

PLANNING POLICY GUIDANCE:

TOURISM

Planning Policy Guidance notes set out the Government's policies on different aspects of planning. They are to be taken into account by local authorities as they prepare their development plans, and they may be material to decisions on individual planning applications and appeals.

This PPG outlines the economic significance of tourism and its environmental impact, and therefore its importance in land-use planning. It explains how the needs of tourism should be dealt with in development plans and in development control. Chapter 2 discusses the impact of tourism and the role of the planning system. Chapter 3 considers the scale and character of tourist activity, its economic significance, and future trends in tourism. Chapter 4 explains how aspects of tourism that are relevant to land-use planning should be dealt with in statutory development plans. Chapter 5 deals with tourism as a factor in development control and with the use of planning powers, both to regulate and facilitate tourist-related development. Chapter 6 deals with consultation with other bodies concerned and the role of the regional tourist boards.

CONTENTS

1. INTRODUCTION

Tourism, the economy and the environment	1.1
Scope and purpose of this guidance	1.5
Other publications	1.7

2. TOURISM AND PLANNING

The impact of tourism	2.1
The role of planning	2.4

3. TRENDS IN TOURISM

Economic impact of tourism	3.1
Tourism and employment	3.4
Future trends	3.6
Future priorities for tourism development	3.10
Government support for tourism	3.13

4. DEVELOPMENT PLANS

The development plan system	4.1
Regional planning guidance	4.4
Strategic Planning Guidance in Wales	4.7
Structure plans	4.8
Local plans	4.12

5. TOURISM DEVELOPMENT

Planning applications	5.1
Tourist accommodation	5.3
Large scale and innovative projects	5.4
Principles and criteria	5.10
Locational factors	
- Designated areas	5.12
- Historic towns and cities	5.17
- Seaside resorts	5.21
- The countryside	5.26
Other environmental factors	5.27
Design	5.30
Outdoor advertisements	5.31
Planning conditions and obligations	5.32

6. CONSULTATION

General	6.1
National and regional tourist boards	6.2

7. CANCELLATIONS

ANNEX A. HOTELS

ANNEX B. HOLIDAY AND TOURING CARAVANS

ANNEX C. SEASONAL AND HOLIDAY OCCUPANCY CONDITIONS

ANNEX D. USEFUL ADDRESSES

1 INTRODUCTION

Tourism, the economy and the environment

1.1 Tourism makes a major contribution to the national economy and to the prosperity of many cities, towns and rural areas. Its continuing growth generates a range of economic activity and new job opportunities. Because it often depends on a high quality environment, it can act as a positive force for environmental protection and enhancement. Many areas have important natural, historical or architectural features which serve to attract tourists. It is important to identify and consider ways of protecting these, as well as to consider ways in which new development can help the industry grow.

1.2 The Government's policy is that the tourism industry should flourish in response to the market, while respecting the environment which attracts visitors but also has far wider and enduring value. Policies for this purpose must be fully consistent with the Government's environmental strategy as set out in the White Paper *This Common Inheritance* and must take full account of the particular needs and character of individual areas. The central objective is to achieve "sustainable development" that serves the interests of both economic growth and conservation of the environment. The Government set up a task force on tourism and the environment which reported on how to achieve sustainable tourism. This led the Government to announce four guiding principles governing its approach to the industry (see paragraph 3.15).

1.3 There are well established national policies for the protection of the countryside, including National Parks, Areas of Outstanding Natural Beauty, Sites of Special Scientific Interest, the Green Belts, the Heritage Coast and areas and buildings of architectural or historic importance. These policies are implemented largely through the planning system, and are vital to maintaining those qualities in our natural and built heritage that attract tourism. The needs of tourism, therefore, have to be managed in ways that protect or enhance those values. The planning process can help to achieve this difficult but crucial balance.

1.4 The main source of national planning guidance is the series of Planning Policy Guidance (PPGs). Several PPGs are particularly relevant to planning for tourism:

PPG 1	General Policy and Principles
PPG 2	Green Belts
PPG 4	Industrial and Commercial Development and Small Firms
PPG 7	The Countryside and the Rural Economy
PPG 12 ¹	Development Plans and Regional Planning Guidance
PPG 13	Highways Considerations in Development Control (to be revised shortly)
PPG 17	Sport and Recreation
PPG 19	Advertisement Control
PPG 20	Coastal Planning
Forthcoming	Nature Conservation
"	Listed Buildings and Conservation Areas

¹ In Wales there is a separate PPG 12 entitled Development Plans and Strategic Planning Guidance.

Scope and purpose of this guidance

1.5 This PPG outlines the economic significance of tourism and its environmental impact, and therefore its importance in land-use planning. It explains how the needs of tourism should be dealt with in development plans and in development control. Chapter 2 discusses the impact of tourism and the role of the planning system. Chapter 3 considers the scale and character of tourist activity, its economic significance, and future trends in tourism. Chapter 4 explains how aspects of tourism that are relevant to land-use planning should be dealt with in statutory development plans. Chapter 5 deals with tourism as a factor in development control and with the use of planning powers, both to regulate and facilitate tourist-related development. Chapter 6 deals with consultation with other bodies concerned and the role of the regional tourist boards.

1.6 This PPG focuses on broad principles and general criteria that are relevant to most types of tourist development. Although it does not deal in detail with each type of development, Chapter 5 contains advice on large scale and innovative projects, and Annexes A and B provide policy guidance on hotel and on holiday and touring caravan developments. In practice, however, many types of development that cater for tourists also cater for other types of user, or are similar in their impact to other categories of development. Thus similar planning considerations apply to both. Annex C contains new guidance on seasonal and holiday occupancy conditions.

Other publications

1.7 Publications other than PPGs may be found useful. In particular, the series of reports from the Tourism and Environment Task Force, published in 1991 by the Government and the English Tourist Board, provide practical advice and guidance on how to achieve sustainable tourism. The main report *Tourism and the Environment - Maintaining the Balance* is available free from the English Tourist Board. It is accompanied by the reports of three working Groups on the Countryside, Heritage Sites and Historic Towns in addition to a report on Visitor Management Case Studies (these are separate priced publications).

The Secretary of State for National Heritage is responsible for the coordination of Government policy on tourism and for tourism in England. Under the Development of Tourism Act 1969, the British Tourist Authority (BTA) has statutory responsibility for the overseas promotion of Britain as a tourism destination. The three statutory national boards, the English Tourist Board (ETB), Scottish Tourist Board (STB), and Wales Tourist Board (WTB), have responsibility for promoting and developing tourism in their respective countries. These boards are appointed by the Secretaries of State for National Heritage, Scotland and Wales respectively.

All four boards have a duty to advise Government and other public bodies, including local authorities, on matters affecting tourism. The boards, therefore, provide an important input to national tourism policies and assist in their implementation. The ETB devolves many of its functions to the regional tourist boards in England. These are independent bodies, whose membership comprises representatives of local authorities and of tourist businesses. It is these regional boards which would normally be involved in land-use planning in England. Further information about the regional boards is given in Chapter 6.

