



GOVERNMENT OFFICE
FOR THE SOUTH WEST

Regional Planning Guidance for the South West (RPG 10)



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THE SOUTH WEST REGION IN CONTEXT



Section 1

Introduction

A) Purpose of Regional Planning Guidance

1.1 Regional Planning Guidance (RPG 10) for the South West is provided by the Secretary of State for Transport, Local Government and the Regions. It is based on the draft document approved in July 1999 by the South West Regional Planning Conference and the consultation process provided for in PPG 11 "Regional Planning". It supersedes Regional Planning Guidance for the South West issued in 1994, which covered the period to 2011.

1.2 RPG:

- provides a regional spatial strategy within which local authority development plans and Local Transport Plans (LTPs) in the South West should be prepared;
- sets out a broad development strategy for the period to 2016 and beyond;
- provides the spatial framework for other strategies and programmes.

The Regional Transport Strategy (RTS) in RPG sets the regional context for transportation planning. RPG's long term planning framework sets the context for the future revision of the regional strategy for the South West of England Regional Development Agency (SWRDA).

1.3 Government policies on planning, taken into account in RPG, are set out in Planning Policy Guidance (PPG) Notes, Minerals Planning Guidance (MPG) Notes, circulars and other government statements including the White Papers listed in the Annex. References to such PPGs etc will usually refer to the document and not repeat extracts. Local planning authorities must take RPG into account in preparing their development plans. RPG may also be material to decisions on individual planning applications and appeals. Important principles are set out in boxes. Guidance given in the numbered paragraphs applies directly and is not simply "supporting text". Numbered policies indicate key actions to be taken to implement RPG, often indicating the specific responsibilities of local planning authorities and others. However RPG should always be read as a whole and not by reading individual paragraphs, policies or sections without regard to the rest of the document.

1.4 Throughout RPG reference is made to the "Regional Planning Body" (RPB). The RPB is responsible for implementation, monitoring and reviews of RPG. The South West Regional Planning Conference and the South West Regional Chamber merged in July 2000 to form the South West of England Regional Assembly. This has now become the Regional Planning Body for the South West.

RDA Strategy

- 1.5 The government's central economic objective is to achieve high and stable levels of growth and employment, while ensuring that everyone can share the benefits of that economic growth and so deliver a better quality of life. It means taking the long-term view and looking at ways in which economic growth can go hand in hand with ensuring a fairer society and protecting the environment to achieve sustainable growth and economic prosperity. The government has targets to raise the trend rate of growth and to narrow the productivity gap with our major competitors. RPG and the SWRDA regional strategy will play an important part in realising these goals, through the shared objectives of promoting competitiveness, enterprise and innovation; raising the level of skills and increasing the quantity and quality of investment.
- 1.6 There is a two-way relationship between the 15 to 20 year RPG spatial and development framework and the 10 year SWRDA regional strategy. RPG informs the delivery of the strategy. It is important for sustainability that the SWRDA regional strategy operates within and alongside the long-term spatial context for the region provided by RPG. RPG should in turn complement and assist SWRDA's economic strategy to achieve the government's goals for economic growth along with ensuring a fairer society and protecting the environment. RPG also provides an analysis of environmental constraints and opportunities. Through their interactive and iterative relationship, the two regional strategies will achieve broad consistency and secure sustainable economic development across the region. Fundamentally, this should contribute to regeneration, minimise the amount of greenfield development for both business and housing and reduce the need to travel.

Regional Sustainable Development Framework

- 1.7 The regional sustainable development framework, endorsed by the Regional Assembly, will be a key consideration in the appraisal of all regional strategies, in particular in reviews of RPG and the SWRDA's regional strategy. The framework contains high-level statements of the regional vision for achieving sustainable development and sets priorities expressed through regional objectives, indicators and targets.
- 1.8 The spatial strategy in section 3 of RPG sets out a spatial context compatible with this framework. An important component of this spatial strategy is the identification of four broad sub-regions. RPG takes into account the distinctive features of these sub-regions and sets out the key issues for each in the context of the wider regional strategy. Together with the SWRDA regional strategy, RPG is central to the implementation of the vision and objectives set out in the sustainable development framework.

Implementation and Review of Regional Planning Guidance

- 1.9 PPG11 (*Regional Planning*) envisages that RPG may from time to time require selective or comprehensive review. As RPG emerged during the drafting of comprehensive advice in PPG11, it may not always fully accord with the advice in final PPG11. Although the main elements of the Spatial Strategy are set out by RPG, further work on more detailed elements of RPG will be required as part of the updating and review process. In particular, the Secretary of State expects the Regional Planning Body to conduct early reviews of parts of the following sections of RPG:

- Regional Transport Strategy (section 8), to reflect the findings of current transport studies and progress on parking strategy and to provide a more regionally specific airports policy;
- Housing – provision and distribution (in sections 3 and 7), in the light of monitoring and the results of urban housing capacity studies and PUA studies;
- Environment (section 4) – further identification of regional or sub-regionally specific principles for the management or enhancement of assets of regional or sub-regional importance;
- Economy (section 5), in particular in the definition of sectors, potential clusters and their needs;
- Tourism (section 6), including links with sport, recreation and cultural facilities;
- Minerals (section 9) following the proposed update of MPG 6;
- Waste and renewable energy (section 9) in view of the advice in PPG10 (1999) on the development of regional strategies for waste management and the need to set sub-regional targets for renewable energy;
- Monitoring (section 10) and Targets and Indicators, including those arising from the Sustainable Development Framework.

In undertaking such reviews, or when providing additional material, the RPB will need to work closely with regional partners and stakeholders, such as SWRDA. Following the guidance stated in PPG11 (para 2.01), the RPBs for the South West and South East and the respective GOs will need to finalise strategic planning arrangements for the New Forest Heritage Area and areas which may fall within the potential New Forest National Park. Where National Parks cross regional boundaries, PPG 11 indicates that agreement needs to be reached so that one RPG covers each National Park.

- 1.10 Other aspects of the strategy may require early review subject to the outcome of monitoring. It will be particularly important to monitor the adequacy of the housing provision set out in section 7 as part of the plan, monitor and manage approach in PPG3 (*Housing*). The Regional Planning Body should agree with the Government Office appropriate indicators to be used for these purposes and include details of the adequacy of housing provision in its Annual Monitoring report required by PPG3. The Secretary of State also expects advice, at least every five years and sooner where necessary, to enable a review of the amount and distribution of housing provision in this guidance (see Policy HO1 in section 7).
- 1.11 As part of the implementation of RPG and in preparation for its review, the RPB will need to co-ordinate the studies being undertaken by its constituent local authorities, into local urban housing capacity, the definition and potential of the Principal Urban Areas (PUAs), other centres to be designated as locations for growth and sub-regional and cross-boundary issues of more than local importance (see section 3). The RPB will also need to liaise closely with adjoining Regional Planning Bodies in the South East and West Midlands and the Welsh Assembly. Further advice is given in policy HO1 in section 7 and Policies IM1 and MON1 in section 10.

The European Context

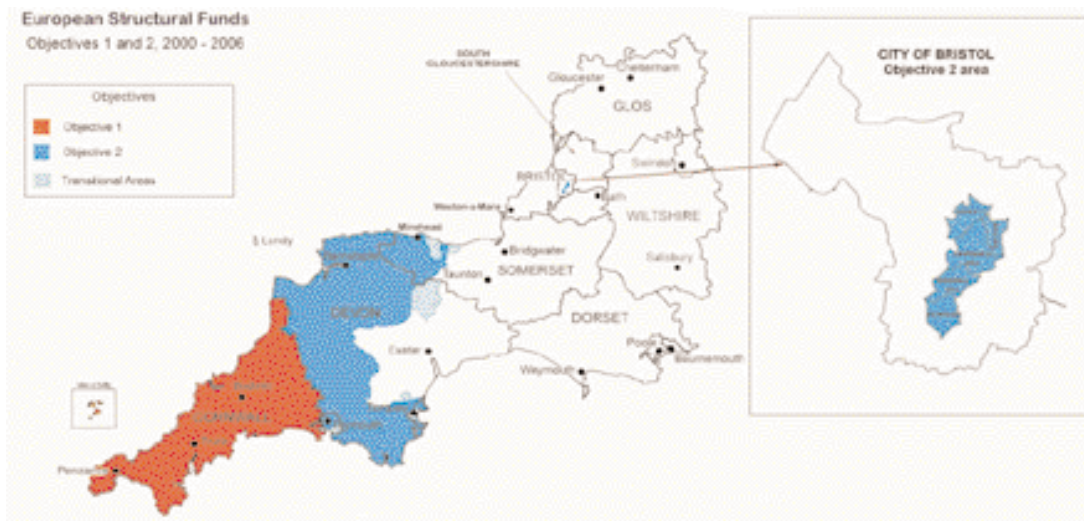
1.12 Developing the spatial planning scope of RPG is in keeping with trends elsewhere in Europe. The European Spatial Development Perspective (ESDP) provides a European context for the preparation of RPG. European programmes, in particular the EU Structural Funds and the Community Initiative on Transnational Co-operation on Spatial Planning (INTERREG), will assist in the implementation of the ESDP. As shown on the map below, Cornwall and the Isles of Scilly currently benefit from Objective 1 status and parts of Devon, Somerset and the inner urban area of Bristol have Objective 2 status.

1.13 The ESDP highlights three important policy principles to which this RPG has had full regard. These are:

- the development of a balanced and polycentric urban pattern of development and a new urban-rural relationship which recognises inter-dependence and fosters partnership;
- securing parity of access to infrastructure and knowledge; and
- sustainable development, prudent management and protection of nature and cultural heritage.

Implementation of the ESDP requires co-operation across national, regional and local boundaries. Of particular relevance to RPG, the ESDP emphasises the need for co-operation between cities and their surrounding countryside/region in developing spatial policies and strengthening regional competitiveness.

Map 2 : South West Objectives 1 and 2 Areas 2000 -2006



B) The Regional Context

- 1.14 The region comprises of Cornwall, Devon, Dorset, Gloucestershire, Somerset, Wiltshire, the former Avon area (Avon hereafter) and the Isles of Scilly. There is no single urban focus, but there are major centres of which the Bristol area is the largest, followed by Bournemouth/Poole and Plymouth. More than one third of the population live in towns and cities of over 100,000 residents, while over half of the region's population live in rural areas and towns of less than 20,000.
- 1.15 The region shares boundaries with Wales, the West Midlands and the South East and is the largest region in England. Its longest mainland axis stretches over 350km from north east to south west – the northern part of Gloucestershire is as far from west Cornwall as it is from the Scottish borderland.

The Environment

- 1.16 The South West has many areas of high environmental quality, with extensive lengths of attractive coastline. The region contains significant areas of international and national designations for nature conservation and landscape and has a large proportion of the country's undeveloped coast. Its most valued landscapes and areas of international importance for biodiversity are shown on the Strategic Environmental Resources map (Map 3).
- 1.17 The region contains important archaeological sites, monuments and buildings, including two World Heritage Sites (Stonehenge/Avebury and the City of Bath), over 6,000 Ancient Monuments and over 108,000 listed buildings. The traditional farmed landscape adds much to the character of the region. Only 7% of the land area in the South West is classed as urban or suburban, well below the overall proportion of 11% for England. The region also has nationally important mineral resources and workings, such as china clay, building stone, oil, crushed rock, sand and gravel.
- 1.18 Climate change is expected to lead to rising sea levels, higher temperatures and more extreme weather, all of which will have far-reaching effects on our society, economy and environment. The impacts of climate change could be felt across the region, from potential changes in flood risk, water resources, the natural environment and biodiversity to influences on tourism, business and infrastructure. Whilst there are uncertainties about the scale of the impacts we cannot put off taking action until all those questions have been answered.

The Economy

- 1.19 Economic performance is critical to the future scale and pattern of development in the region. Its economy has grown steadily over the past decade but there are indications that this is declining in comparison with other UK regions. Its GDP is now 7.5% of the UK total, although GDP per head is below both the national and EU 15 average. Employment has grown significantly and unemployment has fallen both in absolute terms and relative to the UK average. Tourism is a key sector, accounting for up to 10% of the region's GDP. Tourism is such an important sector to this region, both in terms of its importance to the economy and to the character of the region that it is covered specifically in more detail in section 6. A significant proportion of the migration into the South West is by working age people seeking

to take up employment opportunities within the region or improve their quality of life. Historically, there has been a clear link between economic performance and the demand for housing.

- 1.20 The future performance of the economy will depend upon a combination of international and national changes in the economic, social, technological, environmental and public policy arenas and the local and regional responses to these challenges and opportunities. A key feature in securing a sustainable future for the region will be the improvement of the competitiveness of the economy. Many factors will influence that competitiveness, including the effective and innovative use of new technologies and knowledge, the improvement of skills and the development of effective relationships between public, private and voluntary sector partners. RPG is important in assisting the future economic development of the South West.
- 1.21 The environment of the South West is an important driver for economic development and regeneration. Strong economic performance helps to provide the wealth needed to conserve the region's environmental assets. It also brings pressures for new development.
- 1.22 RPG has a critical role to play in managing development pressures so that the environmental qualities of the region are conserved, both for their own sake and to underpin the region's attractiveness as a place to live and work. In some parts of the region, particularly in the south east, the level of protection afforded to environmental assets at international level means that physical development will be constrained. The challenge for such areas is to sustain and exploit economic growth and competitiveness without significant new land take. Elsewhere in the region it will be important to make adequate provision for economic growth opportunities, in sustainable locations, to meet the needs of inward investment, new and existing businesses and to provide employment opportunities where these might otherwise be lost.
- 1.23 There are significant social and economic imbalances within the South West. Earnings are below the national average. In part, this reflects an historic significance of low paid sectors, such as tourism and agriculture. However, household disposable income per head is above the national average. This may to some extent be due to a high proportion of people of retirement age in certain parts of the region.
- 1.24 There is a perceived gradation in economic fortunes from the prosperous north and east to the less affluent west partly due to different economic structures and degrees of accessibility. Closer examination reveals a much more complex pattern of economic well-being. In terms of GDP per head, Avon, Gloucestershire and Wiltshire are above the regional and national average; but average earnings and household disposable income per head in Avon are well below the regional average. There are high levels of deprivation in some of the region's urban areas – notably Bristol, Plymouth and Torbay. There is also serious rural deprivation within the South West, although it tends to be less spatially concentrated and therefore less visible.

Population and Housing

- 1.25 The region has 8% of the total UK population with an overall population density below the national average. Since 1981, the South West has had the fastest growing population among UK regions. Inward migration from other regions led to an overall population increase of 460,000 (11%) over the period 1981-1996. It also has the highest proportion of residents of pensionable age of any UK region – 21% of the total – and the lowest proportion of children. The South West has the lowest average household size of any region except London.
- 1.26 The region has over two million dwellings, increasing by 19% between 1981 and 1996. The most recent DETR projections suggest an increase of about 410,000 households in the region between 1996 and 2016. There is unmet demand for affordable housing across the region, both in areas of economic growth where housing costs are high and in certain rural and coastal areas where the attractive environment of the South West has given rise to a demand for second homes and use of existing stock for holiday accommodation.
- 1.27 Land is a finite resource and to make the best use of it priority must be given to the re-use of previously developed land and buildings. The government has set a national target of 60% of new homes being provided on such sites, but they will not be able to cater for all the new homes required; some development of greenfield sites will be necessary. While the identification of specific sites will be a matter for development plans, Government guidance suggests that these should be concentrated where there is the opportunity to make the best use of infrastructure, including public transport.

Transport

- 1.28 The region has the highest car ownership rates of any UK region except the South East, with some 2 million cars licensed – though some 20% of households do not own a car. However, the region's population is geographically dispersed. Public transport in rural areas is generally inadequate to meet all needs and for many the car will remain essential.
- 1.29 Each person in the region travels, on average, about 11,500 km per year – 10% above the national average. Almost 90% of this total is by car or other private road vehicle and only 7% by public transport. Over a third of journeys are for leisure purposes; one fifth are journeys to work.
- 1.30 Average traffic flows on motorways and trunk roads are among the lowest in the country. In 1997, the South West had the lowest rate of fatal and serious road accidents of all regions relative to distances travelled. There are, nevertheless, congestion hotspots and the region does experience significant seasonal variations in road traffic – more so than in other regions – related to tourism.
- 1.31 Central government policy is to reduce the need to travel and to promote more sustainable transport choices, in particular by encouraging new development where it offers a realistic choice of access by a choice of transport modes and where one journey can fulfil a number of purposes. The roles and use of local public transport, walking and cycling also needs to be encouraged.

Section 2

Achieving and Implementing a Regional Vision

The Vision

“Developing the region, in a sustainable way, as a national and European region of quality and diversity, where the quality of life for residents, the business community and visitors will be maintained and enhanced.”

The Aims

- 2.1 Within this Vision are four underlying Aims expressing, at the regional level, the four objectives for sustainable development set out by central government:
- **Protection of the environment** – the effective safeguarding and enhancement of the region’s environmental resources, both natural and built, including those which are crucial to maintaining its overall attractiveness as an area in which to live, work and play;
 - **Prosperity for communities and the regional and national economy** – improving the competitive position of the South West within the EU and internationally to increase sustainable prosperity for all its residents and businesses;
 - **Progress in meeting society’s needs and aspirations** – recognising people’s requirements for good and improving standards of housing and accessibility to facilities; reducing inequalities; and promoting social inclusiveness throughout the region;
 - **Prudence in the use and management of resources** – reducing the consumption of irreplaceable natural resources and making best use of past investment including buildings and infrastructure.

Key Objectives

- 2.2 The overall vision is to be taken forward through key objectives relating to these aims. This is illustrated in the tables below that show how the key objectives relate to the achievement of the aims and where the main relationships are. They are not listed in any particular order of importance and their relative priority may vary over time.
- 2.3 In turn the objectives inform the development of regional policies in the direction of more sustainable patterns of development. The aim is always to seek policies that help achieve “win-win-win” solutions that meet all the objectives.

- 2.4 Where this cannot be achieved, the manner in which conflicts between objectives are resolved – both in urban and rural areas – will be the key to the future well-being of the region. This RPG sets out a framework through which planning authorities and other agencies should be able to resolve these difficulties.
- 2.5 As set out in the recent Urban and Rural White Papers an integrated approach to urban and rural areas is essential. Rural and urban areas are different with different perspectives on issues and on the difficulties that they face. They are also interdependent. Policies which promote development on previously developed land ie “brownfield sites” will not only benefit urban areas. By easing pressures on rural development, they will also help to secure the future of the countryside.

Table 1 : Key AIMS and OBJECTIVES

Aims	Key Objectives
Protection of the Environment	<ul style="list-style-type: none"> a. ensuring that the level, distribution and nature of development is consistent with the special character, diversity and distinctiveness of the region and seeks to maximise benefits to the environment b. safeguarding and enhancing the quality and diversity of the natural, cultural and built environment across the region, while giving the highest level of protection to designated areas and features of national and international importance
Prosperity for Communities and the Regional and National Economy	<ul style="list-style-type: none"> c. improving the economic competitiveness of the region by drawing on its strengths and resources and fostering the development of businesses and skills d. promoting, supporting, enabling and focusing economic development in ways and locations where it can best contribute to meeting local, regional and national needs
Progress in Meeting Society's Needs and Aspirations	<ul style="list-style-type: none"> e. addressing the wide variations in prosperity between different parts of the region through regeneration and so reducing social exclusion and economic disadvantage, particularly in areas of special need f. meeting people's requirements for housing, jobs and facilities of good quality and in sufficient measure to provide for all who live and work in the region g. providing integrated, efficient and environmentally appropriate transport and communications systems to meet local, regional, national and international priorities

	<p>h. improving accessibility to jobs and services and ensuring that patterns of future development reduce the need to travel and encourage access by walking, cycling and public transport</p> <p>i. recognising and encouraging community identity and diversity</p>
Prudence in the Use of Resources	<p>j. ensuring that development makes the most prudent use of resources created through past investment, both buildings and other infrastructure, especially in urban areas; and that it contributes to new infrastructure provision in partnership with public investment</p> <p>k. minimising waste and pollution, avoiding loss or damage to irreplaceable natural and cultural assets and safeguarding the region's resources of green fields, biodiversity, primary minerals and water</p> <p>l. ensuring at all levels of planning integrated relationships between economic activity and housing, both in terms of scale and distribution.</p>

In applying the above vision and objectives, the principles of development below and the policies set out in this RPG, local planning authorities and other agencies should adopt the following approach:

- frame policies and select locations for development where the objectives reinforce each other, as they will do, for example where mixed developments on brownfield sites contribute to housing, jobs and environmental objectives;
- identify policies and locations for development where conflicts can be reduced as much as possible, for example selecting areas where landscapes can absorb major development without excessive damage and where good public transport can be provided, supported by policies which require the adoption of good design at the local level;
- compensate, as far as possible, for any detrimental consequences of development on other objectives, for instance by incorporating open space for recreation and biodiversity in any development involving loss of green field sites.

Key Relationships Between the Four Aims and the 12 Objectives				
Aim:	PROTECTION of the environment	PROSPERITY For communities and the regional economy	PROGRESS in meeting society's needs and aspirations	PRUDENCE in the use of resources
Objective:				
A	X	O	O	
B	X			
C		X		
D		X		
E		O	X	
F			X	
G		O	X	
H			X	
I			X	
J	O	O	O	X
K	O			X
L		O	O	X

X key relationship

O supporting relationship

2.6 RPG promotes a sustainable future through policies that express the above vision and take it forward via the overall Spatial Strategy and the principles for future development within the region.

Policy VIS 1: Expressing the Vision

The vision of RPG is to:

- Promote a sustainable development pattern and set out a sequential approach to the location of development.
- Minimise the need to develop on greenfield sites and to travel.
- Develop an integrated approach to urban and rural areas eg policies to promote development on previously developed land will not only benefit urban areas: by easing pressures on rural development, they will also help to secure the future of the countryside.
- Concentrate growth at the Principal Urban Areas (PUAs) and other designated centres of growth.
- Recognise the different roles of appropriate development in market towns, and key villages in rural and coastal locations, as places where development will be favoured locally.

Principles for Future Development

- 2.7 The location of future development should be guided by the sequential approach set out in PPGs 3, 6 and 13 (*Housing, Retail and Transport*). The sequential approach underlies the spatial strategy set out below and the specific policies in this RPG.

Policy VIS 2: Principles for Future Development

Local Authorities in their development plans and other agencies in their plans, policies and programmes, should:

- seek the development of suitable previously developed urban land (or buildings for re-use or conversion) and other appropriate sites in urban areas as a first priority for urban-related land uses; authorities and all agencies involved should examine critically the potential of the urban areas to accommodate new development;
- seek a balance of land uses in urban localities:
 - † by promoting mixed-use development and, where sites are smaller, through complementary land allocations over a wider urban area;
 - † including a mix of housing types, retail, business and commercial development, industry, education, social and cultural facilities, leisure, sport, recreation and open space uses;
- ensure that land is used efficiently in both urban and rural locations, with well designed development taking place at as high a density as possible commensurate with a good living and working environment, and by carrying out a rigorous reappraisal of policies on development in order to achieve increasing density, ensure good design and reduce parking requirements;
- make adequate provision for all land uses, including those with large space requirements, the development needs of new or expanding firms and those unable to be accommodated within urban areas;
- meet the economic and social needs of rural communities;
- promote the provision and enhancement of networks for walking, cycling and public transport and ensure that development which generates large amounts of movement is well served by sustainable transport networks;
- conserve and enhance environmental assets and promote a good quality of design, including good building design, quality landscape and urban spaces and a mixture of complementary uses;
- reduce and minimise flood risk to people and properties and take fully into account issues of water supply and treatment infrastructure.

Implementing the Vision

Plan, Monitor And Manage

- 2.8 RPG and its wider vision, can only be implemented through action and investment by the private sector, with individual businesses and developers working to achieve their own objectives within the guiding framework of the strategy for land use and for transportation.
- 2.9 Important stakeholders include housing developers and builders; housing associations and registered social landlords; employers in all sectors; developers of and investors in, employment land; retailers; operators of tourism, recreation and leisure enterprises; minerals and waste companies; public transport operators; farmers and estate managers.
- 2.10 It is vital that the overall spatial strategy and its key component elements are subject to appropriate and adequate monitoring to ensure that the strategy is being implemented or to show areas where review may be necessary, as already indicated in para 1.9. It will be particularly important to monitor the adequacy of the housing provision set out in section 7 as part of the plan, monitor, manage approach in PPG3 (*Housing*), but equally the plan monitor and manage approach requires that key elements of the strategy are monitored. To this end each section in the RPG advises on those key targets and indicators that are particularly important. Further more detailed guidance on monitoring is given in section 10 and table 9.

Policy VIS 3: Achieving the Vision

In order to achieve the vision, local authorities, SWRDA, funding agencies and other regional stakeholders should set out clear strategies, policies and proposals for the location of development and investment in physical and social infrastructure in accordance with the guidance set out in this document.

Policy VIS 4: Monitoring the Vision

Regular and effective monitoring of regional circumstances should be undertaken, involving the use of targets and indicators to measure the effectiveness of policies.

The Regional Planning Body should consider and agree with the Government Office and other regional partners, the arrangements for monitoring, taking account of this guidance, targets and indicators identified in the Sustainable Development Framework and other relevant targets.

Section 3

The Spatial Strategy

- 3.1 This section sets out a spatial strategy based upon sub-regions, their PUAs and other designated centres for growth where most growth is planned to occur and policies for rural and coastal areas.
- 3.2 The spatial strategy takes account of the following important regional factors:
- extensive parts of the South West contain large areas of great environmental importance that contribute to its attractiveness for residents and tourists and add to its competitiveness as a business location;
 - the diverse nature and character of the South West, which requires different sub-regional needs to be met within the regional framework;
 - the polycentric settlement pattern which includes PUAs and some other larger centres for growth that offer the best prospect for focussing growth which is balanced in terms of housing and employment and reduces the need to travel;
 - the fact that a significant proportion of the existing population lives in smaller towns, villages and rural areas with relatively few previously developed “brownfield” sites and with relatively modest development requirements to meet local needs for economic diversification and changes in household size;
 - the peninsular nature of the region, with remote areas suffering problems of peripherality and a different, more dispersed settlement pattern in the West sub-region;
 - the relative absence of multi-modal transport corridors with good quality public transport that exists around larger metropolitan centres in other regions.

Policy SS 1: Regional Spatial Strategy

Within the vision and objectives of this RPG, Local Authorities and other Agencies in their plans, policies and programmes should recognise the role of the South West region in contributing to the wider priorities of promoting national prosperity. This aim needs to be pursued within a context that respects and balances the inter-dependence of the region's economic, social and environmental assets (i.e. sustainable growth).

This RPG recognises that the South West is a diverse area that can be broadly sub-divided into four spatially based sub-regions, each of which makes an important contribution to the region as a whole. Local Planning Authorities through their development plans and other agencies should reflect these varying sub-regional issues and take into account, where appropriate, important linkages with adjoining regions. In particular:

- The *Northern sub-region* will continue to be the main focus for growth in the South West; its prosperity should be maintained and enhanced, because of the contribution the area makes to the well-being of both the region and the nation. In developing and implementing sustainable policies, the important relationships in both economic,

transport and environmental terms between this sub-region and the adjoining regions of the South East, West Midlands and South Wales should be recognised;

- In the *South East sub-region*, it is important to sustain economic growth, while recognising that the level of protection afforded to environmental assets at international level means that physical development will be constrained. Policies should recognise this area's important contribution to the SW region, as well as its links with the adjoining Hampshire part of the South East region;
- The policies for the *Central sub-region* should reflect its pivotal role in the South West of helping spread economic prosperity westwards throughout the region; and
- In the *Western sub-region* there is a need for strong policies and action to tackle long term and deep seated economic and social problems, which are particularly accentuated by its peripherality in relation to the SW region and the Country as a whole.

3.3 The principles and policies above promote sustainability in the South West. They underpin the spatial strategy illustrated in the Spatial Strategy Diagram and as set out in Policy SS2 below. They are also taken forward in specific policies throughout this RPG.

Policy SS 2: Regional Development Strategy

Local Planning Authorities, in their development plans and other agencies and developers in their plans, policies and programmes, should consider the needs of the whole of their area and the best opportunities to promote more sustainable patterns of development, in accordance with the vision, aims and principles of development set out in section 2, taking into account the following strategic guidance:

- the 11 PUAs identified in this RPG offer the best opportunity for accommodating the majority of development in the most sustainable way. The aim should be to concentrate most development at the PUAs;
- development should take place primarily within the defined PUAs. Where this is not possible, development should be in the form of planned urban extensions to the PUA in sustainable locations with good access to the urban area by public transport, cycle and foot;
- other designated centres for growth can provide for sustainable and balanced growth to meet other identified sub-regional growth. The aim in designating towns as centres for growth should be to maintain and enhance the range of employment, housing and other facilities in areas of the region beyond the direct influence of the 11 PUAs and to reduce the need to travel. The level of growth to be accommodated in these centres, however, must be considered in relation to their function and not provide for growth that can be accommodated at the PUAs;
- new settlements should be considered and be identified in structure plans only where they are clearly more sustainable than meeting development needs in PUAs, or urban extensions to PUAs, or by the designation of other centres for growth;
- outside the PUAs and other designated centres for growth towns should be designated to act as local service centres for the wider rural areas of the region, other small towns and villages in rural areas should provide for local needs;

- policies should also resist the continuing substantial planned expansion of residential development of small dormitory towns within easy commuting distance of the PUAs that has occurred historically.

- 3.4 The spatial strategy takes account of the great diversity of the region in terms of planning, environmental, social and economic issues. Its implementation for individual centres or areas needs to be addressed positively within the context of the overall RPG.
- 3.5 Not all planning issues tidily match the boundaries of the administrative areas of local authorities or other agencies either within or neighbouring the South West region. Inter-authority consultation and co-operation on cross-boundary issues should therefore take place as a matter of course.
- 3.6 The four sub-regions in Policy SS1 are illustrated in the Spatial Strategy Diagram and described in table 2 below. This sub-regional approach was developed from an economic analysis undertaken on behalf of SWRDA and had has been endorsed by the SW Regional Assembly Relevant plans and programmes should be taken forward, with consultation and co-operation, in the context of these sub-regions.

