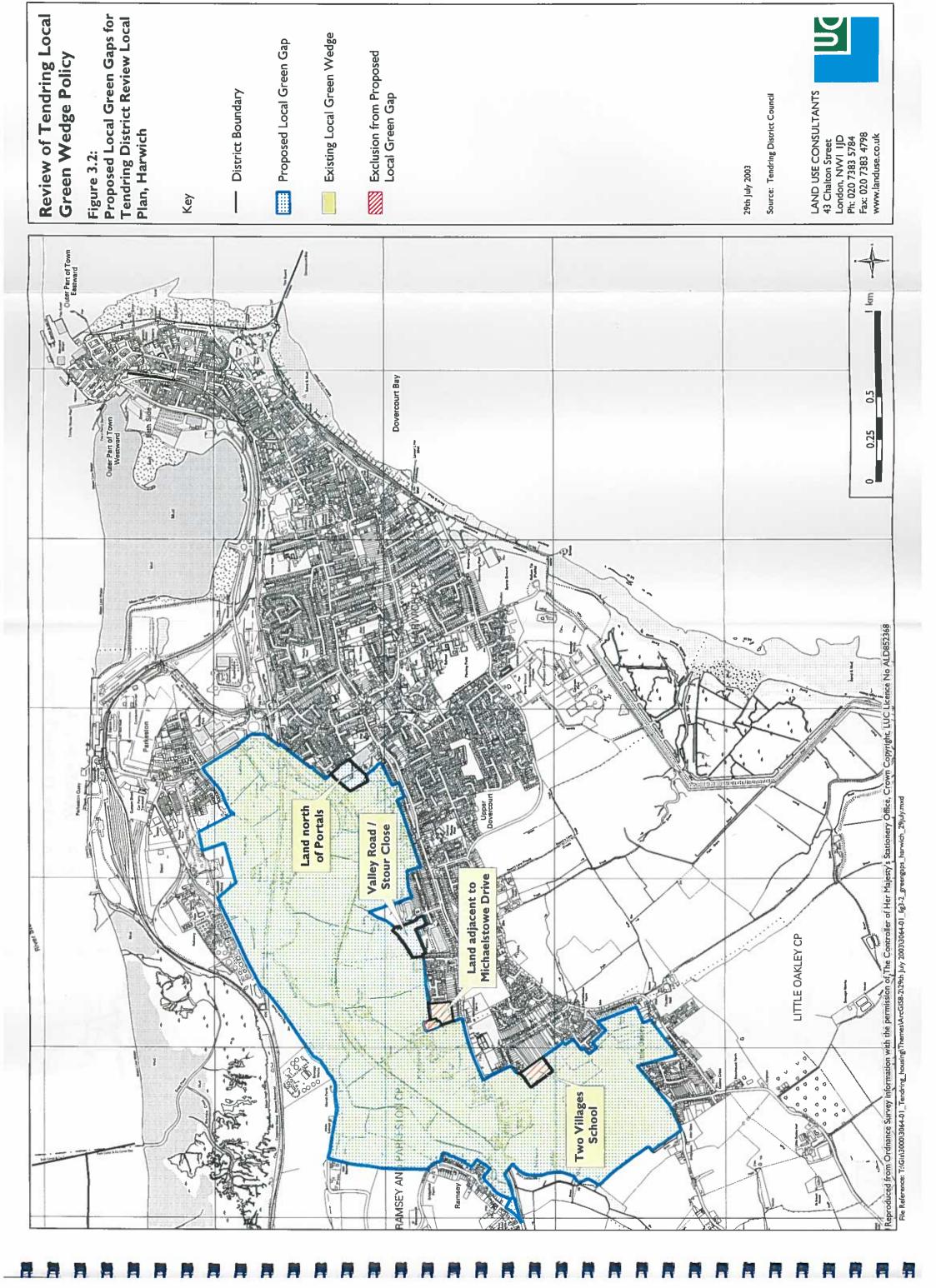
- 4.1. On the basis of the review of Local Green Wedges, we recommend that:
 - the term Local Green Wedges should be replaced by Local Green Gaps in the revised Local Plan
 - the existing Local Green Wedges Policies in the Local Plan should be replaced by the single policy and justification prepared by Officers of the Council
 - generally the existing Local Green Wedges should be retained as Local Green Gaps in the revised Local Plan, subject to excluding four areas:
 - land adjacent to Michaelstowe Drive, Ramsey
 - part of the Two Villages School, Ramsey
 - Brook Park Retail Park, Clacton
 - Land at Foot's Farm, Centenary Way, Clacton
 - four additional areas and three additional sites should be designated as Local Green Gaps:
 - Proposed Local Green Gap I Jaywick/Seawick
 - Proposed Local Green Gap 4 Manningtree
 - Proposed Local Green Gap 2 Clacton-on-Sea/Jaywick
 - Proposed Local Green Gap 3 -Holland-on-Sea/Frinton-on-Sea
 - Valley Road/Stour Close, Dovercourt
 - Land North of Portals, Dovercourt
 - Lawford C of E Primary School Playing Field
 - the urban edge boundary of the revised Coastal Protection Belt policy should be reviewed to reflect the recommended changes to Local Green Wedge boundaries (i.e. the proposed Local Green Gaps).

