

RSS The Draft Regional Spatial Strategy
for the South West 2006 - 2026

THE DRAFT REGIONAL SPATIAL STRATEGY

*South West
England*

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the South West Regional Assembly.

Consultation on the Draft Regional Spatial Strategy for the South West and Next Steps

This Draft RSS for the South West has been produced by the South West Regional Assembly - a partnership of Councillors from all local authorities in the region and representatives of various sectors with a role in the region's economic, social and environmental well-being. The Assembly is the Regional Planning Body, and as such has worked with a wide range of partners and stakeholders to prepare the Draft RSS.

The Draft RSS is open for a 12 week formal consultation period. Details of the consultation dates and how to respond are given in the letter accompanying this document. Please send your comments to the Panel Secretary, not the Regional Assembly.

Following consultation, there will be an Examination in Public (EiP) before an independent Panel appointed by the Secretary of State. All consultation responses will be taken into account and will be used to help determine the matters to be discussed at the EiP. It is the responsibility of the Panel to identify a list of matters and invite participants to attend the EiP. In general, the choice of participants will flow from the matters selected for examination. There is no automatic right to appear at the EiP. There will be an opportunity to comment on the list of matters and attendance at the EiP before these are finalised.

The Panel will prepare a report following the EiP, which will be sent to the Secretary of State and will be made publicly available. The Secretary of State will then issue proposed changes to the Draft RSS with a reasoned statement of the decisions. There will be a period of at least eight weeks to comment on the proposed changes. The Secretary of State will then approve and issue the revised RSS.

Timetable

Early June 2006 - Publication of Draft RSS for consultation

Late August 2006 - Closing date for consultation responses

Spring 2007 - Examination in Public

Mid 2007 - Publication of Panel Report

End 2007 - Secretary of State issues proposed changes to the Draft RSS followed by an 8 week consultation period

Early 2008 - Revised RSS issued

Getting Your Copy

All the documents referred to above will be available from the South West Regional Assembly website: www.southwest-ra.gov.uk

Copies of the documents will also be made available for inspection at the South West Regional Assembly's office during normal office hours, as well as main council offices and libraries across the region.

Copies of the Executive Summary, supported by full copies of the Draft Regional Spatial Strategy on CD, are available from the South West Regional Assembly. These can be requested from the Assembly at the contact details given below.

Additional copies of the full set of printed documents are available from the Assembly at the cost of £30.00 per set (inc VAT).

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FOREWORD

The South West has a wealth of attributes which make it a popular and attractive place to live, work and visit. Producing a strategic plan for the region is a real challenge given its geographic size and diversity, and special environment. The region is continuing to grow and we are facing up to this future with a strategy which aims to locate development in places where jobs and homes can be more in balance. This will, we hope, in turn, reduce the need to travel so much by car. This will inevitably take time to have an effect. Much development is in the pipeline within the planning system and we will need to work through this over the next few years, but we are committed to policy and action to make our region sustainable.

Key to achieving this are sufficient resources to make sure important infrastructure is put in place before, or at the same time as, development occurs. Only in this way can we prevent infrastructure 'deficits' arising in future, and ensure poor living and working environments do not arise as a result of this strategy. The Assembly remains gravely concerned that the resources required to deliver the very substantial investments in social, health, educational and transport infrastructure will not be in place to facilitate the high levels of development envisaged in the strategy. While every effort is being made within the region to generate funding from development and other sources, significant investment by Government will be required.

We believe firmly in maintaining and enhancing the environmental excellence of the South West, but this is difficult with the scale of growth and change which the region will experience. While the region wishes to make its contribution to achieving the national targets for reducing emissions, it is clear that relatively high rates of growth of population and transport will make this very difficult. We have taken on board the Government's targets to reduce CO² emissions over the 20 years of this plan, but recognise that our efforts may well fall short as many of the factors which have an influence are beyond our control,

such as the cost of fuel, national airports policy, building regulations, etc. These are issues that will need to continue to be debated regionally and nationally.

Technical projections suggest that a high rate of population growth will continue, and the economic prospects for most of the region are good if supported by positive planning, particularly for the growth and development of our strategically significant cities and towns. This Regional Spatial Strategy (RSS) has been developed in tandem with the Regional Economic Strategy (RES), and the growth issue has been debated fully. Much detailed work has been carried out at a sub-regional level to identify the future role and function of the region's key urban areas, which we believe will be the economic 'engines', and there is a continuing debate about the future of our many rural communities which the Draft RSS supports through appropriate development. We hope that this Draft RSS is 'business friendly' and supports the high quality development necessary to enable the region's economy to flourish and regeneration to take place.

One of the important roles of the Draft RSS is to translate strategy into proposals for the provision of new homes. This is a complex process. Technical projections suggest that around 25,000 new homes per year could be needed to align with the 20 year population and economic forecasts, and contribute to the 'Barker' agenda. However, more detailed assessments taking account of the advice of the Strategic Authorities, regarding the ability of parts of the region to absorb development with locally acceptable environmental consequences, leads to the level of provision in this plan for approximately 23,000 new homes per year. Careful monitoring of change, and the consequences of making this level of housing provision, will need to take place to ensure basic needs for accommodation are met over the plan period. With this in mind, this Draft RSS is set firmly within the approach of 'Plan, Monitor, Manage' rather than 'Predict and Provide'.

Jackie Longworth



Chair –

South West Regional Assembly

Julian Johnson



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Regional Spatial Planning and Transport Group

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1 A SUSTAINABLE FUTURE FOR THE SOUTH WEST



1.1 The South West Region Today

1.1.1 Geographically, the South West is the largest of the English regions. The north of Gloucestershire is as close to Scotland as it is to Lands End in Cornwall. The population is about five million, with the largest proportion of older people of any English region, and this is set to increase. The population is also more dispersed, with around 35% living in settlements of fewer than 10,000 people and a higher proportion of very small villages than any other region. Some parts of the region are very sparsely populated and accessibility varies. The larger urban areas, such as Bristol, Plymouth, Bournemouth and Swindon, are the most significant employment locations and this role is of increasing importance. Many of the region's smaller towns play an important role as key service centres and transport hubs serving rural hinterlands. The South West faces some real challenges now and in the future and many of these relate to, or are worsened by, its geography and characteristics.

1.1.2 It is an exciting time to be living in, working in or visiting the South West of England. The economy and population have been growing for at least the last 20 years. There is a wealth of attributes that support the high quality of life that attracts people to the region. The economy of the region is generally buoyant, attracting labour, although the jobs on offer are not always attractive to younger people, many of whom leave the region. The South West has successfully attracted investment from world class leaders, for example the Meteorological Office, and there are exciting developments in many areas, for example the Combined Universities' project in Cornwall, Bristol's 'science city' status, and projects that focus on regeneration and draw on local potential, such as the 'Living Coasts' facility at Torbay, and the Eden Project. The South West benefits from a number of vibrant cities and towns which contribute significantly to the region's economic performance, culture and distinctiveness. Investment over the last decade has transformed the core of many of the region's towns into more attractive retail and cultural centres, increasingly enjoyed by residents and visitors.





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1.1.3 The natural landscapes and historic environment are second to none. World Heritage Sites, National Parks and Areas of Outstanding Natural Beauty cover over a third of the region and the coastline, over 1,130 kilometres in length, is extensive and internationally renowned; for example the recently designated Jurassic Coast World Heritage Site. The beauty of the natural environment is complemented by a range of cultural and historic strengths exhibited in places such as Bath, Stonehenge, Newquay and Glastonbury. These factors are crucial to the attractiveness of the South West and help to explain why 26 million visitors a year choose to come here. There are real strengths within the South West's economy that build on these characteristics, for example aerospace, marine, creative industries, environmental technologies, tourism and the food and drink sectors. The high environmental qualities of the region should be seen not solely as a constraint upon development (although sound stewardship of this heritage is vital) but as a major contributor to quality of life and a direct or indirect source of employment for many people.

1.1.4 In character, the South West is usually seen as a maritime and largely rural region. More than three million people (62% of the population) live within 10 kilometres of the coastline and the coast continues to play a pivotal role in the region's economy. Most people live in or close to rural settings. Many live in smaller towns and villages, but increasingly use the region's cities and main towns for work and services. The rural areas of the South West are a major contributor to quality of life for all the region's residents and to the economic strength of the region. The more rural parts of the region have had mixed fortunes however, with some places badly affected by changes in the farming industry. Agriculture and the other land based industries who manage most of the region's countryside need to continue to adapt to challenges such as re-alignment of agricultural support. Although challenging problems persist, there are also real opportunities to develop integrated approaches to rural development and to celebrate and implement the fifty or more town and community plans already prepared at market town level.

1.2 Planning for the Future: The New RSS, Regional Planning Guidance 10 and Structure Plan Policies

1.2.1 Preparation of this planning strategy for the region does not start with a blank sheet of paper. The RSS will supersede Regional Planning Guidance (RPG) 10, which was prepared in the late 1990s, and looked ahead to 2016. The essence of the RPG 10 strategy is to direct most development to 11 Principal Urban Areas and a number of other strategic centres for growth while catering for a range of needs across the region, integrating transport and planning and protecting the environment. Appraisal of RPG 10 has shown that the thrust of the strategy was broadly correct, but that it needs refreshing to roll forward policies and proposals to 2026. In arriving at this Draft RSS, a number of options were tested through public discussion and various pieces of technical assessment. The outcome from that phase of preparation of the Draft RSS was to proceed with an evolution of the RPG 10 core strategy building in more sensitivity to the diversity of the region. The new strategy for the region is therefore more positive, more explicit and more prescriptive regarding matters that require a strategic approach. These often cross administrative boundaries where a clear steer in the RSS is necessary in the interests of good strategic planning.

1.2.2 Since RPG 10 was prepared, economic growth has been sustained and has exceeded that which was originally expected and planned for. The data and information used in preparing this Draft RSS suggests a demand for development which is substantially above the RPG 10 level. Some of the trends contributing to this revised growth scenario are outlined in more detail in Section 2. The RSS cannot, of itself, solve all the region's issues of growth, performance and development, and many drivers of change lie outside its control. Global markets, social change and lifestyle choices will all have an impact, sometimes completely unpredicted.

1.2.3 The RSS will look forward to 2026 and is designed to manage the change and development the South West will need if it is to rise to the challenge of a growing population and play its role in national and regional prosperity. It is a new kind of strategy – spatial and functional in approach – responding to the Government's challenge to build sustainable communities. "Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they can function".¹

1.2.4 The RSS influences the future planning of the region in a number of ways:

- As part of the development plan system it provides guidance on the location and scale of development for interpretation in Local Development Frameworks (LDFs)
- It guides investment in transport and provides a framework for the preparation of Local Transport Plans (LTPs)
- It provides a spatial context for the plans, programmes and investment of other agencies and organisations in the South West

1.2.5 There is a clear distinction in the text in this Draft RSS between the numbered bold statements in shaded boxes which provide the policy proposals of the Draft RSS and the supporting text which provides justification and some explanation of the policy position proposed; other bold statements are included to emphasise points and state clearly the principles and priorities which guide the Draft RSS.

¹ *Planning and Policy Statement (PPS) 1: Delivering Sustainable Development, paragraph 30.*

1.2.6 When the RSS is finally published, countywide Structure Plans will be superseded, and their policies replaced by the RSS. Until that time, Structure Plan Policies are 'saved' (Policies can be 'saved' for a period of three years from commencement of the Planning and Compulsory Purchase Act 2004, or adoption of the Plan, whichever is later).

- In Cornwall, the Cornwall Structure Plan (adopted September 2004) policies are saved until September 2007
- In Devon, the Devon Structure Plan (adopted October 2004) policies are saved until October 2007
- In Swindon and Wiltshire, subject to any legal challenges received, the Structure Plan will be adopted in April 2006 and will be saved until April 2009, or until superseded by the published RSS, whichever is sooner
- Structure Plan Policies for the following areas are saved until September 2007:
 - In the former Avon area, the Joint Replacement Structure Plan (adopted September 2002) policies
 - In Dorset, the Bournemouth, Dorset and Poole Structure Plan (adopted October 2000) policies
 - In Somerset, the Somerset and Exmoor Joint Structure Plan (adopted April 2000) policies
 - In Gloucestershire, the Gloucestershire Structure Plan Second Review (adopted November 1999) policies

1.2.7 Given the RSS timetable, it is likely that the RSS will be published in its final form during 2008. To avoid a policy 'void' between the time when the three year period for saved policies ends, and when the final RSS is published, the Regional Planning Body (RPB) will, in accordance with paragraph 2.57 of Planning Policy Statement (PPS) 11, discuss with Structure Plan Authorities during the formal consultation period, which policies from their Structure Plans should be saved after the three year period expires and before the RSS is finalised. The case will then be made to the Secretary of State to make a direction to this effect.

1.2.8 The development of this Draft RSS has been informed at every stage by inputs from the Strategic Sustainability Assessment (SSA) process which combines the requirements of a Sustainability Appraisal under PPS11, and a Strategic Environmental Assessment (SEA) under the 'European SEA Directive'². The Assessment has been carried out by independent consultants to help improve the overall sustainability of this Draft RSS. In their opinion, the Draft RSS and policies should help to deliver a more sustainable approach to future development in the South West. Policies have been strengthened in order to help address the issues of climate change, which poses a serious challenge to the South West. The RSS has a major role to play in terms of helping to achieve development which emits less CO₂. Paragraph 1.7.2 indicates clearly the limitations of the Draft RSS in this respect, and the need for national and international action and changes in individual behaviour to help achieve the region's sustainability ambitions.

1.3 What Sort of Region Do We Want To Be?

1.3.1 The regional future this Strategy is working towards can be summed up as one where:

- **All communities enjoy the benefits of further development and where housing needs are satisfied**
- **The economy continues to prosper**
- **Rural parts of the region fulfil their economic potential with vibrant market towns at their core**
- **Bristol becomes a major European city**
- **Plymouth continues its renaissance and becomes the economic hub of the far South West**
- **Swindon, Exeter, Cheltenham/Gloucester, Bournemouth/Poole, Weston-super-Mare and Taunton develop as important focal points for economic growth**
- **Regeneration of the Cornwall towns, Forest of Dean and Torbay and other priority areas continues to have effect**
- **Growth is supported by necessary infrastructure in step with development**

² Directive 2001/42/EC, on the assessment of certain plans and programmes on the environment.

1.4 Major Challenges the Region Faces

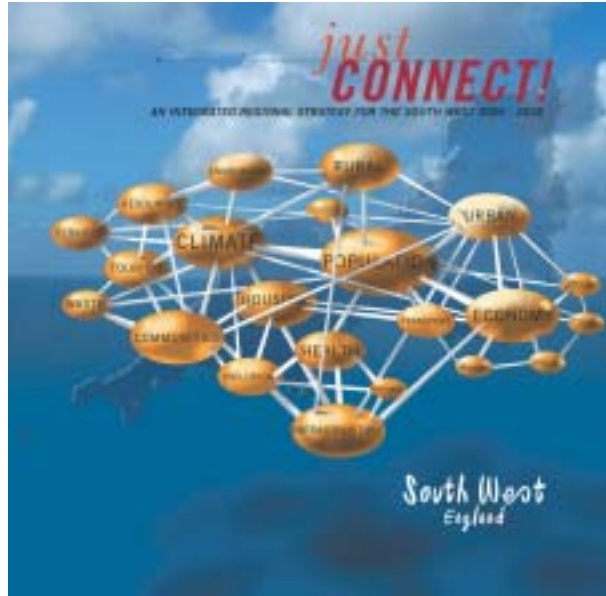
1.4.1 The momentum of change in the South West looks set to continue. Unless it is planned for in a constructive and creative manner, with sustainable development at the heart of the strategy, growth has the potential to erode the very quality of life that makes the region distinctive. There has been much debate in the region about the direction of travel the South West should take. At the heart of this Strategy is the desire to create a region that is more sustainable than it has been, with better balanced and more sustainable communities within it.

1.4.2 Analysis of the issues and factors likely to influence change³, and the desire to move forward sustainably, have led the main regional agencies and organisations to respond constructively to the challenge by endorsing the Integrated Regional Strategy (IRS) *'Just Connect!'*. This overarching document contains five headline aims and a series of 'crunch' objectives which regional partners have agreed will be the focus for regional policy and delivery. The RSS will be a key delivery mechanism for *'Just Connect!'*; consequently, throughout this document the links between the Draft RSS and the region's aims are identified so that the contribution of the Draft RSS to the region's agreed agenda can be identified. *'Just Connect!'* endorses the vision for the region set out in the Regional Sustainable Development Framework⁴.

"the South West must remain a region with a beautiful and diverse environment. By working together and applying the principles of sustainability we can achieve lasting economic prosperity and social justice whilst protecting the environment. This approach will secure a higher quality of life now and for future generations."

1.4.3 Alongside other plans and programmes in the region, the RSS will play its part in delivering this vision. The Draft RSS is the spatial expression of the region's policies – and has a particular role in responding to the following 'key challenges' of *'Just Connect!'*:

"the region is growing and we anticipate an extra half a million people in the region by 2016."



The Draft RSS plans positively for population growth by seeking to maximise the benefits of growth to the South West. The Spatial Strategy and development policies in Section 3 and the sub-regional policies in Section 4 set out the framework for managing growth and change in the most sustainable way and policies for delivering sustainable communities in the South West are included in Section 6. Population growth will inevitably contribute to the increased diversity of people in the South West, and plans and policies should give due regard to the elimination of all forms of discrimination, the promotion of equality of opportunity and good relations between persons of different age, race, gender, ability, belief and sexuality.

"climate change is a serious global issue already affecting the South West."

This Draft RSS recognises climate change as a cross-cutting issue that requires measures to both adapt to and mitigate the effects of change by tackling the dispersal of development, promoting sustainable use of resources (and sustainable construction as the norm) and identifying areas and infrastructure vulnerable to change. It also seeks to respond positively to opportunities which might arise as the region's climate and environment change.

³ *'Trends and Challenges for the South West – Key Issues for the Future of the Region'* November 2003 (South West Regional Assembly)

⁴ *'A Sustainable Future for the South West'* 2001 (South West Regional Assembly and Sustainability South West)

“we have a significant problem with housing affordability resulting from high demand and relatively low wages.”

The Draft RSS, in combination with the Regional Housing Strategy (RHS) determines the broad location and rates of new housing development throughout the region. The issue of affordable housing is dealt with in Section 6.

“we have high employment rates but relatively low productivity; we also have marked contrasts within the region and the widest variations in overall economic performance of any English region.”

The Draft RSS through its development policies seeks to ensure that opportunities for realising the economic potential of the region are not missed, in the face of competitive pressures from elsewhere in the UK and overseas. The Draft RSS, in aligning with the Regional Economic Strategy (RES), determines the whereabouts of new development, regeneration and infrastructure as a means to encourage economic development and targets regeneration to address these disparities. In this Draft RSS, priorities in Section 9 will guide investment to places of greatest need.

“we have a dispersed population, which is a challenge for the effective delivery of services.”

The Draft RSS seeks to use development to support all communities in the region recognising that encouraging some of the larger settlements to grow will assist service provision by achieving economies of scale and maximising accessibility. The Spatial Strategy in Sections 3 and 4 sets out the approach to service provision and accessibility.

“we are losing our young people and university graduates, partly because of the relatively poor career prospects in management and high value added sectors.”

The Draft RSS, in aligning with the RES, recognises the contribution of development to providing much needed well-paid employment opportunities in places right across the South West. Providing development that will support the further expansion of knowledge-based employment in the region’s urban centres will be particularly important. Policies in Sections 4 and 8 set out positive proposals to support economic development.

“we are producing waste at a rate disproportionate to our population.”

The Draft RSS contains a framework for local waste and mineral planning policies in Section 7, building on the Regional Waste Strategy.

“the environment is under pressure exemplified by loss of and damage to natural and historic assets, increasing demands for natural resources and poor local environmental quality.”

The environment is the region’s prime asset, it is a ‘driver’ of economic activity and a major component of the quality of life of residents including those living in cities and towns. The region’s cultural facilities, services and experiences also add to the cohesion and sustainability of communities. Section 7 contains policies for cultural and environmental enhancement and protection, wise use of natural resources, drawing on the Regional Environment Strategy, Regional Waste Strategy and Regional Cultural Strategy.

“we often find it difficult to get around, because the distances between places are large; the infrastructure is often inadequate, and traffic congestion has increased.”

The Draft RSS seeks to ensure that, wherever development takes place in the region, services are planned in step with development. The Draft RSS contains a Regional Transport Strategy in Section 5 which provides a framework for new investment to bring about a ‘step change’ in public transport alongside stronger demand management measures for car use in the region’s cities and towns.

“in stark contrast to the perceived high quality of life offered by the South West, we have significant and persistent pockets of deprivation and inequality.”

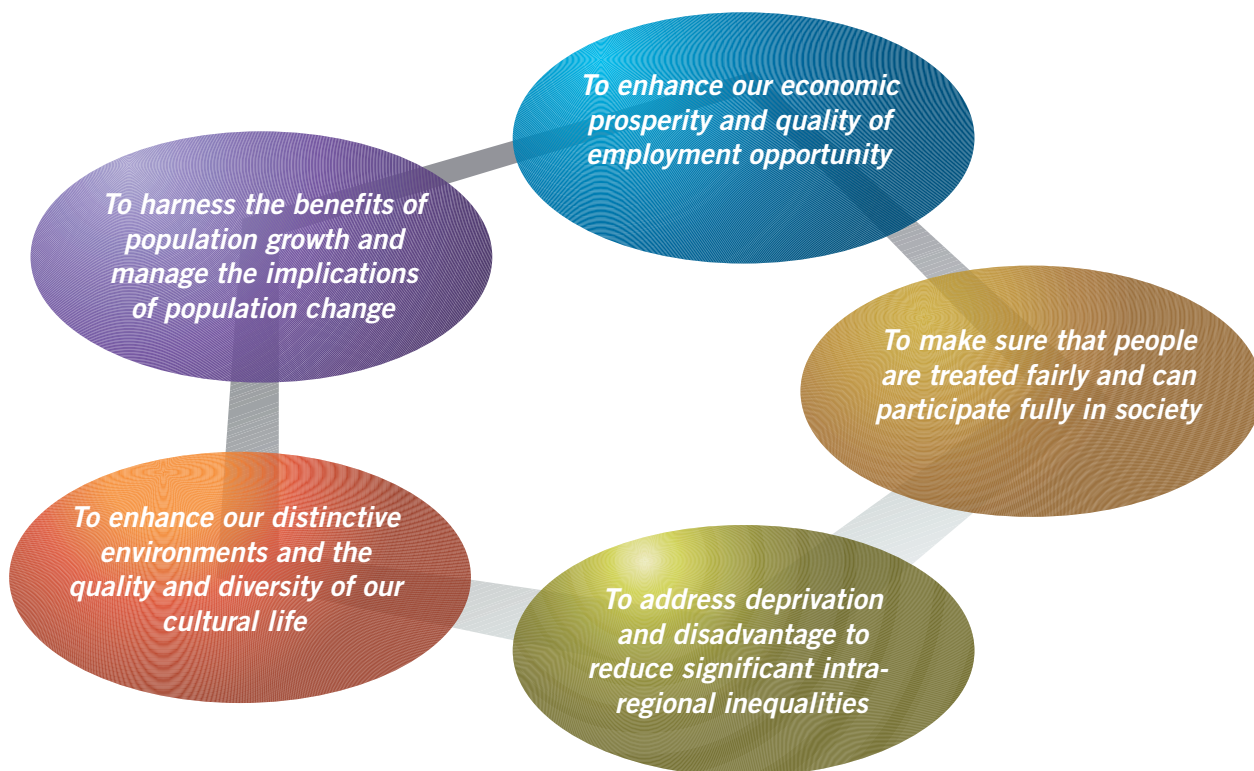
The overall development strategy of the Draft RSS is designed to ensure that development can play its full part in tackling inequality. The Draft RSS, in Sections 9 and 10, includes priorities and policies for action to address deprivation and inequality and ensure the needs of particular parts of the community are being met.

1.4.4 Many of the region's challenges set out in *'Just Connect!'* apply to all parts of the region, but there are also real differences in the ways in which they manifest themselves in different parts of the region. The aims and objectives identified in *'Just Connect!'* relate well to the priorities in *'Securing the Future'*⁵. These priorities, and their particular expression in the South West, are explored below and have helped shape the Draft Spatial Strategy presented in Section 3. The Draft RSS will be judged in terms of whether these challenges are being dealt with effectively and whether the South West is perceived to be a better place to live and work in over the next 20 years.

1.5 Linkages Between IRS Aims and the RSS

1.5.1 One of the most important aspects of the development of policy for the region has been the adoption of the IRS *'Just Connect!'* in 2004. The aims of *'Just Connect!'* provide a clear lead for spatial and development policy and there are strong linkages with different aspects of the Draft RSS:

- Aim 1 To harness the benefits of population growth and manage the implications of population change**
RSS reference Section 3, Section 4 and Section 6
- Aim 2 To enhance our distinctive environments and the quality of our cultural life**
RSS reference Section 3, Section 4 and Section 7
- Aim 3 To enhance our economic prosperity and quality of employment opportunity**
RSS reference Section 4 and Section 8
- Aim 4 To address deprivation and disadvantage to reduce significant intra-regional inequalities**
RSS reference Section 4 and Section 9
- Aim 5 To make sure that people are treated fairly and can participate fully in society**
RSS reference Section 4 and Section 10



⁵ The UK Government Sustainable Development Strategy (2005).

1.5.2 The Spatial Strategy and policies which follow in this Draft RSS will help deliver the aims of the IRS through positively planning for, and managing, growth and development in the region to improve the quality of life for all, and to create and maintain sustainable communities throughout the region.

1.6 Sustainability Principles and Policies to Guide the Spatial Strategy

1.6.1 The remainder of this Section contains four high level Sustainable Development Policies which set the broad sustainability context for the Draft RSS. What follows in Section 3 onwards is the regional and sub-regional expression of these four policies in spatial policy and development terms. Policies SD1 to SD4 will have to be interpreted also at local level, and the Draft RSS Implementation Plan includes the commitment to develop a decision making framework, which will give further clarity on how these sustainability policies can be applied in practice by Local Development Documents (LDDs) and other local policies.

A 'One Planet Economy': Sustainable Consumption and Production

1.6.2 There is a tension which the Draft RSS must help resolve, between further population and economic growth and the imperative to reduce resource consumption and, most importantly, the decoupling of growth and CO₂ emissions. Consumption of natural resources or 'ecological footprint' has a global impact. Growing demands for built development, infrastructure, food, fresh water, natural materials and energy, seriously risk the erosion of environmental quality and the life systems on which we all depend. **The South West's ecological footprint is unsustainable as it stands. If everyone on the planet consumed such a quantity of natural resources and energy as an average South West resident, three planets would be needed to support life on Earth. Consequently, a shift is needed towards 'one planet', lower consumption, with lifestyles which are more resource efficient. This should include a move towards locally produced, replaceable natural resources, more efficient usage of energy, better waste re-use/recycling, and more efficient use of scarce natural resources such as minerals.**

One of the main ways of delivering this will be through adopting best practice in sustainable construction as standard in new developments (see paragraph 3.7.5) and in refurbishments as the opportunities arise. A central challenge for the Draft RSS is to promote the sustainable approach to consumption and production advocated by the UK *'Sustainable Development Strategy – how to achieve more with less'* so that the ecological footprint of the region is stabilised and then reduced. This is a real challenge given the likely scale of growth in the region and requires strong leadership and innovative solutions.

1.6.3 The region is rich in natural resources, with some nationally important mineral reserves and – as yet – relatively untapped potential for renewable energy. Minerals are a finite resource, and an essential raw material for many regional businesses and development industries. Their use does, however, have environmental and social impacts. Given the environmental quality of the South West, one of the prime concerns is that opportunities for substitution of extracted minerals by recyclates and secondary aggregates are maximised. paragraph 7.3.29 gives more details on promoting recyclates and secondary aggregates. Extraction of minerals also creates opportunities for biodiversity, geo-diversity and amenity gains through appropriate restoration and aftercare.

1.6.4 Energy consumption is a significant contributor to the region's eco-footprint. Minimising the level of demand for energy through improving energy efficiency is a major challenge as is the development of more renewable energy sources in the region. Renewable energy is an exciting economic opportunity identified in the RES and the Draft RSS provides targets and policy guidance to increase its supply. Currently, only about 3% of the region's electricity requirements are generated from renewable sources, compared to a national target of 20% by 2020. The use of energy is a significant contribution to greenhouse gas emissions and to the region's impact in terms of climate change (also see Policy SD2). By producing more of the energy we use within the region, and from renewable sources, the 'carbon footprint' can be reduced as well as providing economic benefits through creating jobs. Producing energy from a range of renewable resources will also contribute to resilience of supply. See Section 7.3 for policies relating to renewable energy.

1.6.5 Critical to achieving a more sustainable region, is the continuation of the South West's relative economic prosperity. As recognised by the RES, "prosperity is measured by well-being as well as economic wealth", and better jobs, investment in human and physical capital, and high levels of innovation all have a part to play in delivering rewarding employment, stronger and more vibrant communities, a better environment and more efficient use of resources. A successful economy relies on increasing investment and the circulation of expenditure within the region supported by effective communication links, effective use of assets and by effective lobbying and influencing at a national and international level to get the 'best deal' for the region. The role of the RES in setting out a prospectus for future economic development is very important and it is crucial that the Draft RSS and RES offer complementary approaches to development. The Draft RSS, in providing the spatial context for the RES, determines the location of new development, regeneration and infrastructure as a means of encouraging economic development and targeting regeneration to reduce disparities.

The RES vision for the region underpins the aspiration to achieve economic progress that is sustainable and can be secured within environmental limits.

"The South West of England will have an economy where the aspirations and skills of our people combine with the quality of our physical environment to provide a high quality of life and sustainable prosperity for everyone."

1.6.6 Successful economic performance could significantly boost growth in the region, with benefits in terms of prosperity, job choice and investment. However, if not managed properly the effects of growth could result in degradation of the environment, more congestion and pollution and exacerbation of economic trends that reinforce intra-regional disparities and disadvantage. Without a planned approach, recognising the importance of the 'environment driver', proposals for sustainable and thriving rural communities and an urban renaissance will not be achieved. Both the RES and Section 8 give more details on the importance of building a sustainable, low carbon, successful economy within environmental limits.

1.6.7 The need to stabilise and then reduce the region's ecological footprint in the light of continued economic growth and lifestyle choices requires active promotion of efficient use of resources by business and individuals, adopting a low carbon approach. Regional action alone is unlikely to be sufficient and will require a step change in the attitude of individuals to the environmental impacts of their consumption choices in terms of the goods and services purchased and the consequences of unlimited, relatively cheap travel. Unless these issues are also tackled nationally and internationally, the proposals of both the RES and this Draft RSS to manage growth successfully and sustainably will be more difficult to achieve.

1.6.8 For these reasons, whilst the sustainability policies are aspirational in nature, initially signalling the direction that the region wishes to move in, monitoring will allow the effectiveness of these policies to be measured. This will need to be accompanied by additional work by regional partners to examine further the exact nature and extent of environmental limits in the South West in order that these are better understood.



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SD1 The Ecological Footprint

The region's Ecological Footprint will be stabilised and then reduced by:

- Ensuring that development respects environmental limits
- Requiring the wise use of natural resources and reducing the consumption of key resources such as energy, water and minerals
- Building a sustainable, low carbon and low resource consuming economy which can be secured within environmental limits to bring prosperity and well-being to all parts of the region
- Requiring sustainable construction and design as the norm in all future development and when opportunities arise, improving the region's existing building stock in line with current best practice
- Minimising the need to travel by better alignment of jobs, homes and services, reducing the reliance on the private car by improved public transport and effective planning of future development, and a strong demand management regime applied in the region's main centres in particular
- Requiring a shift towards the more sustainable modes of transport
- Meeting national and regional targets relating to renewable energy, resource consumption/extraction and waste production/recycling

Local authorities, regional agencies and others will include policies and proposals in their strategies, plans and programmes to assess how all new developments, regeneration areas and major refurbishments contribute to stabilising and reducing the region's ecological footprint

Confronting the Greatest Threat: Climate Change

1.6.9 Climate change, principally due to the emission of greenhouse gases from human activity, is already affecting life in the South West. The region's average air temperature has increased by about 1°C since the 1960s, and the sea level is continuing to rise. Latest estimates using the UK Climate Impacts Programme scenarios (UKCIP02) suggest that net sea level rise in the South West could be between 20 and 80 cm by the 2080s, depending on the future rate of greenhouse gas emissions. This could potentially have major impacts for the region's coastline, low lying areas, infrastructure and major coastal towns and cities, and there will be further effects in future years as climate change accelerates. The long-term effects are therefore an important consideration for the RSS and any future development.

- Regionally, transport is responsible for 28% of CO₂ emissions (based on recent research by DEFRA which allocated indirect emissions to the region), with road transport dominating that total. Consequently, transport is one priority area where the RSS can have an effect by addressing the need to travel, particularly by car which is a significant challenge given the geography of the region, its rural nature which increases reliance on the car, and the growth in economic activity and population
- A further 33% of the region's emissions come from homes, with 36% resulting from industry and commerce. Policies therefore need to be directed at ensuring that all new developments release very low levels of CO₂ and existing buildings and infrastructure are upgraded as opportunities arise. The RES highlights the need to move to a low carbon economy

1.6.10 The region has a role to play in reducing its CO₂ emissions in line with national targets and recent DEFRA research, based on 2003 data, demonstrates that the region's climate change responsibilities are greater than previously thought. The Government wishes to see a 20% reduction in CO₂ emissions by 2010, and a 60% reduction by 2050, which equates roughly to a required cut in CO₂ emissions of around 30% over the RSS period.

1.6.11 Recent studies suggest that even deeper and faster cuts are needed to avoid a significant risk of unstoppable and catastrophic climate change. Additional research commissioned in support of the Draft RSS and the SSA process has demonstrated the extent to which the Draft RSS alone can contribute towards achieving necessary reductions in CO₂ emissions. Using best available estimates, this suggests that the following will be needed to make significant inroads into reducing the South West's CO₂ emissions:

- Sustainable construction, including a proposed requirement in Development Policy G that all major new development should be carbon neutral, and to ensure energy efficiency of existing building stock is improved, should contribute a 10.3% reduction in emissions
- Concentrating growth in Strategically Significant Cities and Towns (SSCTs) should contribute a further 2.2% reduction
- The effect of the Regional Transport Strategy (RTS), through improved public transport and demand management, bringing regional car use down to the existing level of the 'best' performing quartile, regional CO₂ emissions should be reduced by a further 15%

Achieving these measures through the policies in this Draft RSS will reduce CO₂ emissions by about 28% by 2026, which is very near the levels required.

1.6.12 In addition to reducing the region's greenhouse gas emissions, there is a need to consider how the region's communities should adapt to unavoidable climate change given the delayed effect of emissions reduction strategies and current estimates of future climate change and effects. In some cases measures need to be provided to reduce the effects, particularly of flooding and risk to some critical transport infrastructure.

1.6.13 Climate change also brings opportunities that the region needs to capitalise on. New business opportunities may arise for the leisure and tourism industry. With the development of the environmental technology sector, the South West also has the opportunity to become a leader in developing climate change solutions. Warmer temperatures and longer growing seasons could also lead to increased productivity and present opportunities to grow new crops.

SD2 Climate Change

The region's contribution to climate change will be reduced by:

- **Reducing greenhouse gas emissions at least in line with current national targets, ie by 30% by 2026 (compared to 1990 levels)**
- **Following the principles outlined in SD1**

The region will adapt to the anticipated changes in climate by

- **Managing the impact of future climate change on the environment, economy and society**
- **Identifying the most vulnerable communities and ecosystems given current understanding of future climate change and provide measures to mitigate against these effects**
- **Avoiding the need for development in flood risk areas and incorporating measures in design and construction to reduce the effects of flooding**
- **Recognising and putting in place policies and measures to develop and exploit those opportunities that climate change will bring**
- **Requiring 'future proofing' of development activity for its susceptibility to climate change**
- **Improving the resilience and reliability of existing infrastructure to cope with changes in climate and in the light of future demand. It will be a priority for the places identified in Section 3 to determine potential future climate change impacts and plan ways in which key services and infrastructure needs to adapt**

All Local Authorities in their LDDs will need to demonstrate how they intend to contribute towards the required 60% cut in CO₂ emissions by 2050 and how they intend to identify and respond to the potential impacts of climate change in their area.



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A Future Without Regrets: Protecting Our Natural Resources and Enhancing the Environment

1.6.14 The region has significant non-renewable resources that call for good stewardship for future generations. Clean air, water and land, as well as nationally significant reserves of minerals, are important features of the region as discussed in Section 7. The rate at which finite resources are used can change the environment irretrievably, and if not managed properly result in waste and contamination that the environment must accommodate, with knock-on effects for human health. The use of land for development can lead to loss of wildlife habitats, historic assets, increased flood risk and loss of urban green space. Poor design can also have a negative impact on local character and distinctiveness, eroding a sense of place. Reductions in tranquillity and increased light pollution are other effects which are apparent in the South West. If care is not taken, the result will be harm to the special environments and landscapes for which the South West is valued by its people and internationally.

1.6.15 The region's landscape, countryside, historic environment and coast have qualities that define the character of the South West, and which are fundamental to its appeal as a tourist destination. Tourism, although critical to the economy in some parts of the region, can have significant impacts through increased demand for resources, increased production of waste and pressure on sensitive environments. Effects can be mitigated through careful management, increased awareness and education in order to change behaviour (see Section 8.5). Agriculture and the other land-based industries, which manage most of the region's countryside, need to continue to adapt to challenges such as the re-alignment of agricultural support. The Draft RSS provides a broad strategic view of how the countryside should develop and change in future as well as a basis for local policy and decisions that support land-based industries and the roles played by small towns and villages (see especially Development Policy C and Section 7).