2 TOURISM AND PLANNING

The impact of tourism

2.1 "Tourism" covers a very wide range of activities and types of development. The Tourism Society defines it as "the temporary short-term movement of people to destinations outside the places where they normally live and work and the activities during their stay at these destinations". This definition can include travel and visits for business, professional and domestic purposes as well as for holidays and recreation. But those distinctions are not always clear cut: sometimes more than one purpose is involved. For example, business conferences and sales events, music festivals, professional and academic meetings, all of which can attract both national and international audiences, often combine an element of tourism with their more specific purposes. Such events are an important and expanding aspect of the tourist industry. Tourism includes not only the annual family holiday (although holidays account for about 60% of all tourist activity) but also a wide range of shorter visits, weekend breaks and day trips.

2.2 The kinds of facility and development needed for these various types of tourism, and the problems that they can generate, are not necessarily different, in terms of land use planning, from similar types of development serving other types of demand. There are, of course, some types of development that cater expressly for the tourist and holiday maker, but for planning purposes it is the location, scale and environmental implications that matter rather than the particular type of user or the purpose of their visit.

2.3 For all these reasons "tourism" cannot be regarded as a single or distinct category of land use. But the demands that it makes on land resources and its impact on the environment mean that it is a subject that should be addressed in preparing or revising development plans, and one that will often feature in development control decisions.

The role of planning

2.4 Tourism covers a wide variety of activities and impinges on many different types of location, both urban and rural. Trends in tourism are constantly changing as new types of activity, new attractions and new destinations become popular. The planning system should therefore facilitate and encourage development and improvement in tourist provision, while tackling any adverse effects of existing tourist attractions and activity in a constructive and positive manner.

2.5 Three stages in the planning process are relevant. *First*, the functions of survey and analysis that underpin effective land-use planning necessarily include tourism activities and their interrelationship with other land-uses. *Secondly*, the preparation of statutory development plans should include existing and future provision for tourism (both in general terms and referring to likely major developments where these are known) and the relationship to other social, economic and environmental objectives. The development plan system, with its provision for public participation in the process, provides the opportunity for dealing with these matters in a comprehensive and integrated manner, and in a way that is sufficiently flexible to respond to changing conditions, and market demands. *Thirdly*, the development control system means that all new tourist-related development is subject to proper appraisal. (This includes formal environmental impact assessment in the case of certain projects which are likely to have significant environmental effects.) Where necessary, a new development can be made subject to conditions regulating its scale, location, access, design, landscaping, hours of operation and other requirements that will lessen its impact.

2.6 In dealing with a rapidly developing and innovative industry, there must be provision for assessing new and unfamiliar types of project. The planning process should allow for this and enable the environmental implications of new proposals to be assessed in a rational and comprehensive manner.

2.7 In short, the planning process can assist tourism development, but only in ways that take full account of other related policies.

3 TRENDS IN TOURISM

Economic impact of tourism

3.1 In its broadest sense, tourist expenditure in Britain in 1991 totalled around 25 billion. This accounted for 4% of total Gross Domestic Product, and for about 23% of total exports of services. In the same year, whilst oil exports earned 6.8 billion, spending by overseas visitors to Britain, including payments to carriers, totalled 9.1 billion. In terms of total overseas visitor spending, Britain ranks fifth in the world.

3.2 Nearly two thirds of all tourism expenditure, however, stems from domestic trips. In 1991, British residents made over 94 million business or leisure trips in Britain involving one night or more away from home; they spent a total of 10.5 billion. In addition 630 million day visits were made by British residents in 1988/89 during which they spent over 5.2 billion.

3.3 Tourism is made up of a wide range of very different, but interdependent activities and operations. These include accommodation, catering, transport, tourist attractions, information provision and all the other amenities and facilities designed to cater for the needs of visitors. There is also an overlap with related areas such as sport, entertainment, the arts and other recreation and leisure activities. For example, 28% of expenditure by domestic day visitors is on shopping; a contribution of 1.5 billion to the retail sector.

Tourism and employment

3.4 Around 7% of employment in Britain (nearly 1.4 million people) is directly related to tourism. Tourism businesses account for 6% of those who are self employed; and there is a higher proportion of small firms in tourism compared with the economy as a whole. Tourism also indirectly helps support many more jobs among those who supply goods and services for the industry. The number of employees in tourism-related activities grew by 30% in the ten years to June 1992, compared with 2% for all employees in employment.

3.5 The tourism industry offers a wide range of jobs at all skill levels. It has a good record of offering early advancement for young people, based on proven ability rather than qualifications. It has also been effective in providing alternative employment as demand for labour in traditional sectors has declined. For example, the Government is encouraging farmers to develop alternative sources of income; providing tourist facilities can be an important form of diversification (see PPG7).

Future trends

3.6 In many countries tourism is one of the main growth industries, reflecting increasing personal incomes, leisure time and mobility. In Britain the growth in tourism has been accompanied by changes in the types and distribution of tourism. Decline in the traditional longer-stay holiday at a single destination in Britain has been partially offset by significant increases in other markets. These include short breaks, second holidays, day trips, business travel and special interest or activity holidays. Such trends are effectively extending the length of the "holiday season" and bringing economic benefits.

3.7 Another important trend is the increase in visits by overseas residents to Britain. The number of these has increased substantially (to 17.5 million in the 12 months to June 1992).

3.8 The indications are that the industry will continue to grow, although this growth will not necessarily be evenly spread. The English Tourist Board (ETB) forecasts an average annual increase of just over 1% in domestic tourism trips between 1991 and 1996. The British Tourist Authority (BTA) expects that, during the same period, the numbers of overseas visitors will grow by about 6% a year.

3.9 Despite these prospects for continuing growth in tourism in Britain, the industry faces strong competition from overseas and especially within the single European market. To realise its potential, and to cater for changing patterns of tourism, rising standards and expectations, the industry needs to maintain a continuous programme of investment and reinvestment, and constant improvements in the quality and value for money of the services and facilities offered.

Future priorities for tourist development

England

3.10 The ETB has published its strategy for tourism for the period 1991/1995, entitled "Planning for Success". In this the Board have identified the main issues and challenges facing the industry in the 1990s as:

- balancing the needs of visitors, host communities and the environment;
- improving quality and value for money;
- improving transport and communications;
- increasing standards of training and professionalism; and
- encouraging tourism growth and development.

3.11 Several types of amenities and development opportunities are considered by the Board to be of particular importance to the future success of tourism. These include at least one major new tourist attraction of national significance and "holiday villages" such as exist in some other countries and of which there are already some examples in Britain.