Table 2: Sub-Regional Structure

Sub-region	Main county areas	Principal Urban Areas in sub-region
Northern	Former Avon Gloucestershire, Wiltshire except south	Bristol, Bath, Weston-super-Mare, Gloucester, Cheltenham, Swindon
South-Eastern	Dorset, southern Wiltshire	Bournemouth, Poole
Central	Eastern Devon, Somerset	Taunton, Exeter, Torbay
Western	Cornwall, northern and western Devon, western Somerset, Isles of Scilly	Plymouth

Policy SS 3: The Sub-Regional Strategy

The planning of development and infrastructure investment in the region should be based on the following sub-regional objectives:

Northern sub-region

- build on the economic strengths of the north of the region and foster economic growth in the area to improve its performance in relation to the EU average;
- make adequate provision to meet future development requirements at the PUAs, including the identification of major strategic employment sites;
- seek a more sustainable pattern of development than in the past by strengthening the roles of the PUAs, fostering urban renaissance, curbing unsustainable outward expansion and aiming for greater self-containment in towns within commuting distance of the PUAs;
- encourage appropriate housing, employment, retail and social facilities in sustainable locations to reduce social exclusion and rural need;
- develop and improve sustainable urban and inter-urban transport networks;

- give priority to measures for economic and social restructuring in parts of Bristol and the Forest of Dean and improve transport and economic linkages between the economically successful and less successful parts of the sub-region;
- conserve and enhance important environmental assets.

South-Eastern sub-region

- continue to exploit the economic growth potential of the area;
- spread the benefits of economic growth to the more disadvantaged parts of the sub-region, in particular to Weymouth and Portland, by co-ordinating economic promotion, environmental improvements and transport and other infrastructure improvements to encourage regeneration;
- encourage appropriate housing, employment, retail and social facilities in sustainable locations to reduce social exclusion and rural need;
- conserve and enhance important environmental assets.

Central sub-region

- raise the economic performance of the sub-region;
- encourage sustainable growth at Exeter and Taunton and economic diversification at Torbay;
- improve transport and economic links within and through the sub-region and with neighbouring areas;
- focus housing, employment, retail and social facilities in sustainable locations to reduce social exclusion and rural need;
- conserve and enhance important environmental assets.

Western sub-region

- alleviate remoteness through investment in transport infrastructure and other communications networks;
- create the conditions for growth, regeneration and diversification in the sub-region by promoting economic development and environmental improvements and, in Cornwall and the Isles of Scilly, maximising the opportunities afforded by Objective 1 funding;
- focus major new employment, social and cultural investment at Plymouth, Camborne and Redruth (where the area forms a significant potential area for growth and is a focus for regeneration), Barnstaple, St Austell, Newquay and Bodmin and maintain Truro's role as a sub-regional shopping and administrative centre;
- encourage appropriate investment in tourism in accordance with Policy TCS1;
- encourage appropriate housing, employment, retail and social facilities in sustainable locations to reduce social exclusion and rural need;
- conserve and enhance the coastline, landscape, historic and industrial heritage of the sub-region and recognise them as major assets in the drive to encourage regeneration;
- maintain and enhance the physical and cultural distinctiveness of Cornwall and Devon;
- conserve and enhance important environmental assets.

Principal Urban Areas

- 3.7 The PUAs in Table 2 offer the greatest potential for accommodating change and growth in a sustainable way, promoting urban renaissance in environmental, economic and social terms, a good quality of life, access to a wide range of services and good public transport networks. Recent trends of low density development in the urban fringe, leading to substantial growth in car usage traffic and the loss of environmental assets, need to be reversed. Camborne and Redruth in Cornwall has been identified as an area for growth and regeneration within the Western sub-region. Because of the more dispersed nature and smaller size of the Cornish settlement pattern, the area does not constitute a PUA analogous to those named above. However, because of the area's structural and spatial importance within the sub-region and the opportunities for regeneration, it has been identified on the Spatial Strategy Diagram as a Principal Area for Regeneration where growth should be encouraged (see policy SS3).
- 3.8 The PUAs are a high priority for new investment. New development should be a positive force for change. It should facilitate regeneration and restructuring, particularly of pockets of disadvantage in urban areas or imbalances of housing and jobs and help provide a high quality urban environment. Development at the PUAs should be located to take advantage of existing infrastructure, including public transport where there is spare capacity or where capacity can be created. Communities should provide for mixed use, higher density development; viable shopping, educational and community facilities; public open spaces and good, public transport links. The resulting concentration of development at balanced PUAs offers increased self-containment, reducing the need to travel.
- 3.9 Existing land use allocations should be reappraised where alternative uses would help create mixed and balanced communities. This will mean that local authorities and other regional partners will need to give clear recognition to the specific context, needs and opportunities of such mixed use centres. Centres with a buoyant economy and a high demand for housing may particularly need to reconsider longstanding, but undeveloped, employment site allocations as opportunities to provide additional housing. This will also help to provide significant opportunities to achieve urban renaissance, to maintain or develop a critical mass of residents to support services such as new or enhanced public transport provision.
- 3.10 Development to meet future requirements for housing, employment and other uses is unlikely to be met entirely within the PUAs. Where it is not possible to accommodate future growth within the PUAs, the next best option will generally be to locate development adjoining them in urban extensions. Provision needs to be made for well designed new development in urban fringe locations. Low density development, of the type seen in recent decades, will not be acceptable.
- 3.11 Bristol, Bath, Bournemouth and Poole, Gloucester and Cheltenham are partly or wholly surrounded by Green Belt. Some growth relating to these PUAs appears to have been leaping the Green Belt to nearby commuter towns, leading to less sustainable patterns of development and travel. The purposes of Green Belt policy (as set out in PPG2) remain an essential part of RPG for the South West. However, the need to ensure that future patterns of development are more sustainable means that the boundaries of these Green Belts should be reviewed in the next round of structure plans.

Policy SS 4: Green Belt

Green Belts in the region should continue to fulfil the purposes set out in PPG2. As a key element of the future planning of the region, local authorities when preparing their development plans should:

- critically review the Green Belt to examine whether boundary alterations are needed to allow for long term sustainable development needs;
- remove land from the Green Belt for development if, on balance, this would provide the most sustainable solution for accommodating future development requirements;
- include additional land within the Green Belt where clearly necessary for the purposes set out in PPG2.

3.12 Each PUA differs to some degree in size, role and context within their sub-region. The text and policies for each PUA below recognise these differences. Where PUAs extend beyond one district, planning for the whole PUA has become increasingly difficult. Within the wider spatial strategic role of PUAs, three broad groupings of PUAs need to be distinguished in terms of spatial policy proposals and implementation.

The Three Groups of South West PUAs

- Four sub-regional “capital” centres – the Bristol urban area, Bournemouth/Poole, Exeter and Plymouth areas. The importance of their continuing economic vitality is fully recognised and supported. These PUAs increasingly extend into adjoining districts and problems such as the provision, level and co-ordination of physical and social infrastructure need to be addressed in particular.
- Swindon, Gloucester, Cheltenham and Taunton are areas that, on different scales, function and will continue to develop as appropriate and successful centres for growth for their hinterlands. In these PUAs it will be particularly important to ensure that their future growth is based on a balance between housing and employment. Apart from Taunton, these PUAs increasingly cross into adjoining districts and co-ordination, through the structure planning process on the future planning of each PUA, taking account of RPB advice as part of implementation of this RPG, will be necessary.
- Bath, Weston-super-Mare and Torbay are largely within single authorities and for varying physical, environmental or other reasons are more constrained in terms future development. More focused policies are necessary to address their specific circumstances. The policies for each PUA below recognise how encouraging major growth for its own sake in these PUAs could create problems of unbalanced and possibly unsustainable development.

Policy SS 5: Principal Urban Areas

Structure planning authorities should plan for the long term growth of the PUAs, on a basis to be agreed with the RPB. This will be necessary in order that the regional monitoring, both for this RPG and the Annual Monitoring Statement required by PPG3, to ensure a consistent and comparable basis; and as the best way to inform the required work for urban housing capacity exercises. Planning should involve all the districts for the area of each PUA, with early outputs for a new round of co-ordinated structure plans following publication of this RPG, using:

- urban housing capacity studies for the whole PUA, using existing and additional research;
- constraints mapping for PUA extensions, using existing and additional research;

and for the Bristol, Bournemouth/Poole, Exeter, Plymouth, Swindon, Cheltenham and Gloucester and Taunton PUAs:

- urban extension studies which, where relevant, will need to take account of and be taken into account in reviews of any Green Belt, including transportation and infrastructure needs (including costs) studies.

Structure plans should define the general geographic extent of each PUA, in the same way that the general extent of Green Belt is set out. They should support forward planning and investment in infrastructure and a more sustainable distribution of development by:

- providing for a balance of housing and employment in towns with good facilities and services, thus reducing the need to travel to the PUAs;
- providing an indicative target in structure plans for the number of dwellings and the amount of other developments to be located at each PUA;
- producing compact urban developments likely to be well served by public transport;
- identifying major transport proposals for inclusion in LTPs and where appropriate in the Regional Transport Strategy.

Other Designated Centres for Growth

- 3.13 A limited number of towns in the South West are likely to remain relatively self-contained in terms of the relationship between homes and jobs because they are some distance from the PUAs, or from groups of medium sized towns. Such towns may also act as centres for wider rural areas and form a single focus for attracting a good range of services and facilities, thus reducing the need to travel both for residents and their hinterland. They are therefore likely to be the most appropriate centres for locating some sub-regional growth not accommodated at PUAs. Conversely settlements near to PUAs, large towns, or in groups of similar settlements and especially settlements along major road corridors, often have high car borne out-commuting. They are less likely to have self-contained growth and less likely to be sustainable locations for growth because development in these locations is likely to lead to greater increases in travel, especially by car. Studies of travel patterns should be used to select the best locations for balanced settlements with opportunities for self-contained growth.
- 3.14 Background research studies for RPG identified some locations as potential candidates for sustainable growth, including Weymouth/Portland, Dorchester, Salisbury, Yeovil, Barnstaple and Truro but further work is needed (in the light of sub-regional growth expected to be accommodated) to inform decisions for each sub-region. As indicated in Policy SS3 and at 3.7,

the Camborne and Redruth area of Cornwall, although on a smaller urban scale than the PUAs, is an important area for promoting economic and employment growth and regeneration. Exceptionally, therefore, it is indicated on the Spatial Strategy Diagram and is referred to in Policy SS6 below. Other settlements should be designated as centres for growth in the context of this strategy. The need for such centres and their identification will need to be reviewed urgently by structure plan authorities in each sub-region. Such sub-regional work should be co-ordinated and be advised by the Regional Planning Body and reflected in development plans. At local level, development plans should also include the appropriate level of development at market towns, including those in coastal locations and in key villages. Provision for development at smaller market and coastal towns and at other villages, should generally be smaller in scale (relative to settlement size) and should be aimed at maintaining and reinforcing the economic and social vitality of rural and coastal areas.

- 3.15 In exceptional circumstances, where it can be demonstrated that it would be the most sustainable option, it may also be appropriate to provide for new or expanded settlements, or “urban villages” well related to the major urban areas where a good level of local employment and facilities is available, or elsewhere if a very good level of public transport exists with major centres. Such settlements will need to be identified through the structure plan process and through cross-boundary studies where necessary.

Policy SS 6: Other Designated Centres for Growth

Future development in the region outside the PUAs should:

- generally avoid significant growth in the larger towns within easy commuting distance of PUAs and especially housing development proceeding out of step with employment.

Development plans should:

- provide for balanced development and growth at identified centres designated to meet sub-regional growth needs outside the PUAs while maintaining and enhancing the range of employment, housing and other facilities in the area;
- recognise the Camborne and Redruth area as one where there are major regeneration issues and where policies, plans, proposals and programmes will need to promote opportunities for employment growth in particular.

Policy SS 7: Meeting Local Needs

When planning for future development outside the PUAs and other designated centres for growth, development plans should:

- identify, where appropriate, towns to accommodate smaller scale development to serve local needs and make services available to the wider rural areas of the region;
- recognise that other small towns in rural areas should provide for local needs only.

Policies should also resist the substantial expansion of residential development at small dormitory towns within easy commuting distance of the PUAs.

Sub-Regional Profiles

Northern Sub-Region

- 3.16 This area contains over 1.8 million people, almost 40% of the region's population in about 20% of the land area and contains 6 PUAs. It has good inter-regional communications and strong relationships with adjoining regions. Many of the transport corridors linking the west of the region to the remainder of the country pass through it.
- 3.17 The sub-region is relatively prosperous but contains areas of special need, such as parts of the Forest of Dean and within some urban areas. It also has extensive areas of environmental importance including the Cotswolds and other Areas of Outstanding Natural Beauty (AONB) and the Severn Estuary. These are under pressure and their protection is important. Some of the major urban areas, notably Bath and many towns and villages, are of great environmental quality.
- 3.18 The area has the potential to continue as a major focus of growth. Economic expansion here is likely to be above the regional average. Fostering economic growth in this area is an essential part of the strategy. Development plans will need to identify strategic employment sites. Provision needs to be made to meet future development requirements at sustainable locations within and as urban extensions to the PUAs in order to strengthen their roles and foster urban renaissance. Equally, it will be essential to address requirements for additional infrastructure and to minimise infrastructure constraints in these areas.
- 3.19 The area has a number of smaller towns that are important in their own right as service centres for their surrounding areas. Any strategic approach towards the sub-region needs to take account of these towns and their relationships to PUAs. In some cases, where additional development would not simply create a dormitory settlement with high levels of out-commuting; they may have potential to develop stronger sub-regional roles. Particular consideration should be given to examining the potential for development to achieve greater self containment in the towns of western and northern Wiltshire, around Bristol, in the former industrial areas of north eastern Somerset and in the Forest of Dean.
- 3.20 Past patterns of development have tended to increase travel distances. New approaches to accommodate development should seek to reverse these trends and create more sustainable patterns of development. The next round of development plans must take full account of this RPG to achieve this.

The Bristol Area

- 3.21 The Bristol area, that is the City of Bristol and the contiguous urban area extending into North Somerset, South Gloucestershire and BANES, is the largest urban centre in the region. It is a major focus for regional services, shopping, cultural activities, education and tourism. It also has substantial deprivation, both in inner areas and some outer estates. The Bristol area provides employment for a wide hinterland and its port and airport act as gateways for the region. In the 'North Fringe' area (ie adjoining the M4 and M5 motorways north of the city boundary), there has been considerable development in recent years for employment, housing, retailing and other uses.
- 3.22 As one of the largest urban areas in the UK, Bristol's location and status means the area has a key role for economic growth regionally and nationally. Policies for this area recognise its advantages as a key location for future investment, which cannot easily be replicated elsewhere in the region. Securing growth that contributes to regional prosperity requires an

adequate supply of employment land and an emphasis on the role and attractiveness of the conurbation in order to achieve “urban renaissance”.

- 3.23 Constraints to physical expansion of the urban area include risks of coastal flooding, the limited number of crossings of the river Avon and areas of ecological and agricultural importance. It will also be important to have regard to the Community Forest that is being established at Bristol which will give recreational opportunities and offer landscape and nature conservation improvements (see Policy SS20). A Green Belt surrounds the conurbation. In recent decades there has been substantial housing development resulting in commuting into and around the urban area, particularly by road.
- 3.24 There is growing traffic congestion within the city and in surrounding areas, particularly the ‘North Fringe’ and on radial and orbital corridors. High priority needs to be given to securing improvements to the public transport system. These are critical for continued investment within the urban area in order to resolve existing problems and to help the area fulfil its regional role.

Policy SS 8: The Bristol Area

Local authorities, developers, infrastructure and transport providers and other agencies should work together to achieve the following for the Bristol area:

- new and improved central urban facilities, including a strengthening of city centre retailing, economic and social functions;
- redevelopment of appropriate areas at a higher density to provide mixed uses, including a much greater housing element in business and retail areas in the city centre and inner Bristol;
- balanced provision of additional housing, employment, social and recreational facilities within the urban area or as planned urban extensions;
- integrated public transport facilities within Bristol and linking the city with nearby urban areas;
- an enhanced economic base by providing for the full range of growth generated by the city and its hinterland and an element of inward investment;
- the most effective use of Bristol International Airport as an important airport for both the local area and the wider region, including associated employment spin-off;
- a review of the Green Belt in accordance with Policy SS 4;
- investment in programmes for economic, physical and social regeneration, with an emphasis on encouraging development in the more disadvantaged areas, including south Bristol.

Bath

- 3.25 Bath is an important regional centre. It has a vibrant economy including tourism and fulfils an important role as a business, cultural and shopping centre. The entire city is designated as a World Heritage Site. It is surrounded by Green Belt and, largely, by the Cotswolds AONB.
- 3.26 A balance needs to be struck between preserving and enhancing the city’s unique architectural, historic and landscape quality and encouraging and accommodating sustainable

development. Bath is a living city, not a museum. If past unsustainable commuting trends are to be reversed, it is essential that increased opportunities be identified to provide adequate residential development at the PUA. In this area of national and international importance, optimum use needs to be made of any opportunities, including the reassessment of existing sites allocated for other uses, for residential and mixed use development. These will help to achieve wider urban renaissance objectives and ensure that a high quality of design and living continues into the future. It will also be important to maintain a broad economic base and identify an adequate range and supply of employment sites. Car-based traffic detracts from the unique environment and needs to be reduced.

Policy SS9: Bath

The local authority, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Bath:

- ensure that Bath's unique environment is conserved and enhanced;
- encourage development for housing within the city where it can be achieved without damage to environment quality;
- recognise the need for economic development that enhances its role as a centre for business, cultural activities, retailing and tourism;
- give a high sub-regional priority to new public transport initiatives and other measures to reduce road traffic and congestion within the city, including that arising from road traffic between the M4 and the South;
- review the Green Belt in accordance with Policy SS 4.

Weston-super-Mare

3.27 Weston-super-Mare is a major coastal resort and a commercial centre for surrounding areas of northern Somerset. Substantial residential expansion has taken place over recent decades, without an equivalent increase in jobs. Pockets of high unemployment and urban deprivation have developed around the town centre. The town has also spread inland towards the M5 and substantial further commitments for development exist in that area. Ease of access to the M5 has led to unsustainable travel patterns with high levels of commuting by car to and also from the Bristol area.

3.28 There is a need for regeneration; resolution of traffic problems within the town centre and older residential areas; and for the enhancement of tourist facilities. Future investment in the development of the town also needs to take account of its proximity to the Bristol area aiming at greater self-containment.

Policy SS 10: Weston-super-Mare

The local authority, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Weston-super-Mare:

- promote the town as a destination for employment investment that will increase accessible employment and regeneration opportunities and reduce the need to travel;
- enhance the town's environment and its surroundings;
- support investment to enhance tourist and business facilities to aid economic regeneration;

- focus transport related investment on improved public transport, including improvements to the rail network and services with the Bristol area to reduce the need for car use;
- limit further housing growth until employment development is more closely in balance with housing.

Swindon

3.29 Swindon is a major growth centre for inward investment and locally generated expansion. It has successfully developed its role as a major economic and service centre well served by main transport routes and envisages that this role will continue to significantly expand. It has a high rate of inward investment and generally low levels of unemployment.

3.30 Swindon's locational attractions for investment must be recognised. Commitments for further expansion already exist. However, the town centre and urban environment have not kept pace with economic expansion and are in need of updating to provide an urban centre, with retail, cultural and educational facilities commensurate with Swindon's economic role. There are local concerns about the impact of continuing growth, particularly on congestion within the town and on losses of surrounding countryside to development. It will also be important to have regard to the Community Forest being established at Swindon that will give recreational opportunities and offer landscape and nature conservation improvements (see Policy SS20). The Environment Agency is concerned about strategic water resources to serve Swindon and adjoining areas in the South East region and the need for new waste water treatment facilities, if development is to continue at past rates. Substantial further investment in public transport and other infrastructure will be necessary to support major expansion.

Policy SS 11: Swindon

Local authorities, developers, infrastructure and transport providers and other agencies, should work together to achieve the following for Swindon:

- continued economic investment and associated development;
- adequate housing provision to provide a better balance with employment growth;
- investment to achieve improvements in the urban environment and in retail, cultural and social infrastructure;
- more efficient use of land within the urban areas through the development of brownfield land, development at higher densities and the selective redevelopment of parts of the urban area;
- sustainable urban extensions incorporating a mixture of uses and sustainable transport facilities, involving a review of the rural buffer;
- appropriate and timely investment in public transport, water resources and treatment and other infrastructure to meet the long term needs of the town and to support the spatial strategy.

Gloucester and Cheltenham

- 3.31 Gloucester and Cheltenham are PUAs and should be the central focus for growth in the county. The economies of the two towns are inter-related. They are important economic, social, cultural and service centres with relatively good transport links by road and rail to most parts of the country. Gloucestershire airport is a local asset.
- 3.32 The continued growth of these centres and that of Swindon is likely to increase pressure on both the A417/A419, the main trunk road between these PUAs, which has been improved to dual carriageway standard along most of its length and the parallel railway line. Improvements to the railway line are supported by the RTS. Safety improvements to the A417/419 near Gloucester need to take account of environmental, landscape and wildlife constraints.
- 3.33 Gloucester is an important historic city with a strong industrial heritage. Future expansion is constrained in certain directions particularly by the floodplain of the Severn. There is a need for investment in urban regeneration and in transport and social infrastructure. Despite inward investment, employment growth has fallen behind expectations and there are pockets of high unemployment.
- 3.34 Cheltenham contains areas of high architectural quality. It is an important centre for tourism and shopping. Its development is constrained by the Cotswolds AONB. Further sites for development within or adjoining the town are limited, although there is a recognised need for economic diversification.

Policy SS 12: Gloucester and Cheltenham

Local authorities, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Gloucester and Cheltenham:

- **economic and housing development at sustainable locations, either through the intensification of development within the urban areas or, if all development needs cannot be met in this way, through planned urban extensions;**
- **a review of the Green Belt in accordance with Policy SS 4;**
- **investment in public transport and in other measures to reduce road traffic and congestion in and around the urban areas.**

South-East Sub-Region

- 3.35 The Bournemouth-Poole conurbation is the main centre for the south east of the region and adjoining south west Hampshire. It is a major centre for employment, service, shopping, cultural and education facilities. Its sea (Poole) and air (Bournemouth International) ports are important and its tourist industry is of national and international importance. A highly attractive environment, which is also of great ecological value, surrounds the area.
- 3.36 This conurbation has been one of the fastest growing urban areas in the country for many years and has a diverse economy based on tourism, high technology engineering, financial services and education. The principal cause of the growth of the area has been in-migration of both people and companies, substantially from London and the South East. The buoyancy of the economy is attractive to companies seeking to relocate from other parts of the country and abroad and the conurbation has seen major inward investment, particularly in financial services. There are, however, pockets of high unemployment and social deprivation within the conurbation.

- 3.37 The area is relatively well served by transport links to the east, particularly road and rail links to the South East region, but links to other parts of the South West are poor. Bournemouth International Airport has seen significant passenger growth in recent years and has potential for further growth, as a transport facility and for employment growth, subject to the provision of sustainable transport links to the conurbation and beyond. The port of Poole offers both freight and ferry services, but suffers from poor links to the national road network. Further integrated transport packages will need to be developed to reduce congestion and increase accessibility from the A31 into the Poole/Bournemouth PUA, including the port. Improving access to Weymouth is recognised as an important objective that will also assist in the development of Portland port. Consequently provisional approval was given to a range of integrated measures to achieve this in the December 2000 Local Transport Plan settlement.
- 3.38 The principal issue is whether, in the context of sustainable development, the Bournemouth/Poole area can continue to expand at a rate commensurate with the past. The conurbation is likely to remain a popular area for retirement and this will continue to be a significant component of the housing market. There is a significant supply of land for employment, although its suitability and availability need to be reviewed.
- 3.39 National and international nature and landscape designations severely limit the further release of greenfield land and areas of flood plain are a further constraint. The past outward rate of physical expansion by the conurbation will not be able to continue into the future. Future physical development should be focused within the built up area, although a review of Green Belt boundaries, to identify opportunities for sustainable development, should be undertaken.

Policy SS 13: Bournemouth/Poole

Local authorities, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Bournemouth/Poole:

- further economic expansion of the area, in particular by attracting and fostering high skill employment and by investing to improve educational and training levels given the constraints on physical expansion;
- conservation and enhancement of the important national and international environmental designations;
- an improved public transport system;
- more efficient use of land and buildings within the existing urban areas through conversion, appropriate redevelopment and significantly increased residential and building densities;
- a review of the Green Belt in accordance with Policy SS4;
- continued development of Bournemouth International Airport as an important airport for the region and as a site for airport-related development;
- continued development of the port of Poole, including the improvement of regional and local transport links.

Central Sub-Region

- 3.40 The centre of the region is predominantly rural with a number of small and medium-sized towns, many of which have an industrial as well as a market town economy. It has seen considerable recent employment growth with the main economic drivers being public sector services. The rural nature of much of the hinterland means there is a historic dependence on agriculture and a need to diversify the rural economy. There is some evidence of growth in manufacturing, especially precision engineering, where there are emerging links between Yeovil, Exeter and Bournemouth/Poole.
- 3.41 The area has some potential for further growth due to its good communication links and relatively few physical constraints. It has a pivotal role to help spread economic development westwards through the region. Exeter and Taunton are key locations, with other towns playing a supporting role. There is a need to develop the local economic and service functions of other towns such as Bridgwater, Wellington and Tiverton, to foster self-containment and to provide important local linkages to the rural areas they serve.

Taunton

- 3.42 Taunton's central location and role as an administrative centre makes it an important location for service industries. Although modest in size, the town has seen considerable growth in recent years. Its strong transport links means that nearby towns face difficulties in maintaining their independent roles.
- 3.43 Substantial investment, including measures to overcome traffic congestion, will be required to accommodate long term development if the town's role is to grow. Physical constraints are bringing the search for development land towards critical thresholds. Nevertheless, provided development and infrastructure provision can be phased, there is the scope to accommodate additional development, both to consolidate the town's role as an important PUA and to enhance its longer term prospects as a regional centre of significance.
- 3.44 To aid economic development westward through the region, this RPG supports the enhancement of Taunton's role as a focal point for economic activity and the diversification of its economic base.

Policy SS 14: Taunton

Local authorities, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Taunton:

- an enhanced role as a focal point for increasingly diversified economic activity and as a commercial, cultural and service centre for the central part of the region;
- balanced housing and economic development, facilities and services consistent with the town's enhanced role;
- investment in transport and other infrastructure and facilities to support this strategy, including measures to address capacity problems at M5 junction 25.

Exeter

- 3.45 Exeter is the administrative and distributive focus for much of Devon and has a growing role as a regional service centre. The city has a strong service based economy and is a tourist centre. Its position at the hub of a major communications network provides a considerable potential for economic growth, but it is important to preserve the city's historic character and high quality environment. There is a need to broaden the economic base.

- 3.46 In order to help to spread economic development down the region, RPG supports the continuing development of Exeter's sub-regional role as the employment and service centre. To do this will depend on securing adequate land supply particularly for economic development and capitalising on the opportunities offered to the east of the city.

Policy SS 15: Exeter

Local authorities, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Exeter:

- developing the role of the city as the main commercial, cultural and service centre for the central part of the region;
- developing the city's role as a focal point for strategic economic investment, having regard to the need to expand and diversify the local economy and economic base;
- providing for additional housing to support this enhanced role;
- recognising the strategic location of the city in relation to the regional road, rail and air networks and exploiting opportunities to develop inter-modal transport facilities;
- supporting the continued development of Exeter Airport, the TENs rail network and the enhancement of the Exeter to Waterloo line.

Torbay

- 3.47 Torbay (comprising the three towns of Torquay, Paignton and Brixham) is an important sub-regional centre, a premier tourist resort, conference centre and fishing port. It is a popular destination for inward migration. However, the economy is over-dependent on tourism with a need to restructure and diversify. There are significant deprivation issues that need to be addressed through substantial regeneration measures. Its connections to the main road and rail networks need improvement and areas of environmental importance restrict the potential for expansion. In particular, the coalescence of the individual towns of Torbay needs to be prevented, to retain their individuality. Integrated transport packages should be developed to address problems of congestion at Kingskerswell, including the possibility of a bypass and to increase accessibility to Torbay and assist regeneration.

- 3.48 RPG supports the continued development of Torbay as a premier tourist resort; the maintenance and development of the sector as a key economic driver; the role of Torbay as a sub-regional centre serving as a focus for the economic and social life of the communities; and Brixham's role as a fishing port.

Policy SS 16: Torbay

Local authorities, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Torbay:

- investment in new strategic facilities for the tourist industry;
- support for economic restructuring through regeneration in town centres and at key focal points;
- promoting the high quality development and redevelopment of land to attract inward investment;
- improvement in transport linkages to reduce peripherality;
- balanced level of housing provision consistent with the area's economic objectives.

Western Sub-Region

- 3.49 In this sub-region, the priority is to stimulate economic growth and increase prosperity. The momentum of growth must be sustained to underpin the services and facilities that are necessary to retain local people and serve the needs of the surrounding area. A key factor is remoteness: this can be alleviated through investment in communications, but RPG recognises this to be only a part of the solution. Improving access to Barnstaple and north Devon is recognised as an important objective. Consequently provisional approval was given to the Barnstaple Western Bypass in the December 2000 Local Transport Plan settlement.
- 3.50 Plymouth, because of its size and potential for sound economic growth, is large enough to act as a focus for future development. But smaller centres, in both Cornwall and Devon have the potential to form complementary clusters to support the overall aim of spreading economic prosperity.

Plymouth

- 3.51 Plymouth is the main urban centre in the west of the region. It is a major employment and defence centre with a long tradition as a naval and commercial port and it benefits from the holiday trade. There have, however, been substantial job losses in the defence service sector and there are serious pockets of urban deprivation. The overall economy is low wage and there is a continuing need to diversify the city's economic base.
- 3.52 Plymouth has inherent potential for sound economic growth and, aided by its designation as an assisted area, has proved an attractive location for manufacturing and other industry. RPG considers that Plymouth's role, as the major urban centre in the area and the focus for the economic and social life of the communities within and around it, should be strengthened. This would benefit the wider area and improve the economic well-being of eastern Cornwall and south west Devon. It also supports Cornwall's Objective 1 aims by offering a strategic location for regionally significant economic investment. Measures are needed to promote and support investment in the city and nearby towns and improve transport linkages, as is a clear programme to phase in new and expanding industries and to reduce dependence on the Dockyard. Policies will need to ensure a balanced level of development with a housing provision that is consistent with meeting economic, social and environmental objectives.
- 3.53 The physical capacity of Plymouth to accommodate future growth will be limited and there are also physical and important environmental constraints to development beyond the urban area. The local authorities concerned will need to co-operate to achieve this overarching aim for the Plymouth area, through a sub-regional study that identifies sustainable patterns of future development.