SD3 The Environment and Natural Resources

The region's environment and natural resources will be protected and enhanced by:

- Ensuring that development respects landscape and ecological thresholds of settlements
- Reducing the environmental impact of the economy, transport and development
- Positively planning to enhance natural environments through development, taking a holistic approach based on landscape or ecosystem scale planning
- Planning and design of development to reduce pollution and contamination and to maintain tranquillity
- Positive planning and design to set development within and to enhance local character (including setting development within the landscape of the historic environment), and bringing historic buildings back into viable economic use and supporting regeneration
- Contributing to regional biodiversity targets through the restoration, creation, improvement and management of habitats



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From Local to Global: Creating Sustainable Communities in a More Sustainable Region

1.6.16 *'Securing the Future'* states that sustainable communities should be:

- Active, inclusive and safe – fair, tolerant and cohesive with a strong local culture and other shared community activities
- Well run – with effective and inclusive participation, representation and leadership
- Environmentally sensitive – providing places for people to live that are considerate of the environment
- Well designed and built – featuring a quality built and natural environment
- Well connected – with good transport services and communication linking people to jobs, schools, health and other services
- Thriving – with a flourishing and diverse local economy
- Well served – with public, private, community and voluntary services that are appropriate to people's needs and accessible to all
- Fair for everyone – including those in other communities, now and in the future



1.6.17 The delivery of sustainable communities therefore requires the integrated regional approach set out in *'Just Connect!'* – with the RSS influencing major issues surrounding the management of development, transport, living environments and quality of life, and ultimately influencing the lifestyle choices of the region's residents.

1.6.18 The life experience of communities in the region can vary greatly, and many of the issues they face cannot be addressed just by the RSS or the planning system. The overall Strategy of this Draft RSS is designed to ensure that development can play a full part in tackling some of these issues, for example in inequality in access to jobs and services and the impact of the housing market on the ability of local people to secure decent, affordable housing are fundamental concerns of the Spatial Strategy. The Strategy recognises that many South West residents will continue to live in a dispersed pattern of small towns and villages and the difficulties of securing a sustainable future for these rural settlements is recognised with measures to enable these communities to continue thriving. If, in future, a greater proportion of South West residents are to live in more urban environments then the nature and quality of future development in creating places where people positively choose to live becomes very important. The South West Sustainability Checklist for Developments, as detailed in paragraph 3.7.7, will have an important role to play in terms of helping to design more sustainable communities. Alongside this, the quality of public services such as education, health and cultural services, all need to be carefully planned in conjunction with proposals for development (see Section 6).

SD4 Sustainable Communities

Growth and development will be planned for and managed positively to create and maintain Sustainable Communities throughout the region by:

- **Realising the economic prosperity of the South West and reducing disparity**
- **Setting a clear vision and strategy to meet the diverse needs of all people in existing and future communities, based on the role and function of cities, towns and villages and their local character and distinctiveness**
- **Linking the provision of homes, jobs and services based on role and function so that cities, towns and villages and groups of places have the potential to become more self contained and the need to travel is reduced**
- **Promoting a step change in public transport, taking steps to manage demand for travel, and promoting public transport 'hubs' and access to them**
- **Encouraging business activity and particularly small businesses and their contribution to the region's prosperity, including through promoting regional sourcing**
- **Making adequate and affordable housing available for all residents, including the provision of a range and mixture of different housing types to accommodate the requirements of local communities**
- **Making the best use of existing infrastructure and ensuring that supporting infrastructure is delivered in step with development**
- **Investing in and upgrading cultural facilities, including their marketing and management**
- **Creating healthy, safe and secure places to live, for example by following Lifetime Homes and Secure by Design principles**
- **Providing homes which are adaptable to the changing needs of individuals and provide an opportunity for live/work space**
- **Delivering a step change in the quality of urban living**
- **Providing networks of accessible green space for people to enjoy**
- **Supporting social and economic progress by enhancing education, skills development and training**

1.7 Achieving the Region's Sustainability Ambitions

1.7.1 Policies SD1 to SD4 provide the overall context for the Draft RSS, aiming to make future development and lifestyle choices in the region more sustainable. The Strategy that follows in Section 3 onwards provides a sustainable way to accommodate the potential growth and change in the region, and achieve the 'best fit' against the range of sustainability objectives as tested through the SSA. Local Authorities will need to undertake more detailed assessments as they develop their LDDs, in the context of these principles and the Strategy and Policies that follow.

1.7.2 The SSA recognises that there is much to commend in sustainability terms in this Draft RSS. The accompanying SSA report gives more detail of the process and findings, but the following policies are considered to be particular sustainability strengths of the Draft RSS. It should, of course, be noted that this is only a summary, and that the Draft RSS needs to be read in its entirety to deliver maximum sustainability benefits:

- Sustainability Policies SD1 to SD4
- Focus on directing the majority of development to SSCTs (Sections 3 and 4)
- Emphasis on high quality of development (Section 3)
- Recognition of the diversity of the region in terms of character and functions (throughout)
- Alignment of jobs, homes and services (throughout)
- Transport measures, including demand management and making public transport, walking and cycling more attractive (Section 5 and throughout)
- Dealing with housing need and affordability (Section 6)
- Emphasis on reducing deprivation and inequalities (Sections 8, 9 and 10)
- Minimising waste and improving energy efficiency (Sections 3 and 7)
- Improving access to health, education and cultural facilities (Section 6)

1.7.3 Concerns raised in the SSA relate mainly to the potential increase in travel in the region, reflecting the region's strong economic and population growth. This Draft RSS makes the best achievable attempt to deliver a more sustainable South West, but there are many things outside the sphere of influence of the RSS, and over which it has no control. The following will have a profound effect on consumption of resources, waste generation and emissions from the region.

Individual Behaviour within the context of national and international markets. How people choose to use their available funds, on consumption of food, goods and services, on accommodation and on travel, will be critical. Such decisions may be influenced by local awareness raising initiatives but are more likely to be influenced by scarcity and price, and by national policy changes.

Technological Development driven by scarcity of oil and other resources may provide solutions to carbon based resource use in production and transport.

Investment in waste reuse and recycling facilities will be needed to achieve the region's Waste Strategy, and significant investment in public transport facilities and services (the carrot as well as the stick of demand management) will be needed across the region if significant modal shift from the car is to happen.

National Policy undoubtedly has a major influence over the ability of the region to achieve a smaller ecological footprint and significantly reduce CO₂ emissions. National Energy Policy will have a major effect over the course of the Draft RSS. Availability of investment funds will be a key determinant. If new construction in the region is to be to the highest standards of energy efficiency, change will be necessary, for example in Building Regulations, to give a level playing field across the country. Also, the SSA has commented upon the effects of increased air travel on regional emissions, but in the context of the current National Airport Policy, growth of the region's airports is being provided for in this Draft RSS.



2 THE CONTEXT FOR THE SPATIAL STRATEGY

2.0.1 This Draft RSS has been shaped by the nature and character of the South West, the desire to move forward as a sustainable region and an understanding of assumptions and forecasts for the future. This Section sets out important factors which provide a context for this Draft; that is, inter-regional linkages, the intrinsic quality of environmental and cultural assets, the availability of funding for infrastructure and the functional approach to planning. Fundamentally important is an understanding of the scale of growth in economic activity and population which the region is likely to experience over the next 20 years and should make provision to accommodate.

2.1 The Spatial Context for Change for the South West

2.1.1 An important spatial context for the South West region is provided by the relations it has with adjacent regions, the South East, West Midlands and Wales and its links with the European mainland. The main regional connections with Europe and beyond are through the Port of Bristol and the ferry ports at Plymouth and Poole. Bristol, Exeter and Bournemouth airports also provide a wide range of links to European and wider global destinations. Rail links are via Eurostar services through London. The resilience and reliability of these links is important.

2.1.2 Studies⁶ have shown that the most significant linkages between the South West and the wider United Kingdom are those with London and the South East, particularly for the business community. The eastern part of the region, particularly Swindon and South East Dorset and increasingly Gloucestershire and the West of England, are now well within the functional 'City Region' of London. A reliable journey time of less than two hours to London is seen by the region's business community as increasingly important, disadvantaging the more western parts of the region. Maintaining reliability and resilience of transport links to the capital is reflected in transport policies as a priority.

2.1.3 Investment in infrastructure in the South East region is of fundamental importance to this region. Journey resilience and reliability into London and Heathrow will be reliant on

enhancement of rail capacity at Reading, whilst the implications for the region of Crossrail will need to be considered. This is not the only example of the need for investment outside the boundaries of the region; there are also significant long-term dependencies for Swindon on investment by Thames Water in new water supplies in the adjacent South East region.

2.1.4 The northern part of the region also links with the West Midlands and commuting patterns between the Cheltenham and Gloucester area and Worcester have been taken into consideration in planning for that part of the region. In addition, parts of South East Wales are within the Bristol Housing Market Area.

2.1.5 Within the region, economic and social characteristics vary widely (see Section 1.4). There are long established differences in Gross Value Added (GVA) per head and incomes between the far South West and Cornwall on the one hand, and the better connected east and north of the region on the other. In general terms, it is possible to identify an overall 'gradient' of decreasing prosperity and economic productivity when moving from east to west across the region, although, in many places, this may be overshadowed by local concentrations of relative wealth or deprivation (see Map 9.1).

2.2 The Quality of Environmental and Cultural Assets

2.2.1 The South West is a developing region and economic and population growth, and the development resulting, will be influenced by the context provided by the extent and quality of environmental and cultural assets. Concerns are expressed that continuation of recent trends in the region will be at the expense of the urban and rural environment, and that current policies have had limited success in areas of significant growth and change. The impacts are undeniable on some natural habitats and wildlife species which have declined in quality and quantity due to changes in land management and development pressures. Large areas of landscape have experienced changes inconsistent with their character, particularly in the east of the region, where there are

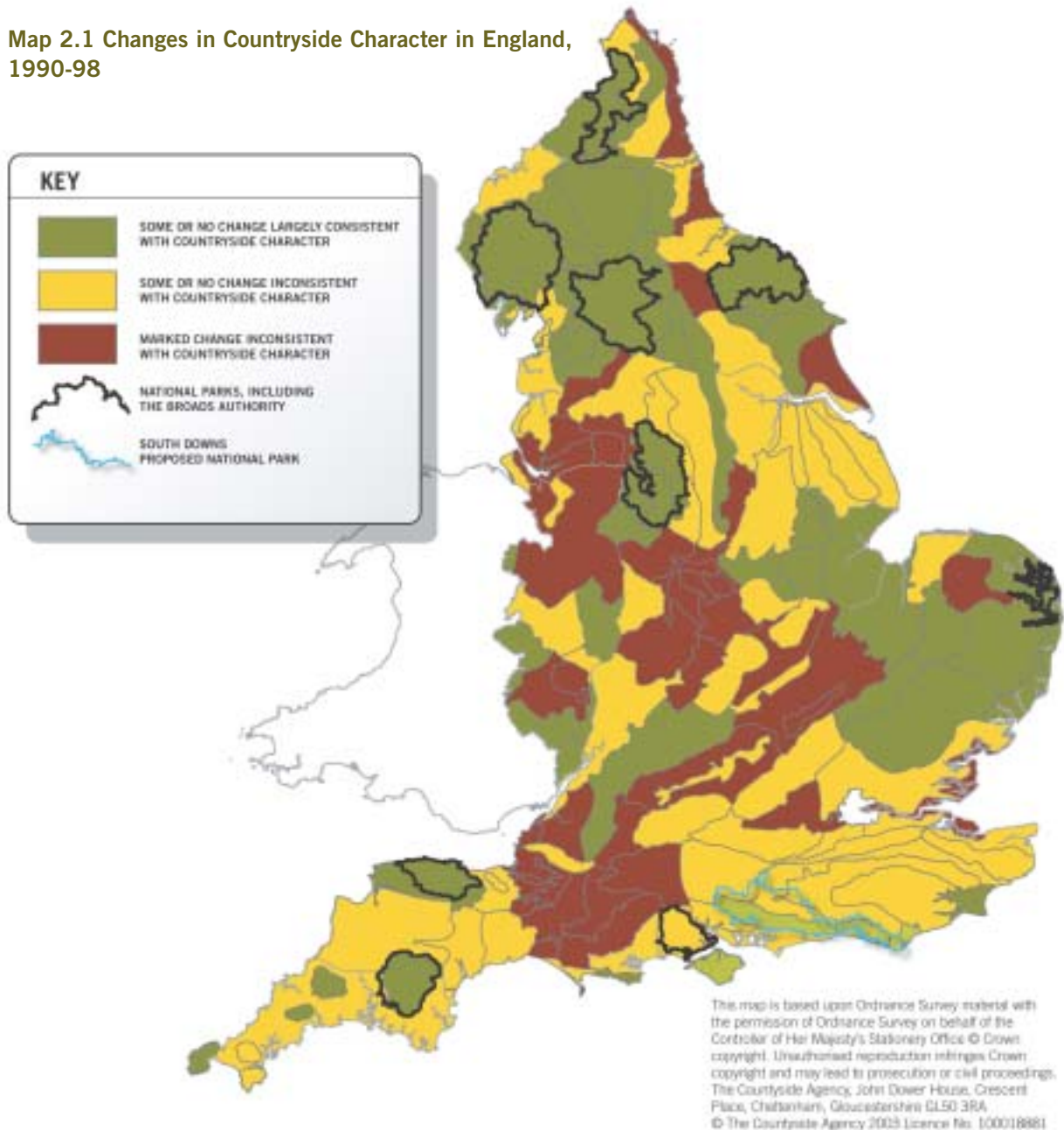
⁶ *Intra-regional Connectivity in the South West – DTZ Pleda for SW RDA (2005).*

significant development pressures (see Map 2.1). In the western and more rural parts of the region, many of the pressures are linked to agricultural practices rather than to development. Historic assets are also under threat through visitor numbers, lack of viable economic use or management. Many of the region's major urban areas are situated on, or close to, sensitive coast or estuarine habitats, the implications of which are taken account of in the development strategies contained in Section 4. The South East Dorset Conurbation is particularly constrained by internationally significant habitats.

2.2.2 The quality and diversity of environmental and cultural assets is a key strength of the South

West. One of the main roles of the RSS is to set out policies which ensure that the quality of these assets is not seriously undermined by future development. The environment has been identified by the RES as a driver of the regional economy, underlining its importance to the overall prosperity of the region. It is a mainstay of the tourism industry and other business sectors and of fundamental importance to the quality of life enjoyed by the region's residents. Growth in the South West over the next 20 years will provide some real opportunities for the region to enhance environmental and the cultural assets as development occurs. Equally, in the more rural parts of the region, environmental resources provide a sustainable basis for economic activity and small business development.

Map 2.1 Changes in Countryside Character in England, 1990-98





The Sustainability Principles highlighted in Section 1.6 will need to be applied in an integrated way to all development decisions in the region, so that such decisions do not result in detrimental impacts on the region’s environmental and cultural assets. Where potential conflicts arise, alternative approaches should be sought that aim to mitigate any negative environmental impacts. Application of the precautionary principle, and the Strategic Environment Assessment (SEA) Directive should prove helpful in this respect.

2.3 Expected Economic and Population Change

2.3.1 Forecasting over a 20 year period is not an exact science, but it is necessary to make estimates of economic and population change so that the best way of managing consequential development can be found. The approach adopted in this Draft RSS is not mechanically to project forward trends, although the experience of the recent past and of long-established trends does give some reasonable clues about what might happen in future. Needless to say any attempt to

deflect well-established trends in people’s behaviour can often take many years to accomplish. National and international factors as diverse as the price of fuel, the effect of new technology, changing household size and the growth of far eastern economies and global climate change will all be important ‘shapers’ of the region. Where possible these have been taken account of, but in many cases, they will have largely unpredictable effects into the longer term.

Economic Change

2.3.2 Since 1996 economic activity, in terms of job numbers and GVA in the region, has surpassed the highest forecasts made in the preparation of RPG 10, with most of the growth in activity associated with the major cities and towns. Where growth is outstripping planned development, adverse impacts of the type highlighted earlier become more likely. Estimates of future economic performance vary, but it seems likely that the performance of the regional economy will continue to outstrip the national economy. Scenarios prepared for the RES set out three possibilities: that the economy tracks the trend of the wider UK economy

(the benchmark position); that it maintains its recent relatively buoyant performance (central view); or, it improves its relative performance through time (growth). The RES, if successfully implemented, is likely to produce the 'growth' scenario.

2.3.3 Looking ahead to 2026, it is important that successful work to sustain the regional economy is continued, and that the momentum is maintained in those areas that require intervention to stimulate economic development and support community regeneration. Further investment will be necessary to improve the infrastructure of the region and to reduce the impacts of poor connectivity between places in the region and with London. In addition, the social capital of the region – its people, skills and communities – will need to adapt and rise to the challenge of technological change, growth of the knowledge economy and the emergence of new sectors. Parts of the region, particularly the west of the peninsula, need to move from a low skill/low value based economy, to one where the quality of skills and the nature of employment drive up performance.

2.3.4 The Draft RSS therefore supports sustainable economic growth (in line with the Vision of the RES set out in Section 1) and improvements in the relative economic performance of the South West. This means promoting the priority sectors identified in the RES and the growth of the knowledge economy. Following a low carbon and low resource consuming approach is also critical, for example through promoting regional sourcing and stimulating local markets. It also means realising potential in the areas best placed to deliver through market mechanisms, principally the larger urban areas, by helping to secure vital investment in the infrastructure needed. In those parts of the region where market mechanisms are not strong, economic activity needs to be stimulated which will involve providing infrastructure to overcome barriers to growth and encouraging regeneration and intervention in areas which are underperforming.

2.3.5 Information and data gathered for this Draft RSS indicate the following trends are likely to be particularly significant over the lifetime of the strategy:

- Economic growth will not be uniform across the sectors. Those with the greatest potential for growth in the period to 2010 include business services, other services and education. Most broad sectors are expected to grow, with the exception of mining and quarrying, agriculture and (marginally) manufacturing – mirroring national trends. The nature of economic activity has been changing, with more growth in non-traditional sectors such as health, retailing and education. The provision of large strategic employment sites suitable for inward investment is no longer of such significance, although a flexible land supply is
- The development of global markets and global competition will impact on the region's economy, and technological change, labour markets and business practices are influenced by international opportunity and competitiveness. In order to compete more successfully, the South West economy has to raise productivity. This will require continued intervention in those parts of the economy and the region that are currently underperforming
- Cities and towns will continue to be the critical drivers of the regional economy. In the period to 2026 estimates suggest that over 80% of the region's jobs will be created in the Travel to Work Areas (TTWAs) of the 21 places identified in Development Policy A in Section 3. Bristol is one of only eight Core Cities nationally whose continued prosperity is vital to national, as well as regional, economic well-being and competitiveness
- The footloose nature of investment means that economic development turned away from the prosperous parts of the region is likely to be lost to the South West

2.3.6 Section 8 contains policies to ensure appropriate provision is made to secure continued economic growth in the region.



Population Change

2.3.7 Reflecting the recent good economic performance and the quality of life available in the region, the population of the South West has grown by more than 400,000 since 1991, primarily as a result of in-migration, and growth has been accelerating since the early 1990s. The South West had the highest regional rate of increase between censuses of all regions.

- Broadly speaking, births and deaths are in balance and population growth results from people moving to the region for a variety of reasons
- In-migration to the region, principally from London and the South East totalled 143,900 people in 2004 with 110,000 moving out. Typically, the South West gains in excess of 30,000 people from within the UK annually; this scale of in-migration is expected to continue for the foreseeable future
- Recent forecasts suggest that by 2026, the region's population could have grown by over 750,000 people over the 2006 base figure, giving a regional population of 5.85 million

2.3.8 Social changes have also occurred over recent years, with more single people living alone and a rising number of smaller family households as a result of family breakdown and divorce. Increasing population affects the demand for housing, as does household growth and the continuing strong demand in the region for second home ownership, particularly in coastal and some rural areas.

2.3.9 One of the distinctive features of the region is its older than average population profile compared with other English regions. In 2001, over a million people in the South West were aged 60 and over, almost 24% of the total population. This compares with under 21% in this age group for England as a whole. By 2026, it is expected that the South West total will have increased by over 600,000 to 1.8 million, more than 30% of the projected population.

2.3.10 The more elderly members of this age group are expected to increase even more rapidly, so that by 2026, the number of South West residents aged 75 and over will have increased by 40% to over 750,000. This has major implications for matters ranging from the region's labour market, through provision of social and caring services, to the design and

location of new developments and buildings. Whilst the national population profile will also be ageing, the South West will still have a relatively higher proportion of elderly and very elderly, and the implications of this must be addressed. These trends will also offer opportunities and the implications of increasing numbers of relatively active elderly in communities could provide human resources, for example assisting voluntary services and providing expertise and experience in paid employment.

- 2.3.11** At the other end of the age spectrum, the number of school aged children and young adults in the region will be almost static. Although the total population will rise by up to 20%, the number of five to 19 year olds will rise by less than 2%. In areas experiencing significant growth, the number of school age children will still be increasing, while in other areas there will be an overall decline. Amongst other things, this will have implications for employers, for education and training requirements and for public transport.
- 2.3.12** The South West currently has a very small non-white ethnic population (under 3% of the total in 2001, compared with 10% in England as a whole). The main concentrations of these minorities are in the larger cities, particularly Bristol, Gloucester, Swindon and Bournemouth. Members of minority groups throughout the region are growing in number and local authorities should plan positively for this. Gypsies and Travellers are also well represented in the South West and provision to meet their particular needs is included in Section 6.

Regional Housing Requirement

- 2.3.13** The population growth expected will influence demand for housing. High demand has inflated house prices, and in most parts of the South West the gap between earnings and house prices is such that many households cannot now afford to own their own home. Around 10,000 households are registered as officially homeless and more than 120,000 are on current housing registers – figures which have increased in recent years. The state of the housing market impacts on the ability to create and maintain sustainable, balanced communities, and affects the retention and recruitment of ‘key workers’ and workers in sectors such as tourism. Areas of acute housing need often have other problems, requiring a cross-sectoral approach to solutions. The ‘*Barker Review of Housing Supply*’⁷ has maintained that constraints on housing provision have been a major factor in creating high and rising house prices in the UK. The report argues that providing housing that most households can afford will only be achieved through increasing the supply of new housing nationally. In the South West however, the attraction of much of the region to inward migrants means that increasing housing supply alone will not solve the problem of affordability and other measures to provide affordable homes to rent or buy should be supported.



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⁷ *Delivering Stability: Securing Our Future Housing Needs (HM Treasury March 2004).*

The main economic and population assumptions influencing the scale and distribution of development are:

- There is a need to plan for economic growth at or above the current rate, equating with annual growth in Gross Value Added (GVA) of 2.8% or higher (and towards the higher end of the range 2.4% to 3.2%) making provision for between 365,000 and 465,000 growth in jobs between 2006 and 2026. This aligns with a population growth of over 750,000 over the 20 year period
- A differential approach to economic development is needed, recognising the variation in economic prospects across the region, addressing disadvantage and intra regional disparity
- The realisation of economic growth will require provision of adequate housing to support it, in locations with the greatest potential for aligning jobs, homes, services and facilities and where infrastructure exists to support growth. (This is the focus of the Spatial Strategy and Policies in Section 3.)
- There will be a need for continued support for the economic well-being of areas of concentrated disadvantage, some inner urban areas, the west of the peninsula, rural areas and other areas affected by structural change, to support and enable regeneration, diversification, integrated rural development and community capacity building (identified in Section 9)
- Rising household numbers, the demand for affordable housing, and the generally buoyant economy of the region suggest a need to increase and accelerate the provision of housing over the lifetime of the RSS to provide an adequate choice and mix of housing of all tenures, across the region, concentrated at the most sustainable locations
- Technical forecasts indicate that the level of housing provision will need to be consistent with potential household and job growth ie at levels higher than those in RPG 10, and predict that around 25,000 new dwellings a year will be needed to meet the scale of need arising from improved economic prosperity, to respond to undersupply in the current market and to address the issues of affordable housing across the region; however



© Housing Corporation (South West)

- The review of evidence leading to the 25,000 forecast is heavily dependent on the accuracy of two key underlying assumptions:
 - The first takes a view that the central forecast for economic growth is 2.8% per annum for the next two decades in spite of the evidence already seen that growth is slowing in the light of oil and resources prices
 - The second assumption, which accounts for a demand for 75,000 houses alone, is that the rapid decrease in household size will continue unabated during the plan period, and that no fiscal measures or other changes will take place to alter these trends

2.4 Resources and Infrastructure Availability

2.4.1 Another important context for the RSS, and its delivery, is the likely availability of resources to enable the key elements of transport infrastructure and social/community facilities to be provided as development proceeds. This is a fundamental requirement if the region is to achieve the scale of development this Draft RSS proposes, which is emphasised in the region's contribution to the national Sustainable Communities Plan – 'The Way Ahead'.

'The Way Ahead' states:

"While the region has embraced growth we are now looking into the future from a position of serious infrastructure deficits in many parts of the region, arising mainly because development has not been well planned and growth has outstripped the ability of basic transport and social facilities to cope with the pressures... Access to significant additional funds from Government sources, over and above established programmes, will be required to provide the major infrastructure needed to deliver."

2.4.2 Without that necessary investment, regional partners are concerned that substantial growth will either fail to happen or will have an adverse effect on quality of life and desire to live in the main centres of the South West. The challenge of planning for substantial population growth in the region will be to deliver economies of scale that will help harness infrastructure investment through the development process. Both the private and public sectors will be expected to play their part. Infrastructure in this sense includes those elements of social and community facilities and services that contribute to quality of life (such as education, health and leisure facilities, and places to meet and worship) as well as investment in transport, facilities and services, that will help to deliver the desired step change towards more sustainable forms of transport. Priorities for investment and proposals for the use of various approaches to fund infrastructure are contained in Section 3 and more detailed sub-regional links between development and infrastructure are stated in Section 4.

2.4.3 Funding and support for local communities wishing to pursue large-scale and sustainable growth, including new housing, may become available in due course through the 'New Growth Points'⁸ initiative.



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⁸ From the Office of the Deputy Prime Minister – December 2005

2.5 The Role and Function of Places

Functional Planning

2.5.1 The new system of spatial planning encourages a strategic approach which is based on identifying how people and businesses interact in particular areas and the implications of this for services and facilities, travel patterns and the demand for development. This approach is loosely called a functional approach to planning and it means that in many cases the 'functional areas' and 'functional linkages' between places cut across administrative boundaries. It is possible to identify different 'functional areas' for housing (13 Housing Market Areas), the economy (Travel to Work Areas and seven Economic Functional Zones), shopping (four broad Retail Catchment Areas) and leisure; and different 'character areas' where places share certain defining characteristics such as landscape or remoteness.

2.5.2 The way the region, and different parts of the region, function has been interpreted in developing the Spatial Strategy. This analysis, together with the outcome of the consultation on broad strategy options, reinforces the need to reflect the diversity of the region in the Spatial Strategy. The analysis does not lead to the definition of clear sub-regions, rather it provides a basis for a differential approach to strategy based on three sub-regional strategy emphases which are outlined in Section 3 and shown on Map 3.1 and the Key Diagram.

Rural and Urban South West

2.5.3 In Section 1 the point has been made that in character the South West is perceived to be largely coastal and rural and some of the pressures facing rural areas are commented upon. Over recent decades, however, the differentiation between 'urban' and 'rural' has become less clear. Many people reside in rural areas but live an essentially urban lifestyle, dependent on their nearest city or town for work, shopping, cultural and leisure opportunities. Such a trend does not support local facilities in smaller communities, many of which have seen the closure of local shops, post offices and businesses and increasing reliance on nearby towns, even though their population may have risen.

2.5.4 Rural localities vary from affluent commuter belts close to urban boundaries to deeply rural areas many miles from the nearest basic service centre. This variety is recognised through the Department for the Environment, Food and Rural Affairs' (DEFRA) 'Rural and Urban Area Classification' which distinguishes between sparse and less sparse populations in rural settings ranging from small town and fringe to village and dispersed. The differences between rural areas in the region need to be assessed, in this context, as local authorities interpret Policies in Section 3 when producing their Local Development Documents (LDDs).

The Role of Towns and the Links Between Them

2.5.5 One of the distinguishing characteristics of the region is the number of medium sized towns – 'market towns' and coastal towns – which demonstrate varying levels of self-containment and service provision. They represent a resource for the rural areas and can offer the nearest shopping centre and location of secondary education and health facilities for many rural residents, particularly in more remote parts of the region. Across the region, the relationship between market towns and smaller settlements in the countryside is complex and, whilst there is sometimes a strong relationship between villages and market towns, recent research is demonstrating how some of these traditional links have been breaking down with increasing personal mobility. At the same time, accessibility to jobs and services, for rural residents who do not have access to a car, is worsening. At the local level, LDDs will need to be based on a clear assessment of functional relationships between places to determine the scale and nature of development appropriate to them.



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2.5.6 With reference to the larger cities and towns, they tend to have a net inflow of commuters drawn mostly from the surrounding area although longer distance commuting on the region's trunk roads and motorways is a growing trend. Recent work for the Office for National Statistics (ONS)⁹ lists a number of possible reasons:

- Sustained increase in car use, which allows access to more workplaces
- Fewer jobs in traditional sectors, where local working was common
- Diffused job opportunities (for example employers de-centralising to city edges)
- Greater affluence, with more jobs at professional and managerial levels
- More double-earner households who cannot live near both work-places
- More complex working patterns (for example people who work partly at home)

2.5.7 Over half of the TTWAs in the South West had a 2001 self-containment level (people living and working in the same area) lower than the minimum required for the 1991 TTWA definition (65%), suggesting that changing journey to work patterns are likely to be a factor impacting on the poor 'eco-footprint' of the region.

2.5.8 Fundamental to the achievement of a more sustainable region (as highlighted in Policy SD1) is the need to ensure that in future the need to travel (particularly by car) is reduced by creative planning of new development. What is clear is that as jobs increasingly concentrate in the main centres, a dispersed pattern of housing development in future is likely to worsen existing trends and result in failure to deliver against sustainable development policies. A better balance between homes and jobs through careful planning and investment in both rural and urban locations is required. Continued economic development in the market towns and in smaller settlements and rural communities will help address specific issues and deliver appropriate levels of local job creation, providing people with local opportunities so as not to fuel unsustainable travel patterns. RPG 10 has established that focussing large-scale housing provision at existing centres is the best way of accommodating large-scale change.

⁹ *Travel to Work Areas and the 2001 Census: initial research. Final report to the Office of National Statistics, University of Newcastle (2005).*

Sub-Regional Relationships Between Places

2.5.9 One of the roles of the Draft RSS is to set in place sub-regional policy for places where, as a result of the removal of Structure Plans, there are 'strategic policy deficits'. In the case of the South West, the larger and functionally most complex cities and towns are the places where more detailed sub-regional strategies are needed. To enable sub-regional strategy to be developed a number of 'Joint Study Area' (JSA) studies were carried out, led by the strategic authorities, and these studies, along with the 'first detailed proposals' of the strategic authorities form the basis of Section 4. Joint Studies were carried out for:

West of England: Bath, Bristol,
Weston-super-Mare and associated towns

Plymouth and South East Cornwall and
associated towns

South East Dorset: Bournemouth, Poole,
Christchurch and associated towns

Swindon area

Exeter area

Torbay

Taunton/Bridgwater area

Cheltenham and Gloucester

In addition, in Cornwall, in the absence of a single larger urban area, a study was undertaken to examine the role and function of 14 towns to assess their individual and collective significance to this part of the region.

2.5.10 The functional approach to Spatial Strategy means:

- **The identification of settlements in the Draft RSS should avoid creating a hierarchy of cities and towns determined on population size, and should be based on selecting significant places because of their role and function. This is an important point to note, distinctly different from the approach of RPG 10**
- **The majority of new development needs to be focused at the strategically significant settlements, in a way that encourages a better balance between homes and jobs**
- **Elsewhere, the policy approach for individual settlements, and the level of appropriate development, should reflect evidence relating to a given settlement's role and function, its significance locally and the sub-regional context**
- **The nature of the region requires a 'fine grain' approach if places are to develop as sustainable communities and, as such, a single region-wide approach to development would not be appropriate**



3

THE SPATIAL STRATEGY AND GUIDANCE FOR THE SCALE
AND LOCATION OF DEVELOPMENT

3.1 The Spatial Strategy

3.1.1 The Strategic Sustainability Policies set out in Section 1 (Policies SD1 to SD4) and the assessment of contextual evidence in Section 2, leads to a Spatial Strategy for the region which will provide the most sustainable way of dealing with change and pressure for development, while addressing some of the region's major challenges.

3.1.2 The core strategy for the region is essentially about dealing with expected high levels of growth in the most effective and sustainable way, by concentrating most new development at a number of key regionally and sub-regionally significant centres and then more locally at service centres identified in LDDs. There are other issues which the strategy needs to deal with, most notably the long standing 'prosperity gradient' across the region. Taking together the available functional analyses and assessments of regional issues, three Strategy Emphases have been developed to indicate the broad approach to development in different parts of the region. Stimulating economic growth, realising potential and managing growth, apply in different combinations across the region and are not mutually exclusive. The purpose of the Strategy Emphasis is to draw out which of these approaches is most appropriate in broad areas of the region to give a context for developing policy and investment.

3.1.3 The Draft RSS can be expressed in the following way:

Spatial Strategy Statement

The Spatial Strategy for the South West is based on a recognition of the diverse needs and potential for change of different places and parts of the region. Development will be planned to meet the needs of all communities and to realise their potential within environmental limits. To deliver more sustainable communities and a more sustainable region there will be:

- Significant change at 21 Strategically Significant Cities and Towns (SSCTs) in order to support their economic and service role and regeneration
- Smaller scale change outside of those places to achieve more self contained, balanced communities and a better local environment



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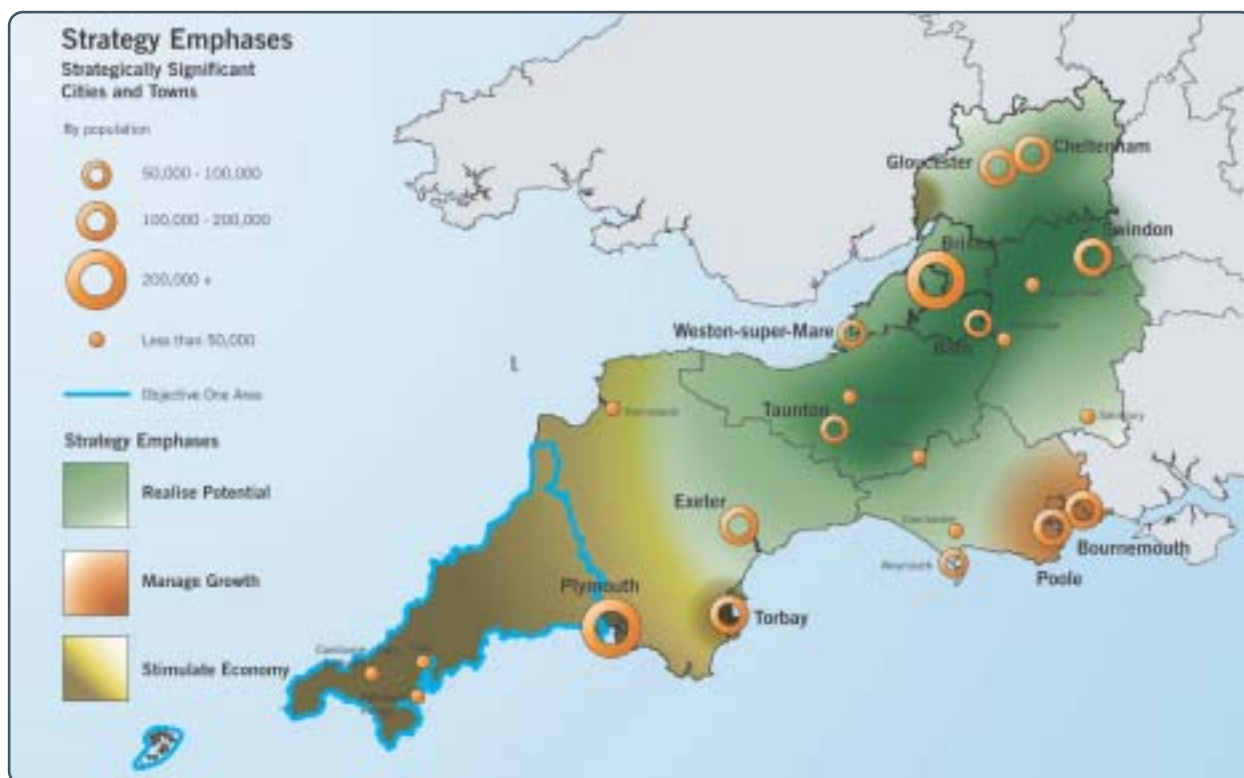
Across the region, the role and well-being of communities in all settlements and groups of settlements is of great importance to the quality of life enjoyed by residents and the development of new economic activity, services and housing will be provided to enhance their future role and function.

In recognition of the diversity of the region, this core Spatial Strategy has been given different emphases:

- Realising the economic and other potential, particularly of the SSCTs, to add to general regional prosperity and address local regeneration, particularly in the north and centre of the region
- Stimulating economic activity and development to help achieve regeneration and reduce disparities, particularly in the western part of the peninsula and the Forest of Dean
- Managing growth within identified environmental limits, particularly in the south eastern part of the region where development pressures are high and future outward expansion and development of the South East Dorset conurbation is heavily constrained by environmental designations

3.1.4 The three broad sub-regional areas, with their different strategic emphases, are shown on Map 3.1. This provides the context for the more detailed consideration of sub-regional spatial matters in Section 4.