But the list of priorities also includes other types of provision that are likely to be much more widespread and smaller in scale:

- improved new and modernised family accommodation;
- expanded low cost or "budget" accommodation;
- improved self-catering facilities;
- more and better quality holiday cottages;
- development and expansion of farm holiday accommodation;
- general improvement and upgrading of all types of tourist accommodation; and

- much greater emphasis on design quality and respect for the environment in all tourist developments.

These trends and priorities are likely to feature in applications for planning approval over the next few years. General factors affecting their assessment and criteria for approval are considered in Chapter 5.

Wales

3.12 The WTB for its part seeks to develop and market tourism in ways which yield the optimum economic and social benefit to the people of Wales. Implicit within this objective is the need to sustain and promote the culture of Wales and the Welsh language, and to safeguard the natural and built environment. The WTB are working on a replacement for the 5 year Framework Development Strategy for tourism development in Wales, launched in 1988.

Government support for tourism

3.13 The Government is committed to encouraging tourism in Britain while at the same time conserving those qualities in the environment that are a major attraction for tourism. Its policy is directed at securing a proper balance between:

- maximising the economic and employment benefits that tourism can bring;
- promoting geographical and seasonal spread of tourism;
- encouraging the development of non-traditional destinations as well as the more popular visitor locations;
- respecting the needs of the tourist industry and its customers;
- safeguarding of the environment; and
- protecting the interests of the communities that cater for its needs, but feel its effects.

3.14 Tourism benefits from a range of Government assistance made available to cultural, artistic and sporting activities; for the conservation and preservation of ancient monuments and historic buildings and the countryside and its wildlife; and to help business development in areas of particular need. Conversely, these and many other activities benefit greatly from the income from tourists.

3.15 The Government set up a special task force comprising representatives of the tourism industry, local authorities and environmental and other interests to advise on how tourism could develop in harmony with the environment. Following the report of the task force in May 1991, the Government announced four guiding principles that it would adopt in assessing its own support for tourism:

- supporting the development of the industry in ways which contribute to, rather than detract from, the quality of the environment;

- promoting the understanding of environmental quality concerns within the industry and of the need to improve the quality of its service and its products;
- ensuring through the regional tourist boards and Training and Enterprise Councils that managers in tourism adopt visitor management techniques that can mitigate the impact on the environment; and
- encouraging those types of tourism which in themselves aim to safeguard the environment.

3.16 The Government accepts that some areas may be more readily able to absorb increased visitor numbers than others, particularly at peak periods. This variation in capacity will be a key input to visitor management and land-use planning considerations, which the following Chapters consider in more detail.

4 DEVELOPMENT PLANS

The development plan system

4.1 Comprehensive guidance on the development plan system is given in PPG 12. Tourism is one of the key strategic topics to be covered in those plans.

4.2 The Planning and Compensation Act 1991 strengthened the role of development plans by requiring that development control decisions must accord with the development plan unless material considerations indicate otherwise.

4.3 The development plans of relevance to tourism development are *structure plans* prepared by county councils and *local plans* prepared by district councils and by National Park authorities. In the London boroughs and metropolitan districts there are unitary development plans (UDPs) that combine the functions of structure and local plans (in this PPG references to structure and local plans include UDPs Parts I and II). All these plans must take account of current national policies and any regional or strategic planning guidance issued by the Secretaries of State for the Environment and Wales. All plans should be drawn up taking account of environmental considerations, and the policies should be subject to an appraisal of their environmental effects (see Chapter 6 of PPG 12).

Regional planning guidance

4.4 In England regional planning guidance is issued by the Secretary of State in the light of advice submitted to him by representatives of the local planning authorities in the region and after consultation with other organisations. The arrangements for preparing this guidance vary between regions and a further explanation of the process is given in Chapter 2 of PPG 12.

4.5 An important function of regional guidance is to encourage alternative areas for tourism development, where needed, as a way of easing pressures on parts of central London and other locations including historic towns likely to come under unreasonable pressure. A few major projects may require to be addressed in regional guidance, because of their national and regional significance. The Secretaries of State look to the regional tourist boards to advise the regional conferences responsible for preparing draft regional planning guidance.

4.6 Tourism is already covered in the regional planning guidance issued or shortly to be issued for the English regions. The varying weight given to tourism in the guidance for different regions reflects the perceived significance of tourism in each regional economy and the importance that it is seen to have as a land-use planning issue. With the growth in acceptance of the economic and developmental importance of tourism, future revisions or additions to regional planning guidance will deal with it more fully.

Strategic Planning Guidance in Wales

4.7 The Welsh Office is producing a series of Strategic Planning Guidance in Wales (SPGW) papers which consolidate and re-present the wide range of available strategic guidance material in a consistent and accessible form. Existing designations and policies affecting tourism are presented in the papers issued by the Welsh Office. The Assembly of Welsh Counties (AWC) are taking the lead in coordinating the contributions of the Council of Welsh Districts, National Parks and other interested bodies in assessing the existing strategic planning guidance and in providing the Secretary

of State with advice on the main strategic issues likely to affect Wales in the next 10-15 years. As part of this exercise the AWC has formed a Tourism and Recreation Working Group and are addressing issues of relevance to tourism in Wales.

Structure plans

4.8 The functions of structure plans as defined in PPG 12 are to:

- provide the strategic policy framework for planning and development control;
- ensure that the provision for development is realistic and consistent with national and regional policy; and
- secure consistency between local plans for neighbouring areas.

4.9 Chapter 5 of PPG 12 includes "tourism, leisure and recreation" in the list of nine *key strategic topics* that should, where relevant to the area, be dealt with in structure plans. PPG 12 explains that structure plans are intended to state in broad terms the general policies and proposals of strategic importance for the development and use of land, taking account of national and regional policies, and providing the framework for more detailed policies and proposals in local plans. In particular, structure plans should, where appropriate, indicate the broad location of major growth areas, areas of restraint on development, and the general location of any individual development likely to have a significant effect on the plan area. Structure plans should avoid detailed development control policies which properly belong in local plans.

4.10 There has been a tendency in structure plans to consider tourism in isolation as a separate topic rather than in relation to other policy concerns such as employment, conservation, urban regeneration and transport. One of the strengths of the structure plan concept is that it enables related topics to be dealt with in an integrated manner, and this is relevant in the case of tourism.

4.11 It is not the purpose of this PPG to spell out tourism policies for particular areas but there are strategic aspects that should be dealt with in structure plans, especially in those counties where tourism is a major component of the local economy and poses significant land-use issues. These aspects include:

- the scale and distribution of tourist activity within the area;
- likely future trends and changes in volume, distribution, and types of activity;
- the implication of those trends and changes for land-use, traffic flows and the transport system - for example, for roads, by traffic management schemes that ensure suitable access and circulation arrangements incorporating adequate safety measures for both vehicle and pedestrian movement;
- the identification of areas within the county where there are problems associated with either the growth or decline of tourism;
- how increased demand can best be accommodated - for example, through major new holiday village type developments, or revitalisation of existing rundown areas;

- the environmental impact of tourist demand and ways in which any adverse effects can be moderated - by restricting further expansion of tourist capacity; by improving facilities for meeting existing demand or by encouraging alternative tourist destinations and attractions;
- the need to protect key tourism assets, including such features as characteristic landscapes (including historic parks and gardens), unspoilt stretches of undeveloped coastline, areas of special interest for nature conservation, historic buildings and townscapes; and
- ways in which tourism can contribute positively to other objectives such as economic development, conservation and urban regeneration.