Policy SS 17: Plymouth

Local authorities, developers, infrastructure and transport providers and other agencies should work together to:

- promote employment investment and economic regeneration, by exploiting the city's considerable scenic and historical advantages, capitalising on the city's location as the regional gateway to the Objective 1 Area, investing in measures to improve the environment and public transport and making provision for major employment growth;
- encourage investment that supports diversification of the city's economy and strengthens its role as the primary commercial centre for the sub-region;

- improve links with the surrounding hinterland so that the benefits of economic investment can be spread throughout the sub-region;
- invest in infrastructure including supporting Plymouth Airport, the TENs rail network and the ferry port in order to reduce peripherality;
- accommodate as much of the city's future growth needs as possible within the city through the development of brownfield land, conversions of existing buildings, the redevelopment of appropriate areas in a more efficient manner and development at significantly increased densities;
- where it is not possible to accommodate all development needs within the urban area, develop planned urban extensions adjacent to the existing urban area consisting of mixed developments in sustainable locations well served by public transport.

Cornwall and the Isles of Scilly

- 3.54 Cornwall and the Isles of Scilly have an outstanding natural environment are culturally distinctive, but have a weak and vulnerable economy. The population and settlement pattern is dispersed. Nine small towns have a population over 10,000 but none has a population much above 20,000. Truro is the sub-regional shopping and administrative centre for the county. Most of south-east Cornwall looks eastwards, forming part of the Plymouth sub-area. Truro, Camborne and Redruth, St Austell, Newquay and Bodmin nevertheless are important urban centres within the very dispersed settlement pattern. Camborne and Redruth is recognised as having a particularly important role to play in regeneration in the sub-region.
- 3.55 Levels of in-migration and population growth have been among the highest in the UK, but have recently slowed. The area has a very low GDP per capita, relatively high unemployment, very low earnings per head, a fragmented industrial structure and inadequate infrastructure and has suffered a severe decline in traditional employment sectors.
- 3.56 Communication links between Cornwall and the rest of the region suffer from bottlenecks. The main A30 / A38 trunk roads are single carriageway in parts and restricted by low bridges. The main railway line is single track in places and a journey from Penzance to Exeter currently takes 3 hours.
- 3.57 Agriculture and the holiday trade will continue to be a staple part of the Cornish economy. However, while there are prospects for improving economic performance, it is recognised that these industries cannot support the regeneration of the area that is required.
- 3.58 The Isles of Scilly is a uniquely peripheral part of England, with an environment of high quality. With a population of only 2,000 there is a continuing struggle to maintain viable and balanced communities on the islands. There is a need to ensure that housing is available for local people, to diversify the local economy (which is heavily dependent on tourism), maintain and improve the air and sea links to the islands and protect the environment.
- 3.59 Objective 1 status gives Cornwall and the Isles of Scilly the opportunity to promote sustainable economic growth, to restructure the area's economy creating wealth, stemming decline and retaining distinctiveness. It is important that this restructuring process is primarily directed towards addressing current unemployment and low wage issues, by increasing economic activity and by targeting jobs that add value.

- 3.60 A buoyant Plymouth and south east Cornwall should play their part in accommodating development in the Plymouth area, assisting in the process of restructuring and strengthening the sub-region's economy, which in turn is important for the whole of Cornwall.

Policy SS 18: Cornwall and the Isles of Scilly

Local Authorities, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Cornwall and the Isles of Scilly:

- the regeneration of the main towns to act as employment and service centres for their population and rural hinterlands;
- the significant improvement of the Camborne and Redruth urban area as a focus for economic growth;
- the enhancement of Truro as a sub-regional centre for retailing and administration and as a location for sustainable development;
- the conservation and enhancement of the distinctiveness of the natural and historic environment.

Rural Development

- 3.61 The South West is the most rural of all England's regions. Outside the PUAs and other designated centres for growth there is a matrix of small towns and villages surrounded by attractive countryside. Over half the population of the region lives outside the major urban centres. The recent government Rural White Paper "*Our Countryside the future*" (November 2000) sets out the context and a clear national vision for the countryside as being a living, working, protected and vibrant environment. Opportunities for change should help to build sustainable communities in an improved environment. Rural areas should evolve in ways that enhance landscape and biodiversity and involve a forward looking and competitive farming industry delivering good stewardship of the environment as well as producing our food; and a rural economy involving information technology as well as traditional skills.
- 3.62 The nature of rural areas varies across the region. For example:
- those with a history of dependence on extractive industries, such as the Forest of Dean, north eastern Somerset and the china clay country in Cornwall;
 - remote rural areas with a high dependence on agriculture;
 - areas with high proportions of retired residents, often in attractive coastal areas and affluent commuter areas;
 - accessible countryside close to and strongly influenced by, urban areas.
- 3.63 Many rural areas are recognised nationally and, in some cases, internationally for their environmental importance. These Strategic Environmental Areas are shown on the Spatial Strategy Diagram. More detailed coverage on these environmental issues is contained in section 4.

- 3.64 Historically, the rural settlement pattern was based on the need to service a labour intensive rural economy. Its role now reflects modern demands of a mobile population, the rise of the service based economy and globalisation of trade. Many smaller towns have expanded, aided by investment in the road network that has made access to large urban areas easier. Village shops have closed and service delivery has become confined to larger towns. Remote rural areas, particularly in the far south west, experience difficulties in accessing jobs and services. This contrast in opportunity creates pockets of rural deprivation, compounded by a low wage economy that further constrains choice in housing and lifestyle.
- 3.65 Market towns have grown up over the centuries as the market and service centres of rural areas. More recently, they have become increasingly important centres for business and employment and for the provision of housing opportunities for rural areas. They will continue to play a leading role in the economic and social development of the rural parts of the South West and plans should provide for development to maintain and reinforce those roles. The scale of household and business/employment growth should generally be lower than that of the PUAs and other larger towns.
- 3.66 Remoter rural areas have a greater dependency on agriculture and forestry, most notably in West Devon, West Somerset, Cornwall and North Dorset. Such areas are likely to suffer from the impact of agricultural restructuring and, in some cases, changes to the structural fund regime.
- 3.67 Pressures on the agricultural sector are having economic, social and environmental impacts across the region. Agriculture has been severely hit by the recent BSE crisis, the foot and mouth disease outbreak and economic trends. Declining farm incomes and loss of employment opportunities in the sector mean there is greater pressure on farmers to diversify into complementary activities. The 1999 reform of the Common Agricultural Policy (CAP) is likely to be modest in its effects and the region as a whole will continue to receive high payments from the EU. RPG seeks to go with the momentum of funding reform, by encouraging environmental improvements and exploiting the potential for local production and marketing as well as diversification.
- 3.68 In addition to the wider context set out in the Rural White Paper, government has also produced the *England Rural Development Programme (ERDP)* outlining its approach to addressing agricultural issues facing rural areas. This guidance emphasises that a vital and multi-purpose countryside requires innovative approaches to the provision of local housing, employment, leisure, transport and community facilities to help enhance social inclusion while reducing the need to travel long distances. The role of market towns in providing a focus for economic development, local services, transport links and cultural activity in rural areas is also highlighted. Integrated packages of policies are required at a local level in order to assist in balancing the need for environmental protection with measures that are needed to sustain and enhance the economic and social viability of rural communities.
- 3.69 Under the ERDP proposals, increased support is available for three agri-environment schemes (Countryside Stewardship, Environmentally Sensitive Areas and the Organic Farming Scheme), the Farm Woodland Premium Scheme and the Woodland Grant Scheme. The Processing and Marketing Grant Scheme has been re-introduced and three new schemes; the Rural Enterprise Scheme, the Energy Crops Scheme and vocational training for people in farming and forestry. The South West region section of the ERDP sets out social, economic and environmental goals to achieve a vision, whereby people within rural communities in the South West are able to maintain and improve their quality of life, pass on a living and working environment of special character to future generations and which attracts visitors to and investment within the region.

- 3.70 The England Rural Development Programme and the increased funding being made available over the next six years, aids this process. Other land based industries, such as forestry, have a role to play in expanding the rural economy and offering opportunities for leisure and recreation, particularly close to urban areas. The ERDP provides for a significant increase in funding for agri-environment schemes, in particular the Countryside Stewardship Scheme. This discretionary grant scheme is available in agricultural areas outside of Environmentally Sensitive Areas.
- 3.71 The rural areas are characterised by more self-employment, more part time working and a greater proportion of small firms. Wage levels also tend to be lower than average, particularly in the far west. In areas that have lost Objective 5b status there will be a detrimental effect in the longer term after the transitional funds expire. The foot and mouth disease outbreak has also had an adverse impact on many rural businesses. There is a general need to diversify the local economy and to 'add value' to local primary products by processing locally and improving distribution and marketing networks.
- 3.72 In rural areas affected by economic decline, there may be a particular need to regenerate the physical as well as the social and economic environment. Community Strategies and Local Strategic Partnerships can help identify solutions and priorities at the local level and can help overcome problems of social and physical isolation. Regeneration initiatives should command a wide range of community support and deliver measurable improvements to the physical, social or economic infrastructure through partnership delivery. Partnership agencies need to recognise the continued need for funding and help with community development.
- 3.73 Development in rural areas, necessary to ensure quality of life and opportunity for residents, must not be at the expense of the environment. Maintaining local identity and distinctiveness is also important to retain the region's character. It is best achieved by promoting patterns of development and designs that draw on local features of importance and respect landscape setting.
- 3.74 The environment is also affected by the growth in traffic; this growth has been fastest on rural roads. The impact of traffic growth on the environment of villages and the countryside has been severe. Other road users, pedestrians, cyclists and riders may be adversely affected and their access constrained. Although the rural areas of the region will remain dependent on private transport for many of their journeys, there is a need to examine the extent to which rural public transport services can be improved. Attention should focus on improving public transport links between town and country, integrating transport links and supporting community initiatives.

Policy SS 19: Rural Areas

Market towns should be the focal points for development and service provision in the rural areas and this role should be supported and enhanced. Outside market towns, development should be small scale and take place primarily within or adjacent to existing settlements, avoiding scattered forms of development. Local authorities in their development plans should:

- locate development to support the rural areas primarily in market towns, identified and designated in development plans through a balanced mix of homes, jobs, services and facilities suitable to the scale and location of such settlements;
- adopt policies which support the restructuring of the rural economy and the provision of jobs to satisfy local needs;

- set out policies for supporting sustainable farm diversification schemes which help to maintain the viability of the agriculture sector and rural economic vitality;
- seek ways of providing for essential shops and services to serve the rural areas;
- promote improved and integrated public transport, communications and service delivery and support innovative community based solutions to public transport and communications, in order to increase access to jobs, housing and facilities;
- limit housing growth in market towns near larger urban areas where it would fuel commuting rather than meet local needs.

Rural Land Uses (including Urban Fringe)

- 3.75 More than 75% of the region's land is in agricultural holdings and the farming industry is a major influence on the natural environment. Farmers are supported in environmental management through measures through the ERDP. Changes to the CAP will also introduce more agri-environment support measures. This RPG supports the integration of rural development programmes and agri-environment measures to benefit landscape features and characteristics.
- 3.76 Land quality is considered in various ways including its value for agricultural production. The Agricultural Land Classification system is used to grade agricultural land and this forms the basis for classifying "best and most versatile agricultural land". Further guidance is provided in PPG7 (*The Countryside – Environmental Quality and Economic and Social Development*) as amended.
- 3.77 Forests and woodland are important for their commercial potential, for recreation, wildlife conservation, the protection of soils and groundwater and their place in the landscape. Increasing woodland cover can also help to lock the carbon dioxide emissions that contribute to global warming. Two Community Forests are being established in the region, around Bristol and Swindon, which will give recreational opportunities to nearby residents as well as offering landscape and nature conservation improvements.
- 3.78 Areas of urban fringe ie the intermediary area between the urban area and open countryside, or the fringe of an adjoining urban area, will need careful consideration. It can be characterised by downgraded and underused agricultural land and fragmented ownership, but can offer scope for positive environmental improvements. Some parts of the existing urban fringe may be suitable for urban extensions, where this is a sustainable option and policy advice on this has been given at Policy SS2.

Policy SS20: Rural Land (including Urban Fringe) Uses

Local authorities and other agencies in their plans, policies and proposals should:

- support rural development and agri-environment measures that are in keeping with the rural, biodiversity and countryside character objectives of this RPG;
- conserve the region's best and most versatile agricultural land and associated soils in accordance with the guidance in PPG7; land of a poorer quality should be used in preference to higher quality except where other sustainability criteria suggest otherwise;
- support and further landscape and biodiversity objectives including the protection of designated environmental assets and enhancement of the countryside as a whole;

- protect woodland and support community woodland projects, including Community Forests, including woodland management and enhancement, particularly where they would preserve or enhance biodiversity, encourage rural regeneration, provide community access and recreational opportunities and bring about landscape improvement;
- ensure enhancement and better management of the urban fringe having regard to the identification of any areas designated for urban extensions.

Development Plans should set out policies on the level of protection from development, to be afforded to the best and most versatile agricultural land and associated soils in relation to other considerations such as landscape character, biodiversity and sustainability.

The Coast

3.79 The South West has the longest stretch of coastline of any English region. The natural asset it represents is a key resource and has a major role to play in:

- port development, including ferry links to Europe, fishing, leisure, imports/exports and boatbuilding and related marine industry;
- tourism, including traditional resorts, marine activities and green tourism;
- quality of life, including leisure and recreation and attractive locations for residential and economic development;
- the extraction of natural resources, including fish, aggregates and, possibly, offshore oil.

3.80 The key objectives for the coast will be to:

- regenerate coastal towns and communities, reinforcing their economic and social role in coastal areas and the wider region;
- conserve the environment of the coast and coastal waters, particularly protecting undeveloped coast from inappropriate development.

3.81 To the extent that major new tourism development is necessary to sustain the tourism industry and regenerate areas of decline, it should be located in existing urban areas where the bulk of holiday accommodation is already located and where public transport potential is greatest.

3.82 Some aspects of the economy such as port development, shipbuilding, marine engineering, fishing and aspects of mineral exploitation require a coastal location, which must be recognised in development plan policies.

3.83 Many coastal areas, including several long established resorts, some ports and many rural areas, have seen serious economic decline with the run down of traditional industries such as tourism, defence, agriculture and fishing. There is a need for regeneration schemes and partnerships in many of the coastal settlements. Ports such as Brixham and Newlyn have been affected by changes to European fisheries policy and the industry needs assistance with diversification and measures to add value to fish landed, by local processing and marketing. Some ports and resorts suffer from poor landward communications and interchange facilities, for example Weymouth/Portland.

3.84 There are continuing pressures for leisure, recreation, tourism and housing developments on the undeveloped sections of coastline. Future policies should aim to keep these areas

substantially undeveloped, provided that the legitimate development needs of such areas can be met within the nearby urban areas or in less sensitive locations away from the coast.

- 3.85 The coastline is changing. Future sea levels are predicted to rise mainly through the effects of global warming. Marine erosion and flooding occur naturally, but can be exacerbated by coastal defences and increased run off from development. Planning for the location of new development needs to be informed by these trends.

Policy SS 21: Coastal Areas

Coastal towns in the region should be the focal points for development and service provision in the coastal areas and this role should be supported and enhanced. Where such towns are not already identified as either PUAs or other designated centres for growth, they may need to be identified in the spatial strategy as coastal market towns. Development in such towns should be small scale and take place primarily within or adjacent to existing settlements, avoiding scattered forms of development. Local authorities in their development plans should:

- locate development to support the coastal areas primarily in coastal market towns, identified and designated in development plans through a balanced mix of homes, jobs, services and facilities suitable to the scale and location of such settlements;
 - adopt policies which support the restructuring of the coastal economies and the provision of jobs to satisfy local needs;
 - set out policies for supporting sustainable diversification schemes which help to maintain the viability of the fishing sector and coastal economic vitality;
 - seek ways of providing for essential shops and services to serve the coastal areas;
 - promote improved and integrated public transport, communications and service delivery and support innovative community based solutions to public transport and communications, in order to increase access to jobs, housing and facilities.
- 3.86 There is an urgent need, recognised by an EC Directive, for pollution of the sea, to be tackled through integrated waste water treatment and the control of other forms of effluent. This will improve the bio-diversity of the sea and the littoral zone and also enhance bathing water quality, improve health and quality of life. The most sensitive landscape and wildlife coastal areas need to be protected and, where appropriate, enhanced through management regimes. Policies to achieve this are set out in section 4 (see table 3 and Policy EN 1)

Monitoring Indicators and Targets

As the Spatial Strategy is the core of RPG it will be important to have regard to all the monitoring indicators, as set out in table 8 in so far as they inform the implementation, progress and need for potential review of RPG. The following indicators however are of specific importance.

Aims/Objectives/ Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p>3. Progress in Meeting Society's Needs and Aspirations</p> <p>(e) <i>Addressing the wide variations in prosperity between different parts of the region.</i></p> <p>Economic Policy EC 2 and Spatial Strategy SS 1</p>	<p>Improvements in economic and social opportunities in areas of special need.</p>	<p>Funding and investment secured in areas of need, through EU Structural Funds, Single Regeneration Budget etc.</p>	<p>GPD per head, average household incomes, unemployment, participation rates, skills levels, job increases by sub-region/areas of special need.</p> <p>Take-up of welfare/social benefits.</p> <p>Life expectancy/infant mortality.</p> <p>Ranking/score of areas of need in index of deprivation.</p>
<p>4. Prudence in the Use of Resources</p> <p>(l) <i>Encouraging integrated relationships between economic activity and housing, both in terms of scale and distribution.</i></p> <p>Spatial Strategy Policies SS 1 and SS 5</p>	<p>Increase in proportion of new housing and employment development at PUAs.</p> <p>Reduction in long-distance commuting.</p>	<p>Distribution of housing in Structure Plans.</p> <p>Policies and land allocations in development plans reflecting regional spatial strategy.</p>	<p>Number and % of new homes built at PUAs/ other designated centres for growth / rural areas.</p> <p>Extent of 'self-containment' in major settlements.</p> <p>Average length of journeys to work.</p>

Section 4

The Natural and Built Environment

The Natural Environment

- 4.1 The environment of the South West is a key strength. The varied and dramatic landscapes, the rich and diverse wildlife, the attractiveness of many of its cities, towns and villages and the overall sense of place and quality of life for which the region is renowned, are of immense value to the people who live in, work in and visit the area.
- 4.2 This RPG addresses how best to accommodate development that meets the social and economic objectives of a successful region, while ensuring that the South West's stock of environmental assets is maintained and expanded. Environmental protection must be integrated with other policy objectives. There is a direct relationship between the region's environment and its economic health: the environment has been identified as a key driver of the regional economy by the SWRDA and it was estimated by the SWRPC that environment related activity contributed around 100,000 jobs and £1.6 billion to the region.

Landscape and Biodiversity

- 4.3 The region is rich in areas, sites and structures that contribute to its distinctive character. The Spatial Strategy Diagram shows the strategic environmental areas of the South West while important national and international designations are shown in Map 3. A key objective of RPG is to safeguard and enhance the quality and diversity of the natural, cultural and built environment across the region, giving the highest level of protection to designated areas and features of national and international importance. Advice on achieving such protection is given in PPG9.
- 4.4 The landscapes of the region range from high moorlands, heath and grasslands, to limestone hills, deep gorges and wooded valleys and a diverse and attractive coastline. These rural and coastal landscapes are important for tourism, as well as often forming important biodiversity resources. Many areas have qualities that make them special to their locality. The open green spaces within and between towns all have particular value and large tracts of north and west Devon and east Cornwall form one of the largest remaining "areas of tranquillity" in England.
- 4.5 The Countryside Agency and English Nature have identified and mapped the distinctive "character areas" (as shown on Map 4) for the South West as part of the testing of a new approach to "environmental capita" being promoted by the Countryside Agency, English Heritage, English Nature and the Environment Agency.

- 4.6 The maintenance and enhancement of biodiversity – the variety of life – is essential to achieving the overall aim of sustainable development. The objectives of the *UK Biodiversity Action Plan* are being taken further at the regional level and by local action plans. It is necessary to ensure that change does not result in net loss in either the quality or quantity of biodiversity in the region and instead, wherever possible, contributes positively to its enhancement.
- 4.7 Areas benefiting from statutory protection as natural resources represent a selection of the best examples of wildlife habitats, maritime environments, geological features and landforms. The list of protected sites does not, however, represent the full extent of remaining natural and semi-natural habitats in the South West. It is therefore important that development plans continue to protect important sites and, using information in local biodiversity action plans and natural area profiles, refine regional biodiversity targets to give more specific local targets as set out in tables 3, 4 and 5. The context for such targets is set out in English Nature’s document *Natural Areas in the South West Region*.

Table 3 : Coastal and Marine Spatial Habit Targets (see Policy EN1)

Habitat Type	Protection Targets	Restoration Targets
Estuaries	Maintain current extent of habitat	Recreate fringing habitats where feasible
Seagrass Beds (estuarine habitat)	Halt decline in <i>Zostera</i> populations due to human impacts	Increase <i>Zostera</i> resource
Sand Dunes	Maintain current extent of habitat	Manage all sand dune systems >5ha for wildlife
Sea Cliff & Slope	Ensure natural erosion processes continue to operate	Manage cliff habitats for wildlife
Rocky Seabed	Maintain habitat	

Source: Action for Biodiversity in the South West, SW Biodiversity Partnership, June 1997

Table 4 : Spatial Habitat Targets

Character Areas	Habitat Type	Protection Targets	Restoration Targets
Somerset Levels & Moors;	Coastal & Floodplain Grazing Marsh	Maintain current 76,000ha	Rehabilitate 5,000ha by 2005
Severn & Avon Vales	Reedbeds	Maintain current 600ha	Create 600ha by 2005
Cotswolds;	Lowland Calcareous Grassland	Maintain current 25,000ha	Create & rehabilitate 4,000ha by 2010
Marlborough Downs;			
Hampshire Downs;			
Salisbury Plain & West Wiltshire Downs;			
Dorset Downs & Cranborne Chase;			
South Purbeck;			
Isle of Portland;			
Mendip Hills			
The Culm	Purple-moor Grass & Rush Pasture	Maintain current 5,000ha	
Dorset Heaths;	Lowland Heath	Maintain current 14,500ha	Create 5,000ha by 2010
Devon Redlands;	Lowland Acid Grassland	Maintain current 4,200ha	
West Penwith;			
The Lizard;			
Dartmoor;	Upland Heath	Maintain current 19,600ha	Restore 7,000 ha by 2005
Exmoor;	Blanket Bog & Acid Grassland	Maintain current 26,000ha (including 12,300ha blanket bog)	Restore 7,000ha by 2005
Bodmin Moor;	Upland Oakwood	Maintain current 4,700ha	Create 94ha by 2010

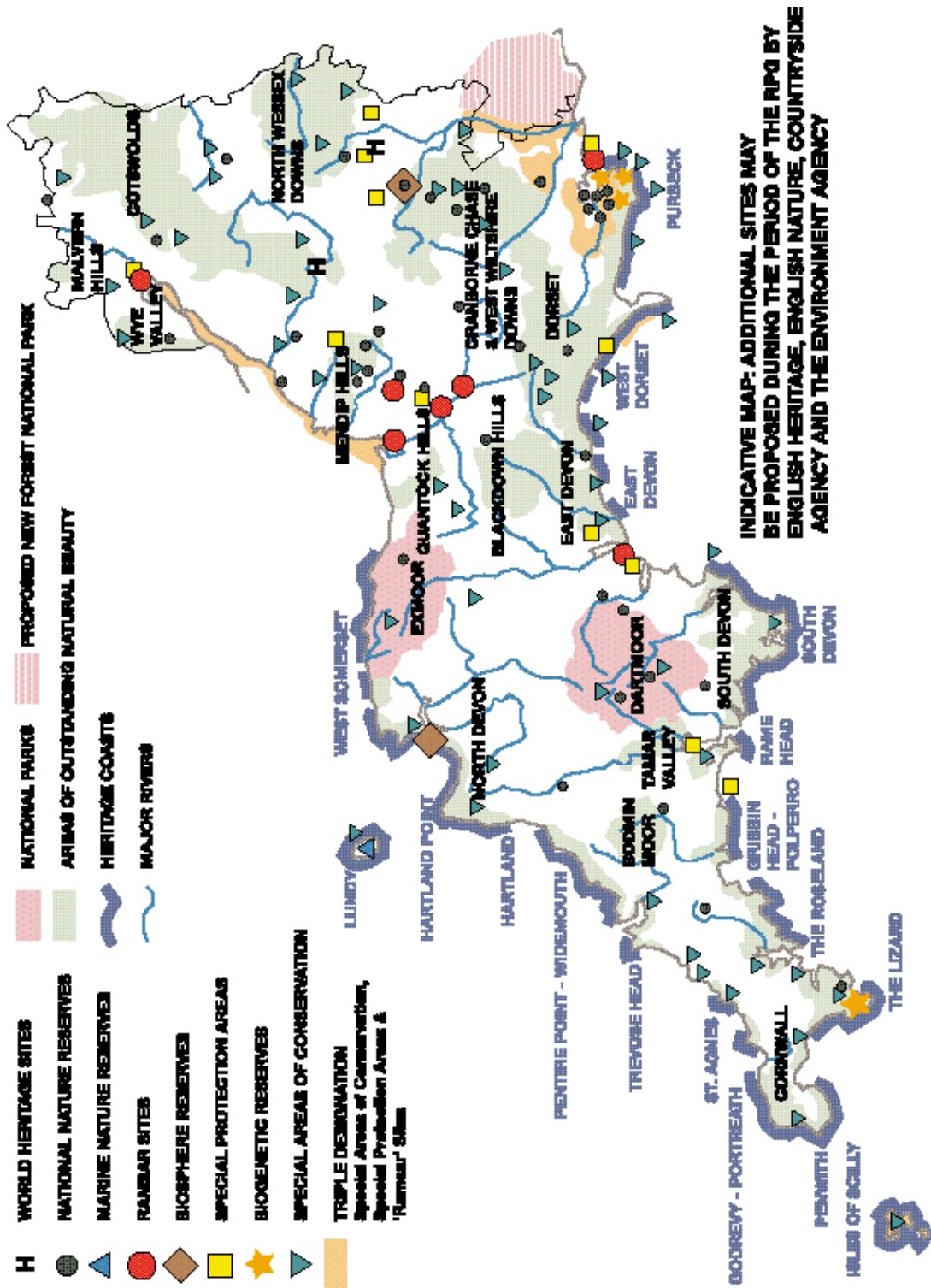
Source: Action for Biodiversity in the South West, SW Biodiversity Partnership, June 1997

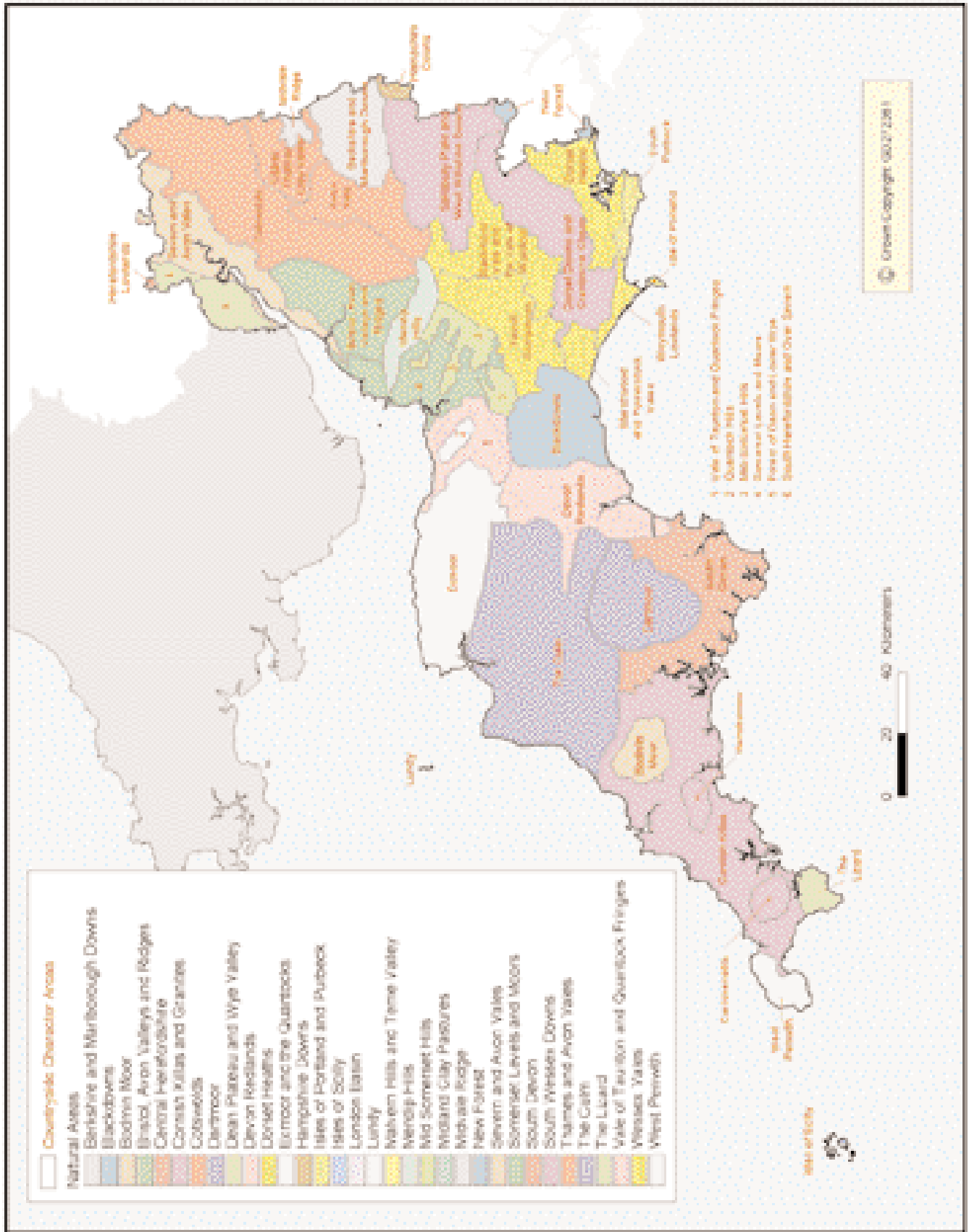
Table 5 : Other Habitat Targets

Lowland meadows	Maintain current 9,000ha (subject to review)	Restore 1,800ha by linking and buffering by 2010
Rivers and streams	Maintain 40,000km of linear resource	Enhance value of rivers and streams in the south west
Standing Open Water	Maintain current areas of open water	Create 2,000 new ponds by 2010
Ancient woodland (eg Ash-Maple woodland)	Maintain current c3,657ha	Increase area of woodland by 10% by expanding existing habitat adjacent or close to semi semi-natural woodlands by 2010
Wood pasture and parkland	Maintain current 11,000ha	Restore 5,500ha of pasture and parkland (50% by 2000)
Field boundary systems and field margins	Full extent unknown	
Species rich and ancient hedges	Full extent unknown	Achieve favourable management of species-rich hedges within any district: 50% by 2005

Source: Action for Biodiversity in the South West, SW Biodiversity Partnership, June 1997

Map 3: Strategic Environmental Resources





Policy EN 1: Landscape and Biodiversity

Local authorities and other agencies in their plans, policies and proposals, should:

- provide for the strong protection and enhancement of the region's internationally and nationally important landscape areas and nature conservation sites;
- draw up policies for the protection of nature conservation interests of regional and local significance;
- encourage the maintenance and enhancement of the biodiversity resources of the region, having particular regard to the targets set out in tables 3, 4 and 5;
- promote the restoration and expansion of depleted and vulnerable biodiversity resources in order to reverse fragmentation and create continuous viable habitats;
- indicate that the protection and, where possible, enhancement of the landscape and biodiversity should be planned into new development;
- have regard to the significant landscape joint character areas of the region set out in this RPG (Map 4) and aim to conserve and enhance local character;
- take measures to protect the character of the countryside and the environmental features that contribute towards that character, including the minimisation of light pollution.