Map 3.1 Strategy Emphases



3.2 The Scale and Location of Development

- 3.2.1** There is a need for the region to plan for continued economic and population growth. Section 2 has emphasised that this suggests an overall level of development provision above that planned for in the existing RPG 10. What is of particular importance, in terms of satisfying anticipated needs for housing, is that the annual rate of provision increases from about 20,000 per annum to about 23,000 relatively quickly. This latter figure is based on work carried out by the Strategic Authorities and their 'first detailed proposals', and takes into account their assessment of limitations to development. Policies later in this Section recognise that accommodating this scale of change will have major implications for infrastructure investment – to support economic development and regeneration, and to ensure that the communities affected by delivering high levels of housing provision will receive improved community facilities delivered in a planned way.
- 3.2.2** Development needs to be managed over the next 20 years to achieve the region's aims. The approach set out in the Spatial Strategy Statement above is supported by the Strategic

Sustainability Assessment. The most effective way for the Draft RSS to deal with future growth pressures and contribute to a sustainable future for the region is to guide most development to a relatively small number of places. This approach does not mean that the needs of more rural areas, and the many villages and smaller towns, where most of the region's population live, will be neglected. Adequate provision is made for the new development needed to maintain their vitality as more self-contained, balanced communities.

- 3.2.3** The future development of the region is guided by the three linked Policies A, B and C which, respectively, deal with development at the SSCTs, in other towns which play an important functional role locally (which LDDs will need to identify) and in other smaller settlements and the countryside. Policies D, E, F, G, H and I set out guidelines for the implementation of this approach to development, placing emphasis on the quality of development and the necessity of linking infrastructure to development. Together these policies provide a framework for the preparation of LDDs, and help to guide the work of a wide range of other agencies and organisations responsible for development delivery, service provision and infrastructure investment within the South West.



3.2.4 This Section concludes with a statement of the region's main priorities for investment to enable this Draft RSS to be realised. A more detailed Implementation Plan accompanies the Draft RSS – indicating how the strategic priorities and policies of the Draft RSS will be achieved and an integrated programme for the phased delivery of the development strategies contained in Section 4.

3.3 Development of Strategically Significant Cities and Towns (SSCTs)

3.3.1 From the functional analysis, Joint Studies and stakeholder consultation, 21 cities and towns have been identified as places which currently play a critical strategic role regionally or sub-regionally. In the case of Truro, Falmouth-Penryn and Camborne-Pool-Redruth, it is their collective, regional significance which is important. The 21 SSCTs have not been identified because of size, but because they are places where cultural facilities and a wide range of services fundamental to residents' quality of life are found, where clusters of economic activity will arise in future and where the requirements of individuals to travel can be catered for by better and more reliable public transport provision. These are also key places in the region with potential to achieve further

significant development sustainably. The Strategy is for an increased proportion of new development, particularly housing, to be delivered at these SSCTs. Through this approach, opportunities will be presented for a better balance between job growth and where people choose to live. Ultimately, a higher share of regional population will live at these SSCTs. In concentrating development in the way proposed, 'critical mass' and 'economies of scale' can be more easily attained, making best use of existing and planned infrastructure and investment and maximising the effect of developer contributions to the cost of critical infrastructure. This is in keeping with earlier proposals by the regional agencies in response to the Government's Sustainable Communities Plan '*The Way Ahead*', which identified specific roles for a number of places in the region, and is a development of the Spatial Strategy in RPG 10.

3.3.2 A number of the SSCTs are also places where future development will affect more than one local authority and for which a separate strategic policy in the Draft RSS is needed to ensure 'strategic policy deficits' do not arise as LDDs are prepared. Shaping these SSCTs into places where more people will choose to live as well as work will be one of the main measures of success of the RSS. Sub-regional strategies for these places are included in Section 4.

Development Policy A

Development at the Strategically Significant Cities and Towns (SSCTs)

The primary focus for development in the South West will be those places which offer the greatest opportunities for employment, and the greatest levels of accessibility by means other than car to cultural, transport, health, education and other services. These SSCTs, identified on Map 3.1 and in Table 3.1 below, will continue to have regionally and sub-regionally important functions and potential, and play critical roles in delivering development in the period to 2026.

Provision will be made to maintain and enhance the strategic function of these SSCTs through the development of a wide range of commercial and public services, community and cultural facilities and non-car links to the communities they serve.

For these SSCTs, specific Policies are set out, in Section 4, on the scale of development to be planned for and the strategic investment in infrastructure and other facilities necessary both to support that development and enhance their strategic role. In total, provision will be made to deliver about 20,000¹⁰ jobs and provide at least 15,125 dwellings per annum over the period 2006 to 2026.

Planning for Change at the SSCTs

3.3.3 Strategies included in Section 4 for the SSCTs in their sub-regional setting aim to:

- Improve the quality of the urban environment, including the setting and surroundings of cities and towns, the quality of new development and the public realm, and reduced noise pollution and blight
- Promote social cohesion and healthy and secure living conditions through access to, and provision of, good social and community facilities and services of a uniformly high enough standard that few people wish to choose other than the nearest. Services include, hospitals, schools, higher education, cultural, leisure and neighbourhood facilities and places to meet and worship, to create healthy and secure living conditions, based on improving standards of provision
- Support the economy by enhancing educational achievement and skills, and by providing for a range of premises and land (including strategically important sites) to meet the changing needs of sectors, in a way that complements and helps to implement the RES
- Secure fundamental improvements to public transport, traffic management and use of road space to tackle congestion and poor air quality in many urban areas
- Make the best use of land for housing, economic development and other infrastructure by assisting redevelopment, regeneration and the provision of urban extensions in an integrated and sustainable way
- Ensure that where 'dormitory' relationships exist between the SSCT and other towns and villages, this is not exacerbated by the development proposals contained in LDDs. Dormitory relationships are highlighted in Section 4

Table 3.1 Strategically Significant Cities and Towns

STRATEGICALLY SIGNIFICANT CITIES AND TOWNS		
Barnstaple	Chippenham	Taunton
Bath	Dorchester	Torbay
Bournemouth	Exeter	Trowbridge
Bridgwater	Gloucester	Weston-super-Mare
Bristol	Plymouth	Weymouth
Camborne/Pool/Redruth, Falmouth-Penryn, Truro	Poole	Yeovil
Cheltenham	Salisbury	
	Swindon	

¹⁰ Based on Travel to Work Areas.

Reviewing the Green Belt

3.3.4 RPG 10 identified the need to review the three green belts in the region as proposals for development of the associated urban areas were taking shape. These reviews, within the context of identifying the most sustainable long term development options and preventing growth from leaping over the green belt, should have been carried out at a strategic level by the relevant Structure Plan. In the absence of Structure Plans, the strategic authorities were formally requested to carry out the review process as part of the JSA investigations into the future development of the three areas in question: West of England, South East Dorset and Cheltenham and Gloucester. Technical studies have advised on the extent to which the current green belt meets the criteria in PPG2. In the context of a need for longer-term development beyond existing development boundaries, the studies conclude there are exceptional circumstances to justify revisions to the general extent of the green belt to deliver the most sustainable, longer term, development options. As well as identifying areas which could be removed from green belt without weakening the prime purpose of preventing urban sprawl, other places where green belt could be extended have been highlighted. Overall, this will lead to a small net increase in green belt in the region.

3.3.5 **The general extent of the green belt is revised in Policies SR3, SR11 and SR27 (Section 4), based on the ‘Strategic Green Belt Review’¹¹ of the role and purpose of the green belt using PPG2 criteria to accommodate the urban extensions required for the West of England, Cheltenham/Gloucester and South East Dorset. Extensions to the green belt are also identified in Policies SR3 and SR11 around the West of England and Cheltenham/Gloucester. The detailed green belt boundaries of the area reviewed will be defined by Unitary and District Authorities in their LDDs, taking account of these changes.**

3.4 Development at Other Towns

3.4.1 The Draft RSS does not identify every town or village in the region or specify what development should arise there; that would be inappropriate, and will be dealt with in LDDs and other local strategies such as Local Area

Agreements (LAAs), community plans and parish plans. Away from the SSCTs, the scope for significant future job growth and related development is likely to be generally more limited, leading to a scale of provision that is more clearly aligned to supporting the role and function of places in their individual localities. Given the dispersed nature of the population, certain towns play a strategically important role in their local setting. This Draft RSS recognises the role that certain towns (in many cases the ‘market towns’ and coastal towns) can play in ensuring the availability of jobs and services for a cluster of surrounding settlements in a more rural setting. These towns are by no means uniform in size or function and no attempt has been made to classify them. Some towns which will be identified under Development Policy B are mentioned in Section 4, given their relationship to the SSCTs.

3.4.2 These towns are places where locally significant scales of development should focus in future, with the bulk of district housing provision outside the SSCTs made in them. Local authorities should base their allocation of development in relation to these towns on a clear evidence based view of the changing role and function of all settlements in their area for work and service delivery. This requires a sound understanding of how they function and the hierarchy of relationships between small villages, between villages and ‘market towns’, and between these communities and the SSCTs. In some districts there may be few or no towns which meet all the criteria of Development Policy B, and in these cases districts should take account of the functional role of settlements beyond their boundaries as well as identifying those settlements with the potential to play a more strategic role locally and allocate development accordingly. Local Accessibility Assessments should be used to help identify those settlements. Development in towns identified under Development Policy B should be specifically geared to meeting local objectives – in terms of tackling pockets of deprivation, meeting needs for affordable housing, addressing the impacts of larger shopping centres on local town centres and delivering elements of local economic strategies, for instance, to respond to declining traditional industries. Development at those places which reinforces dormitory relationships with SSCTs should be discouraged.

¹¹ Colin Buchanan and Partners (February 2006).

Development Policy B

Development at Market Towns

In addition to the SSCTs identified in Development Policy A and other towns identified in Section 4, those places which, based on an analysis of roles and functions, meet all of the following criteria, will be identified as the focal points for the provision of locally significant development:

- Where there is an existing concentration of business and employment, or where there is realistic potential for employment opportunities to be developed and enhanced
- Where shopping and cultural, religious and faith, educational, health and public services can be provided to meet the needs of the town and the surrounding area whilst minimising car dependence
- Where there is potential to maintain and develop sustainable transport modes, including accessible local public transport services to meet identified community needs

The scale and mix of development should increase self-containment of the places identified, develop their function as service centres especially in terms of employment and service accessibility, and secure targeted development which can address regeneration needs.



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services, including shops, post offices, schools, health centres and meeting places, are provided together with an adequate supply of affordable housing.

3.5 Accommodating Development in Small Towns and Villages

3.5.1 The rural areas of the South West, including the smaller towns, villages and surrounding countryside, represent a major asset for the region. Much of these rural areas are made up of villages and small towns not meeting the criteria of Development Policy B. This Draft RSS seeks to present a positive vision of vital and viable rural communities. In order to enable these rural communities to thrive, small amounts of development (particularly economic development) may be appropriate in villages and small towns over the next 20 years. Many small communities and groups of communities are sustainable and self-sustaining; especially where economic development is taking place and employment is available locally and local

3.5.2 The important distinctions between the role and function of different rural areas in the region is commented upon in paragraph 2.5.4, particularly between 'remoter rural areas' which are often, by necessity, more self-contained, and 'accessible rural areas' which have stronger links to larger urban centres, particularly in terms of employment services and leisure. The scale and nature of development in rural communities needs to be managed more carefully than has been the case over the last 20 years if the most sustainable approach to development is to be delivered across the region. LDDs will need to reflect these differences, based on the analysis of roles and functions set out in Development Policy C.

3.5.3 Evidence suggests that population growth and the delivery of more housing in villages may not solely be the solution to rural service decline and could result in increasing dependence on other centres, requiring access by car in the absence of viable public transport alternatives in many rural areas. This is a difficult issue as there are many instances of rural housing affordability problems, often coincident with relatively low incomes in the local economy. Targeted small-scale development for housing in accessible village communities will be appropriate if it is supported by local needs surveys and other parish and village plans. In many cases the emphasis will be on the provision of affordable, rather than market, housing. Development in open countryside, particularly of housing, will be strictly controlled in accordance with national guidance and other policies of the Draft RSS.

3.5.4 Policies allow scope for economic opportunities arising from the intrinsic qualities of the local environment to be taken up and for appropriate economic diversification in response to major changes in the farming and land-based industries. Such economic development can both help to sustain the economy and maintain and enhance the environment and distinctive quality of the landscape. The use of appropriate existing premises should be supported where this would contribute to economic regeneration and diversification. Small scale economic activity is also not incompatible with the statutory purposes of the National Parks and Areas of Outstanding Natural Beauty and can make an important contribution to the general well-being of their residents in such areas.

Development Policy C

Development in Small Towns and Villages

In small towns and villages not meeting all the criteria of Development Policy B, based on an analysis of roles and functions, development will be appropriate where it:

- **Supports small-scale economic activity which fits the scale of the settlement and can accommodate the future growth of businesses in the development permitted**
- **Extends the range of services available including outreach delivery of services, making use of existing premises where possible**
- **Does not significantly increase traffic on local roads and where traffic implications can be demonstrated to be acceptable**
- **Promotes self containment, strengthens local communities, and helps to support key services**

Development of housing in these settlements will be permitted where it relates to requirements identified in housing market studies and other assessments of local needs for housing verified by the local authority or where housing development is necessary to support employment provision locally.



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3.6 Delivering Development in Accessible Places, Improving Accessibility and Providing Key Infrastructure to Realise the Spatial Strategy

Improving Accessibility Through Development and Accessibility Planning

3.6.1 The effect of Development Policies A, B and C should be a better future balance, across the region, between where people live and work and live and use services, and thereby improve accessibility for individuals and reduce the need to travel, particularly by car. The planning of the exact nature and location of development and facilities should take full account of the need to build in better accessibility in future. For example at the local scale, it is not easy to 'retro-fit' public transport services or provision for cycling or walking into development which is planned with car use in mind. This will be a major consideration for those developers and local authorities considering the development of mixed-use schemes and the sizable urban extensions identified in Section 4.



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3.6.2 Within the region, for large sections of the population, improving accessibility to jobs, services and facilities is an important factor in overcoming social isolation and exclusion and is fundamental to delivering sustainable communities in all areas. This should incorporate the functional analysis approach outlined in Section 2 to understand better the 'hub' role of certain towns, which may be identified under Development Policy B. Solutions to improve accessibility are likely to be multi-faceted and it is important not to be prescriptive in terms of the approach which is needed; regional accessibility standards have therefore not been defined.

3.6.3 Accessibility strategies, as part of Local Transport Plans, should explore all opportunities including taking services to people (shops, post offices, training), as stated in Development Policy C, as well as enabling people to get to services. Partnership working across agencies such as local authorities, Job Centre Plus, transport operators, schools, and Primary Care Trusts is needed to develop a community partnership approach to understand local accessibility needs and facilitate an appropriate package of measures to address them. In developing their strategies, derived from accessibility mapping and analysis and taking account of where development is likely

to happen in future, local authorities will need to define the role of commercial, supported and community based transport and target resources to help communities to meet their needs. They should also aim to improve the integration of information and activity across a range of public and private partners. Assessments of accessibility to public transport should assist local authorities in developing detailed parking policies and standards to reflect the geographical diversity of the region in order to meet the requirements of Planning Policy Guidance (PPG)13, applying reduced standards as part of their approach to demand management (see Section 5.7).

Ensuring Development and Infrastructure Supports The Spatial Strategy Emphases

3.6.4. Realising the Spatial Strategy and its sub-regional emphases recognises the need to achieve the full economic potential of the region over the period to 2026. Reliable connections from the main urban areas to London and the South East (and international markets beyond) has been commented on in paragraph 2.1.3 as the most important transport factor affecting the performance of the regional economy and this is reflected in the priorities below and in Section 5. The Strategy Emphases recognise that in the north and

centre of the region existing pressures for economic investment need to be translated into real job growth and wealth creation at the SSCTs and other suitable locations, with investment in strategic transport infrastructure and services an important requirement. Concerted efforts to stimulate economic activity and regeneration will continue to be needed in the western peninsula and particularly to uplift the economy of Cornwall, Plymouth and Torbay which will require an integrated approach to stimulate local markets, promote economic investment and improve connectivity with main markets. The realisation of improvements to the second strategic route into the region is considered to be one of the most important contributors to improving economic prospects of the western peninsula. In the south east of the region, a similar emphasis on external connections and investment in making the urban area work in transport terms will be needed to enable the growth pressures to be managed carefully within the recognised environmental limits.

Achieving Significant Levels of Development In The SSCTs

- 3.6.5** Encouraging more South West residents to choose to live in the SSCTs in future will require a clear demonstration that urban living can offer major benefits to residents. This will need concerted efforts from all authorities and agencies to ensure that the quality of public services such as education, health and leisure facilities are improving continuously and real progress is made in improving public transport systems. It will also require improvements to city and town centre congestion through the more rigorous application of demand management measures. These are all vital parts of the package of linked proposals which are proposed separately for a number of the SSCTs in Section 4. A fundamental requirement, particularly for new development areas including any urban extensions proposed, is that quality environments, services and facilities are delivered in step with the development and not years after dwellings are occupied.
- 3.6.6** Detailed studies have been carried out for nine JSAs covering the main strategic centres in the region and their hinterlands, in order to identify the infrastructure investment necessary to enable the potential for future growth and change to be realised and for 'infrastructure deficits' from previous rounds of development to be addressed. In all cases there is a need for authorities to cooperate across boundaries and to use the forward planning and development process to identify clearly through master plans and Local Development Framework (LDF) Action Areas the relationships between development requirements and infrastructure.
- 3.6.7** Delivery of key infrastructure is a pressing concern across the region and there is a need to explore all funding possibilities including S106 agreements, pooling of contributions between authorities across areas and the establishment of consortia and development companies with private sector partners. In some cases, the scale of development being proposed implies a step change in delivery rates and the development industry must play a full role in ensuring that supporting infrastructure is secured in phase with development. Where significant urban extensions are contemplated it would help finalise such arrangements if local authorities could cooperate in drawing up supplementary guidance to identify how key infrastructure can be funded, identifying an appropriate scale of contributions from all developers involved.
- 3.6.8** Delivering the investment required in the South West is not simply about supporting growth, it is also about tackling the region's 'infrastructure deficit' which is apparent across the region in rural and urban locations. From work associated with the *'The Way Ahead'*, it is clear that more creative and innovative solutions are needed to fund infrastructure in the South West – not just to deliver more funding, but to ensure funding is provided at the right time and is used most appropriately. The establishment of a Regional Infrastructure Fund whereby essential infrastructure would be funded in advance of development, to be repaid by the proceeds of development, is seen as an essential component.



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Development Policy D

Infrastructure for Development

Local authorities working with GOSW, the RDA and other significant regional bodies (such as the Strategic Health Authorities) will co-operate across administrative boundaries to ensure that existing infrastructure is used most effectively and infrastructure required to support strategically significant development is secured and investment in transport infrastructure, community services such as education, health, culture, faith, sport and green infrastructure is phased in step with economic, residential and other development proposals. Delivery of the Draft RSS will require:

- Local authorities, working in partnership with GOSW, the SW RDA and other regional bodies, to ensure that development contributes to the cost of necessary infrastructure and environmental improvements and will bring forward supplementary planning documents to secure new arrangements for infrastructure funding from developers and from other sources

- Mechanisms to be established to provide forward funding for infrastructure, which enables the sub-regional development strategies contained in Section 4 to be implemented
- Resources from public funding sources throughout the plan period to contribute towards the costs of transport, social and community infrastructure needed to ensure that high quality living and working environments are created. Strategic Transport Authorities and GOSW will ensure that investment identified through Local Transport Plans supports the delivery of strategic development proposed

3.7 Creating Sustainable High Quality Living and Working Environments

Raising Design Quality in the South West

3.7.1 If more people in future are to enjoy living and working in the region's cities and larger towns then more emphasis has to be placed on creating excellence in urban design, building construction and the management of the public realm. One of the effects of the Draft RSS will be the enhancement of city and town centres as car traffic and congestion are progressively lessened by improved public transport and demand management measures. Further investment will be needed to upgrade the environment and overall quality of life, particularly in those urban areas currently experiencing social deprivation and a consequent need for physical renewal. Urban renaissance is therefore a key element of the overall development strategy, particularly in SSCTs such as Bristol and Plymouth, and the more detailed strategies in Section 4 indicate what measures are needed.

3.7.2 In addition, the scale of change which has to be managed means that if the region is to remain attractive as a place to live and work, innovation and quality in design and construction will need to become the norm. There are some encouraging signs that more consideration is now being given to the quality of design and the region does have recent examples of exciting buildings, town extensions and public spaces enjoyed by residents and visitors. These include iconic buildings such as the Maritime Museum in Falmouth, Poundbury at Dorchester and the Bristol Learning Centre. Ensuring that this good practice continues and the built environment improves and becomes more efficient is of fundamental importance to the achievement of the region's aims.



© National Maritime Museum Cornwall

3.7.3 Well-designed places and buildings, and the provision of a variety and mixture of different house types to accommodate the requirements of local people, are good for people's well being and contribute to sustainable economic and social development. This means that questions of design quality extend beyond simply constructing better buildings, good design is essential for the creation of sustainable communities. The use of the South West Sustainability Checklist for Developments, as detailed in paragraph 3.7.7, will be important in helping to achieve this. New development provides an opportunity to secure the highest possible quality of design and integration. Such development, which is likely to be at higher densities, must be planned in a comprehensive and co-ordinated way through the development of a master plan approach encompassing design quality, land use, infrastructure and environmental objectives. There must be major improvements in all cases, to ensure the centre of cities and towns and the new development areas which arise are attractive, welcoming places, where good design ensures environmental quality is high and negative factors such as congestion and fear of crime are low. Larger urban extensions provide the opportunity to be self-sufficient in terms of service provision, cultural facilities, etc. Smaller urban extensions will need to be carefully planned in terms of the linkages to existing facilities.

3.7.4 Development Policy E encourages LDFs and wider strategies of local authorities and public agencies to support the raising of design quality in the South West. The design of housing and associated development should be realistic and sufficiently flexible, addressing consumer preferences, behaviour and the implications of changing lifestyles. Local authorities should produce detailed design briefs to guide the development of key sites, including urban extensions. They should commit to researching existing examples of urban design and sustainable development best practice to inform major development projects or policy development making, use of regional initiatives such as the recently launched ‘*Design Review Panel*’. The need for a master planning approach to new large-scale development has been included in Development Policy F.

Local authorities should work closely with landowners, developers, stakeholders and service providers to achieve a master plan which takes account of the need to secure mixed and balanced developments, with high density development of housing of varied types and tenures of at least 50/dph, and higher wherever possible, cycling, walking and public transport links, local cultural and retail facilities, and health care and education facilities commensurate with the expected population of the area. Master plans should also ensure provision of sufficient amenity space and green infrastructure to enhance the living environment and support improved biodiversity. Within urban areas or urban extensions, and where sites are close to public transport nodes, consideration should be given to increasing dwelling density to in excess of 50 dph.

Development Policy E

High Quality Design

Developers, local authorities and public agencies should ensure that all development in rural and urban settings delivers the highest possible standards of design, both in terms of urban form and sustainability criteria. All new, replacement and refurbished public buildings should be designed to have multiple uses as far as possible.

Development Policy F

Master Planning

Developers, local authorities and public agencies will ensure that major development areas, such as mixed-use developments and urban extensions to the SSCTs should be planned on a comprehensive and integrated basis within an overall master plan and phasing regime. These will be planned and developed as sustainable communities, which deliver a high quality of life through high standards of design and access and lowest practicable levels of energy and car use, protect and maintain environmental assets and landscape setting, avoid areas susceptible to flooding, reflect the heritage and provide the appropriate physical and social infrastructure.



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Making Sustainable Construction 'The Norm'

3.7.5 There is a major opportunity, through an increased uptake of sustainable construction principles and standards, to make a major contribution to achieving Policy SD1, 'future proofing' of buildings will further increase the whole-life value of the built environment in the region, and enable the region to adapt to climate change. Local authorities, regional agencies and others should ensure that their plans and programmes achieve best practice in sustainable construction. Promotion of the principles contained within '*Future Foundations*'¹², the South West's sustainable construction charter, will help to achieve this and raise awareness of sustainable construction.

3.7.6 Currently, including energy efficiency measures can add to construction costs. However, even at current fuel costs, these will pay back in lower running costs several times over within the design life of new housing, and rising fuel prices will make it an even better buy. The costs will greatly reduce when zero energy construction becomes the norm rather than the exception, allowing the construction industry to achieve economies of scale.

3.7.7 The aim of this Draft RSS is for all new development to meet at least Level 3 of the emerging '*Code for Sustainable Homes*'. This should be achieved primarily through achieving the highest practicable standards of energy efficiency. Over the 20 year period, the ambition is for remaining energy demand to be covered by on-site renewables in line with Policy RE5, and offsetting emissions reductions secured elsewhere as part of the development 'package'. In addition, for larger scale developments, buildings should be designed and constructed so as to be carbon neutral, equivalent to the top Level 5 of the emerging '*Code for Sustainable Homes*'. Also, for these larger scale developments, sustainability checklists should be used to inform sustainability statements within planning applications, enabling developers to demonstrate the sustainability credentials of proposed developments. Use of the South West Sustainability Checklist for Development is to be encouraged to promote a consistent approach to realising the opportunities of sustainable design and construction.



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3.7.8 Supporting the use of renewable, recycled or local building materials, in line with Policies RE12 and W2, and seeking alternatives to long haul road freight for transporting materials helps to reduce the embodied CO₂ in construction materials, so achieving low carbon buildings and helping to reduce the region's eco-footprint. Using such materials also contributes to achieving locally distinctive construction, which is an important component of creating sustainable communities. Developments should look to minimise resource consumption through the location, servicing and mix of buildings and facilities for the lifetime of the developments. The development of buildings and infrastructure that are designed to be adapted for other uses, or which, in part, can be reused, help to meet the needs of a changing, ageing population, and also achieve approved resource efficiency.

¹² *Future Foundations 2001 run by Sustainability South West.*



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Development Policy G

Sustainable Construction

Developers, local authorities, regional agencies and others must ensure that their strategies, plans and programmes achieve best practice in sustainable construction by:

- Following the principles contained within the *'Future Foundations'*, the South West's sustainable construction charter, to raise awareness of sustainable construction
 - Requiring that all new and refurbished buildings achieve the requirements of BREEAM and Eco-homes, very good standard, or at least Level 3 above minimum building standards in the emerging *'Code for Sustainable Homes'*, in order to minimise lifetime resource use, energy consumption, water use and waste production
 - Requiring that all larger scale developments and, in particular, urban extensions, are designed and constructed to meet the top Level 5 of the emerging *'Code for Sustainable Homes'*, including carbon neutrality
 - Requiring the use of sustainability statements for larger scale residential and/or mixed-use planning applications (as defined in paragraph 3.7.7), the contents of which should meet, or exceed, the *'South West Sustainability Checklist for Developments'*
- Minimising the environmental impact of new and refurbished buildings, including reducing air, land, water, noise and light pollution throughout the building's lifetime
 - Requiring the use of sustainable drainage systems to minimise flood risk associated with new developments
 - Designing homes which are safe and adaptable, for example by following Lifetime Homes standards, Secure by Design principles and including live/work space
 - Taking action to improve the energy efficiency of existing buildings, and ensuring that all refurbished buildings achieve the best current standards of energy efficiency



Making the Best Use of Land

3.7.9 RPG 10 established that the South West region does not have large areas of well-located, previously developed, land. The sequential approach to development is now well practised and helps reduce pressure on the use of greenfield land. LDDs should aim to maximise the opportunities for development within urban areas and in providing for development, priority should be given to the re-use of land which has been developed previously and meets the principles for development in Development Policies A, B and C. Local authorities should consider the potential of previously developed land in terms of the best future use and appropriateness in relation to the development needs of individual settlements. This may not necessarily imply residential use in all cases, particularly in places where land for economic uses is in relatively short supply, such as some of the towns which will be identified through the application of Development Policies B and C.

Re-use of Publicly Owned Land

3.7.10 The South West has a relatively large number of MoD bases and other land owned by public bodies such as the NHS. Rationalisation of their operations over time may well release areas of land for potential use. Sometimes these holdings are well located near existing centres; in other cases, they are in relatively isolated locations. Operational development is generally necessary in the national interest and should not

compromise the approach to development stated in Development Policies A, B and C, but proposals for release or redevelopment of sites must take place within the context set out by the planning system and development plans. The re-use of sites should also be considered in terms of their best future use and appropriateness in relation to: the existing use; their location; their role and function relative to, and impact upon, nearby settlements and the surrounding area; the extent to which they can redress imbalances between housing and employment provision and other services; interdependencies between the site and sites operated by the same organisation; and the impact of change upon other sites. As part of the assessment process, a range and/or mix of alternative uses for redevelopment of a site should be considered. In some circumstances, appropriate or best use of a site could be to restore the land to its 'natural' state.

3.7.11 Government Departments, English Partnerships and other public organisations and bodies should inform the Regional Planning Body (RPB) and other key stakeholders such as the local authority and the Regional Development Agency (RDA) about land identified for significant (regionally or sub-regionally important) redevelopment or disposal at the earliest opportunity. The redevelopment or disposal of smaller, more local sites, should be directed to the local authority in the first instance.

Development Policy H**Re-using Land**

Local authorities will ensure that the full potential of previously used land is taken into account in providing for new development, whilst recognising that previously developed land may not always be in the most sustainable locations that development may not necessarily always be the most sustainable land use. For the region as a whole the aim should be to achieve at least 50% of new development on previously developed land (including the conversion of existing buildings).

Development Policy I**Release, Redevelopment or Disposal of Land**

Proposals for the release, redevelopment or 'disposal' of land owned and operated by public bodies must be pursued within the context of the RSS, principles of sustainable development and the sequential test, and must be in general conformity with, and not compromise, delivery of the RSS.

priorities. There is a variety of ways to fund development from the public, private and voluntary sector. The delivery of change identified in this Draft RSS will require both major investment and 'smarter' use of resources if it is to be realised

- *Identifying delivery mechanisms and overcoming barriers to successful delivery.* The Implementation Plan provides guidance on appropriate mechanisms for delivery and how existing barriers to achieving better delivery can be overcome. This will include implementation and elaboration of the Draft RSS through specific Area Action Plans to be developed by local authorities in the places where most growth and change will occur
- *Measuring how well the strategy is being implemented, acting as an evidence base and providing an effective response.* Monitoring is integral to having a better understanding of how effective the RSS policies are. The Implementation Plan will sit alongside the AMR and monitoring data collected by the RPB will guide implementation. It will be reviewed as part of the annual monitoring process

3.8 Implementation**The Implementation Plan**

3.8.1 Translating the strategy into clear implementation plans and priorities for action is critical if it is to help to achieve the overall policy objectives for the South West region. The submission of the Draft RSS is accompanied by a comprehensive Implementation Plan which identifies the priorities for delivery of policies and the role of key agencies. The Draft Implementation Plan is still a 'work in progress', and will be refined during 2006 as more information becomes available. It is closely aligned with the RSS Annual Monitoring Report (AMR). The Implementation Plan will ensure delivery of the RSS by:

- *Co-ordinating coherent and timely delivery with key partners,* from the implementation of policy through to delivery on the ground, giving a single point of reference for delivery agencies, organisations and developers
- *Recognising funding opportunities and helping to manage identified investment*

Joint Working

3.8.2 It has already been stated that the functional relationships between settlements across the region take no account of administrative boundaries and in some areas a co-ordinated approach to planning and delivery of the RSS will be required in order to generate the best solution and to ensure policy consistency in LDDs. This is especially true of issues surrounding transport, where the geographical relationship between the SSCTs and their hinterlands is extensive. It is also the case, when planning large urban extensions where boundaries are close to existing development limits of urban areas, that close cooperation between adjoining authorities is needed. The detailed sub-regional policies outlined in Section 4 give the context for joint working on LDDs, Local Transport Plans (LTPs) and other relevant strategies and policy areas in these cases. Where functional relationships cross administrative boundaries strategic authorities will need to give their advice on the appropriate way to plan for future development in a way which supports sustainable communities and promotes greater self-containment.

Development Policy J

Joint Working

Local authorities should work together, and with stakeholders, to prepare and develop co-ordinated strategies and implementation plans for development and transport which cover the functional areas of SSCTs enabling interactions and the balance of development between the following places to be taken account of in the relevant LDDs:

Bath/Chippenham/Trowbridge/Frome

Bristol/Bath

Bristol/Weston-super-Mare

South East Dorset Conurbation: Bournemouth/Poole/Christchurch

Cheltenham/Gloucester

Taunton/Bridgwater

Dorchester/Weymouth

Exeter/Newton Abbot

Exeter/Exmouth

Barnstaple/Bideford

Camborne/Pool/Redruth, Falmouth-Penryn, Truro

Swindon/Chippenham

Swindon/Cirencester

Yeovil/Sherborne

Opportunities for joint working will also be sought in the approach to development of networks or smaller towns and villages outside of the SSCTs.

3.9 Strategic Priorities For Investment in Transport and Other Facilities to Support The Spatial Strategy

3.9.1 Securing resources to enable change to happen in a way which achieves the region's aims and ensures that residents have increased prosperity and improving living and working environments with less traffic congestion, is the most important aspect of implementing the strategy and its sub-regional components. The resources will have to come from a variety of sources, not least the development process itself. Of principal concern to the region is that the South West receives an equitable share of nationally determined public resources, acknowledging the extreme implications if the scale of development being contemplated proceeds without the investment, identified as crucial, being available.

The Region's Priorities For Investment to Support The Spatial Strategy

The following are the region's major priorities for investment over the longer-term of this Strategy:

- More resilient and reliable inter-regional transport links and particularly links with London and the South East, with the second strategic route as a priority
- Investment in urban transport systems and demand management with a step change in public transport support, with investment to enable high growth to be accommodated
- Sufficient resources within locally determined funding sources to enable rural accessibility and congestion in small towns across the region to be addressed
- A South West Regional Infrastructure Fund to forward-fund development infrastructure
- Mechanisms to enable contributions from development to be maximised and the proceeds to be pooled across immediately affected local authorities to ensure all development contributes to critical community and transport infrastructure, green infrastructure and cultural facilities
- A regional carbon offset fund, to finance actions to reduce climate change emissions which would not otherwise go ahead, to which developers could contribute to offset emissions they cannot avoid

Within the shorter time horizon of the Regional Funding Allocation process, the region's priorities for investment to secure transport outcomes are included in the relevant parts of Section 4 and in the Implementation Plan.