Fuller guidance on these topics is provided in other PPGs.

Local plans

4.12 The issues set out in the previous paragraph should then be translated into positive and realistic policies and proposals in local plans, taking account of local needs and local opinion. Local plans can include more detailed proposals for future improvements to the local environment and local facilities. In many areas these should include provision for tourism, especially where there is an important contributor to the local economy and employment. The policies and proposals set out in the local plan provide the basis for future development and for the day-to-day exercise of development control.

4.13 The policies and proposals in local plans should be confined to aspects that relate to the development and use of land. Local plans are not themselves a medium for publicising and promoting tourism; the policies that they contain may be aimed at facilitating tourist development. They may also seek to protect the tourist industry by ensuring that other land uses are distributed in a way that respects the qualities that underpin the tourist industry. Overloading the plan with extraneous material will tend to delay the process of plan preparation, adoption and revision. A local plan can, however, include reference in the reasoned justification to non land-use considerations to the extent that this is necessary to explain the policies and proposals in the plan.

4.14 Plans should consider opportunities to utilise tourism as an element in urban regeneration. There have been many examples in recent years of successful projects that have turned derelict sites and obsolete buildings to good use as new tourist attractions. There can be scope for major land reclamation schemes and environmental improvements that transform such sites into valuable new tourist and recreational assets. Seaside resort towns may be particularly appropriate for this approach.

4.15 A local plan can also designate *action areas*, which are areas that the local authority has selected for comprehensive improvement or development over a 10 year period. Such action areas may include areas that either are or will be a focus of tourism in the years ahead. But they should be designated with an eye to flexibility, given the changing nature of the tourist industry. Another positive planning tool available to local authorities is the possibility of designating Simplified Planning Zones (see PPG5).

4.16 Many local planning authorities prepare more detailed *supplementary planning guidance* which supplements the policies and proposals in the development plan - for example, design guidance for specific areas or types of development. Such guidance can deal with aspects of tourist development and can be helpful to local businesses and others who cater for the tourist. But it

should not be a substitute for policies and proposals which should properly appear in the plan itself. For more details, see PPG12.

4.17 PPG 7 makes reference to non-statutory countryside and rural strategies integrating conservation with economic and social development. It points out that such strategies can be a positive influence on development plans. The countryside agencies are producing a guide to good practice on the preparation, content and role of such strategies which may be an appropriate vehicle to take forward tourism policies in the countryside.

5 TOURISM DEVELOPMENT

Planning applications

5.1 All forms of tourist development are subject to the same process of development control under the Planning Acts as applies to other types of development. There are no special exemptions or additional forms of control applying to tourist development although holiday caravan parks require site licences in addition to planning approval (see Annex B).

5.2 Many types of development that cater for tourists also cater for other types of customer. Such proposals can be dealt with in the same manner, and their impact on the local environment can be assessed in the same way as other applications for similar development. Most development plans, however, especially those for areas where tourism is important, will have policies on tourist development.

Tourist accommodation

5.3 Annex A contains full guidance on hotel development, and Annex B covers the use of land for holiday and touring caravans.

Large scale and innovative projects

5.4 Most types of tourist development are relatively small scale and raise no unfamiliar problems. The majority of local planning authorities are accustomed to dealing with them and most development plans reflect a distinctly positive attitude towards such developments, especially in areas where tourism is an important factor in the local economy.

5.5 There may also be opportunities for projects of a larger scale or innovative character. Such schemes can offer a high quality of buildings, landscaping and customer service. As such they can bring major benefits to the national and regional economy, which should be taken into account in planning decisions, provided that suitable sites can be found. Large scale tourist development projects that operate all year round may take pressure from popular but sensitive traditional tourist centres and can meet other social and economic planning policy objectives.

5.6 For the most major developments it may be appropriate to identify suitable general locations for such developments in the *structure plan*; but whether or not specific sites can be proposed, all plans should give a clear indication of the criteria that local plans should apply in assessing the suitability of particular sites and in considering the merits of individual proposals.

5.7 As a result, *local plans* should adequately address the need for such larger scale projects, and what they can contribute to the development of the local and regional tourist industry. The new significance of the development plan in individual planning decisions makes it all the more important that those developers who wish to promote such projects should make their views known as the local plan is prepared and finalised (see paragraph 4.2).

5.8 Some large scale projects may benefit from the designation of areas as Simplified Planning Zones (see PPG5), which could give the operator of a large site greater flexibility to respond to changes in demand, without the need for individual planning applications.

5.9 Certain tourism projects such as ski-lifts and cable cars, yacht marinas, holiday villages and

hotel complexes will require a formal environmental impact assessment where they are likely to have significant environmental effects. In such cases the developer is required to submit an environmental statement which is subject to public consultation procedures. Further information is given in DOE Circular 15/88 WO 23/88).

Principles and Criteria

5.10 This PPG is intended to be of general relevance, and does not deal with policies for particular areas. But there are some broad principles and general criteria that are relevant to most types of tourist development. These relate chiefly to certain types of location, questions of environmental impact, and quality of design. These are discussed in paragraphs 5.12-5.30 below.

5.11 Much existing provision for tourism is found within towns, seaside resorts and other well established holiday locations where incremental additions to the stock of tourist accommodation present no special problems. There may be a need to regulate capacity in some circumstances where local facilities and infrastructure would otherwise become overloaded, or where there is a need to avoid erosion or other damage to popular tourist areas. However, in most cases proper attention to visitor management can alleviate the situation.

LOCATIONAL FACTORS

Designated areas

5.12 Many areas that attract tourism owe their attraction to the exceptional quality of the landscape or other qualities that need protection. These include:

- National Parks, the Norfolk Broads and the New Forest;
- Areas of Outstanding Natural Beauty;
- Sites of Special Scientific Interest;
- Conservation Areas; and
- Historical and archaeological sites.

Yet these are precisely the areas where development, whether for the tourism industry or otherwise, is likely to be subject to more restriction than elsewhere. National and local policies exist for each of the categories. Each type of designation has different objectives. An explanation of those categories relating to the countryside is given in PPG7, together with references to sources of more detailed policy advice. PPG16 provides guidance on archaeology and planning. PPG20 on Coastal Planning provides guidance on Heritage Coasts. The forthcoming PPG on Nature Conservation will provide guidance on the protection of SSSIs and other wildlife sites. The forthcoming PPG on Listed Buildings and Conservation Areas will provide guidance on such buildings and areas.