Air Quality

- 4.8 The Air Quality Strategy for England, Scotland, Wales and Northern Ireland (January 2000) sets out the measures for reducing the emissions of eight main air pollutants and promotes the integration of land use planning and pollution control. The Environment Act 1995 provides the statutory framework for local air quality management (LAQM). Local authorities throughout the region have been reviewing and assessing the current and likely future, air quality in their areas in order to determine whether they need to designate any air quality management areas. The local authorities are working with the Environment Agency, Highways Agency and other partners across local administrative boundaries to devise management strategies for improving local air quality. The LAQM system can help encourage local authorities to adopt their own local air quality strategies.
- 4.9 Air quality in the region has improved over recent decades with respect to domestic sources. However, pockets of poor air quality exist, especially in urban areas, often arising from traffic congestion combined with other emissions, such as energy generation and other industrial processes. Reducing the need to travel by concentrating development in and around urban areas and placing greater emphasis on movement by foot, cycle and public transport will be important in helping to reduce air pollution overall.

Policy EN2: Air Quality

Local authorities should:

- include in their development plans and proposals policies on the location of potentially polluting developments and of sensitive developments in the vicinity of existing polluting developments, in line with guidance in PPG23 (as and when it is updated) and in Air Quality and land use planning LAQM.G3 (00);

- designate air quality management areas where required as part of the local air quality management process;
- ensure that air quality considerations are properly considered along with other material considerations in the planning process, particularly where any air quality management areas have been designated.

Historic Environment

- 4.10 The South West has settlements and individual buildings of great historic and architectural quality and interest, as well as a wide range of archaeological resources, historic landscapes, parks and gardens and features of industrial heritage importance. It contains two World Heritage Sites, Stonehenge/Avebury and the City of Bath, as well as many outstanding cathedral cities, spas, seaside resorts and market towns. These, with their wealth of formal and vernacular architecture, together with the many attractive and historic villages, form integral elements of the character, heritage and richness of the region.
- 4.11 Listed buildings and scheduled ancient monuments are protected by national policy. Conservation area legislation also aims to manage change within the context of historic settlements. However, it is important for the character and distinctiveness of all settlements, not just those specifically designated as important, to be protected and enhanced. The conservation of the cultural and historic resource will need to take account of the landscape context and setting of buildings and settlements; of building materials; and of the patterns of fields, hedgerows and walls which also distinguish one area from another. It is important that new development recognises characteristics of local significance; that building design is sympathetic to the surroundings and where possible enhances them.

Quality in the Built Environment

- 4.12 A high proportion of future development in the region will be located within and around urban areas. It is critical to the successful implementation of RPG to ensure that the region's cities and towns are attractive to live in and offer no quality of life disadvantages in comparison with smaller towns and rural areas. An "urban renaissance" is required.

Central Principles of Urban Renaissance as set out in the Urban White Paper

The sustained success of urban areas will be predicated upon four central principles:

- Getting the design and quality of the urban fabric right;
- Enabling all towns and cities to create and share prosperity;
- Providing the quality services people need;
- Equipping people to participate in developing their communities.

Source: Our towns and cities: the future Urban White Paper DETR, November 2000

- 4.13 Where development occurs, opportunities for positive environmental gains should be taken through design, layout and landscaping. While developed land within urban areas should be re-used, this process of urban regeneration must not be at the expense of adversely affecting necessary open spaces such as parks, playing fields, allotments, green wedges and river corridors, which contribute significantly to both biodiversity and quality of life within our towns and cities.

Policy EN 3: The Historic Environment

Local authorities and other agencies in their plans, policies and proposals should:

- afford the highest level of protection to historic and archaeological areas, sites and monuments of international, national and regional importance;
 - indicate that new development should preserve or enhance historic buildings and conservation areas and important archaeological features and their settings, having regard to the advice in PPG15 and PPG16;
 - indicate that policies and programmes should work towards rescuing buildings and monuments at risk;
 - encourage the restoration and appropriate re-use of buildings of historic and architectural value and take a particularly active role in bringing about their restoration where this would help bring about urban regeneration;
 - take account of the landscape context and setting of buildings and settlements; of building materials; and of the patterns of fields, hedgerows and walls that distinguish one area from another.
- 4.14 Mixing different land uses throughout cities and towns can serve to strengthen social integration and civic life. PPG 1: (*General Policy and Principles*) and PPG 6: (*Town Centres and Retail Developments*) advise on the advantages of mixed use. This is also important in suburbs, where a high quality living environment can be provided with a mix of uses and good public transport connections to town or city centres. Even in recently developed suburbs it is possible to make small scale improvements that benefit the way in which suburbs function; for example, by improving townscape and public spaces and by focussing facilities that meet day-to-day needs in local neighbourhood centres.
- 4.15 Urban villages may provide a more sustainable model for development in existing urban areas, suburban areas, urban extensions or new settlements. By providing a mix of uses and housing choices so that people can live, work and meet their everyday shopping and lifestyle needs locally, urban villages can help to reduce the need to travel. They can provide safe streets to encourage walking and cycling, good access to public transport, incorporate support for local businesses and local jobs and encourage a stronger sense of community.

Policy EN 4: Quality in the Built Environment

Local authorities, developers and other agencies should work together to further the objectives of urban renaissance and make the urban areas places where people wish to live. They should aim to achieve:

- high quality architecture, urban design, layout and landscape architecture in all new development;
- improvements to the environment in cities, towns and villages. This should also recognise and maximise the positive contribution that trees, other planting and open

spaces can make to urban areas in terms of their recreational, nature conservation and wider environmental and social benefits; schemes to create more sustainable, safer, secure and attractive urban and built forms, a balanced mix of uses, higher densities and sustainable transport patterns;

- land assembly to bring forward previously developed “brownfield” sites and enable urban restructuring and redevelopment;
- schemes both within urban areas and at the urban fringe that protect and enhance distinctive features and settings of the locality and make use of local character to create identity and a sense of place that reflects their context;
- design and layout solutions relevant to particular sites and their context, which take account of public health, crime prevention and community safety issues and which build upon local distinctiveness.

Health, Education, Safety and other Social Infrastructure

4.16 The benefits of good health are obvious to everyone. The health and well-being of the people living in the South West will benefit from the effective implementation of this RPG. The provision of effective, accessible and high quality services that promote health and well-being are important not only in improving the quality of life within the region, but also making it an attractive location to live, work in and visit. The South West has one of the lowest standardised death rates of any region in the UK and some of the lowest rates of early death and death by lung cancer. Nevertheless, the region has specific needs; for example, it has the highest proportion of residents of pensionable age in the UK and amongst the highest levels of teenage parenthood in Europe. In some areas, specific health issues arise, for example, the problem of radon gas in people’s homes.

4.17 The Government’s white paper “Saving Lives: Our Healthier Nation” identifies four priority health areas: heart disease and stroke, accidents, cancer and mental health, and has set targets to reduce death and disability from these causes by 2010. The white paper also recognises health is affected by a range of factors, including provision of a safe, secure and sustainable environment; reducing pollution; adequate housing provision; access to leisure and recreation; reducing social exclusion and increasing employment opportunities. It proposes a contract indicating how national, regional and local bodies and individuals can participate in better health. In addition, it supports an increased role for health impact assessments in the context of national, regional and local policy development and planning. In July 2000 the Government issued the National Health Service Plan setting out sustained increases in investment to enable modernisation of the service. This is expected to deliver major structural changes in health services over a period of about ten years. This may include:

- increasing concentration of hospital specialities in fewer, more specialised centres
- increasing the scope of primary care, for example to include more routine treatments
- the reduction and minimisation of accidents to people

The National Health Service Plan also gave a commitment to the setting of national health inequality targets for the first time ever. These were announced in February 2001 in the areas of life expectancy and infant mortality and their delivery will require concerted cross-sectoral and cross-Government action. Many of the factors referred to above will be relevant to meeting these targets.

- 4.18 The location of primary and secondary care facilities relative to the populations they serve will be critical to the quality of life enjoyed by people and to the social inclusion of groups with particular health problems. Since many of these groups are less likely to have access to a car (for instance those who are young, chronically sick, disabled, elderly or mentally ill), this needs to be taken into account at the very start of the health planning process – hence the need for facilities to be in locations well served by public transport such as town and city centres.
- 4.19 There is a significant opportunity for mutual reinforcement between Health Improvement and Modernisation Plans (HIMPs), development plans and LTPs. Partnership working between the NHS Executive, Health Authorities and local care providers, including local authorities, will lead to the development of the HIMPs which set out the strategic programmes for health care and health improvement and local contribution to achieving national targets and objectives. It will be important that further updates and reviews of this guidance involve participation by regional stakeholders. PPG11 (Regional Planning Guidance) provides further advice. For example, local health economies – Health Authorities, National Health Service (NHS) Trusts and Primary Care Groups and Trusts – as well as Regional Offices of the NHS Executive are key stakeholders. In developing the guidance for the South West of England, the strategic links with local Health Improvement and Modernisation Plans will need to be taken into account as well as the support of Health Action Zone activity and the role of the Health Authorities in supporting health impact assessment work.
- 4.20 New facilities will need to be developed or redeveloped wherever possible on sites that are well served by public transport and accessible on foot or by cycle, to ensure access for patients, staff and visitors. Partnerships between the NHS Executive, Health Authorities and local care providers, including local authorities are developing Health Improvement and Modernisation Plans (HIMPs) that set out the local contribution to achieving national targets and objectives, including the modernisation of the NHS.
- 4.21 In respect of education provision, the government is committed to supporting life long learning. In *The Learning Age: A Renaissance for A New Britain* the Government emphasises the need to increase access for potential learners whether they are individuals or enterprises. It points to the opportunity for learning to take place in many different types of location, whether at home, at work, in local libraries or shopping centres as well as colleges and universities. A creative and flexible approach is needed to identifying and providing facilities for education and training and this requires co-operation between local authorities and education providers. In a region with such extensive rural areas it will be important to secure access to services that is equitable in all the circumstances, for those who live or work in the countryside. Rural communities must have access to services such as healthcare and schools in order to thrive. In view of the distances involved and the smaller population catchments, it is essential for regional partners to continue to develop innovative solutions to ensure the provision of community services and public transport in rural areas.
- 4.22 Local authorities should work with service providers and other relevant bodies to maximise the opportunities afforded by new technology to enhance access to services, jobs and other facilities. In preparing LTPs local authorities should reflect the particular needs for improved access in rural areas by innovative measures for public transport and safe routes for walking and cycling.

4.23 Local authorities, service providers, key agencies and others throughout the region can also improve the local environment, public health and safety by a variety of measures including:

- improved dwelling conditions;
- management of local air and water quality;
- reducing incidents of noise pollution;
- restoring derelict and contaminated land;
- promoting the health benefits of walking, cycling and other physical activity;
- improving community and health care services;
- the reduction and minimisation of flood risk to people.

Community Strategies that build on Local Agenda 21 work can help in the formulation and integration of such measures. Furthermore, they can play an important part in stimulating local involvement in the preparation of other local strategies. A more secure and safer community can be achieved in both rural and urban areas, through design and other initiatives and police architectural liaison officers should be formally consulted on appropriate planning applications to further this objective. Further guidance on this issue can be found in Circular 5/94 *Planning Out Crime*.

Policy EN5: Health, Education, Safety and other Social Infrastructure

Health, education and other social infrastructure requirements need to be taken into account fully in development planning throughout the region. Development plans and programmes should:

- facilitate the reconfiguration and modernisation of local health services, in accordance with sustainable development principles, informed by partnership working with Health Authorities and others on Health Improvement and Modernisation Plans (HIMPs);
- encourage new facilities to be developed or redeveloped wherever possible on sites that are well served by public transport and accessible on foot or by cycle, to ensure access for patients, staff and visitors;
- enable the varied provision of facilities for education and training;
- facilitate provision of other facilities required by local communities, wherever possible maximising the potential of existing community buildings;
- include policies and proposals for the provision of appropriate services within rural areas. For example, encouraging mixed use developments, which incorporate health care provision with other uses;
- local authorities should take steps to ensure that crime prevention considerations are incorporated in the design of new development.
- should have regard to the impacts of proposed developments on the health of local communities, taking advice from Health Authorities.

4.24 Crime prevention can be a material consideration when planning applications are considered. As with other material considerations, the weight that is given to it will depend upon the individual circumstances of the proposal. Local planning authorities may refuse planning applications when, on the advice of the police, they have significant concerns about the implications of a proposal on community safety.

Monitoring

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p>1. Protection of the Environment</p> <p><i>(a) Protection of the special character, diversity and distinctiveness of the region; maximising the benefits of development to the environment.</i></p> <p>Environmental Policy EN 1</p>		<p>Incorporation of countryside characterisation policies into development plans.</p> <p>Planning permissions incorporating agreements on environmental improvements.</p>	<p>Progress against Biodiversity targets under objective (b) below will provide indirect indicators of environmental health of countryside.</p>
<p><i>(b) Safeguarding and enhancing the quality and diversity of the natural, cultural and built environment.</i></p> <p>Environmental Policy EN 1</p> <p>Environmental Policy EN 5 and Economic Policy EC 6</p> <p>Environmental Policy EN 4</p>	<p>No losses/damage to important habitats.</p> <p>Increases in key habitats/species. (Specific targets as defined by SW. Regional Biodiversity Partnership).</p> <p>Improvements in the quality of urban living.</p> <p>No losses/damage to historic sites/buildings</p>		<p>Number and Areas of selected key habitats (notably lowland heathland).</p> <p>Population of selected wild birds.</p> <p>Number of houses built/population living in centres of cities/towns.</p> <p>% of commercial/retail floorspace built in major centres.</p> <p>Number of listed buildings lost/at risk</p>

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p>3. Progress in Meeting Society's Needs and Aspirations</p> <p><i>(e) Addressing the wide variations in prosperity between different parts of the region.</i></p> <p>Economic Policy EC 2 and Spatial Strategy SS 1</p> <p>Environmental Policy EN 5</p>	<p>Improvements in economic and social opportunities in areas of special need.</p> <p>Improvements in priority health areas.</p>	<p>Funding and investment secured in areas of need, through EU Structural Funds, Single Regeneration Budget etc.</p>	<p>GPD per head, average household incomes, unemployment, participation rates, skills levels, job increases by sub-region/areas of special need.</p> <p>Take-up of welfare/social benefits.</p> <p>Ranking/score of areas of need in index of deprivation.</p> <p>Life expectancy/infant mortality and in d in achieving target objectives set out in National Health Service Plan and "Saving Lives: Our Healthier Nation"</p>

Section 5

The Economy

- 5.1 One of the four aims of this RPG is to improve the prosperity of the South West. In order to achieve this it will be important to build on and improve the region's competitiveness, economic strengths and opportunities. SWRDA will play a significant part in this process through the development and application of its Regional Strategy. The planning regime will also be critical in taking forward this strategy within the context of the sustainable spatial strategy set out in this RPG. The sub-regions indicated in the Spatial Strategy Diagram have been informed by and draw upon, the economic spatial zones that have been identified by SWRDA. It is also important to encourage the growth and development of economic activities, such as community-based economic development.
- 5.2 Although the state of the economy of the South West is relatively healthy there are significant imbalances. In broad terms, the north and east have experienced higher levels of growth than the west, and forecasts suggest that this broad pattern is likely to continue.
- 5.3 Future prosperity cannot be taken for granted. SWRDA has undertaken an analysis of the South West economy. It identifies the recent performance of the economy and the high quality of the environment as strengths. It also includes as strengths: areas with a highly skilled workforce, the fact that information and communication technology (ICT) use and penetration is relatively high and deprivation levels are generally low. Weaknesses include the sub-regional differences in economic performance and perceptions of remoteness, which hinder the region's ability to attract investment. Increasing globalisation will present significant opportunities for the South West, but could also pose a threat. Opportunities lie in building upon the region's existing strengths, such as capturing "green tourism", fostering a dynamic small and medium-sized enterprises (SME) sector and in developing new markets for environmental products and services. Threats include reductions in the level of public spending as existing European programmes come to an end and increased pressure on public services due to the growing number of elderly people.
- 5.4 The economy is largely service based, with around 65% of GDP arising from this sector. Financial and business services are particularly significant and, during the 1980s, the South West benefited from major inward investment in this sector. Tourism is another key sector, accounting for up to 10% of the region's GDP. But if the South West is to benefit from the forecast growth of the industry worldwide, it must respond to changing market needs. Tourism is such an important sector to this region, both in terms of its importance to the economy and to the character of the region, that it is covered specifically in more detail in the following chapter. Linked to tourism are the region's land-based industries and particularly agriculture. The landscapes of the South West have been shaped by the activity of farmers. The effect of future reforms of CAP could have consequences in the South West, not only for those who look to agriculture for their livelihood, but also because of the knock-on effects on other industries such as food production and tourism. The impact of the Foot and Mouth disease outbreak in the South West has severely hit the region's economy in many sectors (not only agriculture), with around a third of all businesses in the south west being adversely affected.

5.5 Policy EC1 below sets out the broad approach to economic development in the region having regard to these factors.

Policy EC 1: Economic Development

Local authorities, the SWRDA, local economic partnerships and other agencies should support the sustainable development of the regional economy by:

- positively promoting and encouraging new economic activity in the areas where it can bring the greatest economic and social benefits and make the greatest contribution to reducing regional disparities in prosperity;
- accommodating continued economic development in sustainable locations in the more prosperous north and east of the region and seeking to develop beneficial economic linkages between these areas and areas to the west whose economies have performed less well;
- ensuring that the region's unique environmental and cultural assets are maintained, enhanced and utilised to attract and develop business activity;
- developing the skills and abilities of the region's people by improving access to training, education and employment opportunities.

Areas of Special Need

5.6 A number of areas have historically been recognised to have special social or economic needs largely on the basis of:

- low levels of GDP per capita;
- high levels of unemployment;
- lack of access to opportunities, including training;
- structural economic problems such as an over reliance on Manufacturing/Agriculture/Fishing in different parts of the region;
- population decline or unbalanced demographic structure;
- health and other social issues.

5.7 These criteria have been useful in identifying the current areas of special need and the issues addressed in Policy EC2. They will, however, need review following a more detailed analysis of recent announcements on Objective 2 and other EU designations and the latest review of the Index of Local Deprivation by Oxford University. The Secretary of State will look to the Regional Planning Body, SWRDA, GOSW and other relevant partners to work closely on how best to take forward this work to identify additional or revised areas of special economic and social need.

Policy EC 2: Areas of Special Need

Geographical priority should be given in the policies, programmes and funding of local authorities, investment agencies and partnership bodies to measures for economic restructuring and regeneration in areas of special need. Special needs include:

- structural decline (Cornwall and the Isles of Scilly, Plymouth, Torbay and the Weymouth/Portland area);
- urban deprivation (pockets of spatially concentrated need in parts of Bristol, Plymouth and other urban areas);
- rural need (disadvantage arising from problems with accessibility to jobs and services and affordability of housing in parts of North and West Devon, West Somerset, the Forest of Dean and other rural areas);
- other areas that may be identified in the light of additional information.

The Provision of Land for Employment

- 5.8 It is essential that development plans in the South West provide for a sufficient choice and range of employment land to meet the varying demands for different types of economic activity in the region. They should provide choice in terms of location, tenure, site size and potential occupational use. In making provision for employment land, local planning authorities should take into account both the relatively long lead times needed and cautious approach of the market in bringing forward and developing employment land.
- 5.9 Development plans should take into account the particular needs of various parts of the economy, including the needs of clusters. The future economic prosperity of the region is strongly linked to those activities in which the region has, or is gaining, competitive advantage. Such activities may form “clusters” that will help to deliver not only the next generation of jobs in known activities, but also the creativity and entrepreneurship that will create new activity. By acknowledging and focusing on clusters, local supply chains can be developed and thus a more sustainable pattern of economic relationships fostered.
- 5.10 Typically, a cluster would involve a geographic concentration of interconnected companies, specialised suppliers, service providers, firms in related industries and associated research and other institutions. Such clusters may extend across several local authority boundaries. Government commissioned a national study on the mapping of clusters “*Business Clusters in the UK – A First Assessment*” DTI (February 2001). This will help inform Regional Development Agencies in the implementation of their Regional Strategies. The planning system can play a part in facilitating the development of clusters, for example, with regard to premises and access. Flexible property leases and effective use of infrastructure can also assist the development of clusters. Further guidance is provided in PPG12 (*Development Plans*).
- 5.11 One of the tasks for the next review of RPG will be for the Regional Assembly to work with SWRDA, local economic partnerships and academic institutions in the region to identify and review the nature of the clustered industries in the region and to plan proactively to facilitate their expansion. This should include consideration of the need for regional and sub-regional transport and other policies and proposals to assist the creation of the necessary physical infrastructure to support such networks. However, it would be wrong to make provision only for industries that are part of clusters. Many sectors of the economy need space to develop and expand. While there is merit in specialisation, there are also dangers in over-reliance on a limited number of industrial sectors.
- 5.12 The public sector is a major employer in the South West, partly because of the rapid increase in population growth and partly because of the relatively high numbers of retired people resident in the region. Its development needs must be taken into account.

- 5.13 Land will be required both for the expansion or relocation of existing businesses and for inward investors. Local planning authorities should also ensure that an adequate supply of employment land is available to assist the regeneration of areas of disadvantage, in urban and rural areas and coastal towns.
- 5.14 Local planning authorities should review existing employment land commitments, together with unused or under-used employment land and satisfy themselves that all such sites will continue to meet employment needs and are compatible with Government guidance on the location of such development. They should take a realistic view of the availability of land, taking account of factors such as the attractiveness of land to the market and constraints (physical, servicing and legal) to its development. As advised in PPG13 (*Transport*) both existing and potential employment sites will also need to be in sustainable locations and all sites including currently allocated sites, should be assessed in terms of their accessibility by public transport and other non-car modes. Where land meets these criteria, it should be safeguarded for employment purposes. Where land does not satisfy these criteria, or alternative uses would achieve a more sustainable balance of uses in an area, its use for other purposes should be considered.
- 5.15 The identification of employment land should generally follow the approach set out in Policies 1 and 2. Such land should be well served by public transport and communications networks. Local planning authorities should take account of the needs of particular sectors. In rural areas the priority is for economic diversification and improved access to jobs.

Policy EC 3: Employment Sites

Local authorities, the SWRDA and other agencies should aim to provide for a range and choice of employment sites to meet the projected needs of local businesses and new investment. These should include:

- major strategic sites, suitable for significant inward investment and large-scale re-investment by existing companies;
- locally significant sites, suitable for smaller scale inward investment and local re-investment by small and medium sized enterprises and small-scale opportunity sites suitable for small businesses. The supply of sites should take into account the requirements of:
 - regional and local economic clusters with growth potential;
 - the expansion of other businesses and the needs of the public sector, training establishments and centres of learning;
 - particular users, including those that have high freight transport requirements.

The location of sites should meet the sustainable development criteria of the strategy by:

- giving preference to land within urban areas, particularly previously-developed land;
- being well integrated with the existing settlement pattern and accessible to sources of labour and business services;
- being likely to provide a realistic choice of access, including being well served by public transport;
- supporting programmes of regeneration in urban and rural areas and coastal towns;

- in rural areas, being primarily at the most accessible locations, (recognising that the potential for using public transport and other car modes is more limited than in urban areas);
- supporting sustainable farm diversification schemes, particularly where these are accessible by public transport, walking and cycling and do not give rise to significant additional traffic generation.

Existing employment land allocations should be reviewed, together with any unused or under-used sites, to assess whether they continue to meet future requirements, are capable of being easily developed and are compatible with the sustainable development criteria of the strategy. Where land meets these criteria, it should be safeguarded for employment purposes. Where it does not meet these criteria, or where it can be demonstrated that alternative uses would achieve a more sustainable balance of uses in an area, its use for other purposes should be actively considered when reviewing development plans or considering development proposals.

Major Strategic Sites

- 5.16 Major strategic sites will need to be identified to meet the needs of key sectors, including industry, tourism and higher education. The location and size requirements will vary according to the needs of the user. Ideally the characteristics of major strategic sites are a minimum site area of 12 hectares, but preferably over 50 hectares (this criterion should relate to a single site, although clusters of several sites in close proximity could be considered); flat land; free from contamination (or with realistic prospects of clean-up) and constraints; communications networks; and attractive environment.
- 5.17 Major strategic sites should be located in close proximity to a large pool of labour; other major employers; and areas which have spare capacity in terms of social and service infrastructure, or where that infrastructure can be readily provided. They should also have good accessibility to transport modes including existing or potential accessibility by public transport.
- 5.18 Most major strategic sites will be at the PUAs (or in the case of Cornwall the Principal Regeneration Area). Such sites will need to demonstrate, through their allocations within structure plans, that they are in sustainable locations where there is good public transport access currently available or which can be provided by the development of these sites. It will be important for the PUA to have an adequate supply of employment land and opportunities for regional and local needs. Not every PUA, however, will require or be able to provide for a single major strategic site that meets the criteria. The regional portfolio of strategic sites should be kept under review. In some PUAs such reviews could lead to individual large sites that have previously been allocated for employment use, being re-allocated for other uses, including residential development.
- 5.19 A number of major sites already exist in the region, but not all of them meet the above criteria. It would be impractical and, in some cases, inhibit regeneration, to abandon those sites, which have the benefit of planning permission. The South West is also characterised by a relatively large number of redundant MOD sites, which as previously developed land with existing infrastructure may be suitable for appropriate new uses if they are in sustainable locations.

5.20 When new sites are identified, they should conform to the criteria referred to above and set out in Policy EC4. The Regional Planning Body and SWRDA will need to work together to identify these sites so that they can be identified and taken forward in development plans.

Policy EC 4: Major Strategic Sites

A portfolio of Major Strategic Sites should be identified jointly by the Regional Planning Body and SWRDA, to meet the needs of major business users or groups of users, based on the following criteria:

- a minimum size of 12 and preferably 50 + hectares;
- ideally on flat land, free from significant constraints that would impede the delivery of a site – preference should be given to previously developed sites, particularly within existing urban areas, well located in them with respect to infrastructure, servicing and public transport and where opportunities exist for making good past environmental damage including contamination;
- in areas close to a large pool of labour, with appropriate service infrastructure, good accessibility and capable of being served by sustainable modes of transport.

Most major strategic sites will be at the PUAs and the Principal Regeneration Area in Cornwall. Some larger PUAs may be able to offer a choice of two or more sites. Each strategic site should be identified in a structure plan which will need to set out clearly why these are sustainable locations. The public and private sectors should work together to protect major strategic sites from incremental development.

Development of Telecommunications Networks

5.21 Information and communications technologies (ICT) are already a strength of the region, but the increasing importance of such technologies will require greater application of ICT by businesses, households and institutions in the South West. Effective IT develops markets over a wider area, helps to link businesses of all sizes for their mutual benefit and supports the growth of business and financial services, tourism and technology-based manufacturing. Improved access to and quality of communications may also help to address issues of peripherality, social exclusion and promote new forms of enterprise, particularly in areas of special need, including rural areas. Given the large extent of areas of high quality landscape and environmentally sensitive areas in the South West, it will also be important that the location of and design of equipment for these new technologies gives adequate regard to their surroundings and potential impact.

Policy EC5: Communications Networks

Local authorities, telecommunication operators, the business community and other agencies should:

- support and encourage investment in the development and expansion of communications networks and associated technology, to support the region's economic development;
- enhance the opportunities for business and reduce social exclusion;
- promote the choice of location of sites and design of necessary equipment that has regard to local environmental and amenity considerations.

Town Centres and Retail Development

- 5.22 The role of retail development in town centres across the South West varies with the local population pattern. While most parts of the region have access to higher order centres, ones offering a wider range of retail and other services, the catchment areas of such centres are considerably more extensive in the south and west of the region than in the north and east. Trends in retailing have tended to favour existing higher order centres at the cost of declining local services, in both rural and urban areas. In many areas the development of out-of-centre retailing in various forms has tended to divert expenditure and investment from traditional centres.
- 5.23 Despite the more recent out-of-centre developments, including the Regional Shopping Centre (RSC) at Cribbs Causeway north of Bristol, most of the region's main centres have continued to attract development. The requirement to demonstrate the need for new development and the sequential test approach set out in PPG6 has assisted this process. The potential exists for further investment in retail and leisure development in the region's main centres to meet anticipated needs.
- 5.24 It is anticipated that growth in comparison goods floorspace will significantly outpace that for convenience goods. However, the trend towards larger units with wider catchment areas heavily reliant on car use is a critical issue that could undermine the government's policy to direct such development to the most sustainable locations.
- 5.25 Provision for a good range of comparison goods shopping requires a much larger customer base. It is in this area that the potential for development of a strategic scale is more likely. Similar principles apply in terms of locating provision where the number and length of car trips can be kept to a minimum. It is essential to support those centres that currently serve the region and that are well related to catchment areas and transport networks, particularly public transport.
- 5.26 Research on future shopping and leisure needs across the region supports the assumption that the potential for floorspace growth in comparison goods will be proportionately greater in areas of greater economic activity and household growth. Local planning authorities should continue to direct growth to the main centres and should put in place policies both to enable centre expansion and to facilitate access by a range of transport modes. This need will be greater in centres in the north and east of the region, but may also emerge in other parts. In all cases, authorities should commission independent assessments of impacts on other centres where retail proposals are of sufficient scale to affect the vitality and viability of those centres.