Bristol Channel

BARNSTAPLE

Bideford

Bodmin

Newquay

St Austell

PLYMOUTH

CAMBORNE-POOL-REDRUTH TRURO

Penzance

FALMOUTH-PENRYN

Atlantic Ocean

Isles of Scilly



English Channel

South West Region Key Diagram

KEY

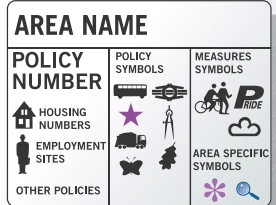
- REGIONAL BOUNDARY
- POLICY A STRATEGICALLY SIGNIFICANT CITIES AND TOWNS (SSCTs)
- OTHER NAMED SETTLEMENTS
- URBAN AREAS
- STRATEGIC RAILWAY STATION
- GREEN BELT
- SPECIAL AREA OF CONSERVATION, SPECIAL PROTECTION AREA, RAMSAR SITES
- WORLD HERITAGE SITE
- HERITAGE COAST
- EU OBJECTIVE 1 AREA
- OLYMPICS 2012

STRATEGY EMPHASES

- SR1 - REALISE POTENTIAL NORTH AND CENTRE OF THE REGION
- SR25 - MANAGE GROWTH SOUTH EAST OF THE REGION
- SR32 - STIMULATE ECONOMY WESTERN PENINSULA AND FOREST OF DEAN

AREA KEY EXAMPLE

as shown in Inset Diagrams



REGION WIDE

POLICIES

- SUSTAINABLE DEVELOPMENT SD1 - SD4
- DEVELOPMENT B, C, D, E, F, G, H, I, GI1
- HOUSING AND COMMUNITY HD1 - 2, H1 - 2, GT1, CS1, HE1-3, SK1, LCF1
- TRANSPORT TR5 - 7, TR10 - 13
- ENVIRONMENT AND CULTURE C1, ENV1 - 2, EN4 - 5, CO1 - 2, F1
- NATURAL RESOURCES RE1 - 12, W1 - 4
- ECONOMY E1 - 5, TC1, TO1 - 3, CA1
- SOCIAL INCLUSION SI1 - 2

THE ENVIRONMENT

- ENV3 - PROTECTED LANDSCAPES AONB
- ENV3 - PROTECTED LANDSCAPES NATIONAL PARK

TRANSPORT

- TR1 - PUBLIC TRANSPORT Step change in provision
- TR2 - M4/M5
- TR3 - SECOND STRATEGIC ROUTE
- TR4 - REMAINDER OF TRUNK ROAD NETWORK
- TR5/TR11 - RAIL NETWORK
- TR5 - PROPOSED/IMPROVED PARKWAY STATION
- TR5 - IMPROVED RAILWAY STATIONS AND ADDITIONAL TRAIN CAPACITY
- TR7 - PORTS
- TR9 - AIRPORTS
- TR13 - RAILFREIGHT INTERCHANGE

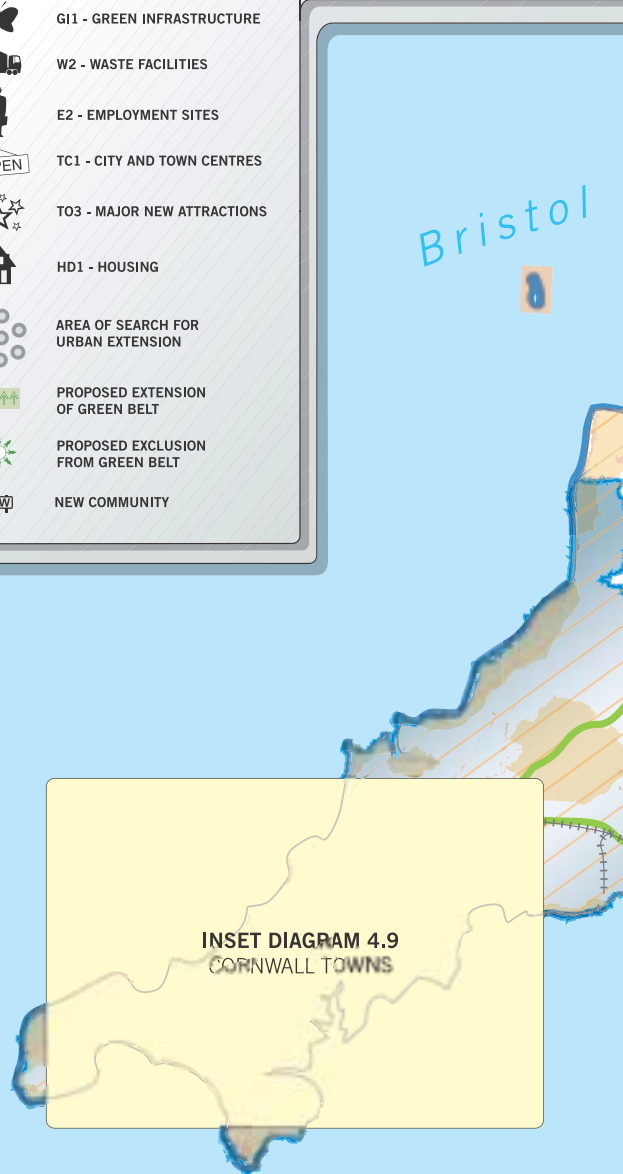
SSCTs (Symbols used in Inset Diagrams)

POLICIES

- D - INFRASTRUCTURE INVESTMENT
- E - GOOD DESIGN
- F - MASTER PLANNING
- G - SUSTAINABLE CONSTRUCTION
- TR1 - DEMAND MANAGEMENT
- LCF1 - LOCAL CULTURAL FACILITIES
- GI1 - GREEN INFRASTRUCTURE
- W2 - WASTE FACILITIES
- E2 - EMPLOYMENT SITES
- TC1 - CITY AND TOWN CENTRES
- TO3 - MAJOR NEW ATTRACTIONS
- HD1 - HOUSING
- AREA OF SEARCH FOR URBAN EXTENSION
- PROPOSED EXTENSION OF GREEN BELT
- PROPOSED EXCLUSION FROM GREEN BELT
- NEW COMMUNITY

MEASURES

- MEASURES TO TACKLE POCKETS OF DEPRIVATION AND SOCIAL EXCLUSION
- REGENERATION
- PARK & RIDE ENHANCEMENT
- WALKING AND CYCLING NETWORK INVESTMENT
- PRIME TRANSPORT CORRIDOR PACKAGE
- AIR QUALITY MANAGEMENT



Atlantic Ocean





4 SUB-REGIONAL STRATEGY STATEMENTS AND HOUSING DISTRIBUTION

4.1 Sub-Regional Emphases

- 4.1.1** An important feature of this Draft RSS is the way in which development in different parts of the region is to be guided in the future, recognising that the region is not uniform, that differing pressures and opportunities will arise in different parts of the region, and that one approach to development will not necessarily fit the circumstances across the whole of the South West.
- 4.1.2** As outlined in paragraph 2.5.9., the varied characteristics of the region, combined with the results of public consultation during autumn 2004 and functional analysis, has led to a Spatial Strategy with three distinct emphases set out in the Spatial Strategy Statement. These are not separate sub-regions for which separate strategies have been produced. They do not have 'hard boundaries' based on administrative units or discrete issues but rather have 'fuzzy boundaries' recognising that the issues which have influenced these strategy emphases are evident across the region but represented with varying degrees of prominence in the three broad areas identified.
- 4.1.3** In this Section of the Draft RSS, more locationally specific policies are grouped within each of the three distinct Strategy Emphases. SSCTs are covered together with associated towns in the nearby rural area which will be subject to Development Policy B, but for which some strategic guidance is required to assist LDD preparation and investment decisions by regional agencies.

Places identified in Section 4

- **The north and centre of the region:** the West of England (Bath, Bristol, Weston-super-Mare and associated towns), Swindon and the associated town of Cirencester, Gloucester and Cheltenham and the associated towns of Stroud and Tewkesbury, the main towns of the Forest of Dean, Exeter and the associated town of Newton Abbot, Taunton and Bridgwater and the associated town of Wellington, and Trowbridge, Chippenham and Yeovil
- **The south east of the region:** the South East Dorset conurbation (of Bournemouth and Poole and Christchurch, and associated towns), Weymouth, Dorchester and Salisbury
- **The western peninsula:** Plymouth, Torbay, the main Cornish Towns of Camborne-Pool-Redruth, Falmouth-Penryn and Truro and the associated towns of Penzance, Newquay and St Austell, Barnstaple and the associated town of Bideford/Northam

The Joint Study Areas

- 4.1.4** Nine detailed sub-regional studies have been completed (Map 4.1), led by the strategic authorities, which reported during 2005 and formed the basis for the strategic authorities' 'First Detailed Proposals'. In all cases, growth scenarios were tested to develop a strategy for the urban area, which applied the sequential approach of identifying capacity for development within the existing urban area and then seeking sustainable urban extensions if appropriate. **In the text which follows, all references to the named cities and towns are the actual urban areas and not the administrative boundaries of specific authorities.** The housing numbers quoted in the following sub-regional policies therefore relate to the actual urban areas, including urban extensions where appropriate. An illustration of housing distribution by local authority administrative boundaries for each JSA is given in the figures at the end of each sub-section. The allocation of housing by district (and Housing Market Areas) is given in Table 4.1, and for SSCTs in Table 4.2. The job figures quoted relate to Travel to Work Areas (TTWAs).



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Urban Capacity and Urban Extensions

4.1.5 Each of the JSA studies has looked carefully at the capacity to accommodate development within the established urban boundaries of the SSCTs. The extent of available capacity for redevelopment varies across the region. The reuse of brownfield land presents a major challenge for authorities and developers. Given the growth levels being contemplated, the studies show that brownfield sites at the SSCTs will be insufficient to cater for all needs over the 20 year period. There will be a need for urban extensions to be identified and phased in a way which does not undermine the development of brownfield sites. This will vary across the SSCTs and is reflected to some extent in the proposals contained in this Section. In all cases, a broad indication of the scale and location of the urban extensions is given in policies, and reproduced in the Inset Diagrams as 'Areas of Search', which are not meant to be precise representations of location or siting. Further technical work is being

undertaken by the strategic authorities and the Regional Planning Body to refine the scale of urban extensions, reflecting a more detailed analysis of the constraints and opportunities that may exist. A consequence of this further technical work may be that scale of the urban extensions could vary from the current proposals during post-submission, either upwards or downwards, whilst maintaining the overall broad scale of growth.



© Bath Tourism Plus

Map 4.1 RSS Studies for Sub-Regional Planning



4.2 The North and Centre of the Region

4.2.1 The SSCTs of the northern and central parts of the region are sited along the main corridors of communication running through the core of the region and have strong economic potential, to some extent reflecting their relatively good links with London and the South East (particularly Swindon and Bristol). The strategy emphasis here is to realise the economic potential and provide for a continuance of relatively strong economic growth to help maintain the relative prosperity of the region and to enable some localised regeneration needs to be addressed. Realisation of growth in accordance with the strategy principles will require the maintenance and improvement of connectivity by road and rail, the management of demand for car access to these cities and towns and the provision of sufficient housing linked with job growth at the named places. This will be complemented by allowing sufficient balanced development elsewhere to ensure the service role of the market towns and other settlements, to be identified in LDDs, is maintained.

4.2.2 Future growth of the SSCTs in the northern and central parts of the region has to be managed carefully, because the settings of these cities and towns include sensitive assets of environmental and heritage importance, and there are areas of potential flood risk. In particular, the ‘Core City’ and prospective national growth centre of Bristol, together with Exeter, Gloucester and Cheltenham, should be encouraged to continue to expand economically and further develop as major service and cultural centres. A similar approach is advocated for Swindon, another potential national growth centre, although here, potential water supply and waste water treatment issues will need to be taken into account. The World Heritage Site status of Bath and its importance to the tourism and retail economy of this part of the region is recognised and this, combined with its links to surrounding towns in western Wiltshire and northern Somerset, will influence the scale and pattern of development. Transport planning in the centre and north of the region should focus on a step change in public transport patronage, demand management and a more resilient transport system, focusing on reducing the need to travel by car.

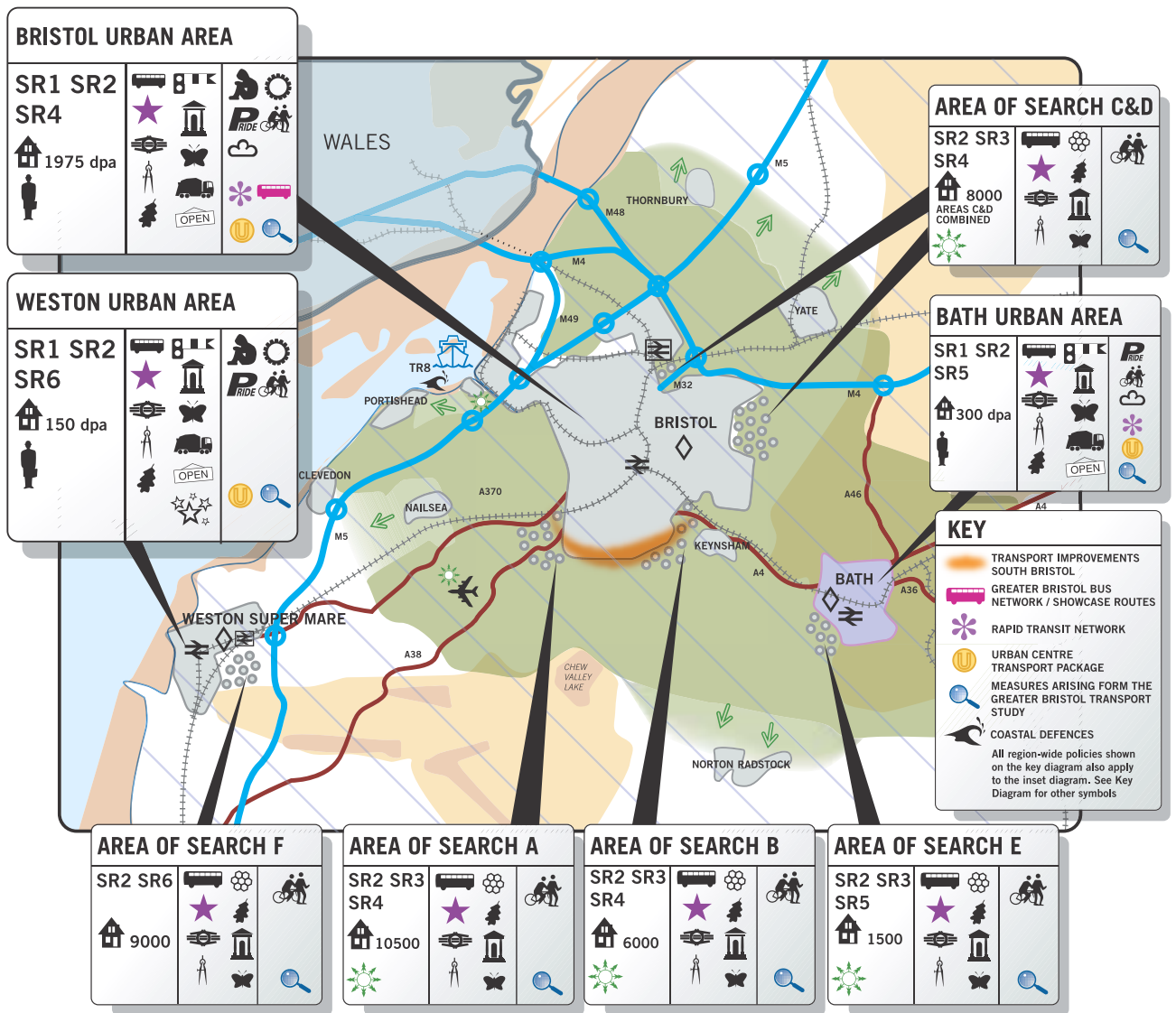
SR1 In the north and central part of the region, the strategic emphasis is to realise economic potential by enabling the SSCTs to develop, maintain and improve their roles as service and employment centres, with a view to enhancing regional prosperity and addressing regeneration. Sufficient housing will be provided to complement this role and to meet the needs of a growing population.

80,000), is the economic hub of the South West region. Realising their economic potential, individually and collectively, whilst also seeking to achieve a high quality lifestyle for all members of the community is not only critical to their future success, but also to the success of the regional/national economy. To deliver this strategy will require the four unitary authorities to work together, particularly where there are cross administrative boundary issues that require resolution. Investment in critical transport infrastructure and services in this part of the region will have important implications for the delivery of other aspects of the Draft RSS including redressing long-term imbalances in prosperity and improving connectivity of the peninsula. In addition,

West of England Spatial Strategy

4.2.3 Bristol (population 551,000), the largest urban area in the South West and a national 'Core City' complemented by Bath (population 90,000) and Weston-super-Mare (population

Inset Diagram 4.1 West of England



improved coastal defences are expected to be necessary to enable the economic potential of Avonmouth and Royal Portbury Docks to be realised, and new waste management facilities will be required to reduce landfill dependency, achieve greater local self-sufficiency and respond to economic and population growth.

4.2.4 A major transport study, the Greater Bristol Strategic Transport Study (GBSTS), has been running in parallel with sub-regional planning work, and its interim findings suggest that, even with the interventions included in the Draft RSS, growth at the level identified will result in significant congestion.

SR2 Bath and North East Somerset, Bristol City, North Somerset and South Gloucestershire Councils should plan for the balanced growth of the three urban areas of Bath, Bristol and Weston-super-Mare, maximising the use of previously developed land and buildings, and within a revised green belt make provision for significant urban extensions, for mixed-use development, to meet the longer-term needs. This will require continued cooperation, particularly at cross-boundary locations, through joint work on LDDs addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

4.2.5 Green belt is a key feature in planning for the West of England, preventing the coalescence of settlements (principally Bristol, Bath and Weston-super-Mare) as well as ‘urban sprawl’. It is important that the primary role of the green belt in preventing the joining up and loss of character of settlements is reinforced. Recognising that the capacity of the existing urban areas to accommodate development is lower than the overall requirement, well-planned urban extensions will be needed to meet this shortfall, incorporating the conclusions of the ‘Strategic Green Belt Review’¹³. With a complex delineation of administrative boundaries it will be essential for all the Unitary Authorities (as identified in Policy SR2) to work jointly in defining the precise green belt boundaries to accommodate, where appropriate, the identified urban extensions and needs of ports and airports through joint LDDs.

Bristol Airport

4.2.6 The Airports White Paper forecasts growth at Bristol International Airport catering for eight million passengers in the short/medium term, and 12 million by 2030. Bristol International Airport Ltd, as the airport operator, has produced a Draft Airport Master Plan which identifies a series of measures to incorporate this scale of growth. Whilst this Draft Master Plan recognises the uncertainties in planning for the period 2016 to 2030, including the possibility of development south of the runway, it is expected that the greater part of Bristol International Airport’s future development requirements that will require express planning permission to raise the capacity of the Airport to nine million passengers per year, will be located to the north of the northern taxiway, within the Airport boundary, where any effect on the visual amenities of the green belt and wider landscape would be minimised.

4.2.7 The exclusion of land from the green belt, the general extent of which is specified in Policy SR3, would define an area where all development that would require express planning permission would take place. This would ensure that the Airports White Paper and Green Belt Policy are not in conflict, and that the potential of the airport to the local economy can be realised.

Royal Portbury Dock

4.2.8 ‘Modern Ports: A UK Policy’¹⁴ (November 2000) acknowledges that ports should remain able to handle current trade levels and meet future needs by investing in new facilities and potential development efficiency and sustainably. The Bristol Port Company, the port operator, has identified a requirement for additional land across the plan period, to ensure that it can meet the changing needs of the industry. To support this requirement, yet still ensure that the criteria of PPG2 are retained, land to the south of the Royal Portbury Dock up to the M5 should be excluded from the green belt designation, whilst land to the east adjoining Portishead should be designated as green belt to ensure that the undeveloped ‘gap’ between the settlement and the Royal Portbury Dock is retained.

¹³ Colin Buchanan and Partners (February 2006).

¹⁴ Department for Transport (November 2000).

SR3 Around the built up areas of Bristol (including contiguous built up areas within North Somerset and South Gloucestershire) and Bath, the inner boundary of the green belt shall generally follow the limits of existing development or that already committed. The general extent of the Bristol and Bath green belt is maintained subject to changes in boundaries that will be defined in LDDs to:

- Accommodate the urban extensions required for the longer-term development of Bristol and Bath at locations identified in Policies SR4 and SR5, with the revised inner boundary coterminous with the edge of the urban extensions
- Exclude land at Bristol International Airport, which lies north of the northern taxiway and within the airport boundary
- Exclude land to the south of Royal Portbury Dock and the coastal zone to the south east
- Include land to the north of Thornbury and Yate/Chipping Sodbury; south west of Nailsea and south east of Clevedon; south west of Bath towards Norton Radstock; and land to the west of the Royal Portbury Dock; whilst accommodating development needs; with the inner edge of the revised green belt, coterminous with the outer boundary of the existing green belt designation

Unitary and District Authorities should, in preparing LDDs, define the detailed green belt boundaries taking into account these changes.

Bristol

4.2.9 The Bristol area contains 7.7% of the region's population contributes approximately 12% of regional GVA, and its wider TTWA provides employment for 400,000 people. Bristol's urban area has benefited from considerable regeneration and investment over recent years. Bristol is the region's principal retail and office centre as Section 8 indicates. Significant redevelopment has taken place in the City centre, alongside newer development continuing in the north fringe within South Gloucestershire, with decentralisation of offices and some retailing from the centre. Bristol is highly self-contained but also draws

in labour from a wide area and this has placed increasing pressure on the motorways around the urban area. Evidence indicates that the scale of employment growth currently being achieved at Bristol is set to continue throughout the plan period. It is essential that to maintain its national and regional economic status economic growth is planned for positively, harnessing the benefits. Growth forecasts undertaken suggest an increase in employment in the Bristol TTWA of between 73,900 to 91,800 jobs.

4.2.10 For Bristol, sustainable growth means ensuring a sufficient supply of economic development opportunities come forward in the plan period. The Universities and the knowledge and technology-based industries are a great strength, with Bristol International Airport and the Port having a key role to play in assisting the delivery of economic success. A major strategic objective is to revitalise the south Bristol area which will require concerted action and investment across a number of policy fields including education and health as well as transport infrastructure. Housing provision needs to be in step with economic growth and of a sufficient scale to ensure a better balance between jobs and homes creating greater opportunities for journeys to work by public transport, walking and cycling.

4.2.11 A key priority for Bristol will be to maintain and improve the attractiveness of the urban area as a place in which people wish to live, work, visit and invest. This should take place through a process of identifying opportunities for urban renaissance, in particular the redevelopment of the central area and near centre sites, to maximise their potential for office, retail and other city centre uses in line with Policy TC1 and the achievement of high density residential development throughout the urban area. Improvements to public transport, coupled with more effective demand management and parking measures will be required. In addition, opportunities for redevelopment in the Cribbs Causeway retail area on the north west edge of the urban area will need to be investigated to enhance its role as a centre for local communities in the light of planned development.

4.2.12 Well-planned urban extensions will be needed throughout the plan period and their release should be carefully phased so as not to impede the development of more difficult brownfield sites. They should contribute towards other important objectives, in particular the priority for the integrated provision of infrastructure and development to improve communications within and around south Bristol and to provide new links between the M4, south Bristol, the airport, the M5 and Weston-super-Mare. The conclusions of the *'Greater Bristol Strategic Transport Study'* should be taken into account (when finalised).

SR4 Bristol will maintain its role as a 'Core City' and to ensure that it remains the economic hub of the South West, provision will be made for job growth in the Bristol TTWA to accommodate at least 92,000 jobs over the plan period complemented by provision for an average of about 3,200 dwellings per annum within and adjoining Bristol's urban area over the plan period.

Development at Bristol will focus on the reuse of previously developed land and buildings within the urban area, maximising densities, to provide about 40,000 dwellings complemented by the provision of urban extensions planned and developed as sustainable communities to deliver a high quality of life through high standards of design and green infrastructure, protecting and maintaining environmental assets and landscape setting. Authorities will cooperate in master planning and phasing to accommodate mixed-use development at the following broad locations, and as shown in the Inset Diagram:

- South west of Bristol, about 10,500 dwellings (Area of Search A);
- South east of Bristol, about 6,000 dwellings (Area of Search B); and
- North and north east of Bristol, about 8,000 dwellings (Areas of Search C and D).

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

4.2.13 Key infrastructure required will be identified through the Implementation Plan and will include:

- Greater Bristol Bus Network/showcase bus routes along strategic corridors
- Major Park and Ride improvements
- Strategic rapid transit network (Hengrove/ North Fringe, Ashton Vale/ Emerson's Green, Bath/Cribbs Causeway)
- Improvements to the roads in South Bristol, including the South Bristol Ring Road, improving access to the Airport and facilitating investment for regeneration of south Bristol
- Selective additional strategic highway capacity to serve business investment and selective additional strategic links to motorways and other trunk route networks, including investigation of a new River Avon crossing and Bristol Parkway link
- Coastal defences expected to be necessary to enable the economic potential of Avonmouth and Severnside to be realised
- Improvements to the Greater Bristol Rail Network, such as additional turn-round facilities and platform capacity to allow increases in cross Bristol local services

Bath

4.2.14 Bath, benefiting from World Heritage Site status, is recognised as being of international significance for its historic environment. Bath also has an international reputation as a cultural centre and tourist destination, founded upon its architecture, public realm, retail 'niche' market, cultural activity and surrounding high quality countryside. Bath's labour force is drawn from a number of surrounding smaller towns as well as the city and Bristol. The quality and character of this environment, and the City's intimate relationship with the surrounding natural landscape means the strategy focus is on protecting and enhancing the environment, whilst enabling the City to continue its economic, social and cultural development.

- 4.2.15** The strong economic performance of Bath is expected to continue (overall employment in the Bath TTWA is expected to rise by about 16,000-20,200 jobs over the plan period) as long as land and labour availability can be maintained. It is expected the key sectors of professional and business services, retailing and tourism will provide the majority of new jobs on previously developed land and buildings (largely through redevelopment of city centre and off-centre sites). There is also a need to diversify the local economy, building on emerging strengths in other sectors, such as ICT, environmental technologies and creative industries, and to develop links with the University. The need for housing should be accommodated primarily through the re-use of urban sites, but a strategic urban extension will be needed.
- 4.2.16** Growth in jobs in Bath could outstrip the delivery of homes, particularly affordable homes. Many people currently commute from lower-cost housing locations. The key strategic development issue for Bath is how best to accommodate sufficient housing to help meet future needs, within and close to the City, rather than relying on a more dispersed provision in settlements beyond the green belt, including places in Mendip and West Wiltshire. By containing growth within and adjacent to its urban area, there are more opportunities for sustainable transport, maximising the potential of walking, cycling and public transport. In this context, growth in nearby towns to meet local needs and a continuation of regeneration policies at Norton Radstock will be consistent with an urban extension to Bath.
- 4.2.17** A well planned urban extension is proposed to meet the City's housing needs, incorporating the conclusions of the Green Belt Review, which has identified a location where land could be removed from the green belt while retaining the integrity of the green belt. This is particularly important at Bath as this will enable a more sustainable pattern of development to be pursued, rather than a more dispersed option which could result in an increase in car-borne commuting. Innovative design techniques that can respond to the existing architecture, yet increase densities and maximise redevelopment opportunities will be required. Careful choice of materials, the scale of buildings, their proximity and visual intrusion will all need to be sensitively addressed in a master plan and development brief.
- 4.2.18** The long-term development of Bath will need further careful evaluation through the LDD process of how a high quality planned extension of the urban area can be achieved without detracting from Bath's World Heritage Site status.

SR5 Bath will continue to realise economic opportunities, respecting the World Heritage Site status of its internationally significant historic environment, with provision for job growth in the Bath TTWA for between 16,000 to 20,200 jobs over the plan period, complemented by provision for an average of about 375 dwellings per annum within and adjoining Bath's urban area over the plan period.

Development at Bath will focus on the reuse of previously developed land and buildings within the urban area, maximising densities, reflecting the impact on the historic environment and its setting, complemented by the provision of an urban extension to accommodate up to 1500 dwellings to the south/south west of Bath in Area of Search E, as shown on the Inset Diagram. The design and quality of the urban extension will require the highest standards to ensure that the environmental assets, both urban and rural, as well as landscape setting, are protected and maintained, thereby minimising the impact on Bath's World Heritage Site status. The urban extension should also provide an appropriate level of physical and social infrastructure, well integrated into the City through sustainable means of movement, avoiding areas susceptible to flooding from the River Avon, to ensure that it will maximise the ability to be a sustainable community, incorporating green infrastructure.

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

4.2.19 Key infrastructure required will be identified through the Implementation Plan and will include:

- Bath public transport package, including longer-term Rapid Transit measures

Weston-super-Mare

4.2.20 Weston-super-Mare has undergone major changes through the loss of industries and restructuring in the tourism sector, developing more of a dormitory relationship with Bristol through significant housing development in recent years. The proximity to the M5 Motorway and links to Bristol, particularly the large increase in employment opportunities along the M5 and the readily accessible north fringe of Bristol, taking account of the mainline rail link, has resulted in increased levels of out-commuting, largely by car. This has placed greater pressure on the strategic road network and has culminated in a less sustainable pattern of development in the western part of the sub-region.

4.2.21 Initiatives to regenerate the town centre and increase the concentration of employment opportunities at Weston-super-Mare are underway through the RAF Locking, Weston airfield redevelopment and the creation of the Weston Area Development Framework. A concerted effort by the Local Authority and investment by the RDA is laying the foundations to strengthen the economic base of the town and increase its self-containment (overall employment in the Weston-super-Mare TTWA is expected to rise by about 8,500 to 10,000 jobs over the plan period). Weston-super-Mare has a concentration of deprivation in certain wards recognised in Section 9, and initiatives to boost local job growth should assist in redressing these imbalances.

4.2.22 The strategy for Weston-super-Mare is to continue with an approach designed to attract new investment and jobs to the town and redress previous imbalances between employment and housing, thereby reducing out-commuting flows to Bristol. Strong policies will be required in the LDD to phase the release of sites for housing to ensure that the balance between jobs and housing does not worsen and is brought more into equilibrium. These concerns should also be reflected in the planning of development in the remainder of North Somerset which should address strictly local requirements and not stimulate further commuting to Bristol or Weston-super-Mare. Successful economic regeneration at Weston-super-Mare, and further investigation of housing capacity, could lead to a reduced housing requirement in the remainder of the district. This will be kept under close review.

SR6 Development at Weston-super-Mare will be economy led, focusing on regenerating the town centre and increasing the provision of employment opportunities with provision for job growth in the Weston-super-Mare TTWA for between 8,500 and 10,000 jobs over the plan period. Development of housing will be phased and linked directly to economic performance. Strategic releases of new housing areas should only be provided when it can be demonstrated that an increasing rate of employment provision has brought employment and housing more closely into balance.

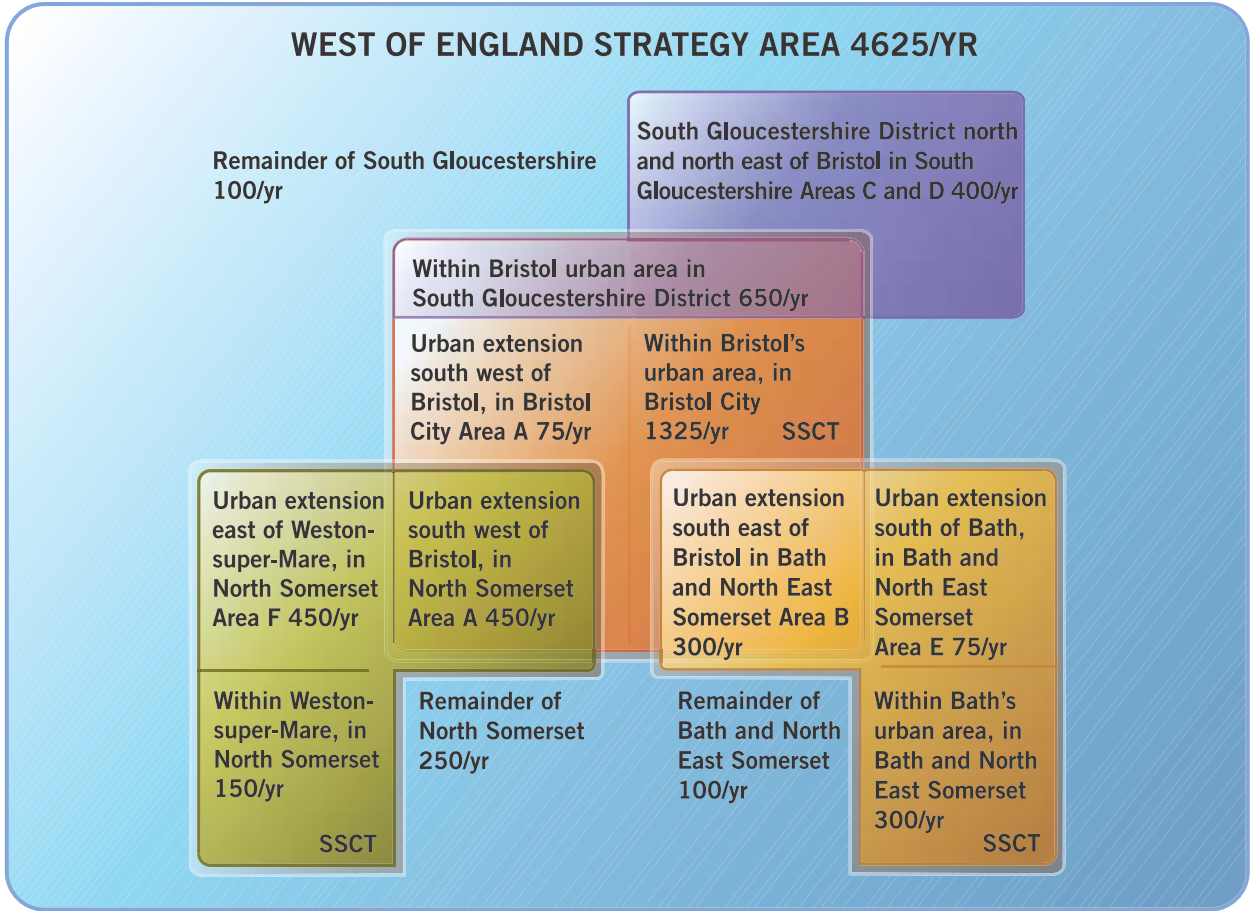
Provision should be made for an average of about 600 dwellings per annum within and adjoining Weston-super-Mare’s urban area over the plan period. The focus for housing provision will be on the reuse of previously developed land and buildings within the urban area, maximising densities, complemented by the provision of an urban extension accommodating up to 9,000 dwellings to the east of Weston-super-Mare, Area of Search F, as shown on the Inset Diagram.

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

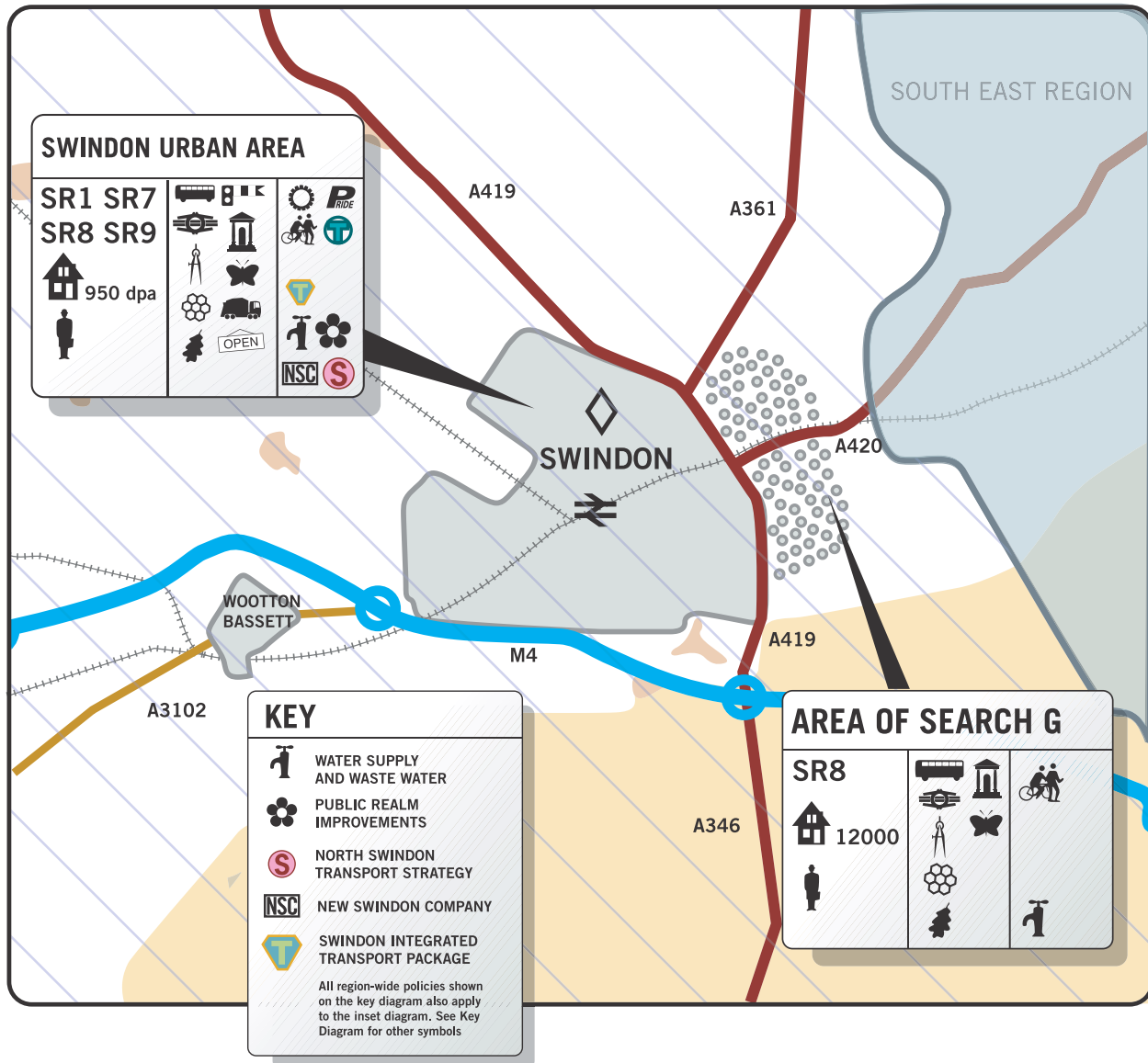
4.2.23 Key infrastructure required will be identified through the Implementation Plan and will include:

- Weston-super-Mare package including improvements to motorway junction
- Significantly enhanced interchange facilities

Figure 4.1 An Illustration of Housing Distribution by Local Authority at the West of England



Inset Diagram 4.2 Swindon



Swindon Spatial Strategy

4.2.24 Swindon (population 155,000) has good accessibility to London and the South East and Bristol, resulting in strong economic, skill and knowledge flows that benefit the area immensely. The influence and economic advantages of its geographic location have enabled Swindon to prosper and this is anticipated to continue into the future. The significant potential of the town is recognised in ‘The Way Ahead’, Sustainable Communities submission for the region and its possible designation as a national growth centre.

4.2.25 A key regional economic driver, Swindon’s economy has withstood some major shocks and has benefited from high levels of economic

growth, investment, economic activity rates, new business formation and a labour force increasing at a faster rate than the national level. Jobs in the Swindon TTWA are projected to increase by about 26,000 to 32,000 jobs over the plan period, offering the potential to increase access to, and dispersal of, prosperity across a greater cross-section of the community. Realising its economic potential and balancing the provision of housing and jobs will be critical in creating more sustainable development and travel patterns, reducing the overall levels of in-commuting to Swindon from rural communities in Cotswold, North Wiltshire and Kennet Districts within the region, and Vale of White Horse District in the South East region.

4.2.26 The primary focus for development will be at Swindon, with specific priority for regeneration and renewal of the urban area. The *'Regeneration Framework'* prepared by The New Swindon Company will provide the principal structure and focus supplemented by other urban and housing renewal programmes outside Swindon's central area. The regeneration of previously developed land and buildings, increased density of development and high-quality design are key in delivering the vision for Swindon. There is a critical need for Swindon to complement its economic potential with social, cultural and environmental improvements, redressing past negative perceptions of the town. In this context, the town has aspirations to establish a university.

SR7 **Local authorities and other agencies will create a positive image for Swindon to maintain and enhance its economic momentum and provide a high quality lifestyle for all its residents, increasing people's desire to live within/adjoining the urban area. LDDs should ensure that complementary social, cultural and education requirements, particularly higher education to improve the skill base of the labour force, are provided.**

4.2.29 All urban extensions should complement the regeneration of central Swindon and other parts of the urban area, including an assessment of the potential that financial contributions could make in delivering this complementary role. They should not draw the focus away from the town centre. Assets, such as archaeology and wildlife, should be incorporated into the development and benefit from appropriate mitigation to retain their integrity and value.

4.2.30 The surrounding settlements play an important role both in relation to Swindon and also in their own right through the creation of smaller-scale balanced, sustainable communities. Such settlements should accommodate a scale of development commensurate with the provision of services and facilities. However, the following settlements perform largely a dormitory function to Swindon and, to ensure that this is not exacerbated, they should not receive housing growth above levels appropriate to meet local needs: Wootton Bassett, Wroughton, Highworth, Cricklade, Purton and Lyneham. In addition, LDDs should ensure that settlements surrounding Swindon should not coalesce with Swindon with the identification of strategic gaps through the appropriate LDD, working in conjunction with neighbouring local authorities, where appropriate.