5.13 The different objectives of each type of designation may also be reflected in the development plan policies for those areas. The fact that a development is intended to meet tourist needs does not mean that policies to protect designated areas do not apply or that they may be applied less rigorously. Most tourist needs for accommodation, shopping and catering can be met outside these

areas or by provision that already exists within them. Where a genuine need for new provision cannot be met elsewhere, environmental effects will be a major consideration; proposed developments will be required to respond sensitively to the local environment and to demonstrate particularly high standards of design (see paragraphs 5.27-5.30). Development in the interests of the local economy, including tourism, or for other reasons should respect the purposes of designation. For example, the Government has accepted that there should be no objection to tourism developments which are not in conflict with the purposes of National Parks, provided that their number, location and extent are strictly controlled. New recreational uses which threaten the quiet enjoyment of the National Parks are, however, likely to be inappropriate.

5.14 This approach is very well illustrated in the publication *Tourism in National Parks: A Guide to Good Practice* which has been prepared jointly by the Countryside Commission, the English Tourist Board, the Rural Development Commission and the equivalent organisations in Wales. Much of the advice in that publication will also be found relevant to other areas of special environmental value.

5.15 Projects of a type listed in Schedule 2 to the Environmental Assessment Regulations located in designated areas are more likely to have significant environmental effects, and thus more likely to require formal environmental impact assessment (see paragraph 5.9 above).

5.16 Different considerations apply in the case of Green Belts. There is a general presumption against new development except for uses appropriate to a rural area. Green Belt policy including the role in providing access to the open countryside for the urban population is explained fully in PPG 2.

Historic towns and cities

5.17 Tourists visit historic towns not just for the big set pieces - the cathedrals, the castles, etc. - but for the wider experience of a historic environment with strong local character. So the total fabric of the town is very important - the lesser buildings as well as the greater, the details of surfaces and street furniture, and the spaces between buildings.

5.18 Most historic town centres will already be designated conservation areas. The purpose of conservation area designation is to secure the preservation or enhancement of the character or appearance of areas of special architectural or historic interest. Tourism can help achieve this objective, provided that it is carefully managed.

5.19 It is essential that planning for historic towns is founded on clear analysis of the nature of tourist demand - for instance, the balance between day visitors and overnight stays, which will affect the need for hotel accommodation. Local plans should address these issues, and should integrate policies for the historic area, particularly the interactions between traffic management and conservation: road closures, pedestrianisation, street signing, park and ride, etc. Consultation on draft plans can also help resolve potential conflicts between visitors and residents.

5.20 Conservation area designation provides control over demolitions of unlisted buildings and additional planning control over small-scale development (through tighter limits over permitted development under the General Development Order). More detailed guidance on conservation policy and practice, including reference to tourism, will be given in a subsequent PPG. Designation of a conservation area is also one material factor in considering the possibility of proposing a locality for designation as an Area of Special Control of Advertisements (which achieves a stricter

degree of control over certain types of outdoor advertisement). Further guidance on this designation is given in PPG19.

Seaside resorts

5.21 The popularity of many British seaside resorts has declined in recent years, largely because of competition from abroad. Seaside tourism still remains, however, the largest single component of the domestic holiday market, representing over 40% of total hotel bed nights, and a third of all staying visitors' expenditure. They therefore warrant special mention.

5.22 Some resorts date back much earlier but the majority were developed around the turn of the century. They were purpose built, and a high proportion of their economy depended upon holiday tourism. The seafront architecture of such resorts is increasingly appreciated and in a well-preserved resort can help to achieve regeneration. Local plan policies should take account of this heritage, and may include an action plan for its improvement (see PPG20).

5.23 Although developed for seaside holidays, most successful resorts now serve a variety of functions, and have widened their economic base as shopping and commercial centres. Local plans should aim to resolve potential conflicts between these other uses and the town's success as a tourist resort which depends as much on easy access and a relaxed and attractive atmosphere. Local plans should, in encouraging new development, bear in mind the effects which this may have on the existing character of the resort, with particular emphasis on sympathetic design and seafront enhancement.

5.24 The conversion of hotel stock to alternative uses can weaken a seaside town's ability to retain its status as a tourism destination. This problem needs to be addressed in local plans for such areas. Well defined, but economically realistic policies should be consistently applied. Authorities should not, however, seek to use the planning system to attempt to perpetuate outdated forms of tourist activity and accommodation for which there is no longer a demand.

5.25 The rural hinterland of such resorts and the adjacent coastline are often very important factors in their attraction for tourism, and local plans should contain development control policies to protect and enhance these assets. PPG 20 on Coastal Planning sets out the special protection that should be applied to the undeveloped coasts.

The Countryside

5.26 Building in the open countryside is carefully controlled everywhere. There are special restrictions in Green Belts and restrictive policies in other designated areas, such as Areas of Outstanding Natural Beauty, National Parks and SSSIs. Rural areas, through the beauty of the landscape, apparently less intensive lifestyles and obvious historic continuity of building, attract a growing number of tourists. Appropriate development to meet the needs of these visitors is essential for both the local and the national economy, but it must respond sensitively to the local environment, demonstrate high standards of design and be appropriate in scale and location so that the environmental impact and associated visitor management problems are minimal. Further guidance is provided in PPG2, PPG7 and in the forthcoming PPG on Nature Conservation.

Other environmental factors

5.27 In considering proposals for tourist related developments, local planning authorities will need,

as with other types of development, to consider the impact of each proposal on the environment and neighbourhood amenity. Even where formal environmental assessment (see paragraph 5.9) is not required the local planning authority will need to apply sound environmental policies from its local plan.

5.28 Those local authorities that are well accustomed to catering for the needs of tourism, and who welcome the contribution that it makes to the local economy, can do much to promote its success while safeguarding the interests of the local environment and those of local people. It is not only a matter of controlling new development but of managing existing tourist needs while protecting environmental quality. Skilful traffic management will often be one of the key factors in finding successful solutions (see PPG13 shortly to be revised).

5.29 Such policies can be legitimate uses of planning control but they need to be clearly expressed in local plans and applied in a consistent and equitable manner.

Design

5.30 The appearance of proposed development and its relationship to its surroundings are material considerations and good design should be the aim of all those involved in the development process. Design issues will obviously be of great importance in the case of developments in the countryside in general, as well as in areas of high landscape value, historic towns and other environmentally sensitive areas (see Annex A to PPG1).