Policy EC 6: Town Centres and Retailing

Local authorities in their development plans and other agencies in their plans, policies and programmes should:

- seek to locate developments which attract large numbers of people, including retailing, leisure, commercial activity and public facilities, in the centres of the PUAs and in the other designated centres for growth specified in the spatial strategy;
- encourage town centre developments of an appropriate scale in the market towns and larger settlements elsewhere in the region in keeping with their size and function; ensure that such development is located where it will contribute to the regeneration

and environmental improvement of town centres, can help to reduce the need to travel and encourage journeys by modes other than the private car;

- ensure that the vitality and viability of existing centres, including suburban centres, is protected and enhanced, notably by assessing the need for new development and by applying the sequential approach in PPG6 (*Town Centres and Retail Development*) to site selection for new retail and leisure developments (for convenience shopping, a distribution of provision should be maintained that minimises the lengths and frequency of trips, so that any settlement of reasonable size has access to all normal day-to-day necessities. Such provision should be in keeping with the scale of the centre and the catchment that it conveniently serves so as not to encourage longer trips or to undermine the viability of other nearby centres); and
- make no further provision for proposals to build or extend major regional or sub-regional out-of-town shopping centres. Any proposal to extend or redevelop the existing regional shopping centre at Cribbs Causeway should be brought forward and fully justified in a future review of Regional Planning Guidance;
- ensure that such development is located where it can help to reduce the need to travel, encourage journeys by modes other than the private car and contribute to the regeneration and environmental improvement of town centres;
- ensure that the vitality and viability of existing centres, including suburban centres, is protected and enhanced, notably by assessing the need for new development and by applying the sequential approach in PPG6 (*Town Centres and Retail Development*) to site selection for new retail and leisure development.

Section 6

Tourism, Culture, Leisure and Sport

- 6.1 Tourism is one of the region's most important industries, employing around 140,000 people, with perhaps another 85,000 supported indirectly, accounting for around 10% of employment. Tourism spending is 10% of the region's GDP (compared with 7% nationally) and accounts for a sixth of all tourism spending in England.

The Nature of Tourism in the South West

- 6.2 The South West region is one of the UK's major tourist destinations, based on the strength and diversity of its natural and built resources. The region supports a wide range of tourist attractions: historic houses and museums, gardens, farm parks etc attract around 40 million visitors a year. Visitors to the region spend an estimated £5,754 million per annum. Demand for traditional seaside holidays is in decline. Growth sectors are business tourism, short breaks and activity based holidays. International visitors are also increasing in importance although the region's proportion of overseas tourism is well below the national average. Visits to language schools are important, particularly in larger resort towns such as Bournemouth and Torbay.
- 6.3 Commercial accommodation can host 600,000 tourists. Around 70% of the capacity is in the self-catering sector. Provision is overwhelmingly concentrated around the coast, 55% of total provision is caravans and tents, demand for which is relatively stable and arises mostly from the domestic market. Since 1989 the hotel and guesthouse sector has suffered a 2% decline in the number of hotel nights by UK tourists. The trend is mirrored in the Bed and Breakfast sector. The decline in serviced accommodation is most marked in small and medium sized resorts. The tourism industry, which has very strong links to rural areas of the region, has also been severely affected by the outbreak of foot and mouth disease. New investment in hotel accommodation has tended to be at the budget end of the market, close to the motorway and trunk road network. Holiday villages account for 6% of stock. There has been recent new investment, particularly in Wiltshire, as well as investment in some existing facilities.
- 6.4 There are broad differences in tourism between the north and south of the region. The north has less economic dependency on tourism, a higher proportion of short breaks and business visits, more investment in new hotel accommodation and less seasonal variation in room occupancy. In contrast, the industry in the south and west of the region is more dependent on holiday visits from UK tourists, exhibits strong seasonality, has the greatest concentration of accommodation for rent and generally slower rates of growth in second homes.

Future Challenges

- 6.5 The government wishes to see the British tourism industry match and exceed the rate of global growth in the industry by the end of 2010. Although tourism and leisure is necessary for relaxation and health and generates wealth for the region, it is not without social, economic and environmental costs. Employment is often seasonal and of low quality. An influx of visitors can break down a sense of community, particularly in settlements with heavy concentrations of holiday lets and second homes. The impact of visitor numbers can destroy the resource that attracted the visitors in the first place. Visitor pressure can create traffic congestion and place great demands on other infrastructure, such as water supply and sewage treatment.
- 6.6 *“Tomorrow’s Tourism”* (the government’s tourism strategy) and the South West Tourism’s Strategy for the region support a more sustainable approach to the promotion of tourism. South West Tourism’s strategy envisages a growth in the region’s tourist spend rather than visitor volumes with tourism spread throughout the year and a greater focus on towns and cities. Opportunities should be taken, where possible, to increase public awareness of environmental issues.
- 6.7 The government is committed to improving access to the countryside. Access agreements, footpaths and access to farms under agri-environment schemes have opened up the countryside to visitors. Long distance footpaths and cycleways have increased quiet enjoyment of the countryside. Close to urban areas, country parks and community forests offer benefits for residents and visitors alike.
- 6.8 In the South West the leisure market also includes attractions such as multiplex cinemas, sport and leisure centres, skating rinks, bowling alleys etc, which are used by both tourists and residents. The location of such leisure uses should have regard to the same tests as retail development, set out in PPG6.
- 6.9 Policies are aimed at meeting the following key objectives for tourism:
- making the South West a flagship for sustainable tourism;
 - protecting and enhancing environmental assets;
 - increasing the economic and social benefits of tourism for the region’s residents.

Policy TCS1: Tourism

Local authorities, tourism bodies and other agencies should seek to promote and encourage sustainable tourism in the South West by:

- **improving the quality and range of attractions and accommodation in the region, especially those which:**
 - **promote the special cultural, heritage and countryside features of the region;**
 - **complement or enhance the local environment and are of a scale appropriate to the location and setting of the area;**
 - **support regeneration initiatives in coastal resorts, market towns and larger urban areas;**

- providing for major new flagship attractions in sustainable locations which:
 - will substantially expand the tourism market away from areas already under greatest pressure;
 - are readily accessible by public transport and can be integrated into cycle and pedestrian routes;
 - can provide opportunities for secondary attractions to locate nearby rather than compete with existing attractions;
 - promote the use of environmentally sound and sustainable construction, design and operational practices; (identifying and implementing management measures and action to deal with the pressures of tourism in ‘honeypot’ areas (ie traditional, well known sites that attract large numbers of tourists) and ensuring that additional development does not exacerbate the problems facing such areas;
- encouraging small scale tourism, including farm and activity tourism initiatives, in areas where it will assist the diversification of the rural economy and primarily at the most locally accessible locations (recognising that the potential for using public transport and other non-car modes is more limited than in urban areas).

Culture, Leisure and Sport

- 6.10 Cultural and leisure activities are wide ranging including a complex mix of activities such as the enjoyment of the natural and built environment, sport, recreation and leisure and the arts, as well as museums, libraries, galleries and venues for performances and activities. These activities help to maintain and enhance the quality of life, contribute to the region’s tourism assets and also engender a strong sense of community and regional identity. In addition, these activities have a strong economic impact and component. Many residents and businesses are employed in such sectors and they help to create and underpin much of the region’s important tourist industry. These economic aspects are also addressed in the economy chapter.
- 6.11 The South West Regional Cultural Consortium, including tourism, cultural, media and arts interests is developing its tourism and cultural strategy. This will benefit from close working with local authorities and the South West Regional Development Agency by encouraging appropriate facilities based on local attractions and activities whilst protecting the local environment and infrastructure.
- 6.12 Access to existing and new leisure, recreation and cultural facilities and the rights of way network will require continued improvement so that visitors and all members of the local community, including the physically impaired, can participate in rural sports, informal recreation and cultural activities. However, activities need to be directed to sustainable locations and in ways that respect the agricultural, biodiversity, landscape and heritage value of the countryside.
- 6.13 For many people, participating in or watching sporting events is important for quality of life. The philosophy of “sport for all” recognises sport’s contribution to the health and well-being of the population. Nationally there is recognition of the need for a focused approach towards achieving high standards of excellence in individual and team performance.
- 6.14 Particularly important activities in the South West include yachting and surfing, for which the

region has venues and facilities of international importance. Proposals for new Olympic standard sailing facilities at Weymouth and other high quality developments at Falmouth and Plymouth are supported.

- 6.15 The UK Sports Institute is promoting, at Bath University in conjunction with facilities in Exeter and Cheltenham, a national network centre, aimed at sports development and quality. However, the region lacks one or more international-standard sporting arenas for major spectator sports. Sport England (South West) is considering a joint study to assess options for this type of development in the region. The study should involve the Regional Planning Body, SWRDA and Sport England.

Policy TCS2: Culture, Leisure and Sport

Local authorities and other agencies in their plans, policies and proposals should:

- identify and protect recreational open spaces and playing fields;
- identify sites and opportunities for the provision of new cultural, leisure and community sports facilities, particularly in areas of identified underprovision, or major new development (including the UK Sports Institute National Network Centre and the proposed new national sailing facility at Portland) and ensure that new facilities are readily accessible by sustainable modes of transport;
- maximise the use of highly managed areas such as country parks, national trails, cultural attractions and sports facilities;
- encourage less intensive recreation in other areas such as river valleys and coastal areas by providing essential facilities, such as toilets, bus stops, footpaths and cycleways in appropriate sustainable locations;
- maximise the positive benefits of sport, leisure, recreation and cultural development for the environment, local communities, local economies and visitors;
- reflect planning policy guidance including that contained in PPG7 (The Countryside – Environmental Quality and Economic and Social Development), PPG13 (Transport), PPG17 (Sport and Recreation), PPG20 (Coastal Planning) and PPG21 (Tourism);
- prepare management strategies for inland and coastal waters of major recreational significance, taking into account recreational demands and the need for environmental protection.

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p>3. Progress in Meeting Society's Needs and Aspirations</p> <p><i>(e) Addressing the wide variations in prosperity between different parts of the region.</i></p> <p>Economic Policy EC 2 and Spatial Strategy SS 1</p>	<p>Improvements in economic and social opportunities in areas of special need.</p>	<p>Funding and investment secured in areas of need, through EU Structural Funds, Single Regeneration Budget etc.</p>	<p>GPD per head, average household incomes, unemployment, participation rates, skills levels, job increases by sub-region/areas of special need.</p> <p>Take-up of welfare/social benefits.</p> <p>Life expectancy/infant mortality.</p> <p>Ranking/score of areas of need in index of deprivation.</p>

Section 7

Housing

Housing Objectives

7.1 The following objectives underpin the housing policies:

- the need to provide everyone in the South West with the opportunity for a decent home;
- giving priority to the re-use of previously developed land in urban areas;
- bringing empty homes back into use and promoting the conversion of existing buildings within urban and rural areas in preference to the development of greenfield sites;
- creating and sustaining mixed communities, including providing a greater choice and a better mix of the size, type, tenure and location of housing in all areas;
- creating more sustainable patterns of development by building in ways that deliver accessibility by public transport to jobs, education and other facilities and local services;
- promoting new housing and residential environments that are well designed and make a significant contribution to promote urban renaissance and improve quality of life.

7.2 PPG3 (*Housing*) sets out guidance on how the planning system should help to achieve these objectives. It includes advice on planning to meet the requirements of the whole community; the use of previously developed land and buildings in urban areas for housing; the sequential approach towards housing land supply; the location of new residential development; the quality of living environments and the creation of mixed communities.

7.3 This RPG housing strategy also takes forward the regional spatial strategy, which articulates these national objectives in the South West. In particular it incorporates the principles for development set out in Policy VIS 2 and reflects and addresses the sub regional issues set out in Policy SS3 and through the other locationally specific policies in section 3. The relevant principles of sub-regional development are as follows: -

The Northern sub-region: it will be especially important that the planning framework allows for sufficient and adequate housing in appropriate locations to enable the economic strengths of the sub-region to develop, particularly at the PUAs. But future development should in particular foster urban renaissance and develop greater self-containment in towns within commuting distance of the PUAs, such as the west Wiltshire towns. Ensuring affordable and decent homes within the PUAs will be an important issue.

South East sub-region: housing provision needs to reflect and support the strong economic potential of this sub-region, but have regard to the very high level of environmental designations that exist. This means that there needs to be a greater emphasis on making a more efficient use of land within the urban areas. Adequate affordable housing will be important in the rural and coastal areas, as well as urban areas in need of regeneration. Development strategies will need to recognise the role and development of market and coastal towns and key villages in a sustainable manner.

Central sub-region: the planning framework should recognise the key roles of the Exeter and Taunton PUAs as major locations for balanced growth. In this more rural sub-region the important roles of market and coastal towns and key villages to provide an appropriate housing contribution to meet the community's needs, including affordable housing where there is an unmet need, need to be recognised.

Western sub-region: this area has a more dispersed settlement pattern and only one large traditional urban area, Plymouth. It is important that the planning framework and housing policies recognise the key role of the smaller settlements identified in SS3 eg, Barnstaple, St Austell, Truro etc. Because of this different pattern and the regeneration needs of the sub-region, the Camborne and Redruth area has been particularly identified in the spatial strategy as a Principal Regeneration Area and the policies, including housing allocations, should reflect its importance for future growth. The remote rural nature of much of this region, including the Isles of Scilly, allied to a relatively low wage economy and its attractiveness as a holiday location, means that holiday and second homes and provision of affordable housing are important issues in this sub-region.

A Decent Home for Everyone

The Level and Distribution of Housing

- 7.4 In determining the level and distribution of housing in this RPG, attention has been given to both demand and supply-side factors. A detailed assessment of these factors and the conclusions drawn from it in regards to the overall levels of housing and distribution was set out in Appendix D of the Independent Panel's Report. (NB That appendix was published for information in the Secretary of State's proposed changes but is not included in this document.) The 1996-based DETR household projections were used as the starting point for demand-side considerations. These are based on the continuation of trends in a variety of variables. They are not policy-based and do not take account of economic forecasts for the region or supply-side considerations.
- 7.5 Economic considerations are, however, important in determining the requirement for housing. A substantial amount of the net in-migration to the South West is of people of working age. Improved prosperity, a principal aim of this RPG, is not, however, wholly dependent on the continuation of past levels of net in-migration. It can also be achieved through improved productivity by way of innovation, the application of leading-edge technology and making better use of an existing workforce that is constantly re-skilled. Nevertheless, the regional economy will still need some inflow of labour to maintain its buoyancy and innovative edge.
- 7.6 In general terms, the labour supply which arises from the ONS 1996-based population projections matches the forecast increase in the number of jobs. However, in one area – Dorset – the labour supply arising from trend-based population projections significantly exceeds even the most optimistic forecasts of job creation. Here it would be unreasonable to provide for the growth suggested by trend projections, because economic migrants will no longer be attracted to the area at past rates.
- 7.7 The level of housing for which provision is made should also take account of supply-side factors, so that the implications of the accommodation of growth are fully understood. In summary, the provision for additional housing set out in Policy HO 1 takes into account:
- the projected level and distribution of demand and estimated needs in the period 1996-2016;

- the forecast performance of the regional economy and particularly its demands for labour, including the distribution of that demand;
- the potential for development within the urban areas;
- the need to protect and enhance the region’s environment, the objectives for sustainable development and key development principles set out in chapter 2 and the spatial strategy in chapter 3 of this guidance.

Policy HO 1: Levels of Housing Development 1996 – 2016

The levels of net additional housing for which provision should be made in the region’s structure plan areas over the period 1996- 2016 should be based on the following average annual rates:

	Dwellings per annum
Avon	3,700
Cornwall	2,050
Devon	4,300
Dorset	2,650
Gloucs	2,400
Somerset	2,100
Wiltshire	3,000
South West	20,200

In preparing development plans, strategic and local planning authorities should make additional allowance for dwelling losses that will occur during the plan period.

These rates of provision should apply to the period up to 2006. Where development plans are reviewed and the new plan extends beyond 2006, they should continue to provide for additional dwellings at the annual average rates above until such time as any different rate is adopted following review of this guidance.

Monitoring and Managing Housing Provision

- 7.8 The proposed dwelling requirements for the South West follow the policy set out in PPG11 (*Regional Planning*) and PPG3 (*Housing*) that the planned level of housing provision should be based on the objectives of the strategy and linked to measurable indicators of change. It is an essential feature of the plan, monitor and manage approach that housing provision and the ways of meeting it should be kept under continuous review at regional level. Appropriate indicators will need to be monitored by the Regional Planning Body and reported in annual monitoring reports. Monitoring needs to form the basis on which it periodically reviews and rolls forward the housing strategy as part of the revised RPG. This should occur at a minimum every five years and sooner if there are clear signs of either under- or over-provision of housing land.

Policy HO2 Monitoring and Managing Housing Provision

The adequacy the level of housing provision and distribution in Policy HO1 should be reviewed by regular monitoring of key indicators, in accordance with the guidance set out in PPG3 (*Housing*) and PPG11 (*Regional Planning*). The outcome of monitoring these indicators should be reported in the Regional Planning Body’s annual monitoring report and form the basis for decision on the timing of reviews of this guidance.

- (a) The Regional Planning Body, developers, house-builders, representatives of environmental organisations, relevant agencies such as the Housing Corporation and SWRDA and the Government Office, should continue to discuss all the factors that contribute to the planning of housing requirements, with a view to the preparation of revised Draft Regional Planning Guidance on the topic of housing, as necessary and in any case within five years. The assessment of the required scale and distribution of housing should be kept under review so that any over- and under-provision can be corrected quickly. Monitoring of demographic and economic trends, housing needs, the use of the housing stock, the impact of development on environmental resources, or other factors, could singly or in combination prompt a revision of this aspect of Regional Planning Guidance.
- (b) In addition to monitoring and reviewing the housing requirement and the distribution set out above, the Regional Planning Body should initiate studies into the scope for and capacity of the PUAs identified in section 3 for longer term planned growth.
- (c) Until the capacity of urban areas to accommodate additional development has been assessed throughout the region and the scope for any additional development in the PUAs has been examined, it is premature to specify precisely what a different level of provision might be and how it would be distributed in a sustainable way.

Affordable Housing

- 7.9 Many households in the South West do not have sufficient resources to buy or rent on the open market. If the future supply of affordable housing in the region is insufficient, an increasing number of residents will find that they are unable to obtain housing suitable to their needs and problems of homelessness and people living in inadequate housing will grow.
- 7.10 “Affordable housing” covers both low-cost market and social housing (irrespective of tenure, ownership (exclusive or shared) or financial arrangements) which is available to people who cannot afford to rent or buy houses generally available on the open market. Affordability varies from one locality to another and from one year to another. It depends on income levels, house prices, rents, the cost of housing finance and support available to households through mortgages and other mechanisms. The South West is characterised by relatively low earnings but house prices that, overall, are close to the national average.
- 7.11 Over the past few years, the number of households on housing waiting lists and in housing need in the region has remained relatively constant at between 60,000 and 70,000. The number of households in acute housing need has been gradually increasing – from about 7,000 in 1987 to over 9,000 in 1998. These figures ignore households ineligible for “social housing” but unable to afford general market housing – notably single people.
- 7.12 The South West has a relatively low proportion of social rented housing – 16% of the housing stock is for rent from a local authority or a Registered Social Landlord (RSL), compared with 24% nationally. The number of local authority and RSL social rented homes fell from 334,000 in 1987 to 310,000 in 1998 as right-to-buy purchases outstripped new additions to the stock. Nevertheless, many right-to-buy purchases do contribute to the stock of low-cost market housing when they are re-sold.
- 7.13 The need for affordable housing is expected to remain significant. As set out in PPG3, the government does not consider that it is appropriate for RPG to set region-wide targets for affordable housing. These are more appropriate at the local level since they are, necessarily,

derived from local circumstances and assessments. Therefore, any regional figure can only be provisional and serve as an indicative estimate. The current indicative estimate of the demand for affordable housing is in the order of some 6,000-10,000 units a year. Subject to revision in the light of local housing needs assessments, this will provide a useful context indicator for monitoring purposes. Future changes in the rate of social and other affordable housing “relets”, in the relationship between housing costs and income, and any changes in the Housing Benefit regime, could have significant impacts on the amount of housing required. Monitoring these factors, along with a range of other indicators which demonstrate changes in demand levels, consumer preferences and the nature and type of housing supply, is therefore essential in maintaining an up-to-date picture of the requirements for affordable housing.

- 7.14 At the local level, housing needs assessments provide essential information on affordable housing requirements and are fundamental to the preparation of development plan policies, as set out in Circular 6/98. In preparing such assessments, local authorities should pay particular attention to forecast changes in demographic structure, compared with the types of housing becoming available from existing and new stock. Particular regard should be given to the needs of the elderly. Recent advice has been issued by DETR on the undertaking of such assessments in *Local Housing Needs Assessments: A Guide to Good Practice* (July 2000).
- 7.15 Development Plans, in addition to describing the overall number and proportion of affordable homes required, should address, where appropriate, the affordable housing requirements of households of different characteristics (ie single person household compared with families; sheltered housing needs for the elderly compared with any requirements from key worker demand etc) and the contribution that the existing stock is expected to make to help meet needs. A realistic view about housing finance needs to be taken in deciding how much affordable housing can be delivered during the plan period. RSLs can buy dwellings on the open market and provide them for rent or subsidised sale. This ability can be particularly helpful in smaller communities where the need for affordable housing is limited and sporadic.
- 7.16 New developments should include arrangements that ensure that housing continues to be affordable during occupancy. Detailed advice on measures to achieve this is contained in PPG3 (*Housing*) and DETR Circular 6/98 *Affordable Housing*.

Policy HO 3: Affordable Housing

Local authorities, social housing providers and other agencies in their relevant plans, policies and programmes should aim to ensure that sufficient affordable housing is provided in order to meet community needs in both urban and rural areas. This should involve:

- the identification of targets in development plans indicating the levels of affordable housing required in each area; these should be based on local housing needs assessments undertaken to consistent standards across the region, which take into account both need and supply-side considerations;
- an indication of the circumstances in which ‘exceptions’ to planning policies in rural areas will be appropriate in order to meet affordable housing needs;
- setting out the circumstances, in accordance with Circular 6/98, which would justify the application of lower thresholds for the inclusion of affordable housing in new developments (i.e. down to 15 dwellings or 0.5 hectare in urban areas). Where local authorities can demonstrate that local circumstances, particularly the likely viability of

developments, justify adopting a lower threshold, they should bring proposals forward through the development plan system;

- encouraging partnership approaches to the assessment and delivery of affordable housing by local authorities, registered social landlords, developers and other agencies operating in the same broad local housing market area; and
- making the most of the existing housing stock in meeting housing needs including, where appropriate, the purchase by registered social landlords of dwellings on the open market, especially in areas where it would otherwise be difficult to deliver affordable housing and where this would help the development of mixed communities.

In addition the Regional Planning Body should monitor the overall provision of affordable housing against a provisional indicator of 6,000-10,000 units a year. This indicator should be reviewed in the light of the cumulative result of local needs assessments.

Housing in Rural Areas and the Isles of Scilly

7.17 The settlement policies set out in this RPG seek to locate the majority of new development in and around urban areas and to restrict the amount of development in villages. This approach may make it difficult for local people in smaller settlements to find the housing they need - whether market or social - because of the limited stock available and the competition for that stock. In some areas, particularly the coastal part of Cornwall, Devon, Dorset and the Isles of Scilly, the high proportion of second and holiday homes exacerbates the problem. About 3% of the region's dwelling stock is used for these purposes, but in many parts the proportion is much higher - over 40% in some instances. Given the need to support a living countryside, with a balanced mix of homes and jobs and to preserve family and other social relationships in these areas, special provision should be made to ensure that local people have access to housing in these locations.

Policy HO 4: Housing in Rural Areas and the Isles of Scilly

Local authorities, social housing providers and other agencies should make provision for limited additional housing within or adjacent to settlements in rural areas and in the Isles of Scilly in circumstances where:

- it will support local services which could become unviable without some modest growth;
- it is needed to support local economic development which will help diversify the rural economy;
- it is required to meet the needs of the rural communities, including affordable housing. Special rural measures such as the use of agricultural occupancy conditions or the 'exceptions' policy will continue to be appropriate in some circumstances.

The Re-use of Previously Developed Land and Buildings

7.18 This RPG advocates a sequential approach to development. Such an approach is particularly important in allocating land for housing in development plans. Its application in relation to housing is further explained in PPG3 (*Housing*). Important first steps in this approach are to make best use of the existing stock by reducing vacancies and to realise the potential of previously used land and buildings.

- 7.19 Best use needs to be made of the existing housing stock including the need for policies to promote the use or conversion of appropriate buildings to provide additional homes. In addition, reducing the number of vacant properties will lower the need for the construction of new dwellings and the demands made on greenfield sites. It may also help the regeneration of some areas. In 1991 the regional vacancy rate (excluding vacant second homes and holiday homes) was 4.7%. It would be consistent with assumptions being made in other regions that this rate should be reduced to 3%.
- 7.20 The objective to maximise the reuse of previously developed land and buildings should be pursued in the context of the sustainable development of both urban and rural areas. In rural areas, the South West has a number of large sites, principally former military bases. Many of these sites are not, however, necessarily suitable for residential use where they are in unsustainable locations remote from established communities.
- 7.21 A previous study of urban potential undertaken for the South West Regional Planning Conference and the Government Office for the South West considered that, at that time, between 160,300 to 194,200 dwellings could be provided in the region on previously developed land and buildings. The lower end of the range assumed an average density of 35 dwellings per hectare. The more recent PPG3 advises that new housing development should make more efficient use of land and that densities should be in the range of 30 –50 dwellings per hectare and greater in areas with good public transport accessibility such as city and town centres etc. It is apparent, therefore, that in the context of a regional strategy which directs most new development to existing settlements and which follows a sequential approach, it will be possible to achieve a much more efficient use of land. Furthermore, those settlements that are economically buoyant and have an imbalance of jobs in relation to housing are likely to be able to identify previously developed sites which may have been considered as employment sites. Such sites may well have a more sustainable and appropriate function as residential sites or with a high proportion of residential as part of a mixed use development. It will be essential for any emerging capacity studies to have full regard to these factors. For these reasons this RPG considers, as indicated in Policy HO5, that there is no overriding reason why this region should not seek to meet a challenging regional target that at least 50% of additional housing should be provided on previously developed land and through conversions of existing buildings.
- 7.22 Given the diversity of the South West, particularly in terms of its settlement pattern and the characteristics of its settlements, the regional target set out in Policy HO5 cannot be met uniformly throughout the region. Local planning authorities should take account of the particular characteristics of their areas, including rural brownfield opportunities, in determining the proportion of development that should take place on these sites, having regard to the need to meet the overall regional target. It will be particularly important in this context that the annual monitoring report and the urban housing capacity studies now required by PPG3 to be undertaken and co-ordinated by the Regional Planning Body, should ensure that there is a common and comparable definition of terms, standards and methodology amongst local authorities. Such capacity studies will be relevant to all local authorities in that they equally apply to settlements in rural areas.

Policy HO 5: Previously Developed Land and Buildings

Within the context of improving the quality of urban living, local authorities, developers and other agencies should aim to maximise the opportunities for development of housing within urban areas. For the region as a whole the aim should be to achieve at least 50%

of new housing provision on previously developed land (including the conversion of existing buildings) and a reduction in average vacancy rates to 3%.

Development plans should:

- adopt a sequential approach to the identification of sites for housing, in line with PPG3 and incorporate provisions for the managed release of sites to ensure that priority is given to the development of new housing on previously developed land before greenfield sites;
- include appropriate targets for housing on previously developed land, based on urban housing capacity studies undertaken to common standards developed by the Regional Planning Body; for each area the target will vary to reflect the settlement pattern, the characteristics of the settlements, the reassessments of such sites where these have been allocated for other uses and the opportunities for the development of previously developed sites in rural areas where these are in sustainable locations; consider all allocations including previously-developed sites against the following criteria
 - their location and accessibility to jobs, shops and services by modes other than the car;
 - the capacity of existing and potential infrastructure;
 - the ability to build communities; and
 - the physical and environmental constraints on the development of land.
- ensure that in rural areas, major previously developed sites are utilised for housing only where:
 - they can be developed as self-contained communities;
 - they would not generate substantial traffic flows;
 - they are accessible or will be made accessible to local sources of employment, education, shopping, leisure and other facilities.

Providing a Mix of Housing Types and Densities

7.23 If everyone is to have the opportunity of a decent home, it is essential that a variety of housing be provided to reflect the differing needs of people. Requirements will vary across the region, depending on the age and composition of the existing stock and the needs of the area. In some parts, a shortage of executive housing may be as critical to the economy as the shortage of housing for key workers is in others. Homes for families will continue to be needed. Household projections suggest that there will be a significant increase in single person households. The South West has a relatively high proportion of elderly and these are likely to increase numerically through the period covered by this RPG. Provision must be made to ensure that their housing requirements are met. Housing should also be provided for those with special physical needs or requiring community care.

Policy HO 6: Mix of Housing Types and Densities

In order to promote strong and stable communities, local authorities, social housing providers, developers and other agencies should make appropriate provision for a wide mix of types of housing and tenure options which reflect local conditions, including:

- meeting the housing requirements of the whole community, including those in need of affordable and special needs housing;

- providing wider housing opportunity and choice and a better mix in the size, type and location of housing seek to create mixed communities;
- using local materials and vernacular in the design of housing, in order to contribute to countryside and settlement character and sense of place.