4.2.27 To complement this urban focused strategy, a strategic urban extension east of the A419, identified through technical work undertaken by the strategic planning authority, is proposed to provide a continuous supply and choice of residential, economic and social opportunities to meet the identified development requirements.

4.2.28 Technical work undertaken by the strategic authority also indicates that a number of smaller non-strategic urban extensions in Swindon Borough and North Wiltshire District Council could contribute in delivering the vision for Swindon. These sites should be tested and identified through the LDD process and, where appropriate, include joint working between the adjoining local authorities.

SR8 Swindon will maximise economic opportunities with provision for job growth in the Swindon TTWA made for about 32,000 jobs over the plan period. Development of housing should be phased to complement the regeneration of the central area.

Provision should be made for an average of about 1,750 dwellings per annum within and adjoining Swindon’s urban area over the plan period, distributed as follows:

- An average of about 950 dwellings per annum within the Swindon urban area
- About 12,000 dwellings, at a strategic urban extension to Swindon, within Swindon Borough (Area of Search G) as shown in the Inset Diagram
- An average of about 100 dwellings per annum at smaller scale urban extensions within Swindon Borough
- An average of about 50 dwellings per annum in the remainder of Swindon Borough
- An average of about 50 dwellings per annum adjacent to the Swindon urban area in North Wiltshire District

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

- Provision of sufficient waste water discharge and treatment facilities to match the additional supply of houses and jobs generated by the projected growth levels (including a new sewage treatment plant)
- Improved Higher Education facilities
- Major public realm improvements to Swindon Central Area including schemes for principal public spaces, streetscape schemes and new railway crossings at Swindon Railway Station
- Upgrading of existing and new regional-level sporting, leisure and cultural facilities
- Expansion of health provision

SR9 Development at Swindon Borough will focus on the regeneration of the town’s central area reflecting the New Swindon Company’s Regeneration Framework, through the reuse of previously developed land and buildings within the urban area, maximising densities whilst seeking high-quality design standards, complemented by the provision of a strategic urban extension on the eastern side of Swindon for about 12,000 dwellings (Area of Search G) as shown in the Inset Diagram.

LDDs for Swindon Borough and North Wiltshire District should bring forward smaller-scale sustainable urban extensions to assist in delivering the scale of growth over the plan period, addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

4.2.31 Key infrastructure required will be identified through the Implementation Plan and will include:

- Increasing demand management
- Swindon integrated transport package
- North Swindon strategy (Great Weston Way to Purton Link corridor)
- Swindon wide corridor and junction improvements (including urban traffic control systems)
- Provision of strategic water resources to match the demand of houses and jobs generated by the projected growth levels, including a new reservoir (Upper Thames reservoir) in the South East region

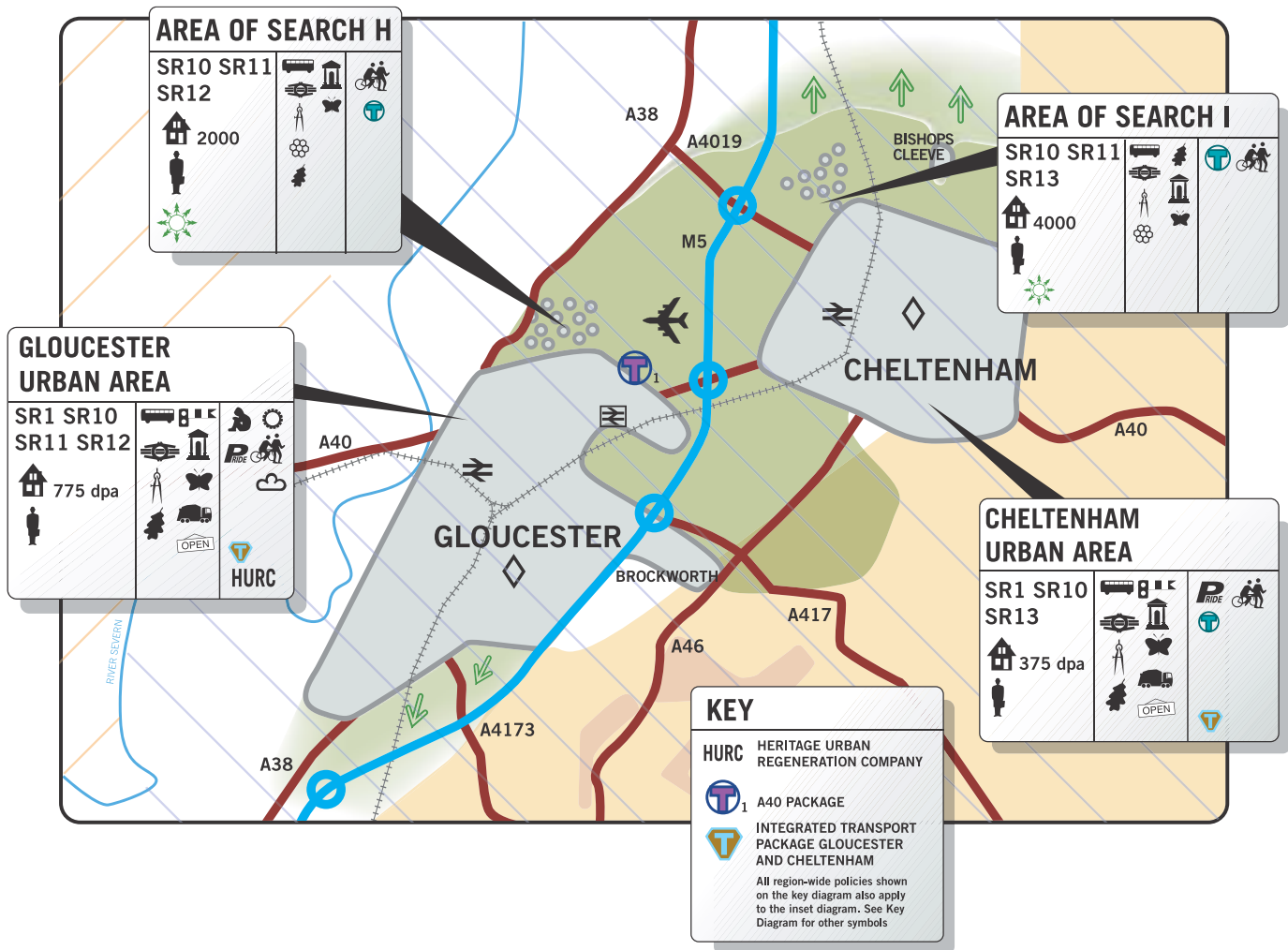
Figure 4.2 An Illustration of Housing Distribution by Local Authority at Swindon



Towns Within the Swindon Area of Influence

4.2.32 Cirencester serves a relatively large hinterland containing one of the highest percentages of NVQ4 qualified labour forces in the South West. The ability to increase economic activity levels and integrate this highly qualified labour force in the local economy should be maximised, reducing commuting to adjoining larger urban areas such as Swindon and Cheltenham. Complementary opportunities to increase the delivery of affordable housing should be actively encouraged and is a key objective for the LDD to deliver.

Inset Diagram 4.3 Gloucester and Cheltenham



Gloucester and Cheltenham Spatial Strategy

4.2.33 Gloucester (population 109,900) and Cheltenham (population 110,300), strategically located between Bristol and Birmingham on the M5 and motorway strategic rail routes, have different and complementary roles, and distinctive qualities in relation to their economies, leisure, retail, cultural and tourist functions. The area will benefit from improvements to inter-regional road and rail connections identified in Section 5, principally the A417/A419 (Gloucester/Cheltenham to Swindon) and strategic rail links (Cheltenham/Gloucester to London and the South East). The area also benefits from a University. Realising their economic potential in a complementary way whilst also seeking to achieve high-quality lifestyles for all members of the community is not only critical to their future success, but also to the success of the regional economy.

4.2.34 Green belt is a key feature in planning for Gloucester and Cheltenham, preventing the coalescence of settlements (principally Gloucester and Cheltenham, but also Bishop’s Cleeve) as well as ‘urban sprawl’. It is important that the primary purpose of the green belt in preventing the joining up and loss of character of settlements is reinforced. Recognising that the capacity of the urban areas to accommodate development is lower than that proposed, well-planned urban extensions will be needed to meet this shortfall, incorporating the conclusions of the ‘Strategic Green Belt Review’. With a complex delineation of administrative boundaries it will be essential for all the appropriate local authorities (as identified in Policy SR10) to work jointly in defining the precise boundaries to accommodate the identified urban extensions through joint LDDs, where appropriate. The siting of a proposed

Gloucestershire Parkway Station will need careful consideration, including an impact assessment of the implications for existing stations given its location is likely to be within the green belt between Gloucester and Cheltenham and this will need to be addressed in the relevant LDDs.

SR10 Gloucester City, Cheltenham Borough, Tewkesbury Borough and Gloucestershire County Councils should plan for the different characteristics and growth pressures at Gloucester and Cheltenham, maximising the use of previously developed land and buildings, and within a revised green belt make provision for urban extensions, for mixed-use development, to meet the longer-term needs. This will require continued cooperation, particularly at cross-boundary locations, through joint work on LDDs addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

SR11 Around the built-up areas of Gloucester and Cheltenham, the inner boundary of the green belt shall generally follow the limits of existing development or that already committed. The general extent of the Gloucester and Cheltenham green belt is maintained subject to changes in boundaries that will be defined in LDDs to:

- Accommodate the urban extensions required for the longer-term development of Gloucester and Cheltenham at locations identified in Policies SR12 and SR13, with the revised inner boundary coterminous with the outer edge of the urban extensions
- Include land to the north and north west of Bishop's Cleeve, whilst recognising development plan commitments; with the inner boundary of the revised green belt coterminous with the outer boundary of the green belt designation
- Include land to the south and south west of Gloucester, whilst recognising development plan commitments

Gloucester

4.2.35 Gloucester, traditionally associated with manufacturing, has benefited from redevelopment activity and strategic relocation of service sector activities and has the potential to generate further economic activity and contribute to regional productivity. Gloucester features as one of the centres which would benefit from continued strategic investment in regeneration as part of *'The Way Ahead'*. The economic opportunities and levels of job generation projected to occur in the period to 2026 offer the potential to increase the accessibility to, and dispersal of, prosperity across a greater cross-section of society, reflecting the inner area regeneration needs of the City. Employment at the Gloucester TTWA is expected to grow by about 9,300 to 12,700 jobs over the period 2006 to 2026.

4.2.36 Realising its economic potential and balancing the provision of housing and jobs will be critical in creating more sustainable development and travel patterns through reducing the overall levels of in-commuting to Gloucester from rural communities, particularly in Stroud, Tewkesbury and Forest of Dean districts. The scale of growth proposed will enable a more sustainable balance between jobs and homes to be achieved.

4.2.37 The primary focus for development will be within Gloucester's urban area, with an emphasis on regeneration and renewal of the urban area. The Gloucester Heritage Urban Regeneration Company will be a key partner in the substantial regeneration of the central area and docks through urban renaissance, further development of the economy, improving the shops, raising its profile as a visitor destination and increasing educational achievement. The regeneration of previously developed land and buildings, increased density of development and high-quality design is key in delivering the vision for Gloucester through the regeneration of the City's central area.

4.2.38 To complement this urban-focused strategy, a strategic urban extension north of the City identified through technical work undertaken by the Gloucester and Cheltenham JSA Steering Group, is proposed to provide a continuous supply and choice of residential, economic and social opportunities to meet the identified development requirements, taking into account issues around flooding from the River Severn. The phasing of an urban extension should be planned to ensure that it does not prejudice the regeneration of the central area of Gloucester, with population and workforce growth commensurate with anticipated growth in economic activity and employment in the City and timely investment in facilities and public transport services. Further technical work will be required to quantify a robust phasing programme to accommodate the scale of growth throughout the plan period.

SR12 Gloucester should maximise economic opportunities, assisting the substantial regeneration of the central area, with provision for job growth in the Gloucester TTWA made for about 12,750 jobs over the plan period. Provision should be made for an average of about 875 dwellings per annum within and adjoining Gloucester’s urban area over the plan period.

Development at Gloucester will focus on the regeneration of the central area through the Gloucester Heritage Urban Regeneration Company. The urban renaissance will be supported by reusing previously developed land and buildings within the urban area, maximising densities whilst seeking high quality design standards. A strategic urban extension will be provided to the north of Gloucester for about 2,000 dwellings (Area of Search H) as shown on the Inset Diagram. Development of housing should be phased to complement the regeneration of the central area.

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

4.2.39 Key infrastructure required will be identified through the Implementation Plan and will include:

- Gloucestershire Parkway Station (supported by and subject to an impact assessment)
- Improvements to the A40 to the north of Gloucester and between Gloucester and Cheltenham and key intersections
- Increased demand management
- Integrated transport package
- Gloucester and Cheltenham Park and Ride sites
- Provision of improvements to public spaces, infrastructure, historic buildings and the urban fabric of both Gloucester City and Cheltenham town centres
- Enhancement of existing education facilities provided by GLOSCAT and the University of Gloucestershire to address employer labour force needs
- Maintain and enhance the range and high quality of retail outlets in Cheltenham, continuing its successful retail status within the region

Cheltenham

4.2.40 Cheltenham contrasts clearly with its close neighbour Gloucester, benefiting from high skills and incomes, higher levels of GDP (on a par with Bristol and Swindon) and high rates of entrepreneurship, but with a tight labour market and worse housing affordability issues. The key sectors are finance and business services, public sector, high technology manufacturing, producer services and knowledge industries. Cheltenham is also one of the region’s leading retail centres identified in Section 8.4. Over the next 20 years about 8,000 to 10,800 jobs are expected to be generated in the TTWA, primarily within the urban area. For Cheltenham, the key issues include accommodating further economic activity, protecting and enhancing the unique built environment and increasing the supply of affordable and market housing to meet the economic growth opportunities forecast over the plan period and local needs.

4.2.41 The primary focus for development will be within Cheltenham's urban area, with emphasis on the reuse of a relatively limited supply of urban sites. Cheltenham's success and attractiveness as a place to live has increased the pressure on sites within the urban area. There is growing competition between employment, housing and retail development to achieve their relative aspirations in a finite physical area. In part, this will be resolved via '*Cheltenham Civic Pride*' which over the next 10 years will progress urban regeneration within the core commercial area of the town, in conjunction with an Urban Design Framework. This design-led approach will seek to protect and improve the environment, whilst also bringing forward several key development sites.

4.2.42 The contribution from previously developed land and buildings at increased densities (of high quality design) and the initiatives stated above, will still not provide sufficient land on which to accommodate the range of activities and homes that are proposed over the plan period. It is calculated that urban capacity, and non-green belt extensions to the Cheltenham urban area, will accommodate about 8,500 dwellings, of which about 6,500 dwellings are within the existing Cheltenham urban area. As a result, the strategy requires a release of green belt land to complement this urban focused strategy, with a strategic, mixed-use, urban extension to the north west of Cheltenham (Area of Search I), for about 4,000 dwellings (identified through technical work undertaken by the Gloucester and Cheltenham JSA Steering Group) to provide a continuous supply and choice of residential, economic and social opportunities to meet the identified development requirements. Local authorities should undertake assessments as part of the LDD process, jointly where appropriate, to determine how other potential urban extensions, not currently designated as green belt, can assist in delivering the scale of growth required over this plan period, brought forward through the relevant LDD.

4.2.43 The phasing of urban extensions should complement the regeneration of Cheltenham and other parts of the urban area, recognising the relationship and impact that they have on the existing urban fabric, such as the transport network, public transport usage and public services, assisting the delivery of

housing renewal programmes and public realm and facilities. Key to the success of this proposal will be mechanisms to ensure that, whilst the majority of development will lie in Tewkesbury Borough, any financial contributions arising are applied to fund critical infrastructure within the wider urban area of Cheltenham. Further technical work will be required to quantify a robust phasing programme to accommodate the scale of growth throughout the plan period.

SR13 Cheltenham will continue to realise economic opportunities, whilst protecting and enhancing the environment, with provision for job growth in the Cheltenham TTWA made for about 10,750 jobs over the plan period. Provision should be made for an average of about 625 dwellings per annum within and adjoining Cheltenham's urban area over the plan period.

Development at Cheltenham will focus on the regeneration of the existing urban area through initiatives such as '*Cheltenham Civic Pride*' and the creation of an Urban Design Framework, reusing previously developed land and buildings within the urban area, maximising densities whilst seeking high quality design standards. A strategic urban extension will be provided to the north/north west of Cheltenham for about 4,000 dwellings (Area of Search I) as shown on the Inset Diagram. Development of housing should be phased to compliment the regeneration of the central area. Investment will be made in key infrastructure to enable the achievement of the development proposed in this policy.

Infrastructure investment associated with this policy is identified through paragraph 4.2.39.

Towns Within the Cheltenham and Gloucester Area of Influence

4.2.44 Gloucester and Cheltenham's economy continues to be a dominant influence over a number of nearby towns, with substantial levels of inward commuting from towns such as Stroud, the Forest of Dean towns and Tewkesbury and from Southern Herefordshire and Worcestershire. Beyond the links to

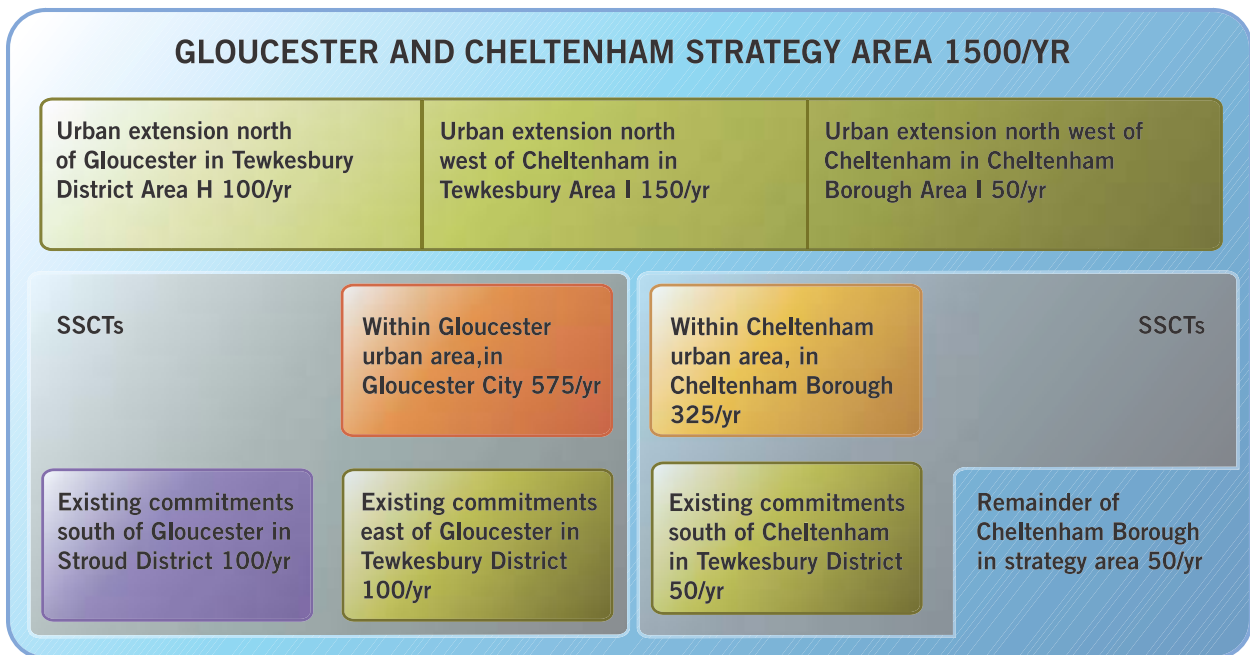
Gloucester, the Forest of Dean towns (Coleford, Lydney and Cinderford) demonstrate a complex, yet localised nature of commuting to and from each other and with other settlements in Wales and Herefordshire also intimately involved. Collectively, the three Forest towns form a relatively tight network with strong inter-relationships. In these towns there has been a considerable scale of housing development but this has not been matched by local job creation. A key issue to address in the Forest of Dean LDD is that of stimulating economic activity, increasing the opportunity for people to live and work in close proximity. Higher levels of self-containment, a reduction in dependencies with Gloucester and increased provision of services and facilities in the immediate locality will move towards a more sustainable community. Further housing development in the Forest of Dean towns should be clearly linked to increased economic provision.

4.2.45 Stroud and Tewkesbury’s high accessibility to major transport routes, particularly the strategic road network, has in Stroud’s case, generated an unsustainable form and overall level of out-commuting to the larger urban areas of Gloucester, Cheltenham and Bristol. Whilst the issue is not currently as critical for Tewkesbury, there is nevertheless the potential for this to be replicated, due to its location

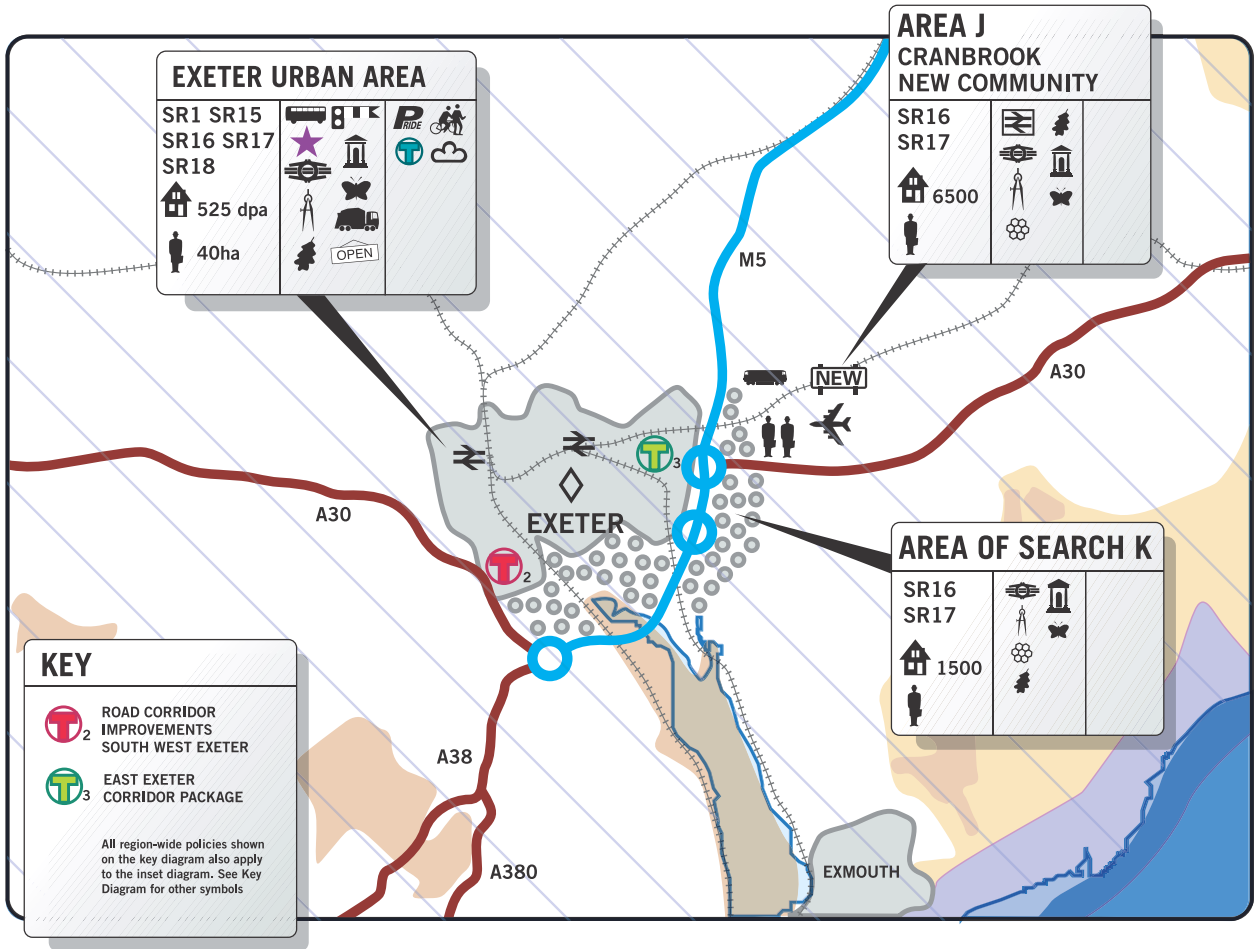
adjacent to the M5 Motorway. To enhance self-containment and reduce out-commuting to neighbouring larger urban areas, the future development of Stroud and Tewkesbury should be employment-led through an increase in the provision of jobs to create more balanced, sustainable communities. The main focus for development should be the efficient use of previously developed land and buildings in these towns.

SR14 While Gloucester and Cheltenham should accommodate the major part of the development within their areas of functional influence, LDDs should identify where opportunities exist within Stroud, Tewkesbury and the Forest of Dean towns which can be promoted and encouraged for development that will reduce the existing imbalances between population, employment and housing provision and reduce dependence on car-borne commuting. Strategic releases of housing should only be provided when it can be demonstrated that an increasing rate of employment has brought employment and housing more closely into balance.

Figure 4.3 An Illustration of Housing Distribution by Local Authority at Gloucester and Cheltenham



Inset Diagram 4.4 Exeter



Exeter Spatial Strategy

- 4.2.46 Located centrally in the region, Exeter (population 107,000) has good connectivity by the M5 and A30/A303, and by strategic rail links to the Midlands/North and London/South East. Exeter also benefits from an airport, university, cultural and retail strengths and this, together with its setting, has encouraged strong economic growth in the City over the past 20 years. This is set to continue, but brings with it significant planning challenges of accommodating growth and change, without undermining the quality of the City.
- 4.2.47 Exeter is a key economic driver for the region, as recognised in the *‘The Way Ahead’*. Current levels of job generation in the Exeter TTWA are projected to continue in the period up to 2026 (22,300 to 28,500 jobs), offering the potential to increase the access to, and dispersal of prosperity across a greater cross-section of the community.

4.2.48 Such high economic growth prospects will enable Exeter and the region to realise its economic potential, attracting investment in knowledge based industries, building on the potential of the University, Medical School and key employers like the Meteorological Office, the Airport and its associated strategic employment site, and developing the skill base of the area. LDDs for Exeter and East Devon should make provision for the further development of the City as a centre for business and service sectors, together with safeguarded strategic sites suitable for further investment in specialised, science and technologically based industries. These forms of economic growth are generally compatible with the conservation of the area’s high environmental quality.

4.2.49 The role of the City as a major Regional Centre for services, retailing and culture should be developed and enhanced, realising its economic opportunities, providing stronger commercial and tourism activity within the central part of the South West region. In developing its role, Exeter should be a focus for strategic economic development and should realise its full potential for further economic and commercial investment.

4.2.50 There is also scope for growth in tourism following past declines in the traditional holiday sector, taking advantage of the World Heritage site designation of the coast and the development of the National Cycle Network. The potential for developing the role of the City as a tourist centre should be recognised, supported by investment in improved cultural and commercial facilities, and encouraged through environmental enhancement and improved accommodation and visitor facilities within the urban area.

4.2.51 The strategy for the Exeter area is to focus development within, and adjacent to, the urban area and to ensure that population and workforce growth is commensurate with economic activity and growth in jobs. The strategy provides for additional economic development and housing, realising the potential for development within the existing urban area, without harming the urban environment or impacting on its historic heritage, with the urban area enhanced by greening initiatives in line with Policy G11. Complementing the urban focused strategy, a strategic urban extension east of the M5 Motorway, the Cranbrook New Community has been identified through technical work undertaken by the strategic and local authorities in developing the added adopted Devon Structure Plan. This will provide a supply and choice of residential, economic and social opportunities sufficient for the period to 2021. This and any other urban extensions identified should complement the regeneration of Exeter recognising the relationship and impact that they will have on the transport network, public transport investment and public services.

4.2.52 Economic growth forecasts indicate that the overall scale of housing provision provided at Exeter may be insufficient towards the latter part of the plan period to facilitate a balanced, sustainable community. Consequently, it may be necessary to identify a further direction of growth before the end of the plan period to ensure that a continuous supply of residential land is provided, if the forecast of strong economic performance of the sub-region is evidenced through regular monitoring. Identification and release of a further strategic urban extension, if required, should not prejudice the current commitment to deliver the New Community and should be identified through a subsequent review of the RSS. Area of Search K gives a broad indication of where the local authorities should investigate a further strategic urban extension on the eastern and southern sides of the city.

SR15 In developing Exeter’s future role, LDDs should reflect Exeter as a focus for strategic economic development with policies targeted to realise its full potential for further economic and commercial investment, particularly in services and knowledge based industries and activity related to the University, Airport and proposed rail freight interchange.

SR16 Exeter will realise its economic opportunities and its role as a major Regional Centre for employment, retail services and culture, with provision for job growth in the Exeter TTWA made for about 28,500 jobs over the plan period. Employment land provision should be made for 40 hectares within Exeter’s urban area (Exeter City’s administrative area), and 100 hectares adjacent to Exeter in Exeter City and in East Devon District administrative areas over the plan period. Provision should be made for an average of about 925 dwellings per annum within and adjoining Exeter’s urban area over the plan period, distributed as follows:

- An average of about 525 dwellings per annum in Exeter City
- An average of about 325 dwellings per annum in East Devon (New Community)

Development at Exeter will focus on the regeneration on the City's urban area through the reuse of previously developed land and buildings, maximising densities whilst seeking high quality design standards, complemented by the provision of the Cranbrook New Community to the east of Exeter for about 6,500 dwellings (Area J) as shown on the Inset Diagram.

In order to cater for development requirements after 2021 a second strategic urban extension (or new community) should be identified, providing for at least 1,500 dwellings and 20 hectares employment land on the eastern and southern sides of Exeter City (Area of Search K) as shown on the Inset Diagram, and brought forward towards the latter part of the plan period, through a subsequent review of the Draft RSS, phased in a way that will not impede the successful implementation of the Cranbrook New Community.

The New Community and subsequent urban extensions should be planned and developed as sustainable communities which deliver a high quality of life through high density and standards of design and access, protecting and maintaining environmental assets and landscape setting, avoiding areas susceptible to flooding. The Cranbrook New Community should be phased with the necessary infrastructure investment to support the emerging new community, including a new secondary school.

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

4.2.53 Key infrastructure required will be identified through the Implementation Plan and will include:

- Progressive implementation of bus priority measures
 - Intelligent transport systems
 - Demand management, including parking management and allocation of road space
 - Improved railway stations and additional train capacity on the local rail network
 - Additional Park and Ride sites to the west and north of the City
 - Improved public transport interchanges, notably at Exeter St David's and Exeter Central stations, Exeter Bus/Coach Station, Honiton Road Interchange
 - Intermodal freight terminal
 - Improvements to key junctions on the City's distributor road network (Exeter ring road and Alphington Corridor)
 - Provision of a new railway station on the Waterloo to Exeter railway
 - Strategic road infrastructure including Monkerton Link Road, Clyst Honiton Bypass and improvements in the vicinity of M5 Junctions 29 and 30
 - Increased capacity at Exeter International Airport and quality of terminal facilities (approximately 2.3 million passengers per year by 2030)
 - Improved airport apron capacity and taxiways
 - Improved public transport access for the airport by direct bus services and shuttles from the railway stations
 - Cultural, visitor, sport and recreational facilities to meet increased demand
 - Complementary waste treatment facility at, or close to, Exeter
 - Additional recycling centre on the eastern side of the City
 - Two strategic in-vessel composting plants within the Exeter sub-region
- A major step change in public transport with enhanced quality, frequency and capacity, through significant new investment in innovative public transport systems and high quality public transport links between Exeter and the New Community

SR17 Devon County, Exeter City, East Devon District and Teignbridge District Councils should plan for the balanced growth of Exeter, maximising the use of previously developed land and buildings, making provision for urban extensions, for mixed-use development, to meet the longer-term needs. This will require continued cooperation, particularly at cross-boundary locations, through joint work on LDDs addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

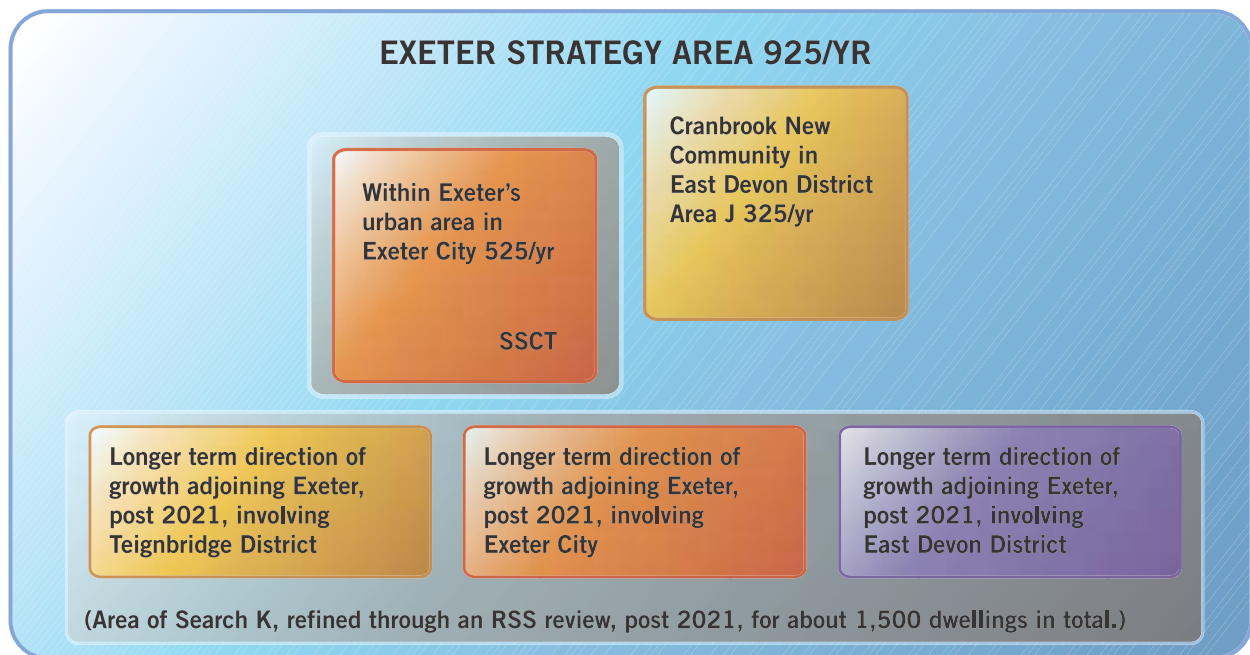
Towns Within the Exeter Area of Influence

4.2.54 The City’s economy continues to be a dominant influence over a number of towns within the wider sub-region, with substantial levels of inward commuting from towns such as Exmouth, Crediton, Dawlish, Tiverton, Honiton and Ottery St Mary. In these towns there has been a considerable scale of housing development over the last 20 years but this has not been matched by local job creation. There are therefore strong and complex functional relationships between a number of towns in the sub-region and the City itself. The Strategy does not seek to increase relative inward commuting levels,

but local needs should be catered for through LDDs to maintain the viability of these centres under Development Policies B and C with opportunities for job growth promoted through appropriate allocations of land and other measures. Provision for additional housing at these towns should be on a scale consistent with economic growth and at locations most accessible to existing and future employment and other services and facilities.

4.2.55 The strategy for Newton Abbot gives priority to increasing job opportunities within the town, so as to promote greater self-containment and reduce the growth in long-distance commuting to Exeter and to nearby Torbay. The planned rate of growth in residential development at Newton Abbot should be reduced over the period to 2026 in order to ensure a closer balance between workforce growth and anticipated economic development. Provision should therefore be made for a total of about 4,000 dwellings in the period 2006 to 2026. In providing for development, opportunities should be taken to integrate environmental improvements, particularly relating to the river and estuary corridor.