Outdoor advertisements

5.31 As with the design of buildings, outdoor advertisements for tourist-related development can have a significant impact on the appearance of a holiday location. In most urban areas outdoor advertisements are a feature of the built environment; colourful advertisements may be acceptable. But in rural areas, conservation areas, and historic cities more restrained outdoor advertising is to be expected. It can be particularly difficult to accommodate advance signs alongside highways directing visitors to tourist-related development which is remote from main roads and relies on attracting casual visitors as an essential part of its trade. In considering whether to permit such signs, local planning authorities should take fully into account the remoteness of the premises. Where a sign is unacceptable on amenity grounds, they should be prepared to discuss a possible alternative with the advertiser which will enable his premises to be suitably identified without spoiling the appearance of the locality. Further guidance on outdoor advertising is given in PPG19.

Planning conditions and obligations

5.32 A basically acceptable proposal for tourism related development may raise objections which if unresolved would justify a refusal of permission. In such circumstances the local authority should consider whether its objections can be resolved by imposing a planning condition or, failing this, by inviting the developer to enter into a planning obligation under section 106 of the Town and Country Planning Act 1990. Detailed guidance on planning conditions is given in DOE Circular 1/85 (WO 1/85). DOE Circular 16/91 (WO 53/91) provides guidance on planning obligations.

6 CONSULTATION

6.1 In preparing their development plans, local authorities must consult adjacent local planning authorities and specified conservation bodies. They are also advised to consult other affected local authorities, Government Departments, the relevant statutory undertakers, local business organisations, amenity groups and other bodies concerned with development and conservation (see PPG12 Annex E).

National and regional tourist boards

6.2 In the case of tourism, planning authorities in England should consult the regional tourist boards (RTBs). In Wales, consultation should be undertaken with the Wales Tourist Board.

6.3 The membership of the RTBs includes representatives of local authorities and private sector organisations involved with tourism. RTBs are a valuable source of advice and expertise on tourism in their areas. They are available to advise local authorities on tourism matters generally. They can also provide advice on the tourism aspects of structure and local plans, as well as on individual planning applications and development proposals, and proposed Simplified Planning Zones.

6.4 The RTBs prepare and publish *regional tourism strategies*. These are non-statutory documents (unlike development plans) but they are important sources for local planning authorities in preparing and revising their own development plans. The RTB strategy documents contain key factual information about tourism in their area, future trends and priorities for action. They also deal with questions concerning existing tourist attractions, marketing and publicity and problems of management and maintenance as well as those related to new development.

6.5 Annex D lists the addresses of all national tourist boards and other regional tourist boards in England and Wales.

7 CANCELLATIONS

The following circular and Development Control Policies Notes (DCPN) are hereby cancelled:

DCPN 8 Caravans - paragraphs 7-10 (see Annex B);

DOE Circular 13/79 "Local Government and the Development of Tourism";

DCPN 12 Hotels (see Annex A).

ANNEX A HOTELS

1. This Annex replaces DCPN 12 which was originally published in 1972 to provide advice on applications for planning permission for new hotels, for the extension of existing hotels and for the conversion of other buildings to hotel use. The advice is substantially unchanged but has been shortened and updated in view of the experiences that many local planning authorities have had of such development over the past twenty years or more.

2. Hotel development can bring economic and employment benefits for the local community, and support a range of amenities such as transport and cultural activities. These amenities benefit residents as well as tourists. Care should be taken, however, to ensure that such development is compatible with neighbouring uses.

Consultations

3. Hotel development is a specialised form of development. It is important therefore that developers discuss their proposals at the outset with officers of the local planning authority, the fire authority and the highway authority to ensure that any special problems or requirements are understood and that there is no avoidable delay when the planning application is made. The relevant English regional tourist board and the Wales Tourist Board will advise on any particular problems.

Location

4. If development plans do not identify specific locations for new hotel development it will be necessary to adopt a flexible approach to proposals. In residential areas, a boarding house or small residential hotel may be acceptable, but each case should be considered on its merits in the light of development plan policies and other material considerations. It may be important to take account of any loss of dwellings in city centre areas. Major hotels such as those with conference and banqueting facilities are generally more appropriate in areas allocated in plans for commercial or leisure purposes. The choice of the most suitable siting of a hotel from a commercial standpoint is important but it may be outweighed by other planning considerations, particularly in designated areas of national importance (see paragraphs 11 and 12 below, paragraphs 5.12 to 5.16 above, and PPG7).

5. Whatever the type of hotel or its location, it should:

- fit well with its surroundings, having regard to its siting, scale, design, materials and landscaping; and
- be in harmony with the local environment (taking account of noise, traffic and parking in the vicinity).

Car parking

6. Car parking standards should be incorporated in local plans. Unless these include standards specific to hotels, however, this aspect will need to be considered separately in each case, having regard to the types of activity for which the hotel will cater. Generous provision is usually necessary for out-of-town hotels. In the main urban centres, factors to be taken into account

include how well related the hotel will be to public transport facilities; whether taxis and private hire, including coaches, will materially affect the demand for car parking; and whether conveniently sited public parking will be available. The last point may be of importance where a substantial part of the parking needs are attributable to public rooms used mainly for functions which attract non-residents.

7. Planning authorities should take account of the proposed arrangements for service loading and unloading and setting down space for visitors. Organised tours demand adequate loading and unloading facilities for coaches. Access and waiting areas should be designed with this in mind. Access points should be sited so as to minimise turning movements across traffic and to avoid congestion of the highway caused by vehicles queuing to pick up or drop passengers. The applicant should discuss proposed access arrangements with the highway authority at the earliest possible stage.

Hotels in rural areas

8. Building in the open countryside is carefully controlled everywhere; there are special restrictions in Green Belts and more restrictive policies in other designated areas (see paragraph 5.26). In some locations outside the Green Belts a well conceived hotel development, or the extension or adaptation of existing buildings for hotel use, can bring benefits to the area and may be acceptable. But there is no special reason to apply less demanding policies to new hotel developments than to other types of development in the open countryside.

Historic towns and cities

9. Historic towns and cities are an attraction to tourists from home and overseas and there is pressure to increase hotel accommodation in them. Great importance is attached to the preservation of buildings of architectural or historic interest both for their intrinsic qualities and for the contribution they make to our towns and villages, and to tourism. A forthcoming PPG will give detailed guidance on the preservation of historic buildings and the control of development in historic towns and conservation areas. Much of it will be equally relevant to the development of hotels in those areas.

10. To find suitable uses for some kinds of historic building can be a problem and conversion into hotels is often to be welcomed provided it is sensitively handled and does not materially alter the character or historic features of the building, and provided the new use does not generate traffic movements which cannot be accommodated.

11. Many historic buildings in town and country are already in use as hotels. If carefully designed, additions can be achieved without adversely affecting the historic fabric or character and maintain the historic building in viable use. But large-scale buildings in a small-scale setting, buildings which break prominently into the skyline, and those which by their design, materials, illumination or building line are out of sympathy with neighbouring historic buildings will normally be unacceptable. Where new buildings are proposed in historic settings it will not in general be appropriate for permission to be granted in outline only: detailed plans will normally be required.