Development plans should make more efficient use of land by encouraging housing developments at higher net densities than have been achieved in the past i.e. averaging around 30 –50 dwellings per hectare across the region, with significantly higher densities on urban sites, especially those close to town-centres and transport nodes. It will be particularly important to ensure that proposals for higher density development ensure that a high quality of design is sought and achieved.

Monitoring

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p><i>(f) Meeting peoples requirements for housing, jobs and facilities.</i></p> <p>Housing Policy HO 1 and HO2</p> <p>Housing Policies HO 3 and HO 4</p>	<p>Provision of 20,200 additional dwellings p.a.</p> <p>Provision of affordable housing units to meet indicative regional context requirement of 6,000 -10,000p.a.</p>	<p>Land allocated for housing in development plans.</p> <p>Delivery of social rented units through new build, conversions, re-lets.</p> <p>Planning agreements incorporating affordable housing.</p>	<p>Number of homes built/provided through conversions. Number of second/holiday homes.</p> <p>Indicators of local labour supply/demand mismatches.</p> <p>Ratio of house-prices to household incomes; change in house-prices relative to national average.</p> <p>Changes in homelessness/ households in need on housing registers, concealed/sharing households</p>

Section 8

Transport

8.1 This section of RPG sets out the Regional Transport Strategy (RTS). It should be read in the context of RPG as a whole. The role of the RTS is to support the spatial strategy, to provide the strategic transport framework for the LTPs and development plans and to provide a framework for the investment and operational plans of relevant transport agencies/operators. PPG11 (*Regional Planning*) envisages that Regional Planning Guidance may require selective or comprehensive review. Early partial review of this RPG is likely to be needed for transport, in particular, of progress on parking strategy, the need to devise a more regionally specific airports policy and to update the RTS following the completion of current transport studies.

The Ten-year National Transport Plan

8.2 The RTS will be an important mechanism for delivering the government's objectives as set out in *Transport 2010*. The plan provides an important national context for the development of the RTS. It provides a more stable financial framework within which both the public and private sector can plan. The development of individual projects and proposals should show awareness of the targets within Transport 2010 and should clearly identify the degree to which they contribute to their attainment.

Integration

8.3 The integration of transport and land use planning is essential to support more sustainable travel choices and to achieve the environmental, social and economic benefits that arise from efficient and responsible use of infrastructure.

8.4 RPG proposes a spatial strategy to focus growth at PUAs and other centres designated for growth in order to reduce the need to travel and increase accessibility. Elsewhere, an appropriate level of development to meet local needs, including those of surrounding rural areas, will be focused in market, coastal and other settlements including key villages that act as rural service centres. The RTS will support this strategy by directing investment to facilitate the concentration of development in these locations. The transport needs of much of the region is currently being assessed by the London to South West and South Wales Multi-Modal Study (SWARMMS) which is due to report early in 2002. The RTS component of RPG will need updating as noted in paragraph 8.1.

8.5 The RTS has 5 key objectives:

- to **support the spatial strategy of RPG** and to service existing and new development efficiently and in an integrated fashion;
- to **reduce the impact of transport on the environment**, (which is increasing as a result of growth in road traffic, noise and pollution) by reducing the need to travel, encouraging

travel by more sustainable means (especially by walking and cycling) and locating development at accessible locations, particularly by public transport; and to achieve environmental improvements by directing investment to those locations where infrastructure is required to offset the damaging effects arising from the impact of traffic and transport;

- to secure **improved accessibility** to work, shopping, leisure and services by public transport, walking and cycling ;
- to create a **modern, efficient and integrated transport system that** will meet the demands of a dynamic regional economy, help overcome regional peripherality and meet all travel needs;
- to ensure the **safe use of the regional transport network** and it's associated facilities.

8.6 The spatial strategy of RPG encourages the integration of transport and land use planning so that individuals can select the most suitable and environmentally acceptable mode of travel for their journey. To do this RPG focuses development proposals on those locations that have the greatest potential to develop sustainable transport linkages and where short distance travel is likely to predominate. The policy approach (see key objective two, above) reflects that in PPG 13 (Transport) to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking and cycling.

Policy TRAN 1: Reducing the Need to Travel

Local authorities, developers and other agencies should work towards reducing the need to travel by private motor vehicle through the appropriate location of new development.

Development plans and LTPs should:

- propose housing, employment and other uses in existing towns and propose a balanced mixture of uses in new developments, in accordance with Policy SS 5;
- propose major development in keeping with the roles of individual PUAs and larger towns on sites where there is a good choice of travel by sustainable transport, or where choice can be provided as part of the development, having regard to regional accessibility standards;
- propose the development of focused smaller scale retailing, housing, social facilities and services in market and coastal towns and key villages which are rural service centres to provide for the needs of the rural areas.

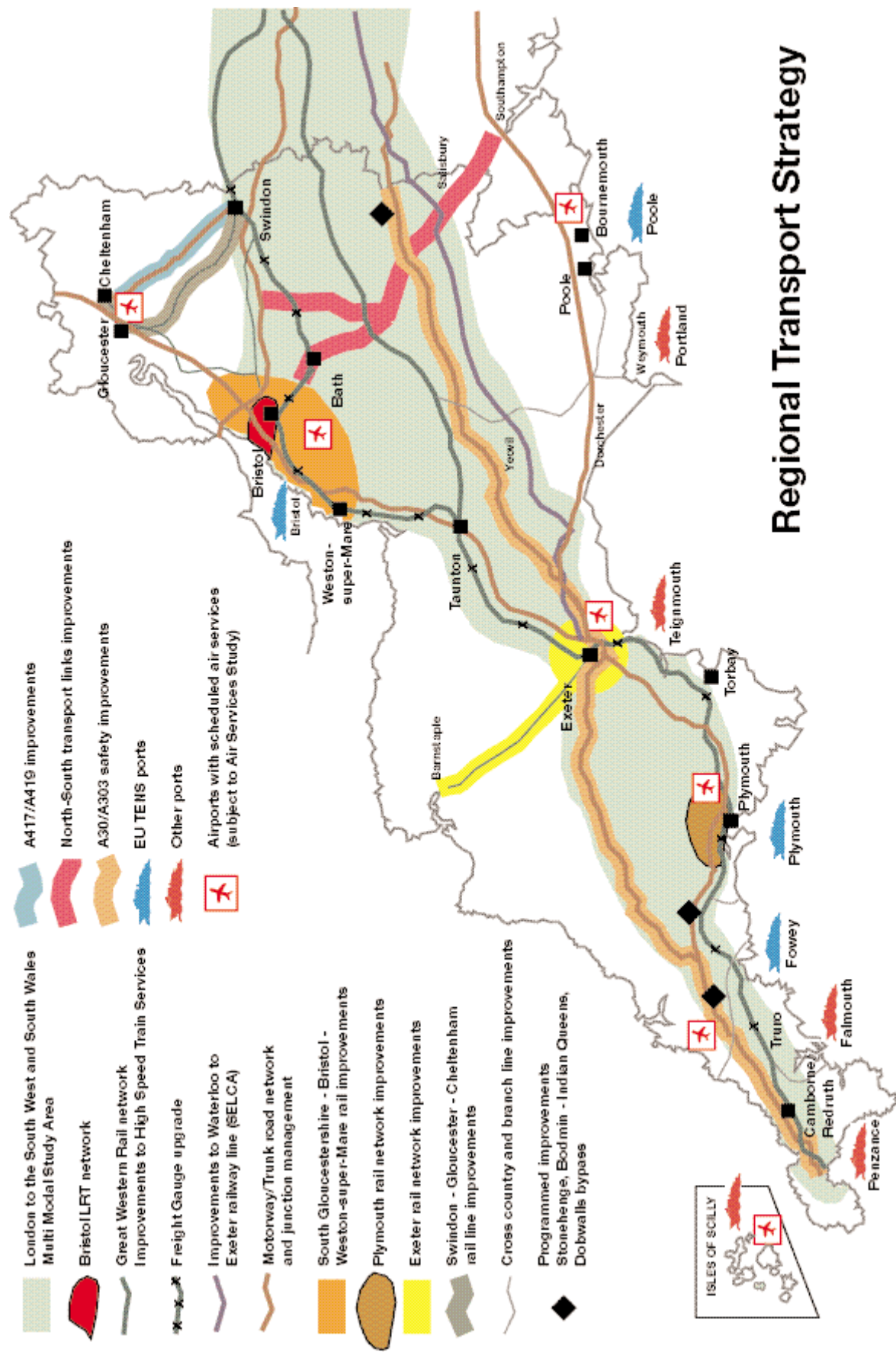
Inter-Urban and Inter-Regional Transport

8.7 The economic prosperity of the South West depends on good communications, both within the region and to other parts of Britain and Europe. In order to reduce the impact of peripherality (and to help designated areas maximise the benefits of Objective 1 and Objective 2 status), there is a need to develop a high quality transport infrastructure, supplemented by secondary networks. Improvements to services by land, sea and air are required to improve economic competitiveness and overcome the disadvantages arising from a peripheral location, thus enhancing national and international connectivity.

8.8 The region's rural character and settlement pattern means that journeys between urban areas and to other regions can cover a considerable distance. The relative peripherality of the South

West and lower levels of traffic than in some parts of England have meant that, historically, there has been lower investment in major road and rail enhancements than in some other regions. A series of studies for both road and rail is under way, to give guidance on the most appropriate network enhancements.

- 8.9 The London to South West and South Wales – Multi-Modal Study will provide detailed recommendations on the future role and capacity of the majority of the core network and the main rail links from London into the region. Road improvements planned for the A303 at Stonehenge, the A30 at Bodmin-Indian Queens and at Dobwalls on the A38 form part of the national road programme and are not dependent on the outcome of the multi-modal study.
- 8.10 Studies (TENs, SELCA) have also been carried out for the Bristol/Reading-Penzance and Exeter-Salisbury railway lines to help inform investment decisions and Railtrack as part of its Great Western Renaissance project is conducting further investigation.
- 8.11 The effectiveness of rail service enhancements in the South West is crucially dependent on other key enhancements/ capacity improvements outside the region, notably between Reading and London Paddington, at London Waterloo and at Birmingham New Street. Where relevant the benefits that might accrue to the region and the PUAs from such enhancements should be explored in the review of structure plans.
- 8.12 The peripherality of the western part of the region and the economic disadvantage suffered by Cornwall and the Isles of Scilly has been recognised with the designation of EU Objective 1 status. The effectiveness of rail transport can be improved by the provision of faster, more frequent and more reliable services targeted at reducing the region's peripherality from the major centres of economic activity. The improvement of rail links between the region and the channel tunnel and the development of through and connecting passenger and freight services from the region to Europe, is supported



Regional Transport Strategy

Policy TRAN 2: Strategic Inter-Urban and Inter-Regional Transport Networks

Local authorities, the Highways Agency, the Strategic Rail Authority, transport operators and other agencies should work together to provide and maintain a strategic transport system to enhance the competitiveness of the region, reduce its peripherality and support the spatial strategy. In particular they should aim to:

- optimise the use of existing infrastructure for all modes and determine the most appropriate improvements to strategic infrastructure on major transport corridors, through the multi-modal and other studies;
- support selective infrastructure proposals to improve the safety and operational efficiency of the road network, reduce congestion and achieve environmental improvements;
- encourage improvements to the rail network to improve safety, journey speed, service frequency, comfort and reliability and to help shift long-distance travel to rail.

Rail links between the South West and other national and European destinations should be supported by:

- implementation of the EU TENs study;
- improved access by rail to international destinations via the Channel Tunnel, links to international airports and to TENs ports;
- the development of through and connecting passenger and freight services from the region to Europe;

subject to satisfactory appraisal, the completion of statutory processes and the availability of finance.

PUAs and other designated centres for growth

8.13 The success of PUAs is crucial to the future of the region. Transport within and between these urban centres must be efficient to allow major developments to continue to locate there to reduce commuting by car, which can cause congestion at peak times. The infrastructure necessary for the successful implementation of the spatial strategy is identified in table 6 with an indicative timetable for delivery.

8.14 Accessibility profiles provide a useful tool in plan preparation, and advice on their use is given in Annex A, but require further development to apply to the range of circumstances found within the South West.

Policy TRAN 3: The Urban Areas

Local authorities, transport operators and other agencies should work together to encourage more sustainable travel choices and reduce traffic congestion and pollution within the PUAs and other urban areas. In particular they should:

- implement the measures set out in Policies TRAN 1, 5 and 10 for reducing the need to travel, encouraging walking, cycling and public transport and managing demand;
- use accessibility considerations to identify those locations within urban areas which will maximise opportunities for transport integration and use of sustainable transport modes;

- exploit the potential for heavy rail in accordance with Policy TRAN 10 to assist with urban movement in and around the Greater Bristol, Exeter, Plymouth and Bournemouth-Poole areas;
- support the development of light rapid transport in Bristol and other urban areas where studies establish feasibility, as part of a set of policies to deliver the spatial strategy, supported through mechanisms such as private non residential parking charges or road user charging.

Infrastructure

8.15 One of the crucial roles of the Regional Transport Strategy is to guide investment in transport facilities. The following table lists the infrastructure that will contribute to the sustainable transport systems within the PUAs and for the development of infrastructure between PUAs. The timescale for the provision of the infrastructure is indicated within 5 year periods. The delivery of individual elements of infrastructure will be subject to successful feasibility testing, satisfaction of statutory processes and availability of finance and where relevant compatibility with the findings of the London to South Wales and the South West Multi Modal Study.

Policy TRAN 4: Transport Infrastructure Investment Priorities

Development plans, LTPs policies, operators and agencies should deliver the investment detailed in the following table in accordance with the following priorities, subject to successful feasibility testing, satisfaction of statutory processes and availability of finance:

- Sustainable transport systems in and around the PUAs that both enable the management of congestion and release the potential for development.
- Inter-urban transport networks, infrastructure to reduce peripherality and to aid economic growth and regeneration in areas of special need and measures to improve national and international linkages in order to achieve economic, efficient, safe and integrated accessibility for people and freight.
- Infrastructure and services in urban areas other than PUAs and rural areas that reduce the need to travel by private car and improve access to services.
- Investment in facilities that enable modal shift from road to rail or water for people and freight.
- Investment in passenger interchange facilities and information systems.

Table 6 : Infrastructure and investment for encouraging sustainable transport systems within and between PUAs to support inter-regional movement to aid economic growth and regeneration and reduce peripherality.

Measures/Project	Timing (Indicative 5 year periods)
Greater Bristol LRT Line 1	1
Greater Bristol LRT Network	2, 3
South Gloucestershire – Bristol – Weston Urban Rail Improvement	1, 2
Exeter Rail Network Improvement (including capacity increase at Exeter St. Davids /Central and Barnstaple Line)	1, 2
Plymouth Rail Network Improvement	1, 2
Management of Traffic on Motorway/Trunk Road Network and Junctions, to give priority to strategic long distance and commercial traffic – M4/M5/M32 Bristol, M5 Junctions 25 and 29/30.	Possible period 1(?) 2, 3
Improvements to the Waterloo – Salisbury – Exeter Railway to provide enhanced frequencies and adequate capacity.	1 or 2
Improvements to services on the London – Swindon – Gloucester – Cheltenham railway to provide enhanced frequencies and adequate capacity.	1
Improvements to the long distance, high speed train services to the west of the region (through implementing the recommendations of the GW TENS Study and the Railtrack /Cross Country Project)	1
Improvements to other cross-country and branch line railway services to provide enhanced frequencies and adequate capacity.	1, 2
Programmed improvements to the A30/A303/A38 corridor from London to Cornwall, (Stonehenge, Dobwalls and Bodmin – Indian Queens).	1
Further improvements on A30/A303 corridor to achieve high safety standards and adequate capacity	2, 3
Improvements to north-south transport links from the Bristol/Wiltshire and Bath and North East Somerset District area to Southampton/Bournemouth/Poole, which address in particular the World Heritage City status of Bath	1,2
Improvements to the A417/A419 Swindon-Gloucester route, particularly at Blunsdon	2
Improved public transport surface links to key regional airports, particularly Bristol, Exeter and Bournemouth.	1, 2
Improved access to ports for road and rail.	2, 3
Upgrade of the gauge on the Great Western main line via Bristol W10w to enable the carriage of 9'6" containers and SWAP bodies, plus the development of a series of strategic inter-modal terminals.	1, 2

Demand Management

- 8.16 Links between the PUsAs and to centres beyond the region are important for the region's well-being. While the railways continue to play an important function, which will increase, the majority of goods and people continue to use the trunk and other main roads for their travel needs. In order to ensure that the most appropriate use is made of this road infrastructure, the Regional Transport Strategy supports the development of demand management measures to promote the most sustainable forms of travel. While the London to South West and South Wales – Multi-Modal Study will highlight the contribution some of these measures can make to reduce congestion on the core network, similar approaches may need to be taken on other roads.
- 8.17 The availability of car parking has a major influence on the choice of means of transport. Some studies suggest that levels of parking can be more significant than levels of public transport provision in determining means of travel, even for locations very well served by public transport. Car parking also takes up a large amount of space in developments and reduces densities. Reducing the level of parking in new development (and in the expansion and change of use in existing development) is essential in promoting sustainable travel choices.
- 8.18 Prior to the public examination into RPG the former Regional Planning Conference prepared a detailed policy framework for parking standards for the region. The parking standards within this document were based on the PPG 13 standards. As indicated at para 1.9, 8.1 and 8.14, it is fully recognised that further work is required to refine this useful approach and develop more detailed standards to require modal shift and to avoid out of town locations appearing more attractive through the availability of more parking. In the interim, guidance based on the RPB document is contained at Annex A.

Policy TRAN 5: Demand Management

Highway authorities, local authorities and other agencies should actively manage urban car parking and make more efficient use of highway space in order to achieve a modal shift towards more sustainable transport. In particular, they should:

- adopt car parking, management and charging policies, including private non-residential parking charges where appropriate, which take into account accessibility criteria and avoid destructive competition between competing centres;
- ensure that parking provision in new development does not exceed the regional maximum parking standards as set out in the RTS;
- manage highway space safely and efficiently, on urban roads give appropriate priority to pedestrians, cyclists and public transport and take measures where necessary to discourage car use, including road user charging.

Movement of Goods

- 8.19 The efficient and timely delivery of goods by all modes is essential to the continued economic well-being of the region. Other elements of the RTS highlight areas where improvements to the region's infrastructure are required, particularly to the road and rail network. The London to South West and South Wales Multi-Modal Study is charged with looking at the movement of freight and will make recommendations for this area of policy. It is essential that the full

potential for modal shift from road to rail is facilitated by the provision of a range of intermodal depots and other initiatives such as the potential connection of Royal Portbury Docks to the Portishead branch for rail freight use. A number of such facilities are currently being developed and the Public Examination highlighted the need for their future provision.

Policy TRAN 6: Movement of Goods

Local authorities, the business community, transport operators and other agencies should work together to achieve more sustainable patterns of distribution. In particular they should aim to:

- locate major freight generating development close to the regional rail and road networks;
- support investment in rail gauge enhancements;
- in liaison with the Strategic Rail Authority encourage the development of rail freight terminals and transfer facilities in locations close to PUAs and at key locations where there is good access to the regional rail network and the inter-urban road network, including terminals at Swindon, Avonmouth, Exeter, Plymouth and other centres and, subject to feasibility, to meet the needs of Cornwall;
- reduce the impact of large vehicles on the environment through traffic management measures and freight quality partnerships, whilst maintaining adequate access for delivery of goods.

Rural Areas

8.20 RPG supports a living countryside based on viable rural communities with access to housing, jobs, facilities and services in a way that helps minimise social exclusion. Meeting the transport needs of rural areas presents particular challenges arising from the changing nature of the rural economy and the separation of home and workplace. Personal mobility means that many choose to live in the countryside and travel long distances to urban areas for work, shopping and leisure activities. This choice though, is not available to all sections of the community, notably those without access to a car and RPG addresses the social exclusion that can arise through lack of access to adequate local services and facilities.

8.21 Many rural areas will continue to be dependent on private transport and opportunities to steer development to locations that can be well serviced by public transport may be limited. Other policies within RPG direct most new development within rural areas into market towns and local service centres. At such locations basic facilities can be more easily accessed by sustainable modes of transport, distances travelled can be minimised and there is greater opportunity to achieve integration of land use and transport.

Policy TRAN 7: The Rural Areas

Local authorities, transport operators and other agencies should work together to encourage more sustainable travel choices and reduce travel distances in rural areas. In particular they should:

- support the development of public and community transport and maximise the potential for walking, cycling and bus use, in accordance with Policy TRAN 10;

- develop parking standards to reflect the size and role of rural settlements, within the context set by the regional parking standards;
- encourage partnerships working to deliver sustainable transport solutions in rural areas and the maintenance of public transport at a reasonable level;
- support the retention of local retail, education, healthcare and leisure facilities so as to minimise the need to travel by vehicle and to foster the integrated delivery of services at the local level;
- encourage the development of rural transport strategies and management measures to improve safety for pedestrians, cyclists and other road users and, while recognising the need for local rural access for freight, to move heavy traffic wherever possible to more appropriate strategic routes;
- in accordance with policy, support investment in appropriate telecommunications and information technology that will facilitate business and social interaction whilst reducing the need to travel.

Waterborne Transport

- 8.22 The region has an important location in the peripheral maritime region of the European Atlantic Arc and has good sea links with Brittany, Normandy, Ireland and Spain. As well as providing commercial and passenger links with Europe, many ports of the region are also important for recreation and leisure. Bristol is the largest port in the region and is the principal regional entry port for international freight traffic. Other ports with TENs status are Poole, Plymouth and Fowey.
- 8.23 Support is given to the individual roles of the non-TENs ports. In particular there is the longer term potential to develop the deep water facilities at Portland and to develop the potential for passenger services from the region's ports. The Isles of Scilly are primarily dependent on ship services from Penzance for freight. Ship and air services provide passenger links and sustain the tourist trade.
- 8.24 There is a need to sustain the roles of the region's ports, to encourage investment to ensure the prosperity of the local economy and to develop coastal ferries and services, where this can be done without environmental damage.

Policy TRAN 8: Ports and Inland Waterways

Local authorities, ports and transport operators and other agencies should work together to encourage the development of waterborne services and facilities. In particular they should:

- support the development of each port in its individual role by safeguarding land for economically beneficial port use that can occur without significant environmental damage;
- support the improvement of land based links to the region's ports, subject to the outcome of multi-modal studies, with the emphasis on the most sustainable means of transport;
- support the maintenance and enhancement of reliable services to the Isles of Scilly;
- support the use of inland waterways for commerce and recreation, as appropriate.

Airports

- 8.25 Airports provide national and international gateways for the region. Improving air services and enhancing the region's links to international destinations for both passenger and air freight traffic will help to reduce peripherality and limit the number and length of journeys to larger airports in other regions. Future determinants for the region's airport development depend on prospects for increased air traffic; airport capacity; local surface access; and the degree to which trips to increasingly constrained airports in South East England need to be diverted to airports in adjacent regions.
- 8.26 Regional airports currently have complementary roles: Bristol, Bournemouth and Exeter have the most traffic in terms of international destinations. Plymouth, Newquay, Penzance and Gloucestershire airports have roles in meeting regional business needs particularly by feeder services to London, in maintaining air links to the Isles of Scilly and helping to reduce the effects of peripherality.
- 8.27 The South West Regional Air Services Study has been completed and is currently being audited and checked for consistency with the five other RAS Studies as part of the Regional Air Services Co-ordination (RASCO) Study. This will result in six regional consultation documents for each of the component regions that are expected to be issued by the DTLR later in 2001. These are in addition to the recently published Air Transport Consultation Document "*The Future of Aviation*". The results of these consultation documents and a further one scheduled for later in the year on air services in the South East of England will be fed into the preparation of a new Air Transport White Paper. RPG will need to be reviewed at the appropriate time to take account of the RASCO findings and the policies that emerge in the new White Paper.
- 8.28 All airports are required to address surface access issues and to look at opportunities for improving links by sustainable means. At present individual airport surface access strategies are not sufficiently advanced to include in Regional Planning Guidance, but will be incorporated in LTPs as developed.

Policy TRAN 9: Airports

Local authorities, airports and transport operators and other agencies should work together to encourage the sustainable development of the region's airports and their associated facilities. In particular they should:

- support the existing airports and airfields in the region to develop their respective roles to serve air travel needs;
- improve surface links and public transport to airports, particularly at Bristol, Exeter and Bournemouth, taking into account the results of the surface access strategies prepared by the Air Transport Forums;
- protect land (including through Public Safety Zones) around airports to secure operational integrity.

Walking, Cycling and Public Transport

- 8.29 Convenient, safe and effective linked footpath and cycle routes with easy access to public transport are the keys to sustainable transport choices, particularly at the very local level. Future provision will be secured more readily if complementary land uses are located close to one another and good walking, cycling routes and public transport are secured as part of new development. The proposed accessibility criteria provide a guide to how these objectives can be met.
- 8.30 Walking is a sustainable means of enjoying the outstanding environment of the South West. Recreational walking and cycling brings many visitors to the region and makes an important contribution to the tourism economy. The South West coast path is particularly well known and sustainable transport links are an important means of gaining access to it. Footpath and cycle links also provide key local links as well as longer distance national networks in particular to the National Cycle Network.

Policy TRAN 10: Walking, Cycling and Public Transport

Local authorities, transport operators and other agencies should have regard to the sustainable transport hierarchy, giving priority to walking, cycling and public transport. They should aim to increase the share of total travel by these modes and ensure that they provide attractive and reliable alternatives to the private car by:

- developing attractive, safe and convenient pedestrian and cycle networks linking residential areas, employment centres, town centres, schools, colleges and universities and other key destinations and linking smaller settlements and district centres to main town centres;
- developing bus networks in accordance with regional accessibility criteria which provide access to all major employment, retail, tourism and leisure sites and aim to provide adequate access to most residential areas;
- encouraging the efficiency of public transport and reducing the impact of traffic congestion on bus and coach services by promoting bus priority measures, rail services into urban areas and park and ride facilities in appropriate locations;
- developing passenger information and fare systems and enhanced interchange facilities and taking into account the needs of disadvantaged groups;
- seeking transport assessments and travel plans for all new major developments and encouraging major organisations to prepare and implement such plans, having regard to sustainable transport objectives set by local authorities in the local transport plan;
- ensuring that major new development delivers (or sets out a clear and realistic strategy to deliver) a realistic choice of access by public transport, walking and cycling;
- developing improved public transport services through quality partnerships and encourage rail and coach operatives to provide rural towns with a transport system that meets the communities' needs;
- supporting community transport, especially in remote areas and to serve disadvantaged groups.

Monitoring

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p><i>(g) providing integrated, efficient and environmentally appropriate transport systems.</i></p> <p>Transport Policy TRAN 1</p> <p>Transport Policy TRAN 2</p>	<p>Reductions in rate of growth of road traffic.</p> <p>Reductions in congestion.</p>	<p>Investment programmes by rail/bus operators.</p> <p>Investment by Highways Agency and Local Highways Authorities in road network.</p>	<p>Increase in ridership on public transport.</p> <p>Proportion of road network, which is overloaded/ number of congestion 'hot-spots'.</p>
<p><i>(h) Improving accessibility and encouraging sustainable transport.</i></p> <p>Transport Policies TRAN 10, TRAN 5</p> <p>Transport Policies TRAN 6</p>	<p>Increase in proportion of journeys by walking, cycling and public transport.</p> <p>Reduction in road casualties (contribution to national targets).</p> <p>Increase in % of freight carried by rail or water.</p>	<p>Incorporation of parking standards/accessibility criteria into LTPs.</p> <p>Production of Green Transport Plans for major new developments and by major employers.</p>	<p>Number and proportion of all journeys by mode; modal split of journeys to work.</p> <p>Number of accidents, fatalities and other casualties.</p> <p>Volume and % of Freight by mode.</p>

Section 9

Infrastructure and Natural Resources

- 9.1 Water, minerals and energy raise significant sustainable development issues for regional planning. These include demand for development on areas of flood plain, demand for domestic water and energy supplies, handling the generation of waste and the decrease in average household size with its implications for relative efficiency in the use of water and energy and in handling the generation of waste.
- 9.2 Modernising existing buildings and services, as well as providing for necessary new development, with more efficient energy and water systems will require investment. Furthermore, the high proportion of land in the South West that is rightly recognised and designated for its high environmental, landscape or cultural value has implications for the location of new essential infrastructure. The known and emerging effects of climate change on weather patterns and sea level are important considerations. Climate change and the scale and form of future development will affect the scale and nature of the demands placed on essential service infrastructure in the region.
- 9.3 Consideration needs to be given to the adequacy of existing infrastructure for water supply and quality, treatment and disposal of waste and the provision of energy and how it might be modified. The following principles should be followed when addressing the resource issues:

- resources should be conserved (resource conservation);
- demand for supplies should be managed (demand management);
- resources should be used as locally as possible (proximity principle); and the
- alternative options, including innovative technologies, should be considered in order to identify the best practicable environmental option (BPEO).

Water

Water Resources

- 9.4 The prudent use of natural resources is an aim of the RPG. The demand for water per head of population is predicted to increase. To manage water resources in a sustainable way new development should only be permitted where adequate resources already exist, or where new provision can be made without harm to the environment. New development should always incorporate water conservation measures.

- 9.5 According to water company forecasts of future demand there is sufficient water to meet predicted demand for water in the region over the period of RPG, taking into account the need to cease abstraction that causes environmental damage. In order to achieve this however will require:
- appropriate water efficiency conservation and leakage control measures to reduce demand;
 - new water resource schemes being developed in the Wessex Water supply area (the first by 2005), primarily to address low flow problems which are causing environmental damage;
 - adequate supplies from existing or new resources to ensure that planned new development in the Thames Water supply area (Swindon), for the period of this RPG and in the longer term, are not constrained.
- 9.6 Water Companies and the Environment Agency plan to curtail abstractions causing low flows in the following rivers: Wylde (Wilts), Tavy (Devon), Allen and Piddle (Dorset), Upper Bristol Avon, and Taw Marsh. Investigations continue at other sites.