Figure 4.4 An Illustration of Housing Distribution by Local Authority at Exeter



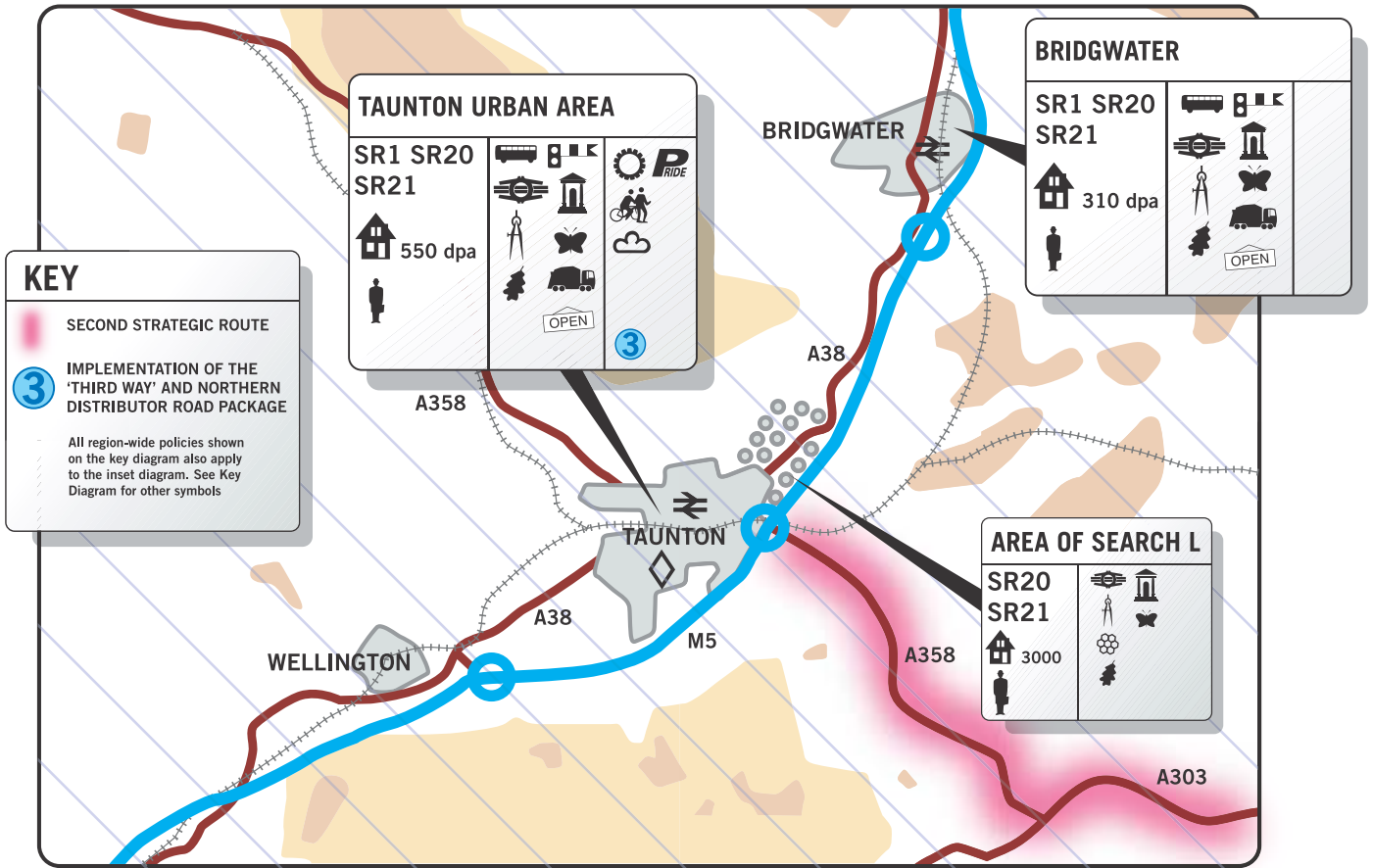
4.2.56 To maintain the role and function of Newton Abbot it is important that transport links to other nearby towns are enhanced, and public transport links to Torbay are improved. The town itself should develop an increased quality and range of higher-order services and facilities, with the town's transport networks improved and enhanced so as to reduce congestion and facilitate future development. In order to enable additional development to be accommodated and to improve accessibility within the town and its surrounding area, provision should be made for enhanced public transport interchange facilities (including enhancement of the role and environment of the railway station) together with Park and Change facilities. Significant investment will be needed to link proposed new development to the existing transport networks, together with improved public transport and bus priority to promote sustainable travel modes.

SR19 Newton Abbot is the primary focal point for development in Teignbridge District and the LDD, and should continue to develop its role as a sustainable community through the provision for job growth in the Newton Abbot TTWA for about 6,500 jobs (35 to 50 hectares of employment land in total) and an average housing provision of about 200 dwellings per annum at Newton Abbot over the plan period.

SR18 While Exeter itself should accommodate the major part of the development within its area of functional influence, LDDs should identify where opportunities for job growth within other related towns in the surrounding area should be promoted and encouraged, reducing existing imbalances between population and employment, and reducing dependence on car-borne commuting.

LDDs should also facilitate cultural, tourism and retail developments and enhancements for Exeter, providing a stronger commercial and tourism centre within the central part of the South West region. This should be complemented by sufficient provision of new housing to provide a more appropriate balance between labour and housing markets in the wider area.

Inset Diagram 4.5 Taunton and Bridgwater



Taunton and Bridgwater Spatial Strategy

4.2.57 Taunton (population 62,000) is the second most important town for commercial and retail activity in the central part of the region after Exeter. It is in the 'M5 Corridor' economic zone identified in the RES and, sitting in the main transport corridors through the spine of the region is well connected with London and other markets. Bridgwater (population 36,000) and Wellington have strong functional links with Taunton, and collectively offer significant potential to contribute to the economic growth and prosperity of the central part of the region. A single strategy is proposed to realise this potential and to act as a strategic planning framework for the three towns. The three are physically and functionally closely related with a pooled labour market and the same HMA. The quantity and quality of higher-order services provided by Taunton confirms its predominant role in relation to Bridgwater and the much smaller satellite of Wellington, which is reflected in the higher levels of growth

proposed at Taunton in comparison with the other two places. This relationship should be maintained throughout the plan period.

SR20 Somerset County Council, Sedgemoor and Taunton Deane District Councils should maintain the relative relationships between Taunton, Bridgwater and Wellington, plan for their complementary balanced growth, maximising the use of previously developed land and buildings, making provision for an urban extension at Taunton, for mixed-use development, to meet the longer-term needs.

4.2.58 It is expected that Taunton, together with Bridgwater and, to a lesser extent, Wellington will continue to perform as locations where market-led economic activity will occur in the future. Realising the economic potential of Taunton, and developing its role as the major business, commercial, educational, service and cultural centre at the geographical centre of the South West region is at the core of the Strategy for the area. The Strategy provides for additional economic development and housing, primarily within the Taunton urban area, to assist regeneration. Bridgwater plays a complementary role to Taunton, providing jobs in sectors not as well represented in Taunton's economy, and providing in the main, lower-cost housing. Bridgwater's growth should be substantially lower than Taunton's to ensure that unsustainable patterns of development are not created.

4.2.59 Concentrating development primarily at Taunton, and particularly within the town centre as identified in the Taunton Urban Design Framework, will provide the main focus for future growth and the rejuvenation and renaissance of the Taunton urban area. Focused private and public investment is needed to stimulate urban renaissance in Taunton in line with the town vision. Within the Taunton urban area, town centre regeneration sites have significant capacity and can accommodate about 2,200 homes and 7,000 jobs. A regeneration framework and renewal programme has been prepared to deliver a planned urban renaissance and improved quality of life for the community.

4.2.60 The proposed strategic urban extension on the northern side of Taunton should maximise opportunities to integrate into the existing urban area, provide a range of services and facilities to meet the requirements of its population, whilst not drawing the focus away from the town centre. These measures should be part of a comprehensive framework to ensure that they are delivered to meet the needs of the new development at the appropriate time.

SR21 The economic potential for all three urban areas will be realised with provision for job growth in the Taunton and Bridgwater TTWA made for about 18,500 jobs over the plan period. Provision should be made for an average of about 1,100 dwellings per annum at Taunton, Bridgwater and Wellington collectively over the plan period distributed as follows:

- An average of about 700 dwellings per annum within and adjoining Taunton's urban area
- An average of about 310 dwellings per annum at Bridgwater
- An average of about 90 dwellings per annum at Wellington

Development at Taunton will focus on the regeneration of the central area through the reuse of previously developed land and buildings within the urban area, maximising densities whilst seeking high-quality design standards, complemented by the provision of a strategic urban extension north of Taunton for about 3,000 dwellings (Area of Search L) as shown on the Inset Diagram.

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

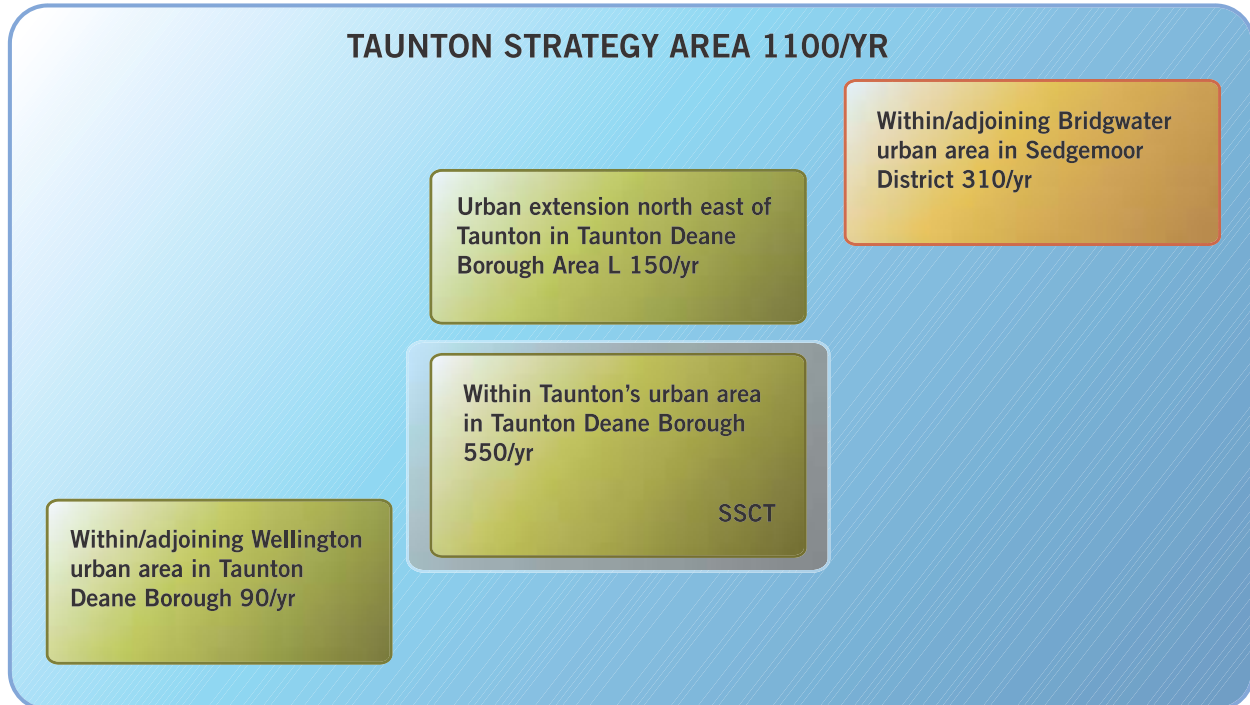
4.2.61 Key infrastructure required will be identified through the Implementation Plan and will include:

- On-going investment in walking and cycling networks linking key areas of employment, education and other key facilities with housing
- Progressive implementation of bus priority measures, particularly along the A38 public transport corridor and Bridgwater and Taunton and Wellington
- Specific road improvements
- Implementation of ‘The Third Way’ and Northern Inner Distributor Road, to deliver the town centre regeneration sites
- Increased skill levels through training programmes will assist in meeting the economic opportunities as well as redressing disadvantage in five specific wards
- Appropriate infrastructure investment to accommodate and integrate the strategic urban extension

Other Strategically Significant Cities and Towns in the North and Centre of the Region

4.2.62 The area to the east of Bath, and south west of Swindon, is characterised by a collection of small to medium sized towns which interact with each other and with their larger neighbours. The two main centres which have a high degree of functionality and potential for future development in this area are Chippenham (population 33,000) and Trowbridge (population 34,000). LDDs should concentrate employment and housing growth in the area between the West of England and Swindon at Trowbridge and Chippenham in order for the maximum economic and regeneration benefits to be realised, ensuring the development of a more balanced, sustainable community. The inter-relationships between Trowbridge, Chippenham and other towns in this part of the region requires further work to establish the most appropriate policy directions which LDDs should pursue.

Figure 4.5 An Illustration of Housing Distribution by Local Authority at Taunton, Bridgwater and Wellington



Chippenham

4.2.63 Whilst Chippenham's functionality is strongly influenced by the M4 and a dormitory role with regard to Swindon/Bath/Bristol, it also performs as an employment and service centre to a growing population and a wide rural hinterland. The town's location and its connections via the M4 and on the mainline rail route to Bath/Bristol and London/South East will help to ensure that it continues to build on inward-investment and growth. In addition it has a significant local role as an established retail centre. The type and scale of development at Chippenham should be commensurate with the objectives of reducing the growth in commuting flows from the town and enhancing its functional relationships with Trowbridge and the network of towns surrounding it. Chippenham's proximity and accessibility to the University towns of Bath, Bristol and, in future, Swindon affords major potential to develop linkages between the Universities and businesses located at the town.

SR22 Development at Chippenham should ensure the dormitory relationships with Swindon and other centres are contained, with Chippenham becoming more self contained. The LDD should make provision for job growth in the Chippenham TTWA for about 6,300 jobs and an average housing provision of about 225 dwellings per annum at Chippenham over the plan period.

Trowbridge

4.2.64 Trowbridge is a sub-regionally significant employment, administrative and service centre. (It is expected that the Trowbridge TTWA will create between 9,400 jobs and 11,700 jobs over the plan period). Much potential exists for town centre expansion at Trowbridge. This should be managed through the Transforming Trowbridge initiative to ensure that the comprehensive redevelopment of the town centre can be realised. Despite established commuting relationships with Bath and Bristol, Trowbridge is not heavily influenced by its proximity to a large urban centre. The town has strong functional links with Bradford-on-Avon, Frome, Melksham, Warminster and Westbury, maximising opportunities arising from the existing transport infrastructure, particularly the public transport network.

4.2.65 The economic potential of the other towns in the network is also important and transport connections are key to realising this. All six of the towns are linked by rail but certain targeted improvements to the wider transport network may be required to enable the area to achieve its growth potential to improve access to established employment centres and to build on previous infrastructure investment.

SR23 The LDD should make provision for job growth in the Trowbridge TTWA for about 11,700 jobs and an average housing provision of about 250 dwellings per annum at Trowbridge over the plan period, achieving a more balanced, sustainable community across the functionally related settlements of Bradford-on-Avon, Frome, Melksham, Warminster and Westbury.

Yeovil

4.2.66 Yeovil (population 41,000) is the largest town and commercial and administrative centre in the 'A30 Corridor' economic zone identified in the RES and is a major employment centre providing many jobs in aerospace and associated engineering. Yeovil has a relatively high level of self-containment, although there is notable in-commuting from the surrounding hinterland. Yeovil is close to Sherborne, and there is a strong interaction between the two places across the administrative boundary and, when producing their LDDs, South Somerset and North Dorset Councils should work together closely. 'Yeovil Vision' sets out an ambitious set of goals for Yeovil looking to the year 2025 and beyond. It has established an Urban Development Framework that identifies the development of flagship projects and the 'quarter's' concept in the town centre. Key objectives of the Vision that LDDs will need to address include diversifying the economy, broadening the range of retail and leisure opportunities and improving the transport connections, as well as changing the image of the town.

4.2.67 The strategy to deliver the 'Yeovil Vision' is regeneration and employment led and should benefit from educational support from Yeovil College, with University connections with Exeter and Bournemouth enhancing the already strong skill base. Where urban extensions are required, integration with the existing urban area will be essential in line with Development Policy F.

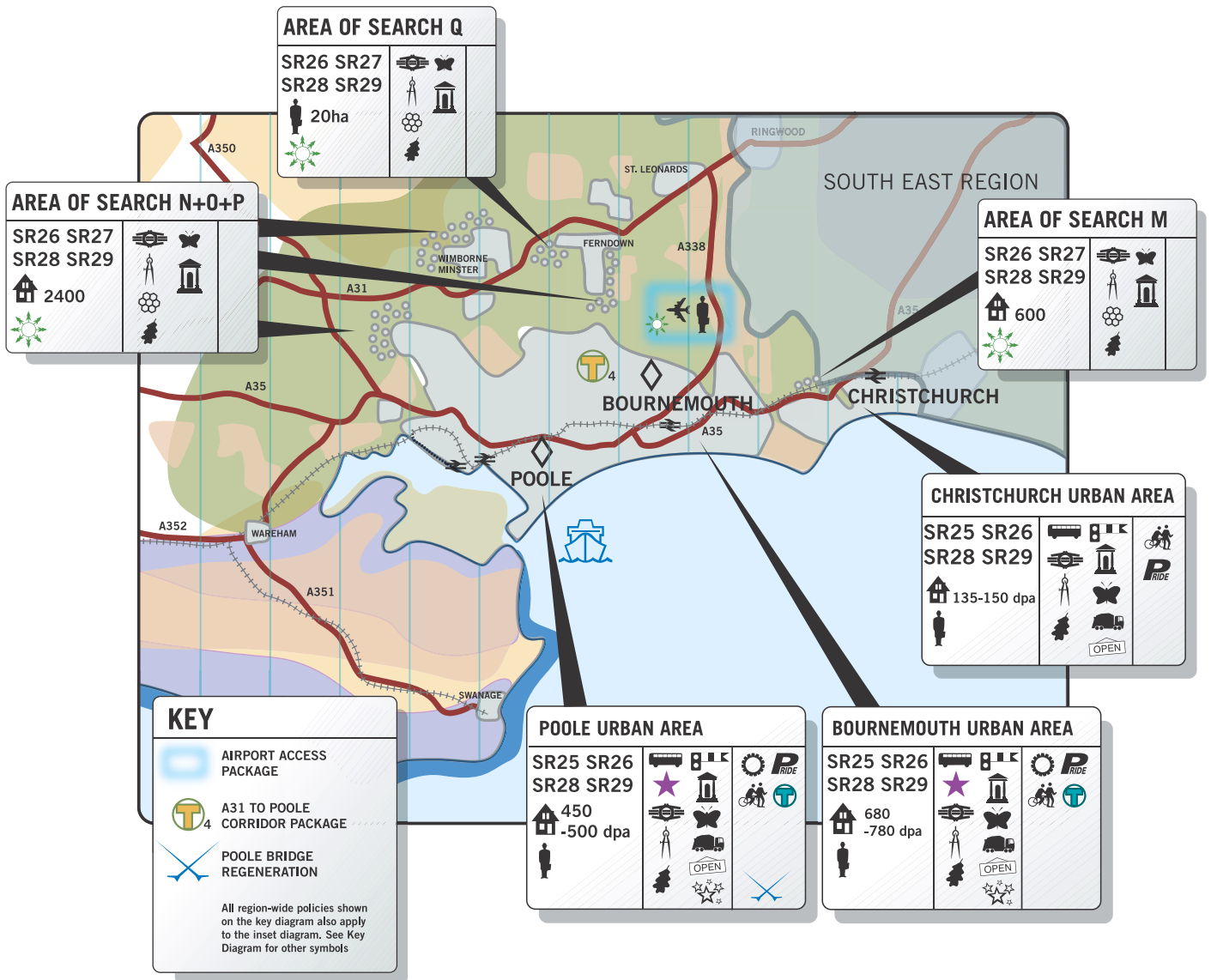
SR24 LDDs should make provision for job growth in the Yeovil TTWA for about 9,100 jobs and an average housing provision of about 320 dwellings per annum at Yeovil over the plan period. This will require cooperation, particularly at cross-boundary locations, through joint work on LDDs addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

4.3 The South East of the Region

4.3.1 The south eastern part of the region has strong connections with areas further east and this has a major effect on economic performance and the demand for residential accommodation. Bournemouth-Christchurch-Poole (the South East Dorset Conurbation), and the towns in the immediate hinterland, is the second largest urban concentration in the South West (with over 400,000 people) and has witnessed significant growth in economic activity and housing provision over the last 20 years, although there are also serious shortages of affordable housing. Future change and growth of the conurbation are constrained by internationally important environmental assets which affect the scope for significant outward expansion of the urban area. The emphasis in this part of the region is upon managing growth carefully, maximising the potential for development within the existing urban area by re-development, and using urban extensions where sustainable, bearing in mind the high level of constraint. The role of other key centres such as Dorchester, Weymouth and Salisbury and locally important market towns needs to be maintained through balanced development, without increasing the need to travel for jobs and services.

SR25 In the south east of the region, the strategic emphasis is to manage development by enabling the SSCTs to develop and improve their roles as service and employment centres, enhancing regional prosperity, in a way that recognises the strong environmental constraints of the sub-region and the implications this has on the pattern of development. Sufficient housing will be provided to complement their economic role and to meet the needs of a growing population.

Inset Diagram 4.6 South East Dorset



South East Dorset Spatial Strategy

4.3.2 The South East Dorset conurbation comprising Bournemouth (population 163,000), Poole (population 138,000), Christchurch (population 40,000) and its immediate hinterland, Wimborne Minster, Colehill, Ferndown, Verwood, St Leonard’s, West Moors and Wareham is one of the South Coast’s major urban areas. It is a key driver in the South West region and has a significant role in delivering the Sustainable Communities agenda. With a population of over 400,000, it is the second largest urban area in the region. Managing their economic potential, both individually and collectively, whilst also seeking to achieve a high-quality lifestyle for

all members of the community is not only critical to their future success, but also to the success of the regional/national economy. To deliver this holistic approach will require all local authorities to work together (as identified in Policy SR26), particularly where there are cross administrative boundary issues that require resolution. In particular, a joint system to secure key infrastructure contributions from smaller residential developments will be required in advance of adopted LDDs to deliver the strategy for South East Dorset.

4.3.3 Green belt is a key feature in planning for South East Dorset, preventing the coalescence of settlements as well as ‘urban sprawl’. It is important that the primary importance of the green belt in preventing the joining up and loss of character of settlements is reinforced. Recognising that the capacity of the urban areas to accommodate development is lower than the overall requirement, well-planned urban extensions will be needed to meet this shortfall, incorporating the conclusions of the ‘*Strategic Green Belt Review*’. With a complex delineation of administrative boundaries it will be essential for all the appropriate local authorities (as identified in Policy SR26) to work jointly in defining the precise boundaries to accommodate the identified urban extensions through joint LDDs, where appropriate.

SR26 Dorset County Council, Bournemouth Borough, Borough of Poole, Christchurch Borough, Purbeck District and East Dorset District Councils should plan for the balanced growth of the conurbation (Bournemouth, Poole and Christchurch and its immediate hinterland) maximising the use of previously developed land and buildings with urban extensions within a revised green belt. This will require co-operation, particularly at cross-boundary locations, through joint work on LDDs, addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

SR27 Around the built up areas of Bournemouth (including contiguous built up areas within East Dorset and Purbeck), Poole and Christchurch, the inner boundary of the green belt shall generally follow the limits of existing development or that already committed. The general extent of the South East Dorset green belt is maintained subject to changes in boundaries that will be defined in LDDs to:

- Accommodate the urban extensions required for the longer-term development of South East Dorset at locations identified in Policy SR29, with the revised inner boundary coterminous with the outer edge of the urban extensions
- Exclude land at Bournemouth International Airport (subject to further technical work being undertaken)

4.3.4 South East Dorset contains a high concentration of environmental and wildlife sites of significant value, reflected in their designation under the European Habitats Directive. The ability to manage this economic potential with the area’s ‘Unique Selling Point’ of its nationally and internationally recognised environment is critical to the success of the conurbation. Opportunities and pressures should be managed to maintain the intrinsic quality that attracts employers to the sub-region, whilst not limiting the economic growth potential of the area. The ability to deliver increased productivity and prosperity without continuous physical outward expansion underpins the economic strategy for the sub-region.

SR28 LDDs should identify a pattern of development that reflects the extremely high value placed on the environmental assets surrounding the conurbation and addresses the implications arising from the European Habitats Directive. LDDs should not restrict the economic opportunities and increased productivity potential from the urban areas of Bournemouth, Poole and Christchurch but will, in respect of the environmental designations, manage the implications arising from further economic and population growth so there are no adverse effects on the designated environmental sites (those sites covered by the European Habitats Directive), reflecting the area's relatively good links with London and the economic potential of the Airport and University.

- 4.3.5** The vision for South East Dorset is focused around strengthening and developing its role within its outstanding environment and for the area to be recognised internationally as a prime example of a sustainable conurbation, managing change effectively. Whilst this part of the region has the potential to increase economic productivity through focused expansion in the key growth sectors, the level of growth, particularly physical growth, should respect the high quality and restrictive nature of the surrounding environmental assets. The New Forest National Park, environmentally important heathlands (European Habitat designation status) and adjoining Jurassic Coast World Heritage Site reinforce the high-quality environmental assets which surround the urban area, drawing people in and driving the economy. The high-quality environment and proximity to London and the South East has resulted in the housing market coming under increasing pressure, making it increasingly difficult for local communities to gain access to the housing market. Also, although sites for further economic expansion have been identified adjacent to the Airport, the difficulties of further expansion of the urban area may affect the development of certain types of economic activity.
- 4.3.6** Overall the Bournemouth TTWA is expected to grow by between 18,100 and 23,000 jobs over the next 20 years. Education and health are expected to create approximately 40% of this growth. Other growth sectors include other business services, hotels and catering and distribution. High technology manufacturing is a key growth sector with significant concentrations of advanced engineering and aerospace related businesses at Bournemouth Airport. Financial, information technology and other business activities are also important sectors with a number of major financial companies having their headquarters here. Creative industries are also relevant, with the University having national importance for animation. The proposed 'Hotel School' has the potential to raise investment within the tourism and leisure sector.
- 4.3.7** Total employment in Poole TTWA is expected to rise by between 14,700 to 18,900 jobs over the next 20 years. Given the relative importance of industrial employment in Poole, the on-going decline in manufacturing is bound to have some impact. It does however seem that Poole has started to restructure its economy progressively which will lessen the impact of any loss of manufacturing work. The concentration of high technology manufacturing in Poole is regionally significant and there are also opportunities for further growth of the marine sector. Basing the maritime events of the 2012 Olympic Games around Weymouth and Portland is also likely to benefit the maritime sector.
- 4.3.8** The strategy for the South East Dorset conurbation concentrates development within the urban areas, particularly Bournemouth, Poole and Christchurch, but also some of the outlying settlements, albeit at a smaller scale. Town and local centres located on prime transport corridors will provide the focus to intensify development, providing the greatest opportunity to continue the renaissance of urban areas. Increasing the density of development in conjunction with high-quality design at locations which offer a wide range of services and facilities will enable a more sustainable conurbation to evolve. Economies of scale along the prime transport corridors will offer the ability to increase public transport usage. Key strategic locations to accommodate economic growth potential include Bournemouth Airport, the Poole regeneration area, Bournemouth Town Centre (including Lansdowne), Wessex Fields and the Port of Poole.

- 4.3.9** Regarding Housing Development, there is a danger that the process of intensification will continue to provide for smaller flats as the dominant form of dwelling. This form of housing is especially attractive to the retirement in-migration, second home and holiday markets which could undermine attempts to meet a range of housing needs. Furthermore, there are signs that the demand for flats, particularly one and two-bedroom units, is slowing down, which could have implications for the delivery of new housing in South East Dorset. It will be critical, therefore, for Local Development Frameworks (LDFs) to secure a range and mix of dwelling types and sites while also providing sufficient levels of housing needed to support the necessary economic growth of South East Dorset.
- 4.3.10** Studies to date undertaken by the strategic planning authorities have identified the potential for about 25,000 dwellings by 2026 coming from the three main urban areas (Bournemouth, Poole and Christchurch). Whilst such a strong urban focus is welcomed in the strategy, adding to its sustainability, increased densities and a more innovative approach to urban form and design could increase the urban contribution and assist in delivering the vision. A higher level of provision could aid the availability of affordable housing, increase the viability of prime transport corridors, raise additional private sector finance yet reflect the importance of protecting the surrounding high-quality environmental assets, enhancing the delivery of the vision for the conurbation. The additional increase in urban concentration should be focused at the main urban areas of Bournemouth, Christchurch and Poole distributed on a proportionate basis, approximately 55% (Bournemouth), 35% (Poole) and 10% (Christchurch) respectively. Further technical work is being progressed by the relevant strategic planning authorities, in conjunction with sub-regional partners, to refine this contribution. To facilitate this process a range has been estimated, incorporating an additional 3,300 dwellings distributed across the three main urban areas, to be refined through this additional technical work.
- 4.3.11** It should also be noted that, within the South East Dorset Conurbation, a higher rate of housing growth is likely to occur in the earlier part of the plan period up to 2016 (and, in particular up to 2011). This is due to the fact that there are some significant sites within the urban area which are planned for delivery within these earlier periods, notably those within the area of the Poole Bridge Regeneration Initiative and neighbouring central sites. After 2016, the opportunity for bringing forward major urban sites will be limited, and so annual completions will rely more heavily upon windfall sites.
- 4.3.12** Technical work undertaken by the strategic planning authorities has concluded that strategic scale urban extensions are inappropriate, due to their potentially adverse impact on sensitive wildlife and environmental sites, specifically those covered by the European Habitats Directive. All development proposals should ensure that the requirements of the European Habitats Directive are addressed, demonstrating that they do not adversely affect their integrity, whether individually or collectively, in accordance with the regulations. In addition, the cumulative effects of development across the conurbation have pointed to the need for a strategic approach to mitigation measures. Dorset County Council, District Councils and the RPB in conjunction with English Nature, are preparing a framework against which development proposals can be evaluated to consider their contributions to support an appropriate level of necessary mitigation measures.
- 4.3.13** Some smaller urban extensions will be required to provide a variety of choice in terms of location and quality, complementing urban development. Ferndown (Area of Search Q – west of Ferndown), subject to the provision of necessary infrastructure, is considered to provide the most sustainable location to accommodate the anticipated range and quality of employment sites necessary (20 hectares) to deliver the economic requirements. Also, urban extensions totalling about 2,400 dwellings at the following settlements within East Dorset District (Area of Search N – north west of the main urban area at Corfe Mullen, Area of Search O – north and west of Wimborne Minster, and Area of Search P – east and south east of Ferndown) should be provided. Urban extensions should be developed in accordance with Policy F.

SR29 South East Dorset should balance its economic potential with regard to the high-quality environmental assets and provide for job growth in the Bournemouth and Poole TTWA of about 42,000 jobs over the plan period, with about 23,000 jobs at Bournemouth and about 19,000 jobs at Poole. Provision should be made for an average of about 1,555 to 1,720 dwellings per annum within the South East Dorset conurbation over the plan period, distributed as follows:

- An average of about 680 to 780 dwellings per annum in Bournemouth Borough
- An average of about 450 to 500 dwellings per annum in the Borough of Poole
- An average of about 165 to 180 dwellings per annum in Christchurch Borough, including an urban extension
- An average of about 260 dwellings per annum in East Dorset District, within the Spatial Strategy area, of which about 120 dwellings per annum are extensions to existing settlements

Development at South East Dorset will focus on the intensification of Bournemouth, Poole and Christchurch's urban areas through the re-use of previously developed land and buildings, including urban renewal, maximising densities whilst seeking high-quality design standards, complemented by the provision of urban extensions closely related to local centres at the following locations:

- North of Christchurch urban area, within Christchurch Borough, about 600 dwellings (Area of Search M) as shown on the Inset Diagram
- Within East Dorset District a total of about 2,400 dwellings (Area of Search N – north west of the main urban area at Corfe Mullen, Area of Search O – north and west of Wimborne Minster, and Area of Search P – east and south east of Ferndown) as shown on the Inset Diagram

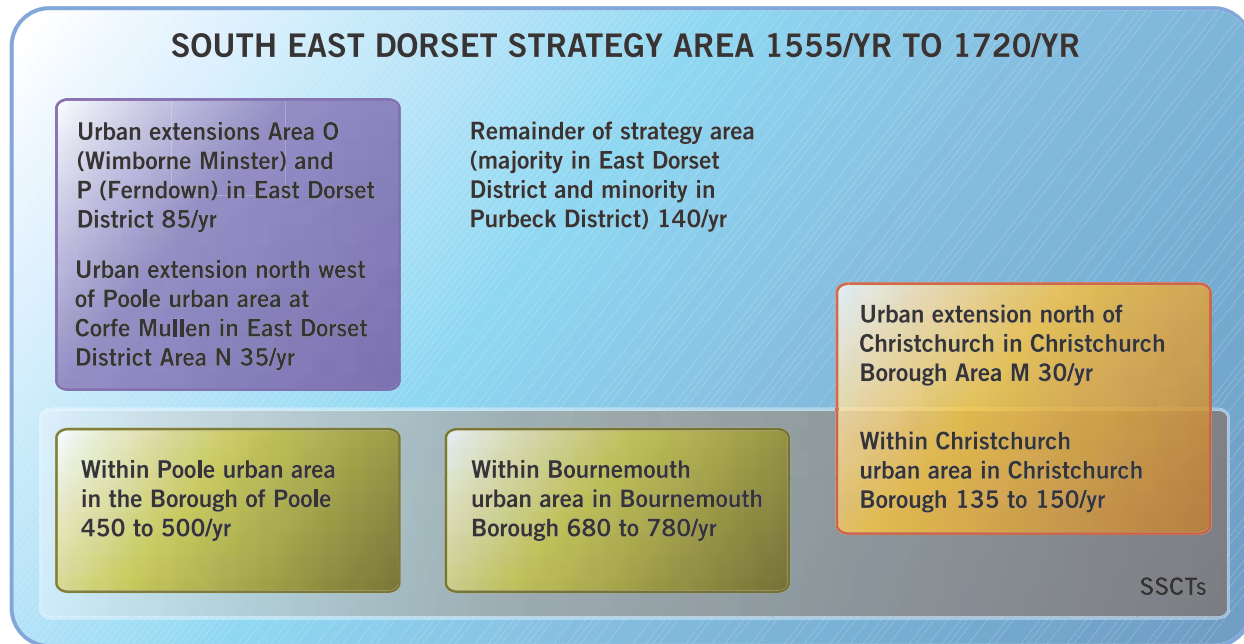
- **Within East Dorset District 20 hectares of employment land (Area of Search Q – west of Ferndown) as shown on the Inset Diagram**

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

4.3.14 Key infrastructure required will be identified through the implementation plan and will include:

- Investment in public transport, walking and cycling provision
- Increased demand management by transferring more road space to priority vehicles and managing the supply and use of parking
- Prime transport corridor improvements
- Poole Bridge regeneration network
- A31 to Poole corridor improvements
- Provision for a new passenger terminal at Bournemouth Airport and a package of measures to improve access, including a link road to the A338 (further work required)
- Port of Poole deeper access channel and berth improvements (subject to further study)
- Provision of new local rail passenger services and stations, including a Swanage connection, and use of rail for local Park and Ride
- Improvements to rail links to other major centres in the South West
- Provision of green infrastructure close to the urban areas
- Improved accessibility by public transport, cycling and walking to significant areas of countryside recreation, including the Dorset and East Devon Coast World Heritage Site, Cranborne Chase and the New Forest

Figure 4.6 An Illustration of Housing Distribution by Local Authority at South East Dorset



Other Strategically Significant Cities and Towns in the South East of the Region

Salisbury

4.3.15 The Cathedral City of Salisbury (population 43,000) is a large free standing employment centre performing a traditional service role for a wider hinterland of smaller towns and villages, with a nationally important role as a tourism centre. The retail centre is designated as a ‘quality regional town’ with a high quality image and good demand for retail units. Employment is expected to grow by between 10,800 and 13,600 jobs over the plan period in the TTWA, given Salisbury’s location on the A36 route to Southampton, and its role as an important rail junction, with links to Waterloo. Potential for significant outward expansion of Salisbury is limited due to Areas of Outstanding Natural Beauty and flood risk factors. This will require the LDD to plan to enable Salisbury to continue to grow and prosper within the context of maintaining the integrity of environmental assets and avoiding flood risk areas.

SR30 The LDD should enable balanced growth of jobs and homes matching provision for job growth in the Salisbury TTWA for between 11,000 and 13,500 jobs and an average housing provision of about 250 dwellings per annum at Salisbury over the plan period.

Dorchester and Weymouth

4.3.16 Dorchester and Weymouth form a single TTWA and function in a complementary manner, with significant commuting flows between them. Dorchester (population 16,000) is the County Town of Dorset and an important service area, whereas the much larger town of Weymouth (population 56,000) is an important seaside resort, formerly with a strong naval presence at nearby Portland. The area sits within, and close to, Areas of Outstanding Natural Beauty and the Jurassic Coast World Heritage Site which influences development strategies for the two towns. Dorchester is located at the junction of the A35, the South Coast trunk road and the A37 northwards to Yeovil. Both towns have direct rail links to London and Bristol. Development pressure in the area is considerable. The most pressing strategic planning issue is to achieve a better balance of jobs and housing between the two towns, with more housing

provision at Dorchester, to help redress commuting into the town. The Poundbury development at Dorchester, which has national prominence, demonstrates how high-quality, relatively high-density urban extensions can be developed.

- 4.3.17** Total employment in the combined Dorchester and Weymouth TTWA is expected to increase by between 7,300 and 9,500 jobs over the next 20 years. Distribution, other business services, printing and publishing and education and health are set to be the fastest growing sectors, whilst manufacturing and banking and insurance are forecast to decline.
- 4.3.18** Weymouth functions in a complementary manner to Dorchester and future development should aim to improve Weymouth's self-containment. Weymouth's economy is dominated by lower-paid tourism and service sector employment with other important growth sectors including distribution, engineering and electronics. Following the successful London 2012 Olympic bid, Weymouth and Portland Harbour will host the Olympic and Paralympic sailing events. This provides an opportunity to enhance the quality of life in the area, and establish lasting legacies in terms of improved communications to national networks, infrastructure and communities.
- 4.3.19** LDDs should reflect that whilst the maritime industries sector continues to be important, the economic base of Weymouth needs to be broadened and strengthened, particularly to allow for the development of higher-technology and higher-wage industries to provide a better balance of employment. Weymouth's role as a major tourist resort and sub-regional service centre should be enhanced through the development of retail, education, recreation, health and community facilities, upgrading the quality of tourist accommodation in the town and widening the span of the peak tourism months. Shortages in skilled labour, particularly in the engineering, electronics and construction sectors, should be redressed through higher education opportunities provided by Weymouth College, seeking to retain a higher proportion of the younger workforce, assisting its future economic performance.

SR31 Dorset County Council, West Dorset and Weymouth/Portland District Councils should plan for the balanced growth of Dorchester and Weymouth maximising the use of previously developed land and buildings. This will require cooperation, particularly at cross-boundary locations, through joint work on LDDs, addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure. Provision should be made for job growth in the Dorchester and Weymouth TTWA of between 7,300 to 9,500 jobs and an average housing provision of about 200 dwellings per annum at Dorchester and about 250 dwellings per annum at Weymouth over the plan period. LDD policies should stimulate economic opportunities, reduce in-commuting and reflect the high-value environmental assets surrounding Dorchester.