Modernisation and extensions

12. Aside from historic buildings, there are many redundant or semi-obsolete buildings - such as closed mills, distilleries, warehouses, railway stations or agricultural buildings - that can lend

themselves well to adaptation and modernisation as hotels, motels or restaurants. To convert such buildings to compatible use can bring life back to an otherwise wasted asset - thus conserving a useful and often attractive building, improving a neglected site and helping the local economy.

13. Similarly, moderate sized extensions to an existing hotel or public house, including the addition of bedroom accommodation, can help to ensure the future viability of such businesses. This may satisfy a local need as well as a tourism one, by full utilising the potential of the site but without any disproportionate increase in scale.

Motels

14. For motels and similar types of development, developers usually prefer sites on major traffic routes outside large towns or tourist centres. Motel development in such areas is not necessarily ruled out, but the siting, design and layout of the development may be of great importance in deciding whether it is acceptable in planning terms. Depending on the setting, an open layout in which proper attention has been paid to design and landscaping may be more acceptable than a dense concentration of buildings; and a motel based on an existing hotel or restaurant, whether it be in a rural area or in a town, may be better than development on a virgin site. Such developments should be considered in the light of the policies set out in PPGs 2 and 7 in particular.

15. Where a proposal includes other new facilities such as a petrol station or shop, these will have to be considered on their own merits. If they are objectionable in themselves the fact that they are combined with a motel will not remove the objections. Restaurants, snack bars and other facilities open to the general public as well as residents are also sometimes combined with motel proposals, in which case the extra traffic they are likely to generate and its effect on the highway must also be considered. Proposals for motels and associated developments on trunk roads will be notified to the Department of Transport or the Welsh Office, who will consider them in the light of their Circular 4/88 (Welsh Office 42/88), which sets out policy on access to and provision of services on such roads.

Advertisements

16. Hotels may be expected to display signs but they should not harm the appearance of the buildings or their surroundings. A brightly illuminated sign which might be acceptable in the commercial centre of a town, is generally inappropriate in an historic city, a quiet residential locality or a rural area. But it does not follow that illuminated signs should never be allowed outside commercial centres. Sometimes the illumination of the sign will blend with the general illumination of the hotel itself; or the sign may be sited low on the premises so as to have no appreciable effect on its surroundings. Provision for signs should be made when the detailed plans of the building are drawn up, so that they can be incorporated into the overall design and not appear as an afterthought.

Environmental assessment

17. Hotel complexes may require formal environmental assessment. See paragraph 5.9 above.

ANNEX B

HOLIDAY AND TOURING CARAVANS

1. This Annex is concerned only with use of land for holiday and touring caravan sites; and not with residential or gypsy caravan sites, or with "new age" travellers. However, similar considerations may also apply to holiday chalet developments.

2. Significant numbers of people spend their holidays touring with caravans or staying on "static" holiday caravan sites. Self-catering accommodation, 40% of which is accounted for by caravans, accounts for almost two-thirds of all commercial tourist bednights in England. In Britain as a whole, 13 million people take holidays in caravans.

3. In drawing up development plans, local authorities should investigate whether there are adequate facilities for both the touring caravanner to have reasonable freedom to wander and explore and for the static holiday caravanner to have reasonable choice of sites. This objective needs to be reconciled with the protection and preservation of those environments which attract holidaymakers in the first place; holiday caravan sites can be particularly intrusive in the open landscape, in particular on the coast. Special consideration needs to be given to proposals for new sites, especially in designated areas (see paragraphs 5.12-5.16). But authorities should be in no doubt that holiday and touring caravan parks will remain an important part of the self-catering holiday sector, and can contribute as much to the local tourism economy as would conventional holiday accommodation, while using less land for the purpose.

4. *Caravan sites* require both a planning permission and a site licence, unless one of the small number of specific exemptions listed in Schedule 1 to the Caravan Sites and Control of Development Act 1960 applies. On the other hand, *tent camping* enjoys permitted development rights under the General Development Order for up to 28 days, and no site licence under the Public Health Act 1936 is needed for occupation for periods of less than 42 days, or for fewer than 60 days in any year. The introduction of a small number of tents on an existing caravan site may not constitute a material change of use requiring planning permission. Whether the change of use is material is a matter of fact and degree. But the licensing requirement would apply after the 42 day period, or for more than 60 days in the year.

5. The traditional divisions between touring and motorised caravans and tents are becoming more blurred with the availability of more flexible accommodation, eg trailer tents. Local planning authorities may find themselves considering planning applications which combine the different types of touring accommodation in terms of "touring units". When submitting such applications, developers and site owners should be encouraged to be specific about the overall numbers. In considering applications in terms of "touring units", authorities should take into account the land-use implications of the different types of unit, in particular in relation to the use of local roads and to access. But it should often be possible to grant a permission which allows flexibility between the numbers of tents and touring units within an overall limit on the number of pitches. In such situations, two licences will continue to be required and will need to contain interdependent conditions to the same effect.

6. The General Development Order and the exemptions from licensing in the 1960 Act allow a measure of freedom for the touring caravanner. The facility for the larger caravanning organisation to certificate sites for use by up to 5 members' holiday caravans is a useful means of providing small sites in sensitive rural areas where larger sites would be unduly intrusive, and should help to contribute to the local economy in those areas. The use of these sites by other than members of

these organisations would be a breach of the terms of the general planning permission. In particularly sensitive areas, a local planning authority should bear in mind its power to make Article 4 directions to withdraw permitted development rights. In such cases a specific planning application will be required.

7. The demand for sites has concentrated traditionally on the most popular holiday areas, particularly on the coast, although there is increasing demand inland. New sites should be sited so as to be effectively screened, and planned so as not to be visually intrusive. Sites should not as a rule be allowed immediately by the sea, but should be set back a short distance inland where they are not visible from or along the coast. Advice about development in areas at risk of flooding is contained in DOE Circular 17/82 (WO 15/82) - shortly to be updated). Local planning authorities should take full account of the advice contained in PPG2 on Green Belts, PPG7 on the Countryside and the Rural Economy, PPG20 on Coastal Planning and the forthcoming PPG on Nature Conservation when considering planning applications for holiday caravan sites affecting designated areas such as National Parks, Areas of Outstanding Natural Beauty, the Heritage Coasts, Green Belt and Sites of Special Scientific Interest.

8. Through their local plans, planning authorities should examine the scope for encouraging holiday caravan site operators to improve the quality of their sites and to relocate sites away from particularly sensitive areas, such as the Heritage Coast (see paragraph 3.9). In some cases, to facilitate improvement or relocation, local planning authorities may need to consider whether some expansion of the area covered by a site should be allowed, so that improved layouts and better landscaping can be implemented. Local authorities may also need to consider the possibility of dividing large sites into smaller units to reduce the overall environmental impact. In these circumstances, to ensure the overall scale of the operation is not increased, local planning authorities should consider the use of planning conditions to limit the number of pitches on the site (see DOE Circular 1/85 (WO 1/85)).