Water Quality

- 9.7 Poor surface water and groundwater quality affects the availability of water supplies, cost of water treatment and ecological diversity of water systems. Groundwater pollution is particularly difficult to remedy. The quality of drinking water and recreational waters also has an impact on the health of residents and visitors.
- 9.8 Development should only occur where there is sufficient waste water treatment capacity, or where this additional capacity can be provided and where there is no detrimental impact on groundwater. At present, inadequate waste water treatment facilities are likely to constrain future development at Swindon and may do at Cheltenham and Gloucester, without significant infrastructure improvements prior to such development. The provision of adequate waste water treatment is also essential for the reduction of sea and beach pollution to acceptable levels as part of maintaining and improving the water environment. The practice of pumping untreated waste directly into the sea is no longer acceptable. The location and design of new development must also take account of groundwater vulnerability and proximity to groundwater protection zones.
- 9.9 Although this RPG supports the re-use of previously developed land in urban areas, such land may be contaminated. It is essential that remediation takes place as part of redevelopment in order to protect both the environment and the health of future users of the land. A sustainable approach must be adopted to run-off from redeveloped or newly built up sites. Control of both rate and quality of discharge is required close to the source, in order to avoid adverse impacts on river regimes with a consequent risk of erosion, flooding and ecological damage. Various techniques, both old and new, are available. A number involve increased drainage by percolation into the ground. This reproduces natural drainage processes better than positive drainage direct to a watercourse and provides a more acceptable way of eliminating pollutants than the use of gullies and interceptors, except on contaminated sites or those overlying vulnerable aquifers that require protection. Thus the need for costly upgrading of pipe networks may be avoided by the use of such techniques in conjunction with intensified house-building in built up areas.

- 9.10 To safeguard water quality agricultural and other land use practice should follow the Good Agricultural Practice Codes produced by MAFF.

Policy RE 1: Water Resources and Water Quality

To achieve the long term sustainable use of water, water resources need to be used more efficiently. At the same time, water resources and water treatment infrastructure must be made available in the right location and at the right time to support development planned for the period covered by the regional guidance. The quality of inland and coastal water environments must be conserved and enhanced. Local authorities, the Environment Agency, water companies and other agencies should seek to:

- plan their water infrastructure and water treatment investment programmes in accordance with the regional spatial strategy;
- aim to conserve water through demand management and efficient distribution;
- protect groundwater resources;
- protect and enhance river and coastal water quality.

In particular, development plans and other plans and programmes of bodies and agencies associated with future development and water issues, will need to:

- take water related issues into account from an early stage in the process of identifying land for development and re-development and should co-ordinate the timing of new development with the provision of sustainable water supplies, sewage treatment and discharge systems in accordance with advice in PPG12 (Development Plans);
- seek to avoid sites where water supply and/or drainage provision is likely to be unsustainable;
- encourage use of sites where past problems can be solved;
- promote the use of sustainable urban drainage solutions and the production of detailed supplementary planning guidance to facilitate their adoption.

Flooding

- 9.11 National policy is set out in PPG20, "*Coastal Planning*", published in September 1992 and in Circular 30/92 "*Development in Flood Risk areas*". The government is currently revising the latter. Consultation on a new PPG25 "*Development and Flood Risk*" has taken place. The new PPG has now been published.. Government advice, in PPG25, indicates that climate change is expected to increase the risk of coastal and river flooding as a result of sea level changes and more intense rainfall. At present, however, it is not certain exactly how the changing climate will affect areas currently at risk of flooding. Climate change is expected to increase risk significantly over time, but there is a lack of quantified and robust information available to be more specific. The government intends to undertake further work on this issue. It is likely that this work will inform the next review of RPG. In the interim advice can be found in PPG25 and local authorities, agencies and other bodies should consider the potential effects reported by the UK Climate Impacts Programme.

- 9.12 Floodplains are a natural part of the water environment and their flooding is a valuable aspect of the aquatic ecosystem. Indeed, any opportunity to restore floodplain capacity should be taken.
- 9.13 The role of floodplains has been eroded over time as engineering solutions have been used to protect built development. To avoid the consequences of flooding and the need for further public investment in defence works, the risk of flooding must be taken into account as a significant factor in the location, design and scale of development. In many situations built development in river and coastal floodplains may be unsustainable. It is unlikely that major new development in undeveloped floodplains which at present function as temporary holding areas for water in times of flood, will be sustainable in the medium to long term. Flooding can lead to loss of life, damage to property and economic disruption. It is important that the strategic planning of regional bodies, agencies and developers takes full account of the potential climate change scenarios in assessing the risk of flooding and erosion. They should avoid major new development in areas, which are likely to be at risk. In the longer-term, adaptation options may involve a strategy of managed retreat in some locations in the face of forecast rises in sea level. Flood Plains have been identified across the region by the Environment Agency based on a 1% probability of exceedence per annum for rivers and a 0.5% probability of exceedence per annum for coastal flooding. These indicative flood plains are illustrated on Map 5. More extreme but less likely floods will affect areas beyond the indicative flood plain and flooding may also occur anywhere, when exceptionally heavy rainfall overwhelms the capacity of the drainage infrastructure.

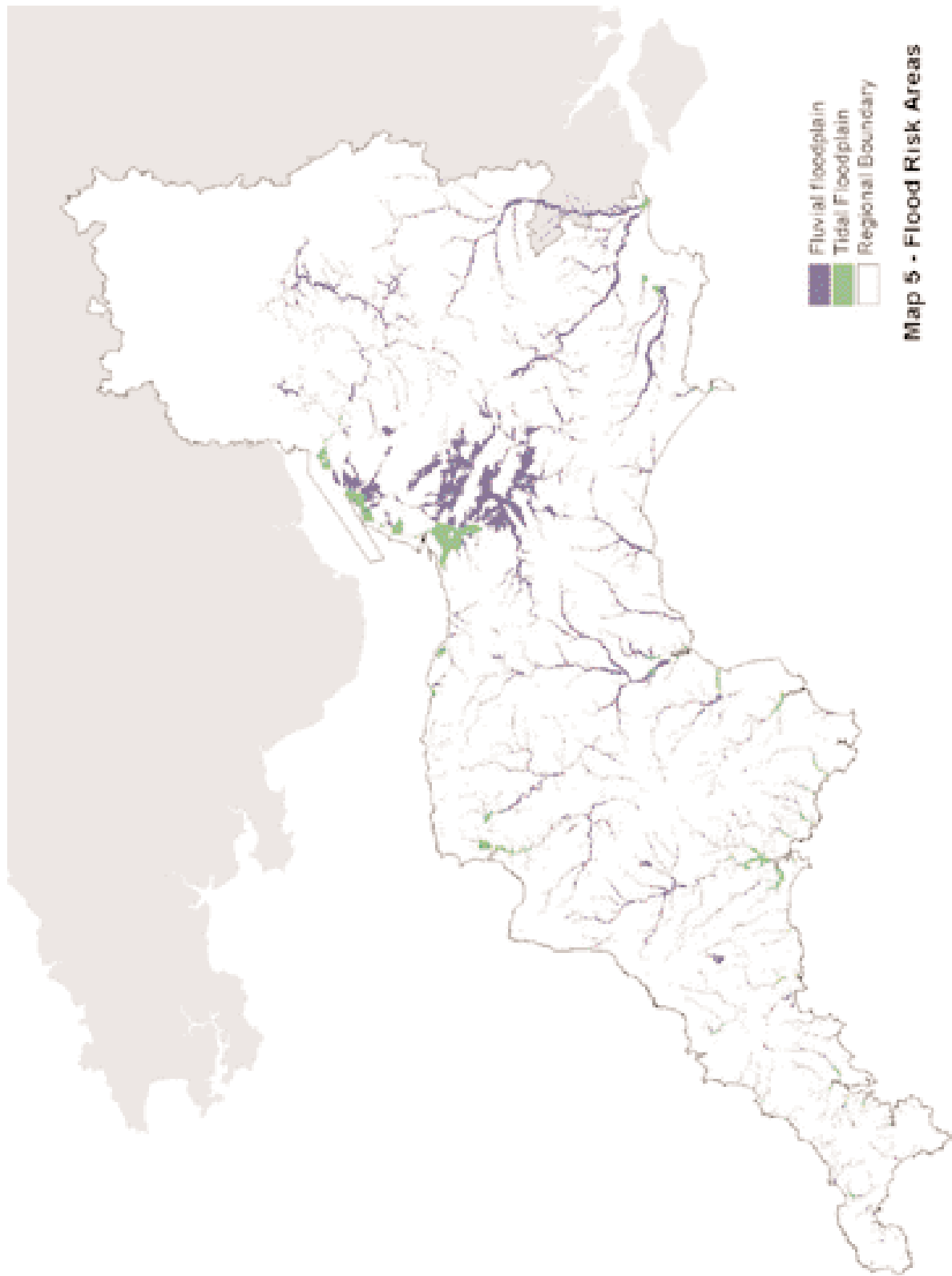
Policy RE 2: Flood Risk

Flooding causes risk to both property and life and protecting property and people in areas of flood risk is expensive. Local authorities, the Environment Agency, other agencies and developers should seek to:

- protect land liable to river and coastal flooding from new development, by directing development away from river and coastal floodplains;
- promote, recognise and adopt the use of sustainable drainage systems for surface water drainage;
- adopt a sequential approach to the allocation and development of sites, having regard to their flood risk potential in accordance with advice in PPG25 (Development and Flood Risk).

Development plans should:

- identify inland and coastal areas at risk from flooding based on the Environment Agency's indicative Maps and, supplemented where necessary by historical and modelled flood data and indications as to other areas which could be at risk in future;
- provide criteria for redevelopment proposals in flood plains, in order to minimise their cumulative adverse impact and secure enhancement of the floodwater storage and ecological role of flood plains.



Minerals

9.14 Significant mineral resources in the region are: aggregates (crushed rock/sand and gravel), coal and hydrocarbons (oil and gas), china clay, ball clay and building stones. The contribution of mineral extraction to the economy and its effects on the environment are not uniform across the region. Mineral extraction must be managed in a way that achieves a balance between economic value, the finite character of minerals and the adverse effect that their extraction can have on other critical natural assets and specific localities.

Policy RE 3: Minerals Planning

Mineral Planning Authorities, mineral operators and other agencies should work together to:

- identify, in development plans, mineral consultation areas and safeguard mineral resources to ensure that there are sufficient environmentally acceptable sources to maintain an appropriate level of supplies for current and future needs. They should recognise the need to provide for other land uses and have regard to guidance in PPG7 (The Countryside) and PPG9 (Nature Conservation). Schemes, except those of a minor nature, should not be located in, or where they might adversely affect, National Parks, AONBs, or other national or international designated sites such as SPAs, other than in exceptional circumstances and then only where after the most rigorous examination they are demonstrated to be in the public interest;
- protect against adverse environmental impacts arising from extraction and associated activities;
- promote environmentally acceptable means of extraction and transportation of minerals;
- promote the use of non-road transport modes for the movement of minerals and mineral products, where economically and technically feasible and identify and safeguard appropriate infrastructure facilities. Where road transportation is the only feasible option available, maximum use should be made of motorway, trunk and principal roads, unless the use of other roads is more acceptable environmentally;
- promote environmentally beneficial reclamation, including agricultural uses and after-use of exhausted mineral workings, with appropriate aftercare.

9.15 The South West is the second largest English region for the production of crushed rock and the fourth largest producer of land won sand and gravel. Current guidelines on the provision of aggregates in the region are contained in MPG 6 'Guidelines for Aggregates Provision in England' (1994), but these are being reviewed. Following publication of a revised MPG 6, it will be necessary to review the guidance on minerals in this RPG. Until this time, Mineral Planning Authorities (MPAs) should continue to test the current regional apportionment through Minerals Local Plans.

The sub regional apportionment is as follows:

Table 7 : Regional Apportionment of MPG 6 Aggregates Demand 1992-2009.

MPA	Crushed rock (Mt)	Sand and Gravel (Mt)
Avon	97.6	0
Cornwall	44.5	1.5
Devon	95.2	25
Dorset	11	39
Gloucester	47.6	19.4
Somerset	314.2	Included with Cornwall
Wiltshire	Included with Dorset	20.2
Total	610.1	105.1

Secondary/recycled aggregates supply assumed to be 60mt

Marine dredged aggregates assumed to be 15mt

- 9.16 National targets for the use of secondary aggregates (mineral wastes and by-products) and recycled aggregates (construction and demolition materials) were identified in MPG 6 (1994). Secondary materials in the region are primarily the sand and rock wastes associated with the extraction of china clay. All mineral planning authorities should undertake an assessment of the prospects for bringing aggregate recycling facilities on line over the period of this RPG.
- 9.17 The port of Bristol could play a broader role in the import of marine dredged or other aggregate materials. The city offers scope for recycling aggregates: it has good transport infrastructure and a strategic position with respect to markets for aggregates in the South West and beyond.
- 9.18 The carboniferous limestone quarries in the north of the region in Somerset and in the former Avon area have substantial reserves, account for most of the region's crushed rock production and are well placed to serve the urban areas in the north of the region. In the long term the production of sharp sand and gravel from the Upper Thames Valley and from South East Dorset is likely to become increasingly constrained by environmental considerations. Alternative sources of supply will therefore need to be considered to replace or supplement sand and gravel production from these areas.

Policy RE 4: Use and Supply of Aggregates

The region's contribution to the supply of aggregates should be reassessed in an early review of RPG following the publication of revised MPG6. In order to reduce the overall extraction of primary aggregates in the region, Mineral Planning Authorities, mineral operators and other agencies should:

- maximise the contribution from secondary and recycled aggregates;
- identify and safeguard locations in proximity to centres of demand suitable for the siting of facilities for the recycling, reprocessing and transfer of construction and demolition waste materials;
- undertake, in conjunction with the industry, an assessment of the most efficient use of resources in the formulation of development plans and, in the preparation and

consideration of planning applications for significant development projects, consider the cost/benefits of alternative sources of aggregate supplies;

- seek to promote and encourage the conservation and optimum use of high quality primary aggregates.

- 9.19 The Wareham and Wytch Farm Oilfields in Dorset comprise the largest onshore oilfield in Western Europe and the sixth largest producer of crude petroleum in the UK. While further sensitive onshore development may be possible, offshore and landfall facilities could have environmental impacts. Although there are extensive coal resources in the north of the region, coal is mined only on a small scale and only in the Forest of Dean in Gloucestershire.
- 9.20 Both china clay and ball clay, found only in the South West in restricted locations, are of national importance and have considerable economic value. Building stones are important in maintaining the historical fabric of the region and elsewhere and an extensive range is available in the region. These include the limestones of the Cotswolds, Portland and Purbeck and the granites and slates of Cornwall.

Waste

- 9.21 Waste Strategy 2000: England and Wales sets out objectives and targets for the management of most wastes. MPG6 (1994) sets targets for the use of secondary / recycled materials for aggregate purposes. In 1996 a tax on landfill was introduced to reflect more closely the environmental cost of this method of disposal. Most recently the EU has adopted the Landfill Directive that also sets targets for reducing the amount of waste that goes to landfill. National planning policy guidance is set out in PPG 10 (*Planning & Waste Management*).

- 9.22 The Government's aim is that plans and decisions on waste management should choose the Best Practicable Environmental Option (BPEO). That will be based on three considerations:

The waste hierarchy:

- Reduction
- Re-use
- Recovery (recycling, composting, energy recovery)
- Disposal

(In order to maximise management of waste and materials towards the top of the hierarchy and minimise it towards the bottom.)

- The proximity principle; waste to be managed as close to the place of production as possible.
- Regional self-sufficiency.

- 9.23 Regional Planning Guidance will guide decisions on the scale and spatial pattern of waste management, primarily relating to the recovery and disposal of waste. The Government intends to move towards BPEO by pursuing targets to increase the recycling and composting of waste, increase recovery of value (including energy) from waste and reduce its disposal to landfill.

Recycling and Composting Targets

Recycle or compost at least 25% of household waste by 2005

30% by 2010

33% by 2015

Recovery Targets

Recover value from 40% of municipal waste by 2005

45% by 2010

67% by 2015

Landfill Reduction Targets

Reduce landfilling of industrial and commercial waste to 85% of the 1998 level, by 2005 (National Waste Strategy)

Reduce landfilling of biodegradable municipal waste to 75% of the 1995 production level, by 2010 (EU Landfill Directive, including agreed derogations)

50% by 2013 (ditto)

35% by 2020 (ditto)

Towards a Regional Waste Management Strategy

9.24 The implications of the National Strategy for the South West are substantial. The achievement of the targets will require large increases in all forms of value recovery, including recycling, composting, energy recovery etc. and correspondingly substantial development to provide those facilities. Proposals to provide for the facilities and to develop appropriate waste management practices should be set out and debated in a regional Waste Management Strategy and incorporated as soon as possible into Regional Planning Guidance.

9.25 In January 2001, the Environment Agency published *A Waste Management Assessment for the South West*, which sets out for the first time consistent data for the production and treatment/management of municipal, commercial, industrial and other wastes for the region. Data are generally given for the former county areas (eg Devon including Plymouth and Torbay). The main points are:

- 84% of municipal waste was land filled in 1998-99, 16% was recycled;
- Dorset was the leading county for recycling (34%). Cornwall was the lowest with 6%;
- almost all municipal waste was managed in the county of origin, the exception being Avon, which exports 39% of its waste by rail to landfill in Bucks and 10% to Somerset;
- 40% of industrial waste and 52% of commercial waste went to landfill. 33% of industrial waste and 20% of commercial waste was recycled;
- about 20% of industrial and commercial waste was exported from the region – mainly export of materials (glass, steel, aluminium and plastics) to be recycled at plants outside the SW;
- capacity at licensed landfill sites is sufficient for 4.8 years in the region as a whole. Dorset has the most (10.5 years); Avon and Cornwall the least (2.5 years).

- 9.26 The following interim regional Waste Management Strategy is based on the National Waste Strategy and the regional Waste Management Assessment. It is made up of three main components: guidance towards a mix of waste management methods; targets combining the Strategy and Assessment; and guidance on the location of major waste management facilities related to the PUAs.
- 9.27 Moving from the historic dominance of landfill in waste management in the South West to achieve the challenging targets set out above, will require a step change in waste management. There are consequently significant margins of uncertainty over the exact scale of provision of the various types of management facilities that will be proper and feasible over the next 15 years. The first aim of the interim strategy will therefore be to develop a mix of waste management methods at regional and sub-regional levels; to reduce the present reliance on landfill; and to avoid over-reliance on any other single method or facility.
- 9.28 The targets assume, for the purposes of the interim strategy, a 3 per cent growth in the amount of waste per annum up to 2010 (in line with the Waste Management Assessment) and nil growth beyond. However, there is a significant margin of uncertainty over the impact of waste minimisation measures proposed under the National Strategy and the EU Packaging Directive. Waste production projections will therefore need to be refined in the further development of the Regional Strategy (see below) and should be assessed at the sub-regional level by structure plans.
- 9.29 Most of the waste in the region is generated in the PUAs (which contain about 40 per cent of households and 60 per cent of jobs). Most of it is taken elsewhere for treatment or disposal, mainly to landfill. However, the proximity principle implies that about half of waste, at least, should be managed in or close to PUAs and the expansion of appropriate management facilities in those locations is therefore the key spatial priority of the interim strategy.
- 9.30 The achievement of the Best Practicable Environmental Option at sub-regional level will require cooperation between waste planning, disposal and collection authorities, the Environment Agency and the waste management industry. Data are aggregated by former county area and it is therefore essential that county and unitary authorities in those areas cooperate in planning the scale, mix and location of waste management facilities. However, some PUAs are close to county boundaries and include other strategic planning areas within their hinterlands. In those circumstances, waste planning and disposal authorities should take full account of patterns of waste production and management facilities (existing and proposed) in neighbouring county areas. Where possible, those patterns should be considered in sub-regional studies, to develop sub-regional and local waste management strategies.

Policy RE5: Management and Transportation of Waste

In order to achieve sustainable waste management (the Best Practicable Environmental Options) in the region, waste planning, disposal and collection authorities, the Environment Agency and waste management and water companies should cooperate to:

- Establish a mix of waste recovery methods e.g. recycling, composting, energy recovery etc, regionally and sub-regionally, that will reduce reliance on landfill and will avoid creating over-reliance on any one method or facility.
- Pursue the following regional targets:
 Recycle or compost at least 30% of household waste by 2010; and, 33% by 2015.

Recover value from 45% of municipal waste by 2010; and 67% by 2015.

Reduce landfilling of biodegradable municipal waste to 75% of the 1995 production level by 2010; and, 50% by 2013.

Reduce landfilling of industrial and commercial waste to 85% of the 1998 level by 2005.

- Give priority to the provision of waste management facilities that will recover value from waste at or near the PUAs. Those facilities should take account of waste management requirements in the PUA (s) concerned and its neighbouring county areas and should be planned to contribute to the achievement of the regional targets above, in respect of the urban area(s) and its hinterland.
- Ensure that sub-regional requirements are taken into account in structure and waste local plans and in waste planning decisions. Structure or (where appropriate) waste local plans should propose targets for the provision of value recovery capacity among participating waste planning authorities. Provision at PUAs and at other urban areas should take the waste management requirements of their neighbouring county areas into account.

Development of a Regional Waste Management Strategy

9.31 A complete regional Waste Management Strategy will require review and refinement of waste production projections and setting of sub-regional waste management or capacity targets, subject to public consultation and debate. It is proposed that the Regional Planning Body should commence this further development of the Strategy as soon as possible, taking the regional Waste Management Assessment and other relevant information into account.

Energy Generation and Use

9.32 The UK government, as a signatory to the Climate Convention, committed the UK at the 1997 Kyoto Conference to reduce its greenhouse gas emissions by 12.5% below 1990 levels over the period 2008-2012. The Government also set a domestic goal to reduce carbon dioxide emissions by 20% below 1990 levels by 2010. The UK's climate change programme, published in November 2000, sets out a broad range of policies and measures across all sectors of the economy. The programme shows how the UK's emissions could be reduced by 23% below 1990 levels in 2010, this means that carbon dioxide emissions alone could be reduced by 19% below 1990 levels in 2010.

9.33 The development of renewable sources of energy; the use of energy efficient measures in new buildings (through appropriate siting, design and use of materials), giving priority to locating new development in or adjacent to urban areas and the introduction of measures to reduce the need to travel and increase the use of public transport, will all help to ensure consumption of energy is reduced.

9.34 The infrastructure associated with energy transmission can have a significant visual impact. The peninsular part of the region is at present served by two major 400 kV electricity transmission lines, which have the capacity to cater for development needs over the period of this RPG. Any further development is likely to cater for specific needs, for example, sub-

station development and the demands of industry. Such demands will need to be weighed against their environmental impact. The use of renewable energy sources and the encouragement of such energy efficient methods as Combined Heat and Power (CHP) and Community Heating schemes offer the opportunity of increasing the diversity of energy supply. By using energy more efficiently it can reduce harmful emissions to the environment and preserve finite fossil fuels for future generations. The potential for the exploitation of a range of renewable energy resources in the region includes tidal, wind and solar power. The current government national target is for 10% of electricity production to derive from renewable sources by the year 2010. Consultants for GOSW have made a detailed appraisal of renewable energy potential in the region. The report "*Renewable energy assessments and targets for the South West*" indicates that it is feasible for the South West to seek an 11-15% target. Further work on establishing appropriate sub regional targets will be taken forward as an early review of this RPG.

- 9.35 In developing renewable energy schemes it is important to ensure they are compatible with other environmental objectives for the region. The impact of such schemes on the landscape has been an issue, particularly in Cornwall. The possible exploitation of the potential within the Severn Estuary for harnessing tidal power would have major environmental impacts, although any proposals for the latter would not be able to be developed within the lifetime of RPG. Energy generation from waste, that cannot sensibly be recycled, has the advantage of reducing the volume of waste entering landfill. When used as part of a CHP/Community Heating scheme, it can provide an integrated, sustainable and cost effective means of managing waste locally and supply affordable power and warmth for the community. Rural development opportunities can be enhanced through use of biomass fuels to generate energy.

Policy RE 6: Energy Generation and Use

Local authorities, energy suppliers and other agencies should:

- support and encourage the region to meet the national targets for:
 - a 12.5% reduction in greenhouse gas emissions below 1990 levels by 2008-2012 and a 20% reduction (from 1990 levels) in carbon dioxide emissions by 2010;
 - a minimum of 11-15% of electricity production to be from renewable energy sources by 2010.
- encourage and promote the greater use of renewable energy sources, including community-based projects, such as Combined Heat and Power and Community Heating and their integration into more energy efficient new build or redevelopment proposals;
- have full regard to the recommendations and detailed background information contained in the report "*Renewable energy assessments and targets for the South West*" (GOSW APRIL 2001).

Development Plans should:

- specify the criteria against which proposals for renewable energy projects will be assessed, balancing the benefits of developing more sustainable forms of energy generation against the environmental impacts, in particular on national and international designated sites;
- promote energy conservation measures through policies guiding the design, layout and construction techniques of new development proposals.

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p>Water Policy RE 1</p> <p>Energy Policy RE 6</p> <p>Minerals Policy RE 4</p>	<p>Reductions in water consumption per head.</p> <p>Improvements in river and sea water quality.</p> <p>Increase in % of total energy generated from renewable sources.</p> <p>Increase in % of aggregates produced from secondary sources.</p>	<p>Investment in sewage treatment works and infrastructure.</p> <p>Investment in renewable energy projects.</p>	<p>Water transfer/flow levels in selected rivers; abstraction from ground water aquifers.</p> <p>Proportion of river length classed as good or fair.</p> <p>% of beaches reaching EU bathing water standards.</p> <p>11–15 % of electricity from renewable sources.</p> <p>Levels of extraction of primary aggregates/other minerals; levels of aggregates from secondary sources.</p>
<p><i>(l) Encouraging integrated relationships between economic activity and housing, both in terms of scale and distribution.</i></p> <p>Spatial Strategy Policies SS 1 and SS 5</p>	<p>Increase in proportion of new housing and employment development at PUAs.</p> <p>Reduction in long-distance commuting.</p>	<p>Distribution of housing in Structure Plans.</p> <p>Policies and land allocations in development plans reflecting regional spatial strategy.</p>	<p>Number and % of new homes built at PUAs/ other designated centres for growth / rural areas.</p> <p>Extent of 'self-containment' in major settlements.</p> <p>Average length of journeys to work.</p>

Section 10

Implementation and Monitoring

Implementation

10.1 It is important to monitor the implementation of the strategy and policies and to use this monitoring work as a basis for future review of RPG.

Private Sector

10.2 RPG and its wider vision, can only be implemented through action and investment by the private sector, with individual businesses and developers working to achieve their own objectives within the guiding framework of the strategy for land use and for transportation.

10.3 Of particular importance are housing developers and builders; housing associations and registered social landlords; employers in all sectors; developers of and investors in, employment land; retailers; operators of tourism, recreation and leisure enterprises; minerals and waste companies; public transport operators; farmers and estate managers; and owners of land or property.

Central Government

10.4 Among the key roles of central government in relation to implementing RPG is support for and action through:

- appropriate planning policies at structure plan Examinations in Public, local plan Inquiries and via the planning appeal process;
- appropriate transport policies and by resource allocation through the Local Transport Plan process;
- economic prosperity through help to the region's companies, assistance with promotion and inward investment work and the provision of grant aid where necessary (including support for bids for European funding);
- policies for the rural environment through the policies and grant regimes of Department of Environment, Food and Rural Affairs.

Local Councils

10.5 Through their development plans, local authorities must make proper provision for the development of land for housing, employment and other uses to the extent and in the general locations, indicated by RPG and must define the detailed criteria for the control of

development. Policy implementation through the development control process is crucial. Local authorities also have other roles.

- 10.6 Those that are housing authorities have a key role in ensuring that housing needs are met, in particular (working with housing associations) the needs for affordable housing. They can also use their powers and resources in fields such as economic development, tourism and recreation, together with other public and private agencies, to help meet employment, leisure and other needs. Local authorities as providers or facilitators of transport infrastructure and through their recently acquired duty to prepare LTPs play a significant role in implementing RPG.

Utilities

- 10.7 The water, electricity, gas and telecommunications companies have important roles in meeting the needs of the community. In accordance with the principles of sustainability their focus must increasingly be on demand management, recycling and conservation of resources. Their facilities and networks need to support the distribution of development indicated in the spatial strategy.

Other Organisations and Agencies

- 10.8 Many other organisations and agencies have very important functions in relation to implementing RPG, in accordance with their duties and responsibilities. These include:
- SWRDA
 - The Countryside Agency
 - English Nature
 - English Heritage
 - Environment Agency
 - Health Authorities, NHS Trusts, Primary Care Groups and Trusts
 - Housing Corporation and Housing Associations
 - Local Learning and Skills Councils
- 10.9 In terms of both policy and resources, the European Union has an important role to play in directing funding support (eg Objective I funding) and supporting the improvement of strategic road and ferry links, the regeneration of the economy (particularly in rural and defence-dependent areas), tourism development and environmental protection.

Voluntary Sector

- 10.10 Voluntary organisations working in the fields of community and social services can help to meet needs in line with RPG, while environmental groups such as the county Wildlife Trusts can provide valuable specialist advice and action.

Policy IM 1: Achieving the RPG

In order to achieve RPG strategic vision and objectives, local authorities, the SWRDA, funding agencies and other regional stakeholders should set out clear strategies, policies and proposals for the location of development and investment in physical and social infrastructure in accordance with the guidance set out in this document.

Developers and landowners will need to contribute to the infrastructure needed to serve their developments both by direct provision on-site and through Planning Agreements where infrastructure is off-site.

Inter-and Intra-Regional Co-ordination

- 10.11 Implementation of this guidance will also require close co-operation with neighbouring regions. In particular, the preparation of revised regional planning guidance for the South East of England (RPG9), West Midlands (RPG11) and Wales, should consider the cross-boundary issues and relevant content of this Guidance. The new Regional Planning Body will need to ensure that the co-ordinating work is progressed effectively.
- 10.12 Within the region, local authorities will need to co-operate in preparing and implementing sub-regional strategies as indicated in section 3. There are various mechanisms by which local authorities and regions can co-operate with their neighbours on sub-regional strategies. They might include:
- formal and informal partnerships;
 - joint development plans;
 - joint LTPs or joint studies to inform the preparation of adjoining LTPs;
 - strategies covering more than one local authority, for example, for coastal or countryside management plans;
 - transnational spatial planning projects, for example, under the EU funded Interreg Programme.

Monitoring

- 10.13 The RPG monitoring process has three main aims: firstly, to assess the extent to which RPG is being implemented through the development plan system; secondly, to evaluate whether RPG is effective; and finally to identify those external factors that are outside the scope of RPG, but which may have a bearing on its successful implementation. Monitoring of RPG needs to be carried out on a regular basis to assess whether it is being sufficiently implemented and having the desired effect. It is important that monitoring is not merely a matter of general intelligence gathering, but involves the analysis of actual data relevant to the regional circumstances of the South West. Clearly the availability of data will be important, but the monitoring system must be robust and capable of addressing adverse impacts of the strategy and changes in national policy. Monitoring information should be used both to determine whether this guidance is being implemented and whether it may need to be reviewed. It is, therefore, important that monitoring activity is consistent across local authority boundaries.