4.4 The Western Peninsula

4.4.1 The part of the Peninsula to the west and north of Exeter, comprising the western and northern part of Devon, Plymouth, Torbay, Cornwall and the Isles of Scilly is an area of very high environmental quality with two National Parks and extensive coastline, and is one of the main tourism areas in the region. Reliability and resilience of transport connections, and the improvement of the second strategic route, are particularly important for this part of the region given the relative distance from London and other national markets. This part of the region has relatively low productivity and wages and has experienced the effects of major restructuring of key industries; at the same time pressures on local housing markets and demographic changes arising from retirees and second home owners are evident. The area is reliant on many smaller towns and local service centres for jobs, services and facilities and contains only two major urbanised areas in Plymouth and Torbay. Cornwall and the Isles of Scilly display the strongest contrast to other parts of the region in respect of settlement pattern and economic circumstances, the latter reflected in both its Objective 1 status and recognition as an economic functional area. A large part of the remainder of the area was designated Objective 2.

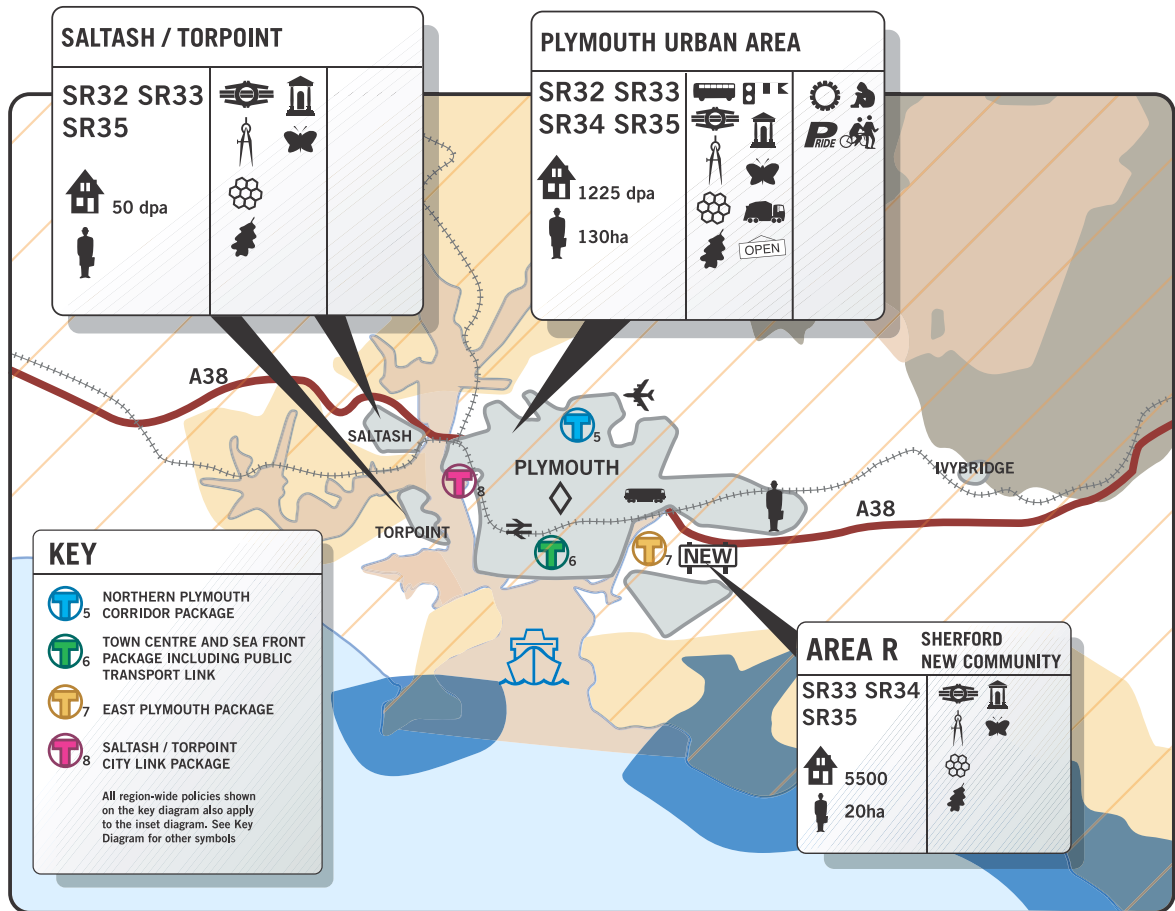
4.4.2 The strategy emphasis in this part of the region is to address these issues by encouraging development which stimulates economic activity, recognising:

- That the continued growth, development and transformation of Plymouth as a major centre will have a beneficial effect on this part of the region, but its relative distance from national markets and London places the city at a disadvantage
- The need to continue regeneration and development activity in Cornwall focused on the named towns, and at Torbay
- The need to accommodate for further change in agriculture, particularly in the remoter areas, and for balanced growth in market towns in the more rural parts of the western peninsula, recognising the need for affordable housing in many communities

SR32 In the western part of the Peninsula, the strategic emphasis is to stimulate economic activity in the SSCTs and in the remoter rural area bordering the north coast of Cornwall, Devon and Somerset to develop and improve the roles of the SSCTs as service and employment centres, enhancing regional prosperity and supporting regeneration. Specifically at Plymouth, measures will be taken to transform and revitalise the city for significant growth in economic activity and housing, in order for the city to realise its potential and enhance its sub-regional role.

Elsewhere in the western Peninsula, measures will be taken to stimulate the economy, recognising the environmental quality with particular emphasis on other functionally important centres. The role and function of these centres as important local job and service centres will be supported through economic development and provision of housing and services in a manner that increases self containment and supports surrounding rural communities.

Inset Diagram 4.7 Plymouth, South East Cornwall and South West Devon



Plymouth, South East Cornwall and South West Devon Spatial Strategy

4.4.3 The Plymouth, South East Cornwall and South West Devon area is strategically located at the centre of the far South West, straddling the border between Devon and Cornwall. Plymouth, the region’s second city with a population of 244,000, lies at the heart of this area. The area incorporates towns across the Tamar Valley in Eastern Cornwall, principally, Saltash and Torpoint. Saltash, Torpoint, Tavistock, Ivybridge and to a lesser extent Liskeard, all relate to Plymouth as the main destination for employment opportunities, services, comparison shopping and leisure. The surrounding settlements in the neighbouring towns in South East Cornwall, West Devon and South Hams play an important role, both in relation to Plymouth’s future as well as in their own right as more balanced, sustainable communities, albeit at a smaller scale. To deliver this approach will require all local authorities to

work together, particularly where there are cross administrative boundary issues that require resolution.

SR33 Devon and Cornwall County Councils, Caradon and South Hams District Councils, Plymouth City Council, West Devon Borough Council and the Dartmoor National Park Authority should plan for the balanced growth of Plymouth, South East Cornwall and South West Devon area, maximising the use of previously developed land and bringing forward a strategic urban extension at Plymouth, and taking account of the role and potential for balanced growth of other towns in the area. This will require cooperation, particularly at cross-boundary locations, through joint work on LDDs, addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

4.4.4 Plymouth’s setting is unsurpassed, and the City has a vibrant cultural life, a high-order retail centre and a growing University. The vision for Plymouth sees the City, by 2026, fulfilling its economic potential. Plymouth will be transformed into one of Europe’s finest, most vibrant waterfront cities, providing the highest order of educational, cultural, and health and leisure services within this part of the region. Stimulating economic development will offer the opportunity to transform the city into a place where people want to live, work and relax, making real progress in reducing deprivation in the City and its hinterland. Plymouth is ideally placed to spread the benefits of investment throughout the South West and, in so doing, contribute to regional and national prosperity.

4.4.6 Projected levels of economic growth for the Plymouth area vary considerably from a relatively modest trend projection to much higher growth rates which factor in the achievement of the vision to transform the City. The higher forecast suggests 42,000 additional jobs can be provided, requiring significant expansion of indigenous business activity as well as inward investment and support from public agencies to achieve the vision. If higher levels of economic potential and job growth are achieved, there would be significant consequences for future housing provision as a result of changing patterns of net migration into the area.

4.4.7 Because of redevelopment opportunities and transport capacity, Plymouth has the potential to accommodate the majority of development within the existing urban area, thereby minimising adverse impacts on the surrounding environment. Plymouth is a highly self-contained community with about 80% of people living and working within the city boundary and a relatively high level of public transport usage. The ‘Mackay Vision’ has suggested the possibility of the existing urban area releasing significant new sites for development which could accommodate significant population growth above that which would otherwise be possible within the City. Increased economic activity, accompanied by a balance of housing provision, will enable Plymouth to achieve a level of performance and quality of life appropriate to its size. It will also enable disparities and inequalities, both at a local and regional level to be reduced, thereby fulfilling a key aim of the Integrated Regional Strategy.

SR34 Local authorities through their respective LDDs, along with regional/national partners and statutory organisations, should seek to provide a range of employment opportunities, services and facilities to facilitate greater investment in the physical fabric of the urban area, deliver a greater quantity of affordable housing, improve the retail performance and transform the City into a place where people want to live, work and relax. Collectively, all partners should strive to deliver a step change in performance at Plymouth.

4.4.5 Plymouth has emerged from a period of fundamental economic restructuring with the City’s economy modernising, moving away from a dependency on public sector funded Ministry of Defence activity. The main strategic planning issue for the City is how best to stimulate economic potential, deliver a step change in employment and bring about an improved quality of life for all residents. Plymouth features prominently in ‘The Way Ahead’ approach to accelerated development because of its potential, but also because of the need to address disadvantage and disparities identified in Section 9.

4.4.8 It will not be possible to realise the full potential of the existing urban area until the latter part of the period to 2026, but additional housing and economic development that cannot be accommodated within the existing urban area can be provided for early in the plan period through an already planned urban extension to the east of the City. Joint working between Plymouth City and South Hams District Council has enabled a framework for the Sherford New Community to come forward to meet this shortfall. This cross-boundary approach worked well and should ensure the new community is delivered as planned.

4.4.9 Urban extensions, such as the new community, should maximise opportunities to integrate into the existing urban area and include an appropriate range of services and facilities to meet the requirements of its population, whilst not adversely affecting the regeneration of the City centre. A high quality, high technology, public transport corridor linking the new community to Plymouth will form a key part of a comprehensive framework to deliver a balanced community. The attractiveness of the physical environment within the Plymouth urban area should be improved through regeneration and greening initiatives facilitating sustainable population growth, delivering *'The Way Ahead'* and the *'Mackay Vision'*.

SR35 Plymouth's economy will be stimulated to enable a transformation of the City through the provision for job growth in the Plymouth TTWA of about 42,000 jobs over the plan period. Employment land provision of 150 hectares should be provided within and adjoining the Plymouth urban area over the plan period. Provision should be made for an average of about 1,575 dwellings per annum within and adjoining Plymouth's urban area over the plan period, distributed as follows:

- Within or adjacent to Plymouth's urban area for about 24,500 dwellings (within its administrative area)
- A strategic urban extension east of Plymouth at the Sherford New Community for about 5,500 dwellings (Area R) as shown on the Inset Diagram
- Within and adjacent to Saltash and Torpoint about 1,000 dwellings (with an emphasis to meet local needs and support business and employment opportunities)
- Limited allocations of about 500 dwellings in South Hams District adjoining Plymouth City's administrative area

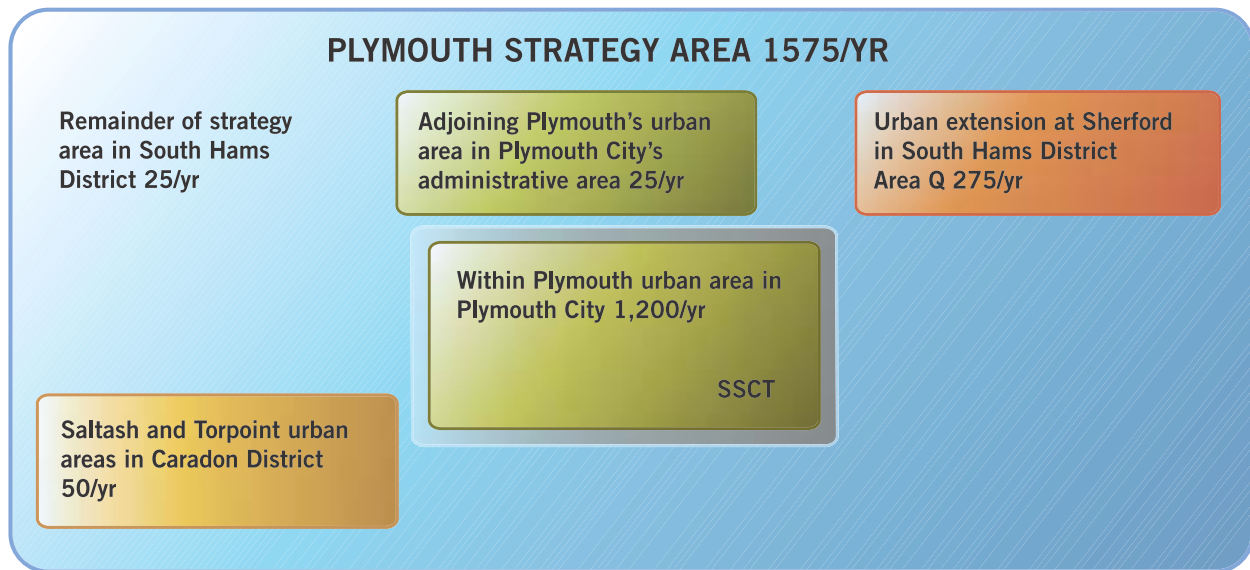
Development at Plymouth will focus on the intensification of the City's urban area through the reuse of previously developed land and buildings, including urban renewal, maximising densities whilst seeking high quality design standards, reflected in the *'Mackay Vision'*, complemented by the provision of a strategic urban extension east of Plymouth at the Sherford New Community.

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

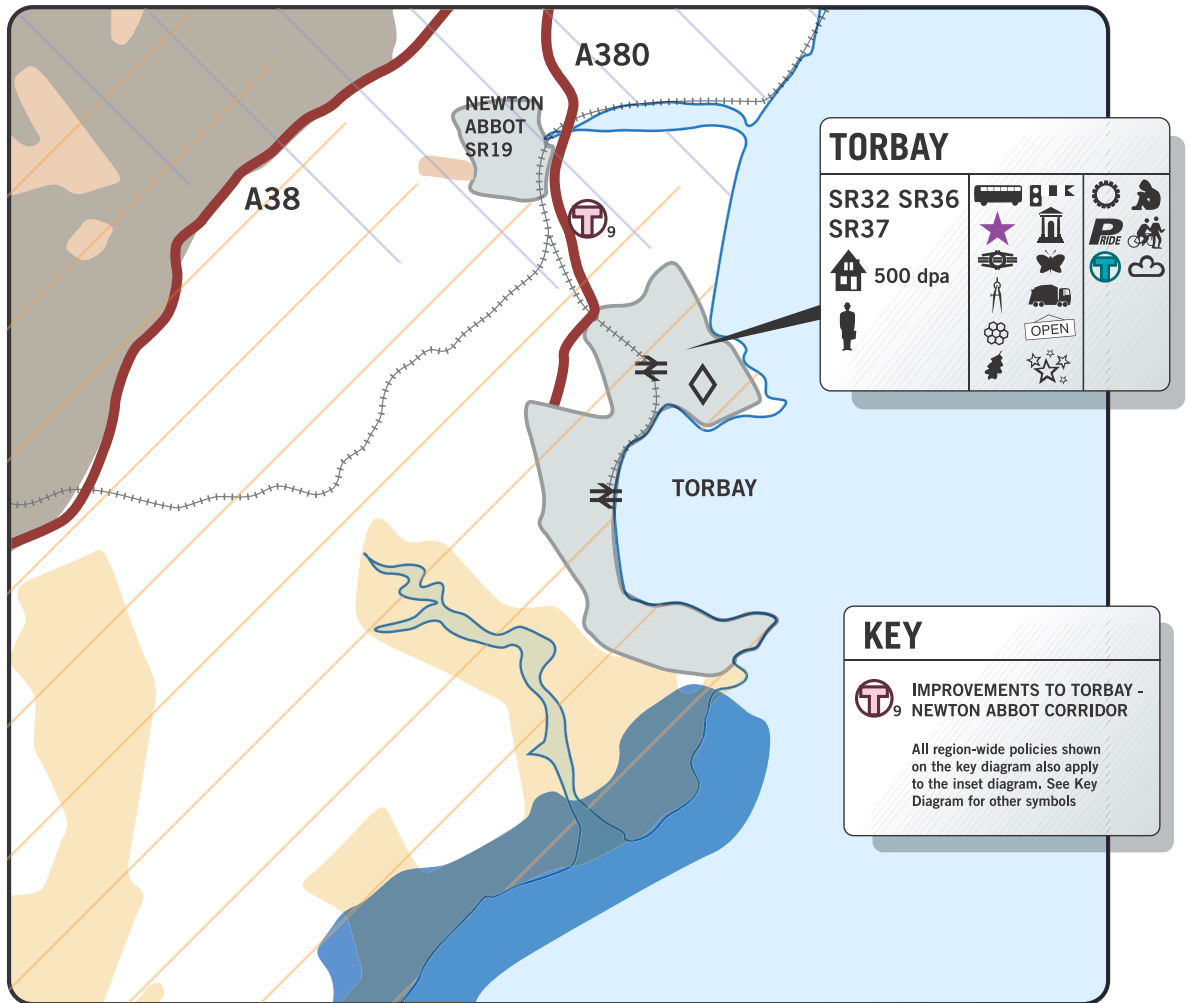
4.4.10 Key infrastructure required will be identified through the implementation plan and will include:

- Provision of a High Quality Public Transport (HQPT) link between the Sherford New Community and Plymouth City Centre along an Eastern Corridor
- Improvements to junctions along transport corridors between the new community at Sherford and the City Centre, provision of a transport interchange (including strategic Park and Ride facilities) accessible to the proposed HQPT link and road based public transport networks
- Upgrading to a HQPT link along a Northern Corridor into the City Centre
- Improvements to links from the Sherford New Community to the A379
- Provision of a new boulevard link between Millbay and the City Centre and HQPT extension through the City Centre to Millbay and Devonport
- Improved links between the City and Saltash/Torpoint and along the waterfront including ferry, bridge tolling, water transport and public transport links (with Park and Ride provision)
- Improvements to Plymouth Airport including runway extension, new terminal facilities and surface access (subject to further study)
- Provision of a road/rail freight interchange at Tavistock junction
- Creation of sea freight/cruise liner facilities and rationalisation of land uses
- Creation of regionally significant recreational facilities, linked with leisure and commercial facilities in the City Centre
- Replacement of conference facilities to create a new arena and facilities
- Improvements to the cultural provision

Figure 4.7 An Illustration of Housing Distribution by Local Authority at Plymouth



Inset Diagram 4.8 Torbay



Torbay Spatial Strategy

4.4.11 The sphere of influence of Torbay (population 130,000) (Torquay, Paignton and Brixham collectively) is located on the coast about 32 kilometres south of Exeter and extends beyond the administrative boundary of Torbay itself. There is relatively limited distance between Torbay’s urban area and its administrative boundary. The area studied in preparing the Draft RSS includes the eastern part of South Hams including Totnes, Dartmouth and Newton Abbot. In terms of the broad Strategy Emphases, Newton Abbot is included in the north and centre of the region, rather than the western peninsula.

4.4.12 The ‘*Torbay Vision*’ identifies the need for sustainable urban and rural regeneration, providing a mix of new jobs and housing, together with support services and facilities. Torbay has been affected by restructuring of

tourism and fisheries, and has lost important manufacturing jobs. It features as a focus for multiple deprivation on the Index of Multiple Deprivation (IMD) (highlighted in Section 9) and requires focused urban regeneration to address these problems. Torbay’s challenge is to regenerate and rejuvenate its physical fabric, communications and perceived image. A step change is required to move towards a high-quality tourist destination, raising its profile in the United Kingdom and international markets. Stimulating economic performance, attracting a younger population to address the imbalance in existing demographics, greater investment in the physical fabric, opportunities to reduce deprivation and disparities, increased income levels, delivery of affordable housing and a retail performance that reflects the size of the population, are all essential to delivering a step change in performance.

SR36 Local authorities, through their respective LDDs, along with regional/national partners and statutory organisations, should seek to provide a range of employment opportunities, services and facilities to enable greater investment in the physical fabric of the urban area, deliver a greater quantity of affordable housing and improve the retail performance. Collectively, all partners should strive to deliver a step change in performance at Torbay.

- 4.4.13** Torbay's economy is primarily focused around tourism, with traditionally lower rates of pay, lower skill levels and a seasonal element. The fishing and associated processing industries generate a high quality international product, although the overall levels of job and wealth generation are proportionately small. There is a need for concerted stimulation and regeneration to address current low levels of skills, pay and deprivation at Torbay. The relocation and expansion of South Devon College is a major component in delivering a reskilled workforce, along with maintaining the high performance of local schools. To facilitate improved long-term job quality, increased wage levels and productivity, there is a need to build on the benefits that higher achievements in skills and education can bring, alongside maintaining high environmental quality, enabling high-value businesses to remain in the immediate locality.
- 4.4.14** The strategy for Torbay is to stimulate economic development within Torbay's urban area to assist regeneration and maintain rates of housing provision, including the provision of affordable housing. The primary focus for housing and employment development will be within Torbay's urban area, concentrating on re-using previously developed land and buildings, urban renaissance and increasing densities. Such an approach is necessary to maximise the potential to redress issues of inequality, increase retail performance and provide a concentrated strategy to maximise inward investment.

- 4.4.15** Evidence demonstrates that housing development in the Torbay urban area is currently being delivered at about 490 dwellings per year (1995-2004) substantially above previous RPG levels. The strong housing market is anticipated to continue. The recent '*Urban Capacity Study*'¹⁵ suggests the potential from previously developed land and buildings is about 360 dwellings per year over the next 10 years, equating to about 70% of the proposed housing supply. The attractiveness of the physical environment within the Torbay urban area should be improved through regeneration and greening initiatives, in order to facilitate sustainable population growth.
- 4.4.16** To maximise the economic prospects and stimulate the economy, both in terms of job numbers and prosperity, this strategy should be complemented by the identification through the Torbay LDD of additional employment and housing sites on the periphery of the Torbay urban area, within Torbay's administrative area, based on a sequential approach. In the case of employment, the requirements of future business users should be incorporated into a site assessment.

¹⁵ Scott Wilson, September 2005.

SR37 To stimulate economic development at Torbay (Torquay, Brixham and Paignton) provision for job growth in the Torbay TTWA should be made for about 11,700 jobs over the plan period. Provision should be made for an average of about 500 dwellings per annum within and adjoining Torbay’s urban area over the plan period.

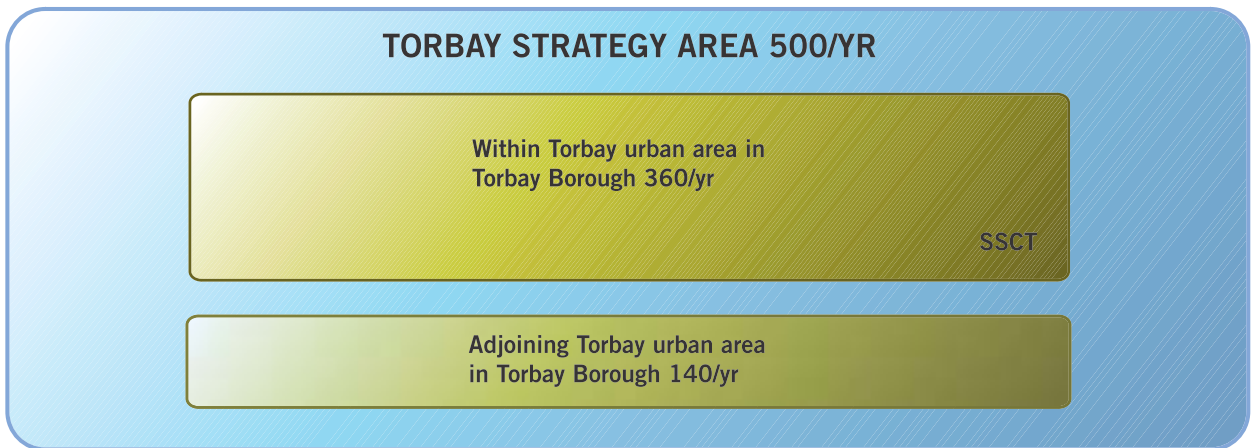
Development at Torbay will focus on the intensification of its existing urban area through the re-use of previously developed land and buildings, including urban renewal, maximising densities whilst seeking high-quality design standards. Where capacity constraints within the urban area restrict the ability to deliver the required housing and employment provision, urban extensions should be brought forward through the Torbay LDD, to complement this urban focus approach, assessing locations immediately adjoining the Torbay urban area.

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

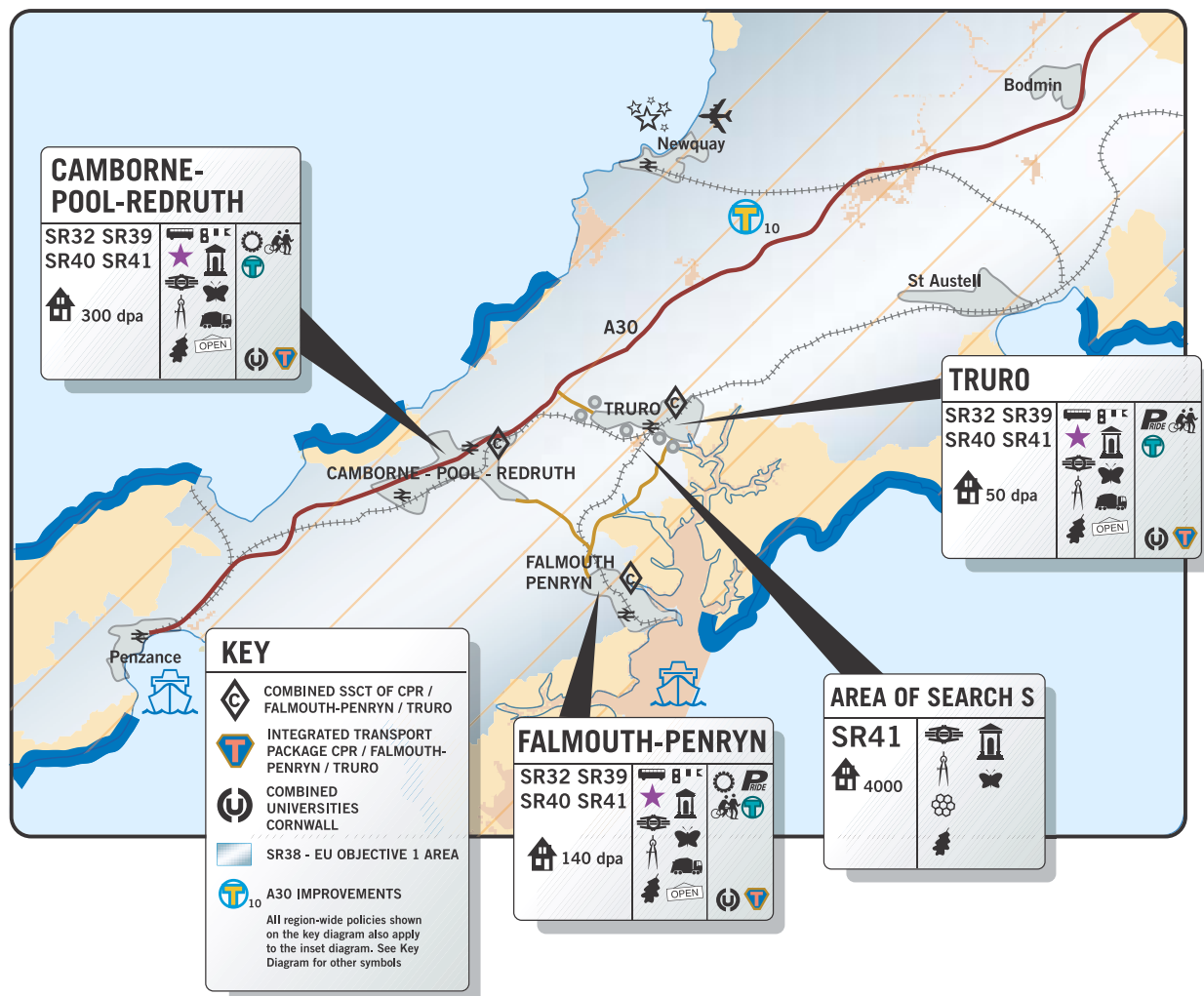
4.4.17 Key infrastructure required will be identified through the implementation plan and will include:

- On-going investment in walking and cycling networks linking key areas of employment, education and other key facilities with housing
- Progressive implementation of bus priority measures and improving bus services, in the context of the existing Torbay Quality Bus Partnership
- Improving rail facilities and capacity
- Improvements to the Torbay/Newton Abbot corridor – public transport, rail and road

Figure 4.8 An Illustration of Housing Distribution by Local Authority at Torbay



Inset Diagram 4.9 Cornwall Towns



Cornwall Towns and Isles of Scilly Spatial Strategy

4.4.18 Cornwall has benefited from European Objective 1 status, and now qualifies for Convergence Funding 2007-2013. Even though in recent years the economy has grown, Cornwall still meets the eligibility criteria for European cohesion funding. The Strategy for Cornwall and the Isles of Scilly must be integrated with, and supported by, national and EU investment. It will be important that development focussed on the main towns enables sustainable prosperity and growth to be achieved throughout this part of the region, building on the benefits of European funding and the improvements that Objective 1 status has brought, for example, key knowledge economy based spin-offs from projects such as the Eden Project near St Austell, and the Combined Universities in Cornwall, which has a variety of sites throughout Cornwall and a main hub site at Falmouth-Penryn.

Although at the extremity of the South West region, advances in technology (Broadband) and changes in working practices provide an opportunity to overcome previous perceptions of remoteness. In the longer term, the availability of external support is less certain and the development approach should aim to result in an economy which is self-sustaining.

SR38 Cornwall and the Isles of Scilly are identified as a European Objective 1 region and have been identified for Convergence Funding 2007-2013. The Spatial Strategy for this part of the South West should build on Objective 1 and Convergence Funding opportunities and create a framework to enable sustained prosperity and growth after the removal of these funding support mechanisms.

- 4.4.19** The settlement pattern in Cornwall is based on many small to medium sized centres with similar functions. It contains 16 towns with populations varying between about 10,000 and 30,000 and numerous other smaller towns and villages that are significant at a local level. The *'Cornwall Towns Study'* assessed the inter-relationships between all the towns in Cornwall, evaluating patterns of movement between the settlements, including those outside the County, across a variety of activities including employment, retail, and health. From this assessment of all the settlements in Cornwall, the Study identified a core collection of settlements that could accommodate strategic levels of development in a balanced, sustainable format, those being Truro (population 21,000), Camborne-Pool-Redruth (population 40,000) and Falmouth-Penryn (population 29,000), supported by smaller scale growth at Penzance, Newquay, St Austell, and Bodmin.
- 4.4.20** Stimulating the economic potential of the settlements identified above, both individually and collectively, whilst also seeking to achieve a high-quality lifestyle for all members of the community is not only critical to their future success, but also to the success of the regional economy in terms of reducing disparities. To deliver this approach will require all local authorities to work together, where there are cross administrative boundary issues that require resolution, particularly in the case of Camborne-Pool-Redruth, Falmouth-Penryn and Truro. Joint working between neighbouring authorities will be necessary to deliver development at cross-boundary locations, including addressing the distribution of financial contributions arising from Section 106 agreements.
- 4.4.21** Cornwall has traditionally been a low wage economy and the disparities between Cornwall and the more eastern parts of the region have been evident for a long time commented upon in Sections 2 and 9. Attempts have been made to 'close the gap' between this and the eastern part of the region, so far with limited success, although between 1993 and 2003 the Cornish economy outperformed the national economy with Gross Value Added increasing by 7.5% compared to 5.4% nationally. The current strategy of seeking to stimulate indigenous business development and job provision (particularly improved quality and increased wage levels) through initiatives such as the Combined Universities in Cornwall will continue to be supported. In addition the cost value gap of development needs to be overcome through a regeneration agenda and infrastructure provision.
- 4.4.22** Most of Cornwall, unlike anywhere else in the region, is beyond the influence of a larger urban area with all the main towns making an important contribution to sustainable development, including those not named in the Draft RSS. The *'Cornwall Towns Study'* recognised this issue and concluded that there are strong inter-relationships between many of the settlements across Cornwall, although a core group comprising Camborne-Pool-Redruth, Truro and Falmouth-Penryn are functionally the most significant, providing the largest employment, retail and housing capacity opportunities with Truro experiencing a relatively high level of in-commuting for work. Collectively, Truro, Camborne-Pool-Redruth and Falmouth-Penryn also create a much higher population density than exists in parts of the north and east of the County. The employment and service relationships here are the most complex and inter-dependent in Cornwall, having a clear regional and sub-regional significance due to the strength of the network, and there is a need to plan for their complementary development in an integrated way. These urban areas are the focus for growth in this part of the region. The regeneration of Cornwall, and particularly the key Cornish towns, is a priority within *'The Way Ahead'* Sustainable Communities Plan submission for the South West.

SR39 Cornwall County Council and Carrick and Kerrier District Councils should plan for the growth of Camborne-Pool-Redruth, Truro and Falmouth-Penryn maximising the use of previously developed land. This will require co-operation, particularly at cross-boundary locations, through joint work on LDDs, addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

4.4.23 Elsewhere, the distribution of development should reflect the role of the other main towns identified under Development Policy B giving particular significance to Penzance, St Austell, Newquay and Bodmin. The *‘Cornwall Towns Study’* also identifies significant linkages between the three regionally significant places and the neighbouring towns in mid and west Cornwall. Newquay, St Austell and Penzance have been identified as sub-regionally significant due to their strong roles and functions. These centres are important in a Cornish context and act in more localised and freestanding ways. St Austell in particular has a key influence over the wider china clay area. Other towns and larger villages have an important local role as service centres and of these Bodmin’s role as an employment centre has a wider significance in its relationship with neighbouring towns, having the potential to become a focus for development in North Cornwall.

SR40 LDDs will stimulate the economy, reduce social inequalities, address housing affordability and reflect the complex inter-relationships between many of the settlements, and should make provision for about 16,500 jobs in the Camborne-Pool-Redruth, Truro and Falmouth-Penryn TTWA and an average of about 690 dwellings per annum at Camborne-Pool-Redruth, Truro and Falmouth-Penryn collectively over the period, distributed as follows:

- **An average of about 250 dwellings per annum within and adjoining Truro’s urban area**
- **An average of about 300 dwellings per annum at Camborne-Pool-Redruth**
- **An average of about 140 dwellings per annum at Falmouth-Penryn**

Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

4.4.24 Key infrastructure required will be identified through the implementation plan and will include:

- Integrated land use and transport strategies for Camborne-Pool-Redruth; Truro and Falmouth-Penryn
- On-going investment in walking and cycling networks linking key areas of employment, education and other key facilities with housing
- An integrated public transport system linking the main towns and based on a strategic network of public transport routes comprising the rail network, core bus corridors (an hourly weekday service) and waterborne transport
- Increased investment in education facilities to accommodate the scale of growth proposed, including Higher Education at the Combined Universities of Cornwall (CUC)
- Improved railway stations and additional train capacity on the local rail network
- Improvements to the A30 ‘strategic spine road’ through Cornwall
- Improvements at key ports and Newquay airport to improve links beyond the County
- Isles of Scilly sea link

4.4.25 Growth of Cornwall’s main urban area represents a focus on accelerated growth but needs to be delivered through mechanisms that can overcome an historic under-provision. The phasing of this growth needs to be closely related to the delivery of infrastructure but also take account of long lead-in times for several of the locations identified for growth. Over the period to 2026 there should be an early stage of rationalisation sustained with increases in build rates, resulting in higher levels of provision towards the latter part of the plan period.

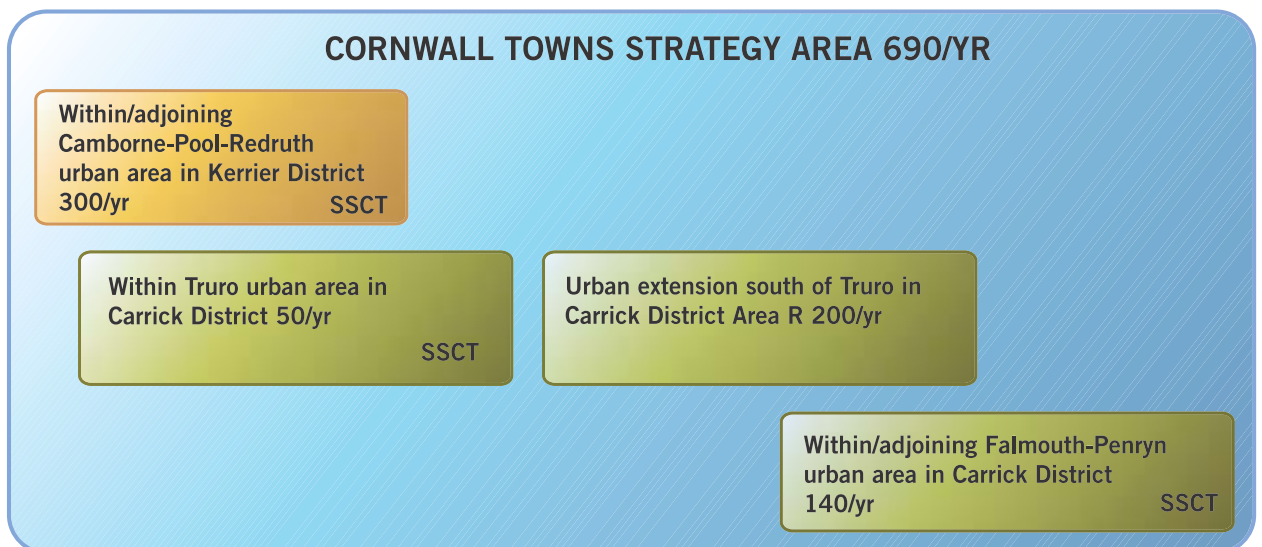
4.4.26 At Truro, the priority is to support and enhance the focus for retailing and commerce and achieve a better balance between homes and jobs. The future development of Truro will be dependent on an urban extension to the south/south west of the City of about 4,000 dwellings (Area of Search S) integrating housing, employment and transport infrastructure in ways which will minimise congestion, reduce the demand for commuting into the City and provide for enhanced public transport links with neighbouring towns. An urban extension should respect the important landscape, environmental assets, and the setting of the City and avoid areas susceptible to flooding. Employment provision should reflect Truro’s current strengths and potential relating to the CUC and Peninsula Medical School, well integrated with housing development.