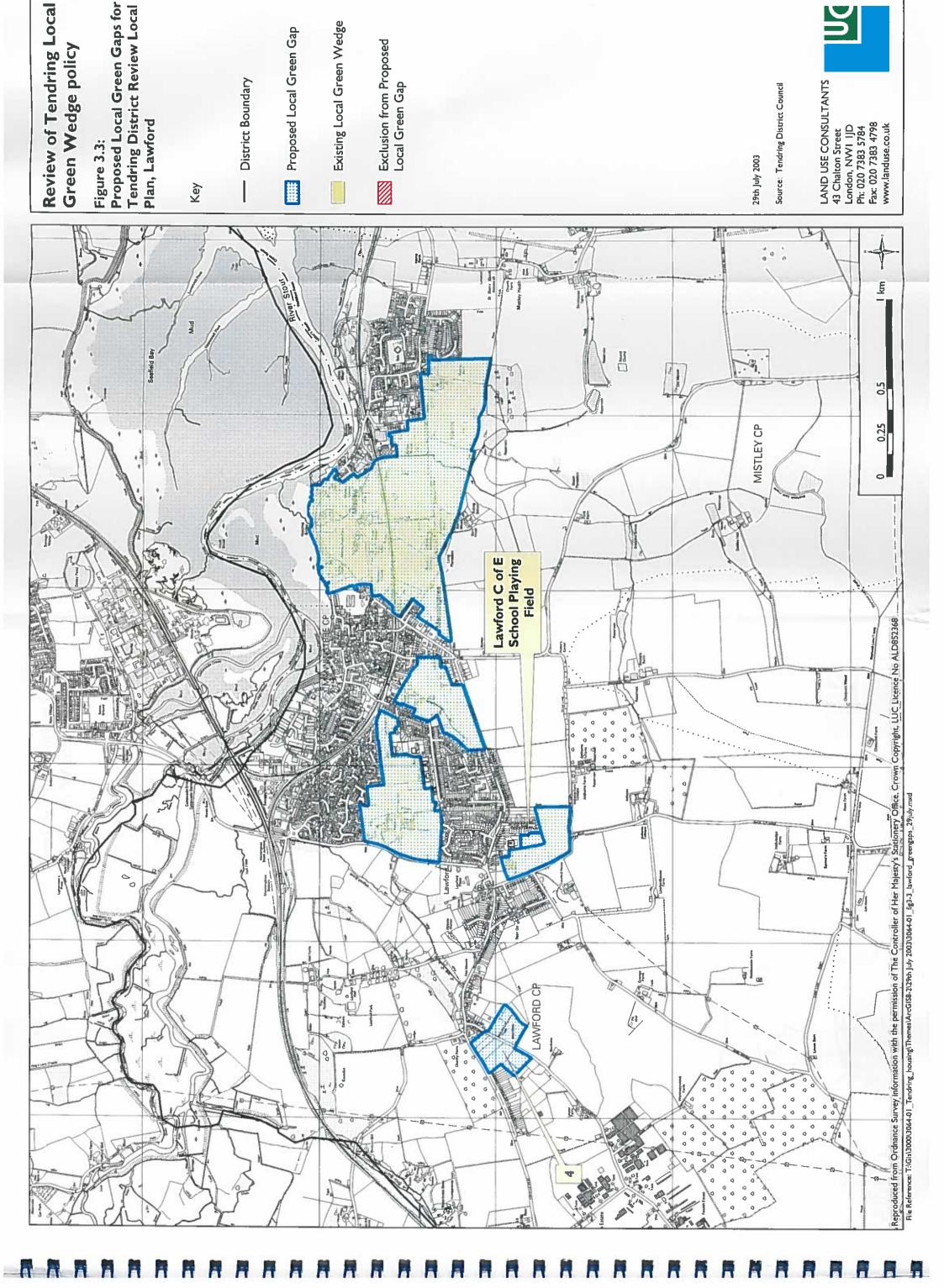
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