9. Local planning authorities may attach conditions to planning permissions for holiday caravan sites. However with better caravan standards and the trend towards tourism as a year-round activity, authorities should give sympathetic consideration to applications to extend the opening period allowed under existing permissions. (See Annex C on Seasonal and Holiday Occupancy Conditions).

10. Guidance to local planning authorities about model standards which should be applied to the design and layout of sites and the facilities and amenities they should contain is given in DOE Circular 23/83 (WO 32/83) for touring caravans and in 14/89 (WO 23/89) for static holiday caravans. Access to sites should be carefully planned and should be designed to allow safe movement for cars and caravans to and from the site. Local planning authorities should consider planning applications against these standards for sites accessed from local roads, but where trunk roads are involved, the Department of Transport or the Welsh Office should be advised of the proposals and will consider them against their Circular 4/88 (WO 42/88).

11. DCPN 8 Caravan Sites paragraphs 7-10 are hereby cancelled leaving only paragraphs 11-14 of that DCPN (on gypsy sites) extant. Local authorities should note also that the following advice remains extant:

- DOE Circular 49/68 (WO 42/68) (the Caravan Sites Act (1968)); paragraphs 1-4 and 25-29 describe provisions under the 1968 Act for the protection of residential occupiers of caravans, for the treatment of twin-unit caravans, and for offences, planning permission and

fire precautions;

- DOE Circular 4/76 (WO 7/76) (Report of the National Parks Policies Review Committee - Caravans and Camping in National Parks are covered by paragraphs 41-46);
- DOE Circular 23/83 (WO 32/83) (Caravan Sites and Control of Development Act 1960); paragraphs 1-7 describe model standards for touring caravans, and advise on the use of licensing controls; and
- DOE Circular 14/89 (WO 23/89) (Caravan Sites and Control of Development Act 1960 - Model Standards); describes amendments to the model standards - including a new separate set of model standards for holiday caravan sites.

ANNEX C

SEASONAL AND HOLIDAY OCCUPANCY CONDITIONS

1. In recent years leisure demands have changed markedly. Many people take several holidays a year, some of which may be short breaks, no longer just in the summer months. Much of this demand is for self-catering accommodation - whether new buildings (including mobile homes) or converted properties - which may be constructed to a standard that would equally support permanent residence in some comfort. But this accommodation may also be located in areas in which the provision of permanent housing would be contrary to national policies on development in the countryside or not in accordance with development plan policies, or both.
2. The planning system can respond to these changes in the holiday market without compromising policies to safeguard the countryside. The Government now believes that in exceptional cases holiday occupancy conditions can reconcile these two objectives. Indeed, conversions of redundant buildings into holiday accommodation where conversion to residential dwellings would not be permitted may reduce the pressure on other housing in rural areas.
3. Accordingly, it may be reasonable for the local planning authority to grant planning permission for holiday accommodation as an exception to these policies, with a condition specifying its use as holiday accommodation only. The justification for such a condition would be designed to ensure that less pressure is placed on local services than would be the case with permanent residential accommodation. For example, holidaymakers would not expect to send their children to school locally or undergo routine hospital treatment; nor would they expect shopping provision to equal that at their permanent home. They might also be prepared to countenance lesser standards of access, parking and private amenity space. A holiday occupancy condition would seem more appropriate in those circumstances than a seasonal occupancy condition. But authorities should continue to use seasonal occupancy conditions to prevent the permanent residential use of accommodation which by the character of its construction or design is unsuitable for continuous occupation especially in the winter months. Seasonal occupancy conditions may also be appropriate to protect the local environment, for example where the site is near a fragile habitat which requires peace and quiet to allow seasonal breeding or winter feeding to take place.
4. As with all conditions, an authority contemplating imposing a holiday occupancy condition should consider whether such a condition could be effectively enforced. It may be appropriate to ascertain from the developer how *he* proposes to restrict occupation to holiday use. The Department considers that authorities should normally be able to establish from the general lifestyles of the occupants of such accommodation (including their use of local services) whether it is being used exclusively by holidaymakers. If the occupants were using the accommodation as a base from which to go out to work, or if their children were being educated locally, there would be a strong case for arguing that accommodation authorised for holiday occupation was being used for permanent residential accommodation. But enforcement of such conditions need not and should not require intrusive checks on occupants of holiday properties.
5. Where a breach of a holiday occupancy condition is suspected, section 171C of the Town and Country Planning Act 1990 enables the local planning authority to serve a planning contravention notice to require information about activities on land. One question to ask in such a notice might usefully be whether any tenancy agreement or licence includes a statement that the letting is for holiday purposes. The lack of such a statement might well indicate that the condition has been breached, because any landlord or licensor of genuine holiday accommodation is likely to have ensured that the tenancy is not an assured tenancy under the Housing Act 1988 and that a right of

occupation of a dwellinghouse is excluded from the provisions of the Protection from Eviction Act 1977.

ANNEX D USEFUL ADDRESSES

British Tourist Authority
Thames Tower
Black's Road
Hammersmith
London W6 9EL

National Tourist Boards

English Tourist Board
Thames Tower
Black's Road
Hammersmith
London W6 9EL

Wales Tourist Board
Brunel House
2 Fitzalan Road
Cardiff CF2 1UY

English Regional Tourist Boards

Cumbria Tourist Board
Ashleigh
Holly Road
Windermere
Cumbria LA23 2AQ

East Anglia Tourist Board
Toppesfield Hall
Hadleigh
Suffolk IP7 5DN

East Midlands Tourist Board
Exchequergate
Lincoln LN2 1PZ

Heart of England Tourist Board
Woodside
Larkhill Road
Worcester WR5 2EF

London Tourist Board
and Convention Bureau
26 Grosvenor Gardens
London SW1W 0DU

Northumbria Tourist Board
Aykley Heads
Durham City
Co Durham
DH1 5UX

North West Tourist Board
Swan House
Swan Meadow Road
Wigan Pier
Wigan WN3 5BB

South East England Tourist Board
The Old Brew House
1 Warwick Park
Tunbridge Wells
Kent TN2 5TA

Southern Tourist Board
40 Chamberlayne Road
Eastleigh
Hants SO5 5JH

West Country Tourist Board
60 St David's Hill
Exeter
Devon EX4 4SY

Yorkshire and Humberside Tourist Board
312 Tadcaster Road
York YO2 2HF

Wales Regional Tourist Boards

North Wales Tourism Ltd
77 Conway Road
Colwyn Bay
Clwyd LL29 7IN

Mid Wales Tourism Ltd
Owain Glyndwr Institute
Machynlleth
Powys
SY20 8EE

Tourism South Wales Ltd
Pembroke House
Charter Court
Phoenix Way
Enterprise Park
Swansea
West Glamorgan SA7 9DB