- 10.14 The government has asked regions to prepare Sustainable Development Frameworks, which are high-level statements of regional vision for moving towards sustainable development and will include regional indicators and targets. Regional Chambers, Regional Development Agencies, local authorities, business networks, the voluntary sector, other public services and the Government Offices are involved in the preparation of these frameworks and the formulation of targets. These frameworks will inform subsequent reviews and sustainability appraisals of both RPG10 and the SWRDA regional strategy and will help to inform the design and organisation of future regional monitoring systems.
- 10.15 This guidance identifies potential key targets and indicators as the basis for a future monitoring system such as set out in table 8. Output targets should be set for those matters where RPG is likely to have a significant effect as implemented through the actions of other bodies, principally local planning and local highway authorities. These output targets and indicators will be central to the RPB's ability to check that the strategy is being implemented as intended through these bodies. There should be sufficient consistency in approach between regions to enable inter-regional comparisons to be made.
- 10.16 It will be the responsibility of the Regional Planning Body to agree with the Government Office the design and organisation of the monitoring system and the frequency and form of reporting. The regular monitoring of this guidance may suggest new indicators that should also be considered. The Regional Planning Body will also have responsibility for liaising with:
- SWRDA ;
 - adjoining Regional Planning Bodies, in the South East and West Midlands and the Welsh Assembly;
 - Sustainability South West (ie the former Sustainable Development Round Table for the South West), drawing upon the monitoring of environmental indicators under the Sustainable Development Framework;
 - the Government Office for the South West;
 - the private sector, voluntary and community organisations and other stakeholders.
- 10.17 Recently published PPG11 (*Regional Planning Guidance*) gives additional advice on monitoring to which Final Guidance will need to have regard. It indicates that DTLR will shortly be issuing good practice guidance on RPG targets and indicators based on work produced for the Department by ECOTEC. The guide takes account of other government advice on setting targets to which RPBs may also wish to have regard. This includes the approach taken in "*Tackling Congestion and Pollution*" (DETR, January 2000), the housing monitoring advice in PPG3 (*Housing*) (DETR, April 2000), the core set of sustainable development indicators in "*Quality of Life Counts*" (Government Statistical Service/DETR December 1999) and the indicators set out in the guidance on RDAs' economic strategies (DETR, February 1999).

Local Government PSA Targets

- 10.18 In the light of both these output and contextual indicators, the RPBs will be able, amongst other things, to keep track of progress towards those targets set in the local government Public Service Agreement that are relevant to RPG. The government relies on local authorities and their partners to deliver these targets.

Monitoring arrangements

- 10.19 The regional monitoring arrangements will need to make full use of the monitoring machinery already established by local planning and highway authorities so that local monitoring feeds into the regional machinery and common data is used. The regional machinery could also be linked as appropriate to the emerging regional Observatory and consider arrangements for defining, collecting and using contextual indicators.
- 10.20 Before issuing RPG the Secretary of State will expect the RPB to provide him, via GOSW, with details of the proposed monitoring arrangements. In particular, the Secretary of State will need to be satisfied that the RPB has established a monitoring and review mechanism, with member local authorities and other bodies as appropriate, that can respond sufficiently quickly to any adverse impacts of the strategy.

Policy MON 1.

Regular and effective monitoring of regional circumstances should be undertaken, involving the use of targets and indicators to measure the effectiveness of policies.

- (a) The Regional Planning Body should consider and agree with the Government Office and other regional partners, the arrangements for monitoring, taking account of this guidance, targets and indicators identified in Sustainable Development Framework and other relevant targets.
- (b) Advice on the form and frequency of data collection should be set out separately from this RPG, in the form of a Technical Manual to be prepared and issued by the Regional Planning Body. Producing an annual monitoring statement will be also required from an analysis of a consistent flow of data and of other available data sources.
- (c) The following table 8 can help to inform the design of future monitoring activity:

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p>1. Protection of the Environment</p> <p><i>(a) Protection of the special character, diversity and distinctiveness of the region; maximising the benefits of development to the environment.</i></p> <p>Environment Policy EN 1</p>		<p>Incorporation of countryside characterisation policies into development plans.</p> <p>Planning permissions incorporating agreements on environmental improvements.</p>	<p>Progress against Biodiversity targets under objective (b) below will provide indirect indicators of environmental health of countryside.</p>

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p><i>(b) Safeguarding and enhancing the quality and diversity of the natural, cultural and built environment.</i></p> <p>Environmental Policy EN 1</p> <p>Environmental Policy EN 5 and Economic Policy EC 6</p> <p>Environmental Policy EN 4</p>	<p>No losses/damage to important habitats.</p> <p>Increases in key habitats/species. (Specific targets as defined by SW. Regional Biodiversity Partnership).</p> <p>Improvements in the quality of urban living.</p> <p>No losses/damage to historic sites/buildings</p>		<p>Number and Areas of selected key habitats (notably lowland heathland).</p> <p>Population of selected wild birds.</p> <p>Number of houses built/population living in centres of cities/towns.</p> <p>% of commercial/retail floorspace built in major/town? centres.</p> <p>Number of listed buildings lost/at risk</p>
<p>2. Prosperity for Communities and the Regional and National Economy</p> <p><i>(c) improving the economic competitiveness of the region.</i></p> <p>Economic Policy EC 1</p> <p>Tourism Policy TCS1</p>	<p>Increases in prosperity relative to national/EU averages.</p> <p>[Key targets to be set in SWRDA First Monitoring Report.]</p> <p>Increase in tourism expenditure per head.</p>	<p>Indicators from SWRDA 'Frameworks of Action'.</p>	<p>GDP per head/average household incomes. (Other regional competitiveness indicators monitored by SWRDA).</p> <p>Tourism expenditure/ number of visitors. Visitor levels at 'flagship' sites.</p>

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
Environmental Policy EN 5	Improvements in priority health areas.		Life expectancy/infant mortality and in achieving target objectives set out in National Health Service Plan and "Saving Lives: Our Healthier Nation".
<p data-bbox="175 609 459 743"><i>(f) Meeting people's requirements for housing, jobs and facilities.</i></p> <p data-bbox="175 766 459 833">Housing Policy HO 1 and HO 2.</p> <p data-bbox="175 1057 459 1124">Housing Policies HO 3 and HO 4.</p>	<p data-bbox="478 766 762 833">Provision of 20,350 additional dwellings p.a.</p> <p data-bbox="478 1057 762 1214">Provision of affordable housing units to meet indicative regional context requirement of 6,000-10,000 p.a.</p>	<p data-bbox="782 766 1066 855">Land allocated for housing in development plans.</p> <p data-bbox="782 1057 1066 1146">Delivery of social rented units through new build, conversions, re-lets.</p> <p data-bbox="782 1169 1066 1258">Planning agreements incorporating affordable housing.</p>	<p data-bbox="1085 766 1359 900">Number of homes built/provided through conversions. Number of second/holiday homes.</p> <p data-bbox="1085 922 1359 1012">Indicators of local labour supply/demand mismatches.</p> <p data-bbox="1085 1057 1359 1214">Ratio of house-prices to household incomes; change in house-prices relative to national average.</p> <p data-bbox="1085 1236 1359 1438">Changes in homelessness/households in need on housing registers, concealed/sharing households.</p>
<p data-bbox="175 1469 459 1639"><i>(g) providing integrated, efficient and environmentally appropriate transport systems.</i></p> <p data-bbox="175 1662 459 1729">Transport Policy TRAN 1.</p> <p data-bbox="175 1774 459 1841">Transport Policy TRAN 2.</p>	<p data-bbox="478 1662 762 1729">Reduction in rate of growth of road traffic.</p> <p data-bbox="478 1774 762 1841">Reductions in congestion.</p>	<p data-bbox="782 1662 1066 1729">Investment programmes by rail/bus operators.</p> <p data-bbox="782 1774 1066 1908">Investment by Highways Agency and Local Highways Authorities in road network.</p>	<p data-bbox="1085 1662 1359 1729">Increase in ridership on public transport.</p> <p data-bbox="1085 1774 1359 1908">Proportion of road network, which is overloaded/number of congestion 'hot-spots'.</p>

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p><i>(h) Improving accessibility and encouraging sustainable transport.</i></p> <p>Transport Policies TRAN 9, TRAN 4.</p> <p>Transport Policies TRAN 5.</p>	<p>Increase in proportion of journeys by walking, cycling and public transport.</p> <p>Reduction in road casualties (contribution to national targets).</p> <p>Increase in % of freight carried by rail or water.</p>	<p>Incorporation of parking standards/accessibility criteria into LTPs.</p> <p>Production of Green Transport Plans for major new developments and by major employers.</p>	<p>Number and proportion of all journeys by mode; modal split of journeys to work.</p> <p>Number of accidents, fatalities and other casualties.</p> <p>Volume and % of Freight by mode.</p>
<p><i>(i) Recognising and encouraging community identity and diversity.</i></p> <p>Rural Policies SS 3, HO 3 and TC 6.</p>	<p>Increase in job opportunities in rural areas.</p> <p>Improvements in accessibility of rural areas to facilities and services.</p>	<p>Funding and investment in rural areas.</p>	<p>Jobs created/new businesses established in market towns/rural areas.</p> <p>Number of rural parishes with post office, bus services, meeting places etc.</p> <p>Area of agricultural use and change of land from agriculture to hard development.</p>
<p>4. Prudence in the Use of Resources</p> <p><i>(j) Making best use of past investment in buildings and infrastructure.</i></p> <p>Housing Policy HO 5.</p>	<p>50% of new housing to be on previously developed land (including conversions).</p> <p>Reduction in housing vacancy rate to 3%.</p>	<p>Incorporation of brownfield recycling targets and housing density policies into development plans.</p> <p>Residential planning permissions on brownfield/greenfield sites.</p>	<p>Numbers and % of new houses on brownfield sites or through conversions.</p> <p>Number and % of dwellings vacant by tenure.</p>

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
Housing Policy HO 6.	Increase in housing densities in new developments to 30-50 dwellings per hectare.	Number of Local Housing Authorities with empty homes strategies.	Net housing densities in new developments.
<p><i>(k) Minimising waste and pollution, avoiding loss or damage to irreplaceable natural and cultural assets and safeguarding the region's resources of green fields, biodiversity, primary minerals and water.</i></p> <p>Waste Policy RE 5.</p>	<p>Reduction in amount of waste going to landfill.</p> <p>Increase in % of waste recovered, recycled or composted.</p> <p>Improvements in air quality/reduction in greenhouse gases.</p>	Number and capacity of recycling sites.	<p>Levels of waste arisings; amount and % disposed to landfill; recovery of waste and energy production from waste.</p> <p>Days when recorded air pollution is moderate or high.</p>
Water Policy RE 1.	<p>Reductions in water consumption per head.</p> <p>Improvements in river and sea water quality.</p>	Investment in sewage treatment works and infrastructure.	<p>Water transfer/flow levels in selected rivers; abstraction from ground water aquifers.</p> <p>Proportion of river length classed as good or fair.</p> <p>% of beaches reaching EU bathing water standards.</p>

Aims/Objectives/Policies	Indicative Targets/Areas where Targets should be Defined	Output Indicators	Outcome Indicators
<p>Energy Policy RE 6.</p> <p>Minerals Policy RE 4.</p>	<p>Increase in % of total energy generated from renewable sources.</p> <p>Increase in % of aggregates produced from secondary sources.</p>	<p>Investment in renewable energy projects.</p>	<p>11-15% of electricity from renewable sources.</p> <p>Levels of extraction of primary aggregates/other minerals; levels of aggregates from secondary sources.</p>
<p><i>(l) Encouraging integrated relationships between economic activity and housing, both in terms of scale and distribution.</i></p> <p>Spatial Strategy Policies SS 1 SS 4.</p>	<p>Increase in proportion of new housing and employment development at PUAs.</p> <p>Reduction in long-distance commuting.</p>	<p>Distribution of housing in Structure Plans.</p> <p>Policies and land allocations in development plans reflecting regional spatial strategy.</p>	<p>Number and % of new homes built at PUAs/other designated centres for growth/rural areas.</p> <p>Extent of 'self-containment' in major settlements.</p> <p>Average length of journeys to work.</p>

Glossary

Word	Definition
Affordable housing	Both low cost and social housing that will be available to people who cannot afford to compete for housing in the open market.
Aggregates	Naturally occurring bulk materials suitable for use in the construction industry as concrete, mortar, finishes or roadstone or for use as constructional fill or railway ballast.
Agricultural Land Classification	A classification used by the Ministry of Agriculture, Fisheries and Food (MAFF), Grade 1,2 and 3A being the most versatile grades.
Air Services Study	A Government funded study on air services in the South West at Bristol, Bournemouth, Exeter, Plymouth and Newquay airports.
Allocations	Land selected for development in local plans, but as yet without planning permission.
Areas of Outstanding Natural Beauty (AONB)	Areas of attractive and unspoilt countryside designated under the National Parks and Access to the Countryside Act 1949.
Areas of Tranquillity	Areas largely unaffected by high levels of development.
Atlantic Arc	Grouping of European Regions along the Atlantic coast with common characteristics.
Avon	The area containing the Unitary Authorities of Bath & NE Somerset, Bristol, North Somerset and South Gloucestershire and which formerly was the County of Avon.
Biodiversity	The range of plant and animal species present in an area.
BPEO (Best Possible Environmental Option)	The option that provides the most benefits or the least damage for the environment, as a whole, at acceptable cost, in the long term as well as the short term. (defined in the 12th report of the Royal Commission on Environmental Pollution).
Brownfield	Development sites that have been previously built upon.
Commitments	All land with current planning permission or allocated in local plans.
Community Forests	A joint initiative between the Countryside Commission and the Forestry Commission to promote the creation, regeneration of well-wooded landscapes around major towns and cities.
Common Agricultural Policy (CAP)	A system of subsidies throughout the European Union to maintain farming incomes.
Comparison goods	Clothing and footwear; DIY goods; household goods, recreational goods; and other goods.
Conservation area	Areas of special architectural or historic interest, designated under s69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Convenience goods	Food, alcoholic drink, tobacco, newspapers, magazines, matches, soap and other cleaning materials.
Derelict land	Land so damaged by industrial or other development that it is incapable of beneficial use without treatment.
Development	The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land.
Development Plan	Structure Plans and Local Plans (including district wide plans, minerals and waste local plans) prepared by Local Authorities as a framework for development and land use decisions in their area.
Economically active	People aged 16 or over who are either in employment or registered unemployed.
Economic Activity Rate	The percentage of people aged 16 or over who are economically active.
Employment uses	The use (and development) of land for office, research and development, industrial and storage and distribution activities as identified in the Use Classes Order of 1987.
ESAs (Environmentally Sensitive Areas)	Areas, designated in England by MAFF, where the wildlife and landscape are of special importance and are particularly vulnerable to change arising from agricultural intensification.
European Spatial Development Perspective (ESDP)	A publication adopted by all EU member states which brings together land use, transport and economic strategies under a single spatial strategy and provides the context for a number of European initiatives.
GOSW	Government Office for the South West; the integrated Government office for the region, based in Bristol and Plymouth.
Green Belt	A planning designation designed to prevent urban sprawl by protecting open land around, or between, urban areas.
Greenfield	Land that has not been previously used for development, most often land last used for agriculture and located outside the existing built up area of a settlement.
Green Transport Plan	A plan addressing initiatives to be taken to encourage the use of more sustainable modes of travel (usually undertaken by an employers or occupier of premises).
Groundwater	Rain water that is held underground in water bearing, porous rock and sub-soil.
Heavy Rail	The conventional railway system (as opposed to light rapid transit).
Health Action Zone	Zones established since 1998 by the Dept. of Health to promote cross boundary working between organisations to provide health services. Cornwall and Plymouth are designated HAZ.

Health Improvement and Modernisation Plans	Programmes drawn up by each health authority to indicate how national health objectives are being implemented. They will also involve local authorities, other NHS bodies, local businesses, groups and education bodies As well as overall health issues for the local population, they will focus action on addressing the needs of those who are socially excluded.
Heritage coast	Stretches of undeveloped coast defined by the Countryside Commission (now part of the Countryside Agency) as being of outstanding scenic value, with special management schemes.
Infrastructure	The utilities, transport and other communication facilities required to support housing, industrial and commercial activity, including schools, shopping centres and other community and public transport services.
Intermodal freight terminal	Site equipped with facilities to transfer freight between road, rail, sea or air.
Mixed use development	Developments that include a mixture of more than one of the following: housing, employment, leisure, shopping and community facilities.
Multi Modal Study	A study examining the roles of different modes of transport along a transport corridor.
National Nature Reserve	Sites of national importance declared under s19 of the National Parks and Access to the Countryside Act 1949 or s35 of the Wildlife and Countryside Act 1981.
National Park	Countryside selected for its natural beauty and the opportunities afforded for open air recreation, designated under the National Parks and Access to the Countryside Act 1949.
Non operational parking	Parking spaces which may be provided for office/business/employment development, but which is not essential to the running of any business at the premises itself eg commuting employees and business visitors.
Nodes	Town centres and other locations that form a focus for transport routes or are important destinations.
North Fringe of Bristol	The area of land in South Gloucestershire adjoining the northern part of the Bristol city boundary between the M5, M4.
Objective 1	A EU structural fund aimed at helping regions "lagging behind" whose per capita GDP is less than 75% of the community average.
Objective 2	A EU structural fund to support areas undergoing economic and social change in the industrial and service sectors, declining rural areas, urban areas in difficulty and depressed areas dependent on fisheries.
ONS	Office for National Statistics.
Operational parking	Parking which is essential to the operation of a business being carried out at premises eg servicing and delivery vehicles.
Park and Ride	An arrangement whereby car users are encouraged to leave vehicles in car parks on the periphery of a town or city and complete the remainder of their journey by public transport.

Peripheral areas	Parts of the region that are considered remote from and economically disadvantaged when compared to the central and more prosperous regions in Europe.
PPG	Planning policy guidance note issued by DETR (sometimes in conjunction with other government departments) which sets out the national planning policy contexts for Local Authorities to take into account in their planning work. Guidance on minerals is contained in a series of Minerals Planning Guidance Notes or MPGs.
PNR	Private non-residential parking – usually in conjunction with office or business use.
Precautionary Principle	Requires that where there are significant risks of damage to the environment, precautionary action to limit the impacts is taken, even where scientific knowledge is incomplete.
Primary Route	A road (not a motorway) which forms part of the primary national network for long distance traffic and is distinguished by green backed traffic direction signs.
Proximity Principle	The disposal of waste close to the point of generation.
PUA	Principal Urban Area (usually an urban area in excess of 50,000 population).
Ramsar Site	A wetland SSSI designated under the Ramsar convention as being of international importance.
Rapid Transit	Fast modern tram system running on rails or concrete guideways, often using cars coupled together.
RAWP	Regional aggregates working party; established in the 1970s to identify and consider likely problems in the supply of aggregate minerals. The south west RAWP is one of 10 nationally.
RDA (Also SWRDA)	South West Regional Development Agency; – one of the Agencies set up in 1998 by Government in each region with powers to coordinate and promote regeneration and encourage inward investment.
RPG	Regional Planning Guidance
Regional Shopping Centre	Out of town shopping centres generally over 50,000 sq m gross retail area, typically enclosing a wide range of clothing and other comparison goods, such as the Mall at Cribbs Causeway.
RTAB	Regional Technical Advisory Body on waste.
Rural Development Plans	A EU requirement under the Rural Development Regulations that provides the legal base for CAP funding for measures to support environmental action and rural development.
SAC	Special area of conservation under the EU directive on the Conservation of Natural Habitats and of Wild Flora and Fauna (the Habitats directive).

SELCA	Salisbury to Exeter lineside consortium of authorities; a group of authorities, transport operators and Railtrack, set up to examine the feasibility of line improvements between Salisbury and Exeter.
SPA	Special Protection Area designated under the EC directive on the Conservation of Wild Birds.
SSSI	Sites of Special Scientific Interest designated under the Wildlife and Countryside Act 1981, designated to protect geological or wildlife features.
Structural funds	The principal means by which funding is directed to areas of the EU requiring support to further economic and social cohesion.
SWRPC	South West Regional Planning Conference. A grouping of all local authorities in the region. It was incorporated into the Regional Assembly in 2000 and which succeeded the Conference as the Regional Planning Body.
Sustainable Development	Development which meets the needs of the present without compromising the ability of future generations to meet their own needs (World Commission on Environment and Development 1987 – the Brundtland Commission).
Townscape	Those elements of the natural and built environment that together give urban areas their sense of identity and distinctiveness.
TENs	Trans European Networks – high-speed passenger and freight transport routes that link the region and UK with central Europe.
Trunk Roads	Long Distance Routes (including most motorways) for which the Government Minister is the Highway Authority.
LTP	LTPs: Plans which outline a Local Authority’s strategy for dealing with transport in their area, designed to coordinate and improve local transport provision; they are used as the basis for allocating resources and transport capital expenditure.
Traffic management	Schemes to regulate traffic speeds alter road capacity or increase safety within the existing highway width. Includes traffic signals, bus priorities, parking controls, traffic calming, pedestrian crossings, one way systems, road closures etc.
Urban fringe	The area of land immediately adjacent to the outer edge of large built up areas before the open countryside is reached.
W10W	An enhanced freight loading gauge to take containers of 2.90m (9’6”) high and 2.5m across, on wagons of 1m deck height (universal standard gauge U1C+).
Windfall sites	Individual sites arising on an unpredictable basis and not identified in local plans or through other formal planning policies.

Annex A

Accessibility and Parking Standards

1. PPG 11 advises that RPG should provide 'public transport accessibility criteria for regionally or sub-regionally significant levels or types of development, ...to guide the location of new development and the provision of new transport services or infrastructure.' and 'advice on the approach to be taken to standards for the provision of off-street car parking'. The Regional Assembly prepared the following guidelines following the publication of Draft PPG13 prior to the Public Examination into RPG. These provide a useful starting point for the development of these two important policy instruments. However they require further refinement, in particular the parking standards reflect those contained in draft PPG13 and need further development to allow them to more directly support the spatial strategy and contribute to the development of demand management.
2. The accessibility criteria are perhaps too detailed for the RPG. The Secretary of State requested welcomes comments on how these can be developed to provide sharper guidance for RPG.

Car Parking

The Regional Planning Conference as it then was prepared interim regional car parking standards set out below. Standards are expressed as a maximum and rigorous standards need to be developed for individual PUAs, within a Local Plan.

The interim maximum parking standards set out below have been developed with reference to PPGs 11 and 13 and PPG3. In view of national policy development in this field maximum parking standards set out below should be considered as interim guidance pending further testing at the local level. An early review of the Regional Transport Strategy is expected following receipt of MMSs and air services studies. The effectiveness of parking standards should be comprehensively assessed as part of this review process.

Interim Maximum Parking Standards

Maximum parking in new development should be provided in accordance with the interim car parking standards listed below. No development should be permitted with more car parking than the regional standard, except as a temporary measure as part of a phased development, guided by a Green Transport Plan and incorporated into a legal agreement.

Interim Maximum Parking Standards

Use	Regional Maximum Parking Standard*
Food Retail	1 space per 14 sq m
Non-Food Retail	1 space per 20 sq m
Cinemas and conference facilities	1 space per 5 seats
D2 including leisure	1 space per 22 sq m
B1 including offices	1 space per 30 sq m
B2 Employment	1 space per 50 sq m
B8 Warehousing	1 space per 200 sq m
Hospitals	1 space per 4 staff + 1 space per 3 visitors
Higher & further education	1 space per 2 staff
Stadia	1 space per 15 seats

*1 space per square metre of gross floorspace unless otherwise stated.

Transport Accessibility Criteria

This section sets out criteria for accessibility that should be used to assess new development. These can also indicate where improvements are likely to be needed to the accessibility of existing development. There are separate criteria for residential and non-residential development, reflecting the different patterns of travel associated with these two categories.

These are minimum criteria, applying across the South West region as a whole. Local authorities are encouraged to set tighter standards where these would be appropriate. The national policy context for developing transport accessibility criteria is still developing and the target distances for accessibility criteria have not been rigorously tested at the local level. The criteria set out below should therefore be considered as interim guidance. The early review of the Regional Transport Strategy to take account of the results of transport studies, should review the accessibility criteria set out below in the light of local experience and emerging national policy.

Interim Transport Accessibility Criteria

Residential Development

Residential development should be proposed within walking distance of a food shop and a primary school.

Major residential development should be within walking distance, or should have access by public transport*, to employment, convenience and comparison shopping, secondary and tertiary education, primary and secondary health care, leisure and other essential facilities.

In most cases this will involve public transport services to and from the centre of a PUA, Other Urban Area and/or to other key facilities where these are located outside the town centre(s).

Provision should also be made for cycling between the development and the non-residential facilities referred to, where these lie within 4 Km of the development.

See tables below for definitions of walking distances and public transport access.

Non-residential development

All major non-residential development should be accessible within walking distance* and/or by public transport* to a majority of its potential users.

Provision should also be made for cycling between the development and its catchment area, where this lies within 4 km of the development.

**See tables below for definitions of reasonable walking distances and adequate public transport access.*

Table 1 : Desirable Maximum Walking Distance (Interim Criteria)

For **residential developments**, this table defines the maximum distances within which facilities are considered to be within reasonable walking distance of the development. For **non-residential developments**, it defines the pedestrian catchment area of the development.

Facility	Target distance	Maximum distance
Food shop, primary school	300m	600m
Other non-residential facilities	600m	1000m
Bus stop	200m	400m
Bus station	–	600m
Railway station	–	800m

Table 1: Notes:

- The Target distance is the maximum desirable distance that people should be expected to walk and should usually apply as a maximum in PUAs and other significant towns.
- The maximum distance should apply throughout the rest of the region, but only exceptionally in PUAs and other significant towns.
- Steep gradients will effectively reduce these distances.
- All walking routes must be safe, i.e. provided with footways and crossing facilities where necessary and lit at night.
- Footpaths should be designed to ensure natural surveillance from adjacent property.

Table 2 : Maximum Public Transport and Car Travel Times

For **residential developments**, this table defines the maximum travel times within which facilities are considered to be adequately accessible by public transport from the development. The user should refer to the “public transport” column corresponding to the area where the development is located and ignore the “car” columns.

For **non-residential developments**, the table defines the relative catchment areas of the development by public transport (PT) and car. The user should refer to the “PT” and “car” columns corresponding to the area where the development is located in order to assess the relative accessibility of the site

Travel Time (minutes)				
	PUAs/urban areas *		Other areas	
	PT	Car	PT	Car
Shopping and education	25	15	45	30
Other non-residential facilities	30	20	60	40

Table 2: Notes:

- Public transport times include walking to bus stop / station, transport time (including any interchange) and walking from the bus stop / station.
- Desirable maximum walking distances to and from bus stops and bus and railway stations are shown in Table 1 above.

Table 3 : Interim Criteria for Adequate Public Transport

- Public transport service should be accessible within walking distance from both journey origin and destination and provide a frequency of service and hours of operation suitable for the journey purpose.
- Public transport services must operate during all the hours that the non-residential facility is open to users, including staff working hours.
- The frequency of public transport services should correspond to existing best practice in the area where the development is located, subject to minimum frequencies as follows:

Table 3 : Ideal Frequencies To Ensure Maximum Accessibility By Public Transport (Interim Criteria)

	PUAs	Other Urban Areas	Other areas
Mon – Sat 0700-1900	15 minutes	30 minutes	60 minutes
Evenings and Sundays	30 minutes	60 minutes	120 minutes

Car Parking and Accessibility: Definitions Used

In the context of parking and accessibility the following descriptions have been used

PUAs	Principal Urban Areas
Major development	As defined in PPG13 as those requiring transport assessments, or residential sites in excess of 100 dwellings
Relative Accessibility	The proportion of potential users who have a choice of mode to travel to the development site relative to the total potential users within the car based catchment,
Modal Split	The proportion of travel by alternative modes
Transport Assessments	The assessment of traffic and travel implications of the proposed development

Annex B

Relevant Policy Guidance Notes

Planning Policy Guidance Notes

PPG1	General Policy and Principles
PPG2	Green Belts
PPG3	Housing
PPG4	Industrial and Commercial Development and Small Firms
PPG5	Simplified Planning Zones
PPG6	Town Centres and Retail Developments
PPG7	The Countryside: Environmental Quality and Economic and Social Development
PPG8	Telecommunications
PPG9	Nature Conservation
PPG10	Planning and Waste Management
PPG11	Regional Planning Guidance
PPG12	Developments Plans
PPG13	Transport
PPG14	Development on Unstable Land
PPG14A	Annex 1: Landslides and Planning
PPG15	Planning and the Historic Environment
PPG16	Archaeology and Planning
PPG17	Sport and Recreation
PPG18	Enforcing Planning Control
PPG19	Outdoor Advertisement Control
PPG20	Coastal Planning
PPG21	Tourism
PPG22	Renewable Energy
PPG22A	Annexes to PPG22
PPG23	Planning and Pollution Control
PPG24	Planning and Noise
PPG25	Development and Flood Risk

Mineral Planning Guidance Notes

MPG1	General Considerations and the Development Plan System
MPG2	Applications, Permissions and Conditions
MPG3	Coal Mining and Colliery Spoil Disposal
MPG4	Revocation, Modification, Prohibition and Suspension Orders
MPG5	Stability in Surface Mineral Workings and Tips
MPG6	Guidelines for Aggregate Provision in England
MPG7	The Reclamation of Mineral Workings
MPG8	Interim Development Order Permission – Statutory Provisions and Procedures
MPG9	Interim Development Order Permission – Conditions
MPG10	Provision of Raw Materials for the Cement Industry
MPG11	The Control of Noise at Surface Mineral Workings ¹
MPG12	Treatment of Disused Mine Openings
MPG13	Guidelines for Peat Provision in England, including the place of Alternative Materials
MPG14	Review of Mineral Planning Permissions
MPG15	Silica Sand
MPG17	Oil, Gas and Coalbed Methane

¹ A consultation draft of revised MPG11, 'Controlling and Mitigating the Environment Effects of Mineral Extraction in England', was issued in May 2000

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