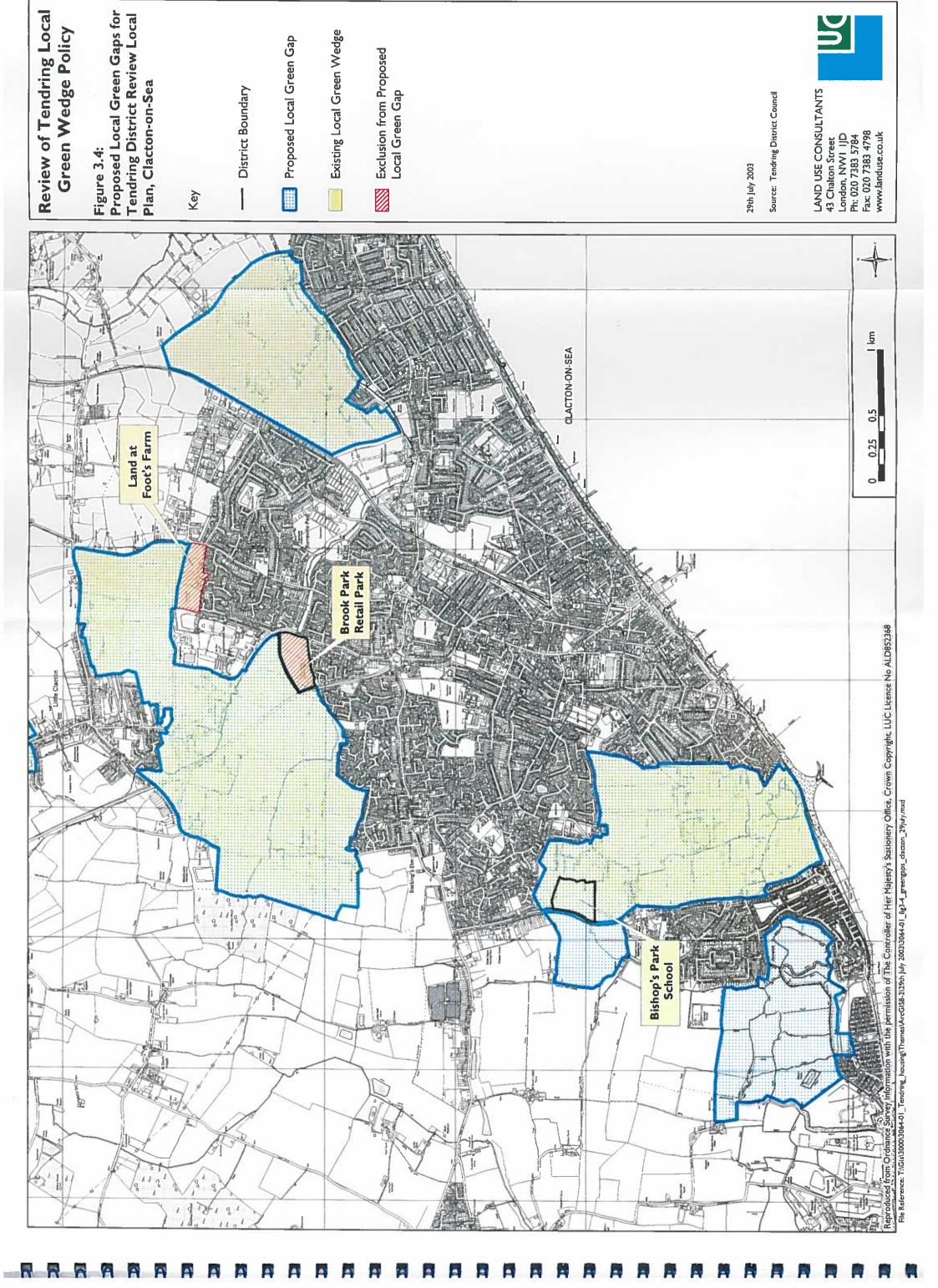
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APPENDIX

LOCAL GREEN GAPS

Local Green Gaps have been identified in the Review Plan. Their primary purpose and function is to maintain separation between the main urban areas of the District. They also seek to maintain separation between urban areas and freestanding smaller settlements that surround them, or between physically separate built-up neighbourhoods. By conserving the countryside between residential settlements, local green gap policies aim to preserve the open character of these important breaks between settlements. This approach will also maintain the individual character and landscape setting of towns, villages and neighbourhoods.

Policy EN2 below seeks to reinforce countryside and settlement policies that resist inappropriate development encroaching into these Local Green Gaps. The policy also draws attention to the important functions that those areas perform. The identification and importance of these Local Green Gaps in landscape setting terms is supported by the findings of the Tendring Landscape Character Assessment. In addition to their role in maintaining settlement separation, Local Green Gaps also have a positive role to play in urban containment and thus contributing, with other policies, to the more efficient use of existing urban land and infrastructure. Within the Local Green Gaps, the Council will encourage the enhancement and improvement of public rights of way and existing leisure and recreational facilities, where this does not prejudice the wider purpose and function of Local Green Gaps.

Policy EN2 - Local Green Gaps

Planning permission will be refused for any form of development on land shown on the Proposals Map as being within a Local Green Gap unless such development can be carried out without reducing or otherwise harming the function of the land in providing separation between defined settlements.

The Council will encourage the enhancement and improvement of public rights of way and existing leisure and recreational facilities, where this does not prejudice the wider purpose and function of a Local Green Gap.

This land shown on the Proposals Maps and Insets relate to the following settlements and the main functions of those Local Green Gaps is as follows:

Clacton-on-Sea / Little Clacton

- Safeguard the separate identity, character and openness of the setting of Little Clacton, particularly by protecting the undeveloped land on the north side of Centenary Way;
- Preserve and, where possible enhance views from the settlements;
- Prevent further ribbon development in the London Road area between Clacton-on-Sea and Little Clacton:

 Safeguard the open character of the land either side of the Little Clacton Bypass.

Great Clacton / Holland-on-Sea

- Safeguard the unspoilt countryside gap between the railway line and Picker's Ditch to maintain clear separation and distinction between the identity and character of Holland-on-Sea and the Burrsville area of Great Clacton; and
- Preserve views from both areas, and for train passengers, over this attractive wedge of rolling landscape.

West Clacton / Jaywick

- Maintain clear separation between West Clacton and Jaywick, and between Jaywick and Seawick, in order to safeguard their separate identities and character;
- Protect views from these areas over the open countryside; and
- Protect the amenity of the area for various formal and informal leisure and other recreational uses including Clacton Airstrip and Clacton Golf Club:

Dovercourt / Parkeston / Ramsey / Little Oakley

- Safeguard the remaining countryside gap between Parkeston and Dovercourt including Ramsey Creek Valley and its visual character;
- Preserve the attractive and extensive views across Church Hill, Ramsey;
- Safeguard the separate identity, character and rural setting of Ramsey Village; and
- Prevent further ribbon development on Church Hill.

Frinton / Walton / Kirby Cross / Great Holland / Kirby-le-Soken / Holland-on-Sea

- Safeguard the open countryside setting and coastal gap between Frinton,
 Great Holland and Holland-on-Sea;
- Protect the rural and undeveloped character of the Holland Coastal Slopes and Holland Haven;
- Safeguard the identity, character and rural setting of Kirby-le-Soken and Great Holland as free standing villages in the countryside; and
- Protect the remaining village character of Kirby Cross and its rural setting.

Lawford / Manningtree / Mistley

- Safeguard the open character of the important breaks between these settlements and between separate neighbourhoods;
- Preserve the attractive views from these settlements towards the Stour Estuary and Dedham Vale;
- Maintain the individual character of these settlements and their separate neighbourhoods;
- Prevent incremental coalescence between these settlements; and
- Prevent further ribbon development west of Lawford.

Little Clacton

- Preserve the remaining views into open countryside existing between the main built-up areas of the village;
- Prevent incremental coalescence or further ribbon development between the physically separate neighbourhoods of the village which would result in an inappropriate over-extended form of settlement pattern in the countryside; and
- Safeguard locally important visual breaks, existing village character and settlement form.