SR42 The Isles of Scilly, a uniquely peripheral part of England, with a high quality environment, continues to struggle to maintain viable and balanced communities on the Islands. The LDD should 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.

4.4.27 Located off the south western tip of Cornwall, the Isles of Scilly are a uniquely peripheral part of England, with an environment of high quality. With a population of only 2,100 there is a continuing struggle to maintain viable and balanced communities on the Islands. The main means of communication with the mainland is the Isles of Scilly ferry, the Scillonian, which is in need of replacement.

SR41 Development at Camborne-Pool-Redruth, Truro and Falmouth-Penryn will focus on the intensification of the urban areas through the re-use of previously developed land and buildings, maximising densities whilst seeking high quality design standards, complemented by the provision of a strategic urban extension to the south/south west of Truro for about 4,000 dwellings (Area of Search S) as shown in the Inset Diagram.

Figure 4.9 An Illustration of Housing Distribution by Local Authority at the Cornwall Towns



Other Places of Significance in the West of the Peninsula

Barnstaple and Bideford

SR43 In the northern Devon area Barnstaple will be the prime focus for development, reflecting its dominance, with policies targeted at stimulating the economy, promoting a sustainable pattern of development and reflecting the high quality environmental assets. LDDs should make provision for about 6,300 jobs in the Barnstaple TTWA, and an average of about 240 dwellings per annum and about 50 hectares of employment land (in total) in Barnstaple over the plan period.

4.4.28 The Barnstaple (population 31,000) and Bideford/Northam area (population 24,000) has significant environmental assets, which bring economic benefits to the community in terms of tourism, leisure and education - including the UNESCO, Braunton Burrows World Biosphere Reserve, Special Protection Areas, Sites of Special Scientific Interest, Marine Nature Reserve, Exmoor National Park, Areas of Outstanding Natural Beauty, Coastal Preservation Areas, and Areas of Great Landscape Value.

4.4.29 To develop a more sustainable community in the area, Barnstaple and Bideford/Northam should be recognised as a centre for jobs, homes, services and facilities to serve the wider area, through an integrated approach to development and regeneration, with Barnstaple being the main focus and Bideford/Northam having a complementary role. The strategy should be developed to facilitate a vibrant and diverse economy and skills base, based on and respecting the high-quality environment of the area, enhancing higher education opportunities and facilitating a range and mix of business and commercial investment. The area should improve levels of self-containment by investment in enhanced services and facilities in the community, including health, social and educational infrastructure.

4.4.30 To ensure the economic success of northern Devon, it will be important to maintain and enhance strategic transport links to the rest of Devon and the South West. This includes maintaining the capacity and effectiveness of the North Devon Link Road and the enhancement of rail services and facilities on the Barnstaple branch line. There should also be improved bus/rail interchange facilities at Barnstaple, and enhanced Park and Ride capacity. Opportunities to create a ferry link to South Wales and to enhance the area's connectivity should be explored, assessing the viability of such a service which could benefit the local tourism economy.

4.5 Housing Distribution to Housing Market Areas and Districts

Distribution of Housing Provision

4.5.1 The strategy is based upon the needs of all residents and localities. This means that substantial provision is made across the region for the needs of communities in small to medium sized towns and villages identified under Development Policies B and C. Taking into account the factors and key assumptions that are set out in Section 2, and the advice provided by the Strategic Planning Authorities, the following tables show the proposed distribution of about 23,000 dwellings per annum across the region, to 2026, by District and Housing Market Areas and by places named for strategic levels of growth in Development Policy A. The pressures and pace of change, economic growth potential and its links to housing requirements, environmental issues, changes in the size and number of households and overall housing needs are among the factors included.

4.5.2 The detailed requirements of the SSCTs, accounting for about 15,000 dwellings per annum, have been set out in the preceding Section, and these have also been an important consideration in arriving at the detailed housing distribution tables. It is expected that over 80% of new jobs will arise in TTWAs of the 21 settlements in Development Policy A. The approach proposed means about 65% of new dwellings being developed in these places. This means about 8,000 dpa are distributed across the rest of the region, in step with expected job growth in these localities. Targets for provision of affordable housing will be set following completion of the current round of local HMAs.

HD1 Sub Regional Distribution of Housing 2006-2026

LDDs should deliver an average annual net increase in housing across their area according to the locational principles and priorities set out in the Development Policies A to C, and the sub regional statements SR1 to SR41. The overall distribution to 2026 is set out in Tables 4.1 and 4.2.

HD2 Phasing of Housing Development and Ensuring Land Supply

Local Planning Authorities will carry out joint work in assessing housing needs in HMAs that transcend the authorities' boundaries, so that work on housing and related matters in LDDs can be co-ordinated. Provision should be made across the HMAs and LPA areas to deliver the total number of dwellings in the periods between 2006 and 2016, and between 2016 and 2026 as set out in Tables 4.1 and 4.2.

4.5.3 It should be noted that the figures in Table 4.1 include the totals for SSCTs in Table 4.2, figures relating to the Dartmoor and Exmoor National Parks and the Isles of Scilly, are estimates of provision against strictly local needs only. The totals for West Somerset and North Devon accordingly exclude the area covered by Exmoor National Park, and those for Teignbridge, South Hams and West Devon exclude the area in Dartmoor National Park.

4.5.4 Map 4.2, accompanying Tables 4.1 and 4.2 have been prepared for the Regional Housing Strategy, and provides indicative HMA boundaries. These have been translated into the nearest equivalent District Authority boundaries for practical purposes. The local authorities will need to recognise that joint working across whole HMAs will be essential. Individual local authorities may be in more than one HMA. This work should be part of, or should otherwise take account of, other housing market studies being carried out by local authorities and their partners within HMAs.

4.5.5 In the 'polycentric' Devon and Cornwall area comprising North Devon, Torridge and North Cornwall Local Authorities should carry out joint work on housing relating to LDDs across the whole area and in producing this should liaise with those Authorities lying outside the area boundary in West Somerset, Mid Devon, West Devon, Caradon and Restormel.

4.5.6 In the context of plan, monitor, manage, working with the RPB, Local Planning Authorities will monitor annually the availability and take-up of land for housing in HMAs in their area. Where an annual monitoring report shows that the annual net increase has not been achieved in any year, then all of the shortfall shall be made up in subsequent years to deliver the level of housing in accordance with Policy HD1 and Tables 4.1 and 4.2.

Strategic Phasing of Provision

4.5.7 The distribution of development between the two periods 2006-2016 and 2016-2026 takes account of a large range of factors, including local authority advice on existing housing land current capacity and future potential, likely housing delivery trajectories, an independent assessment of development on small ‘windfall’ sites not identified in local planning documents, and a need to achieve the requirements of the Spatial Strategy (Development Policies A, B and C). For some rural districts allowance has been made in the first period for committed

development under existing Local Plans and, in areas expected to increase the overall scale of housing delivery, the time required to achieve the higher rate. Provision during the second period more closely accords with strategy. In a small number of situations, where differences remained between the view of the RPB and the local authorities as to the appropriate level of the development required, as much of the discrepancy as possible is addressed in the second of the ten year phasing period.

Map 4.2 South West Housing Market Areas

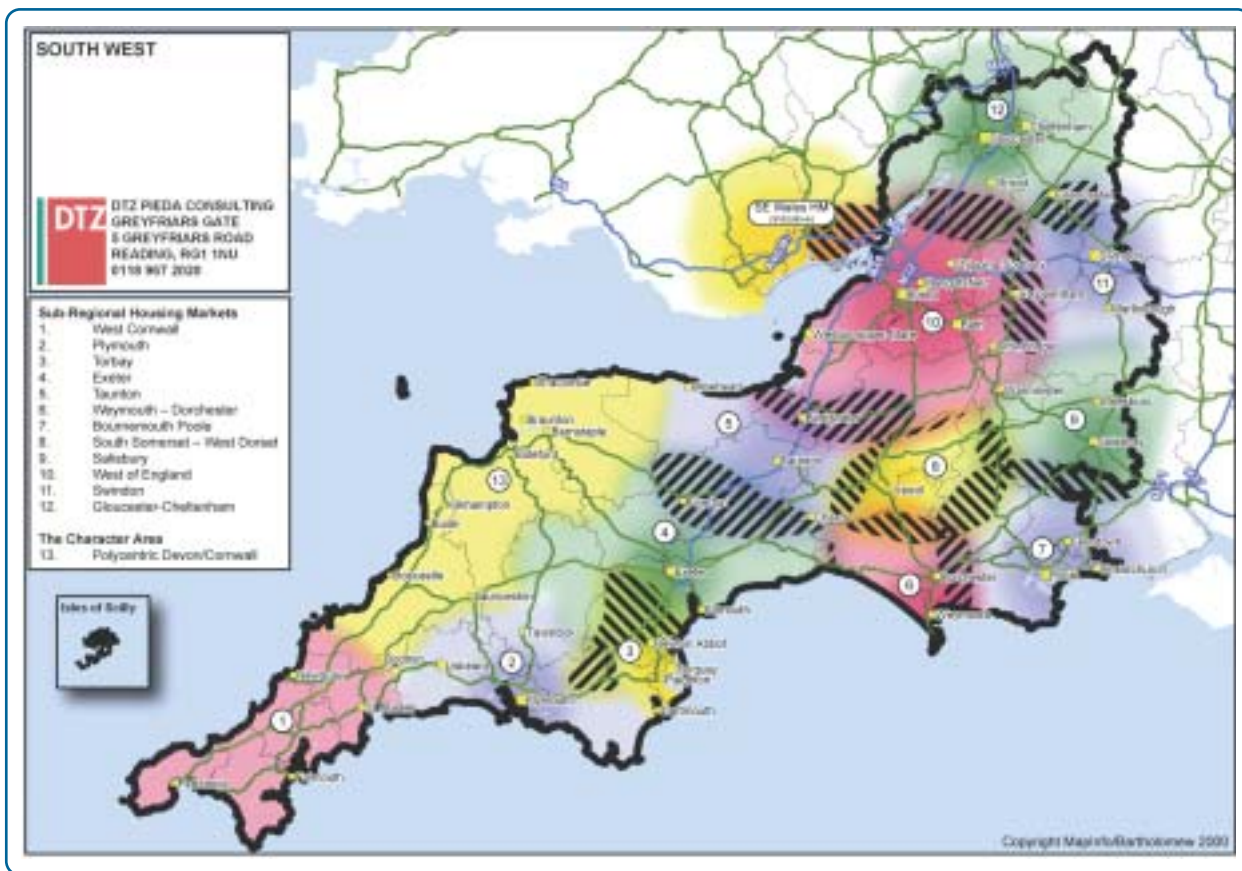


Table 4.1 Housing Market Areas, Unitary Authorities and Districts: Housing Totals and Phasing

	2006-2026 Overall Annual Average Net Dwelling Requirement	2006-2016 Annual Average Net Dwelling Requirement	2016-2026 Annual Average Net Dwelling Requirement
WEST OF ENGLAND HOUSING MARKET AREA	5,510	5,795	5,225
BATH & NORTH EAST SOMERSET	775	775	775
BRISTOL CITY	1,400	1,600	1,200
NORTH SOMERSET	1,300	1,300	1,300
SOUTH GLOUCESTERSHIRE	1,150	1,150	1,150
WEST WILTSHIRE	525	550	500
MENDIP	360	420	300
GLOUCESTER & CHELTENHAM HOUSING MARKET AREA	2,430	2,600	2,260
CHELTENHAM	425	425	425
GLOUCESTER	575	575	575
TEWKESBURY	525	525	525
COTSWOLD	300	340	260
FOREST OF DEAN	270	300	240
STROUD	335	435	235
SWINDON HOUSING MARKET AREA	2,450	2,595	2,305
SWINDON	1,700	1,770	1,630
NORTH WILTSHIRE	500	550	450
KENNET	250	275	225
SALISBURY DISTRICT HOUSING MARKET AREA	460	460	460
BOURNEMOUTH & POOLE HOUSING MARKET AREA	1,925 – 2,090	2,285	1,565 – 1,895
BOURNEMOUTH	680-780	720	640-840
POOLE	450-500	700	200-300
CHRISTCHURCH	165-180	200	130-160
EAST DORSET IN JSA	260	260	260
ELSEWHERE IN EAST DORSET DISTRICT	10	10	10
PURBECK	105	105	105
NORTH DORSET	255	290	220
WEYMOUTH & DORCHESTER HOUSING MARKET AREA	690	690	690
WEST DORSET	410	410	410
WEYMOUTH & PORTLAND	280	280	280
WEST CORNWALL HOUSING MARKET AREA	1,580	1,610	1,550
KERRIER	410	410	410
CARRICK	500	500	500
PENWITH	240	240	240
RESTORMEL	430	460	400

Table 4.1 Housing Market Areas, Unitary Authorities and Districts: Housing Totals and Phasing (Cont)

	2006-2026 Overall Annual Average Net Dwelling Requirement	2006-2016 Annual Average Net Dwelling Requirement	2016-2026 Annual Average Net Dwelling Requirement
ISLES OF SCILLY*	5	5	5
POLYCENTRIC DEVON & CORNWALL HOUSING MARKET AREA	1,025	1,035	1,015
NORTH CORNWALL	380	400	360
TORRIDGE	240	240	240
NORTH DEVON **	405	395	415
EXETER CITY HOUSING MARKET AREA	1,920	1,870	1,970
EXETER CITY	525	525	525
EAST DEVON	570	515	625
ELSEWHERE IN EXETER CITY JSA (Exeter City/East Devon/Teignbridge)	75	0	150
TEIGNBRIDGE ***	430	480	380
MID DEVON***	320	350	290
PLYMOUTH HOUSING MARKET AREA	2,255	2,130	2,380
PLYMOUTH CITY	1,225	1,000	1,450
SOUTH HAMS ***	550	650	450
CARADON	290	290	290
WEST DEVON***	190	190	190
DARTMOOR NATIONAL PARK*	50	50	50
TORBAY UNITARY AUTHORITY HOUSING MARKET AREA	500	500	500
SOUTH SOMERSET DISTRICT HOUSING MARKET AREA	680	730	630
TAUNTON HOUSING MARKET AREA	1,395	1,395	1,395
TAUNTON DEANE	865	825	905
SEDGEMOOR	420	460	380
WEST SOMERSET**	110	110	110
EXMOOR NATIONAL PARK*	20	20	20
TOTAL	22,895 – 23,060	23,770	22,020 – 22,350

Notes * Estimated strictly local needs provision only
 ** Excludes part in Exmoor National Park
 *** Excludes part in Dartmoor National Park

Table 4.2 Strategically Significant Cities and Towns: Housing Totals

SSCT	2006-2026 Overall Annual Average Net Dwelling Requirement
BARNSTAPLE	240
BATH	375
BOURNEMOUTH	680 – 780
BRIDGWATER	310
BRISTOL	3,200
CAMBORNE/POOL/REDRUTH, FALMOUTH-PENRYN AND TRURO	690
CHELTENHAM	625
CHIPPENHAM	225
DORCHESTER	200
EXETER	925
GLOUCESTER	875
PLYMOUTH	1,575
POOLE	485 - 535
SALISBURY	250
SWINDON	1,700
TAUNTON	700
TORBAY	500
TROWBRIDGE	250
WESTON-SUPER-MARE	600
WEYMOUTH	250
YEOVIL	320
TOTAL	14,975 – 15,125



5 REGIONAL APPROACH TO TRANSPORT



5.1 Transport and the Spatial Strategy

5.1.1 The Spatial Strategy set out in Section 3 will mean growth and change will be planned for strategically, realising potential and enabling some of the region's deeper seated problems to be addressed by guiding development and investment to places where it can have best effect. Proper planning of transport, and strategic and local investment in services and facilities will assist the achievement of the Spatial Strategy and its three main strategy emphases of stimulating economic activity in the west of the peninsula, realising the potential of the SSCTs in the centre and north of the region, and allowing carefully managed growth to occur in the south east of the region. This Section sets out the approach to connectivity which will have important consequences for the western peninsula in particular and policies will also assist in realising the potential of the SSCTs in the centre and north of the region. The transport implications of accommodating high levels of growth at these locations and in the south east of the region are identified in Section 4, and this will inevitably drive the provision of transport infrastructure and services.

5.1.2 Transport is not just a key component of delivering the new Spatial Strategy and its main development proposals. Planning development carefully can have a noticeable effect on movement in the region, particularly by car, and in turn can help reduce the rate of increase in greenhouse gas emissions, so reducing regional contributions to climate change, as outlined in Section 1. Actually reducing the need to travel in the South West is a significant challenge given the geography of the region, its rural nature, and the predicted growth in both population and the economy. Congestion and unreliable journey time can prejudice the success of the regional economy, whilst the growth in private transport and reduction in public transport can leave some sections of the population marginalised. Appropriate transport investment is therefore required across the region to deliver the RES and meet the wider challenges of the IRS, in addition to facilitating spatial development.



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5.1.3 Dealing with the transport needs of a dispersed population in a peninsular region is a particular challenge for the Strategy. Findings from the Strategic Sustainability Appraisal (SSA) question the extent to which the regional approach to transport, despite many good policies, can lead to a reduction in traffic in the absence of greater national intervention (such as stronger measures to manage demand, including road user charging and increased fuel prices). There is also a fear that improvements to the strategic road routes such as the M4/M5 and A303/A358 may increase traffic flows whilst not bringing the economic benefits wished for. The SSA implies that a sustainable approach to transport alone will not be sufficient to make a difference to regional CO₂ emissions and congestion unless parallel measures are taken in the Strategy to complement these. The management of travel and transport to serve the region's people and economy will require selective improvements to the road and rail networks with a focus on improving the reliability and resilience of connections. If the concerns of the SSA are to be allayed, improvements in connectivity must be supported by economic intervention to stimulate

business and employment in the far west of the region, so that improved access to markets can enable longer-term beneficial change.

5.1.4 This section of the Draft RSS presents a core set of transport policies, provides guidance on major strategic issues, and a framework for the preparation of LTPs. The transport policies for the SSCTs are presented in Section 4. Transport is also addressed in other parts of the document where it interrelates with other topics, such as tourism.

MAP 5.1 South West Regional Transport Network





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5.2 Transport and the Strategically Significant Cities and Towns

- 5.2.1** To achieve the climate change targets in Section 1 will require investment in new technologies, as well as behavioural change. Local authorities are already utilising transport expenditure to persuade people to change the way they plan their day, including their travel arrangements. Investment of resources in journey planning, and other measures as part of a package of transport solutions, are required to deliver firstly a slow-down in the rate of growth in emissions, and then a reduction in emissions. The Spatial Strategy delivers an opportunity for less travel as well as enabling a greater proportion of travel by sustainable modes of walking, cycling and public transport.
- 5.2.2** The future economic success of the region is to a large extent reliant upon the SSCTs functioning more efficiently and effectively as places where people and businesses benefit from well-planned urban environments and transport systems. The Spatial Strategy emphasis of realising the economic potential of the centre and north of the region and of managing growth carefully in the south east is absolutely dependent upon this outcome

being achieved. Studies developed during preparation of the Draft RSS, together with emerging LTPs demonstrate that these places all suffer, to varying degrees, from congestion, z. There are, in some cases, capacity constraints and infrastructure 'deficits' that impinge on the ability to accommodate future growth. Government policy recognises that it is not possible or desirable to build our way to 'free flow'. Without a change in policy and radical thinking the urban areas will become unpleasant places with high levels of pollution, increasing safety problems and unreliable journey times. The policies which follow set out an agenda to deliver better transport in these important locations.

- 5.2.3** As Development Policies D and F indicate, transport strategies are needed for the SSCTs which are prepared in a co-ordinated way taking account of the wider hinterland, regardless of administrative boundaries. These strategies will need to identify the strategic investment and management measures required to provide for growth, address congestion, safety and pollution problems, to meet the Government's shared priority targets. They will also identify the transport measures necessary to facilitate regeneration. Many of the transport proposals to support the role and function of SSCTs are contained in Section 4. This Section therefore summarises the general approach to transport policies in the SSCTs, and deals with other issues to help frame the content of LTPs and programmes at the local level.



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5.2.4 Local authorities, working collectively and with transport providers and stakeholders, will need to consider how existing work carried out for LTPs can be developed to show how the Draft RSS approach to development can be delivered. Authorities should draw on, and implement recognised 'best practice' measures.

5.2.5 The following measures will need to be implemented to improve network management:

- Action to minimise the use of the motorway network and main longer distance routes by local commuter traffic at peak times
- Improved Park and Share facilities (linked to other solutions)
- New network management measures to manage the demand for road space including consideration of congestion charging

5.2.6 To help achieve modal shift:

- 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, building on, and implementing, current 'best practice'
- Development of major public transport systems including bus 'showcase' routes on congested corridors including reallocating road space and re-engineering junctions to give buses priority
- Development of the heavy rail network in Exeter, Greater Bristol, Bournemouth/Poole and Plymouth to provide for local and commuter journeys, and to deliver spatial growth and congestion targets. Business cases will need to be developed in conjunction with the rail industry to achieve peak frequency requirements and improve passenger accessibility and quality of facilities
- Parking strategies to provide access for retail and other functions but discouraging long stay commuters who are encouraged to switch to other modes of travel
- Improved access to, and investment in, Bristol, Exeter and Bournemouth airports to meet more of the region's air travel needs from within the South West



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- Improved access to and provision for port development, balanced against national environmental and sub-regional issues

5.2.7 This will require investment in:

- Adequate rolling stock to meet the demand for travel and make the best use of the network
- Limited selective road investment to address specific regeneration problems
- Emphasis on investment in interchange hubs for public transport integration

5.2.8 Local authorities, working with stakeholders, will need to plan and apply the following demand management measures promptly and vigorously to reduce traffic and deliver the Spatial Strategy requirements for each of the SSCTs:

- Congestion charging/workplace parking levies
- Parking strategies including charges
- Management of road space including bus priority
- Measures to improve travel choice
- Travel plans and travel awareness
- Car clubs/car sharing
- School and Education Travel Planning
- Visitor Plans
- Public Transport Information Systems

- 5.2.9** Assessment should be carried out to demonstrate compatibility with strategies for neighbouring areas and regions and national trunk road performance targets (including measures to limit use by local traffic) and to prevent distortion due to competition between centres.
- 5.2.10** As an important precursor to implementation of effective demand management through LTPs, Public Transport Strategies (PTSs) will need to demonstrate how a 'step change' in the use of public transport can be delivered in the SSCTs listed in Development Policy A. Strategies will also need to look at opportunities for new forms of passenger transport to change the culture of relatively low use of public transport in the South West. Each PTS will encompass a Quality Bus Partnership Agreement defining quantified and targeted levels of modal shift and patronage growth on bus and local rail. Current mechanisms may be subject to review by the Government. The PTSs will also define measurable actions on bus speed enhancement and demand management within national Government guidelines to meet the requirements of the Traffic Management Act.
- 5.2.11** To help achieve a 'step change', all new development needs to be designed and modelled using best practice methods to optimise high quality public transport accessibility both within, and from/to developments. Every Local Transport Authority will set challenging public transport usage and accessibility targets and ensure that monitoring and enforcement actions are implemented. A regional 'Design for the Bus' Practice Guide will be prepared and maintained to highlight and encourage best practice and regional benchmarking of Public Transport Design Standards. There is also a need for a regional approach to the co-ordination and dissemination of information on public transport services.



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TR1 Demand Management¹⁶ and Public Transport in the SSCTs

Demand management measures will be introduced progressively in those places identified in Development Policy A, accompanied by a 'step change' in the prioritisation of public transport provision serving these places, including bus priority, and better integration of development proposals and public transport provision.

¹⁶ Demand Management – measures put in place to manage the demand for travel, and encourage more sustainable travel modes.



5.3 Providing Reliable Connections to the UK, European and International Markets

Strategic Transport Links to the South West

- 5.3.1** The need to realise the full economic potential of the region over the period to 2026 is a prime concern of the Draft RSS working alongside the RES. In some parts of the region this will mean enabling existing pressures for economic investment to be translated into real job growth and wealth creation, while in other parts of the region, particularly the western peninsula and localities like the Forest of Dean, opportunities for economic growth will be more dependent upon overcoming barriers to stimulate investment and encourage regeneration.
- 5.3.2** Reliable connections to London and the South East (and international markets beyond) have been identified as the most important transport factor affecting the performance of the regional economy. Much of the region lies within the two hour rail journey time to London which is characteristic of locations having the best economic prospects.
- 5.3.3** If the economic potential of the region is to be fully realised, it will be essential to ensure that the reliability and resilience of the strategic links between the region and the rest of the UK (and

wider markets) are improved. Selective investment in the strategic transport routes and networks serving the region, particularly the main links between the South West and the London area and the South East is needed if the objectives of the Draft RSS and the Strategy Emphases are to be achieved. However, to be consistent with regional and national climate change targets, the long-term ambitions need to be achieved with reductions over time in road traffic. Improvements in public transport services between the region and the rest of the UK are the key to reconciling these demands, since they can reduce the need to make long journeys by car. This will reduce congestion and make more road space available for journeys which cannot be made by other means, while still reducing traffic over time.

- 5.3.4** As indicated in Section 2 it is essential that projects developed in other regions, for example Crossrail, are complimentary to the South West's aspiration for more reliable services, and that the region's requirement for growth arising from the Draft RSS can be met. Construction and operation of Crossrail should not constrain the networks to the extent that the requirements to meet further passenger growth in the South West become unachievable.

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Inter-Regional Road Network

M4/M5/A38 London to Bristol, Exeter and Plymouth

M3/A303/A358/M5 London to Exeter (the second strategic route)

M5 Birmingham to Bristol

A30 Exeter to Penzance and Isles of Scilly ferry service

M3/M27/A31 London to Bournemouth/Poole

M4/A417/A419 London to Swindon, Gloucester/Cheltenham, and West Midlands

Strategic Rail Links

London to Bristol Temple Meads/Bristol Parkway and South Wales

London/Reading to Exeter, Plymouth and Cornwall

London to Bournemouth/Poole

Southampton to Bristol and South Wales

Birmingham to Bristol, Exeter, Plymouth and Cornwall

Birmingham/Southampton to Bournemouth/Poole

London to Gloucester/Cheltenham

London/Basingstoke to Exeter

Access to major ports and airports

Bristol, Exeter and Bournemouth airports

Port of Bristol

Heathrow, other London and Birmingham Airports

The Inter-Regional Road Network

5.3.5 The M4 and M5 are designated by Government as roads of national importance, where priorities for improvement are defined by the Secretary of State for Transport. All the routes set out in the bold statement following paragraph 5.3.4 function as the main strategic inter-regional connections from the South West to London, the Midlands and South Wales. Measures will be taken to maintain the reliability of journey times into and out of the region. Regional stakeholders will need to work with the Highways Agency to seek a complementary package of measures to manage the demand for travel in relation to the M4/M5 and ensure the most effective use of the motorway network and reduce congestion, including the implementation of:

- Incident Management
- Intelligent Technology Measures
- Information Management
- Access Control Measures

5.3.6 The peninsular nature of the South West means that a significant part of the region is relatively remote, and is dependent at present on a single high quality road link – the M4/M5. This can compromise economic activity in the western part of the peninsula as reliable journey times to the far west can be prejudiced by congestion or accidents on the M4/M5 corridor. The emphasis on stimulating economic development in this part of the region will need to move towards more indigenous and self-sustaining growth in the medium to longer term, with businesses depending more on electronic communications, lessening reliance on external transport connections. However, for the bulk of current business activity the security and reliability of strategic road links has a major effect on viability. An outcome from the London to South West and South Wales Multi-Modal Study (SWARMMS) was that this should be addressed by the creation of a ‘second strategic route’ into the South West, using the A303/A358 between the M3 and M5. This route has already been partly improved to dual carriageway standard. Completion of the strategic upgrading of this route is a prime requirement if the Strategy Emphasis of stimulating economic activity in this part of the region is to be achieved.

TR2 The M4 and M5

The M4 and M5 will be managed and where appropriate improved so as to ensure that they perform their function as the main strategic inter-regional links to London and the Midlands. Measures should seek to maintain the reliability of journey times into and out of the region. Regional stakeholders will work with the Highways Agency to seek a complementary package of measures to manage the demand for travel in relation to the M4/M5, and ensure the most effective use of the trunk road network and reduce congestion, including the implementation of:

- Incident Management
- Intelligent Technology Measures
- Information Management
- Access Control Measures

TR3 Second Strategic Route

Regional stakeholders will work with the Highways Agency to achieve a second strategic route into the region from London to dual carriageway standard utilising the A303/A358 in order to improve the resilience of the inter-regional network and maintain the competitiveness of the South West.

TR4 Remainder of the Trunk Road Network

The remainder of the trunk road network will be managed and investment targeted so as to ensure that it performs its strategic function. Measures should seek to maintain safe, efficient operation and reliability of journey times within, into and out of the region. Regional stakeholders will work with the Highways Agency to manage demand so as to avoid congestion compromising the strategic function.

The Inter-regional Rail Network

5.3.7 The Draft RSS is seeking to meet more of the future demand for inter-regional travel on the rail network, as this will deliver more sustainable travel and reduce the growth of congestion on the strategic road network. While the focus within the rail industry on improving reliability and reducing costs is recognised, rail infrastructure needs to be planned to take account of growth provided for in the Spatial Strategy.

5.3.8 The Spatial Strategy builds upon the conclusion that the SSCTs offer the greatest potential for sustainable economic growth, and all are located on the region's rail network. The extent of likely future job growth in the SSCTs makes it essential that these centres maintain and improve their accessibility to London and the South East, and the Midlands. This will require the specification of minimum reliable journey times from the SSCTs to London as well as careful timetabling to ensure 'business trains' are maintained that enable business travellers to reach Birmingham or London to carry out an effective day's business and return.

5.3.9 On each of the routes identified in the bold statement following paragraph 5.3.4 the train service frequency should be developed to support the growth of the SSCTs, and train capacities should be such as to avoid overcrowding for journeys from within the region to London and Birmingham. It will also be necessary to ensure consistent standards of service quality. This will include safer, more attractive stations, improved interchange facilities and services, and enhanced car parking capacity at stations.

5.3.10 The Great Western Main Line to Paddington is likely to be subject to major investment within the period to 2026 in terms of re-signalling and infrastructure renewal. It may also be affected by other projects during their construction, particularly the improvement of freight routes north from Southampton to the Midlands, and the remodelling of Reading Station. Operation of routes into Paddington will also be affected by the construction and operation of Crossrail if this project proceeds. Improved connections are needed to Heathrow Airport through a direct rail connection to the airport from the Great Western Main Line.



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- 5.3.11** There is also concern about the security and long-term prospects for the future of the Great Western route at Dawlish, in the light of climate change predictions and anticipated sea level rise. The future of this route will have a significant implication for the realisation of the Strategy Emphasis of stimulating economic activity in the west of the peninsula and for the future role of Plymouth as a major economic and service hub. Timely measures and investment are needed to secure the future of the route. Climate change is likely to have additional impacts on the region's transport infrastructure and it is important that organisations work together to identify the issues and plan a response.
- 5.3.12** The recently upgraded electrified South Western Main Line through Basingstoke forms the primary rail access to London from Bournemouth/Poole and South East Dorset. Diesel services from Exeter via Salisbury to London join this route at Basingstoke. Both lines already suffer from significant overcrowding and there is little reserve capacity, a feature that is likely to be further accentuated by the allocation of Southampton port container flows to this route between Salisbury (Laverstock junction) and Basingstoke.
- 5.3.13** Between Salisbury and Exeter much of the line is single track, which constrains the ability to offer an hourly timetable. This route is also frequently used for diversion of trains from the Great Western route during maintenance.
- Services beyond Exeter are provided through a combination of franchises. There is the potential with a franchise focus approach for the wider strategic needs of services to the far South West to become unplanned with incremental service reductions severely impacting on the travel needs of the peninsula. There is also single track between Dorchester and Moreton which, combined with limited power supply west of Poole, restricts the options for developing the service between South East Dorset and Weymouth. However, service improvements proposed by the Department for Transport for 2007 through re-franchising suggest that these constraints are not severe, and the need for significant capital expenditure here may be avoided.
- 5.3.14** The Cross-Country network provides the main rail links between the South West peninsula and the Midlands/North (via Bristol), and from the south coast (via Reading). Access to this network is hampered, to an extent, by the fact that the major stations at some locations are not directly served by the route. Improved access is proposed through the development of Parkway stations at Gloucester; for Weston-super-Mare (at Worle Parkway); and by enhancement of facilities and capacity at Tiverton Parkway and Bristol Parkway. Impact assessments on existing stations will need to be carried out as part of these projects.

TR5 Inter-regional Rail Network

Rail infrastructure, signalling systems and stations on the strategic inter-regional rail routes will be enhanced so as to ensure the provision of reliable train services with enhanced capacity to meet the growth in demand embodied in the Spatial Strategy. This will include the following:

- Improved platform capacity at Reading Station, and junction improvements at Reading
- Additional passing loops between Salisbury and Exeter
- Appropriate engineering measures to secure the long term future of the Great Western route through Dawlish
- Additional track capacity and power supply between Poole and Weymouth
- New/improved Parkway stations at Gloucester, Worle, Bristol Parkway and Tiverton
- Improved quality and capacity trains, particularly replacement High Speed Trains
- Improved infrastructure at major stations including bus interchange, car and cycle parking, passenger information and waiting facilities
- Direct rail links to Heathrow from the Great Western Main Line
- Investment in the Worle (Weston-super-Mare) loop to facilitate the reliability of inter-regional services
- Development of opportunities to facilitate modal shifts, address overcrowding and improve the network on routes between Wales, Bristol and the south coast by enhancing speeds, frequencies and the capacity of passenger services
- Re-signalling and route modernisation of the Great Western Main Line

The Inter-regional Bus and Coach Network

5.3.15 The region has a network of coach links to other regions, particularly London, which have the potential for expansion and networking to improve the level of service. Opportunities need to be developed to improve integration and interchange between strategic and local services and rail by focussing on interchange facilities at the SSCTs.

TR6 Inter-regional Bus and Coach Network

LDDs and LTPs should provide for the enhancement of long distance bus and coach services, and should make provision for interchange infrastructure at SSCTs and other nodal centres on the Strategic Road Network.



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5.4 Ports and Airports

Ports

- 5.4.1** The South West has an extensive coastline, a long history of maritime activity, and many local ports. However, with the decline in the fishing industry, and concentration of sea-borne freight onto larger vessels, most activity is now centred on a small number of locations. Overall, South West Ports handled 20 million tonnes of freight in 2003. Bristol is the largest port in the region, and the only port of national significance, with an annual throughput of some 11 million tonnes (source DfTs, 2004). A 'Study of Bristol Port'¹⁷ commissioned by the SW RDA, identified that its traffic has the potential to grow to 18.5 million tonnes by 2012 and over 24 million tonnes by 2022.
- 5.4.2** Bristol Port has a number of key strengths, including deep-water capacity and excellent connections to rail and motorway networks. With capacity for vessels up to 130,000 tonnes dead weight, Bristol is one of only eight UK ports with the capacity to accommodate modern large tonnage vessels, and the only west coast port which can accommodate vessels of this size. It has the best strategic location of any

deep-water port in the UK to serve major urban centres – over 42 million people live within a 250km radius. The 'Study of Bristol Port' confirmed that the Port fulfils an important national, regional and local role and that this role could grow to the benefit of the region, although land constraints will affect the ability of the Port to reach its potential. Furthermore, the Study concluded that continuing investment is required if the Port is to maintain its competitiveness and economic success.

- 5.4.3** Plymouth and Poole are the main ferry ports in the region, handling freight and passengers on scheduled ferry services to France, Northern Spain and the Channel Islands. Along with smaller ports within the region such as Dartmouth and Falmouth, they also cater for the growing market of visiting passenger cruise ships.
- 5.4.4** European Union transport policy has developed the concept of 'sea motorways' to foster more sustainable forms of distribution. Routes through the Irish Sea and North Sea to the Iberian Peninsula and Europe are being promoted. The South West is potentially well placed to benefit from the growth of shipping as a means of distribution within the European Union.

¹⁷ Bristol Port Economic Assessment (Roger Tym and Partners, 2004).

- 5.4.5** A European Interreg IIIB Study has looked at the potential of ports in the South West to develop general container trade. Bristol has the potential to attract sufficient volumes of general container cargo traffic to be of national significance. To realise its potential, consideration will need to be given to the draught available to ensure the projected increase in size of ship can be accommodated. Poole, which has recently been dredged to 7.5 metres, has the potential to become a regionally significant container feeder port, making use of its existing rail connections.
- 5.4.6** Other ports in the region will continue to offer opportunities to develop specific freight markets. These include China Clay traffic from Par, and Ball Clay movements from Teignmouth and Bideford. Portland Port and Falmouth have specific roles in supporting maritime activity, including bunkering and cruise ships, while Plymouth, Poole and Sharpness deal with a range of freight commodities.
- 5.4.7** Plymouth has a continuing role as one of the nation's prime naval establishments. However, changes in military requirements may in due course provide opportunities for commercial use of the current naval facilities.
- 5.4.8** In addition to providing a sustainable means of transport, development of port traffic can support local employment and regeneration of coastal communities. The coast, and in particular the region's smaller ports, offer a potential resource for supporting some of the more peripheral parts of the region. It is therefore important to protect and develop opportunities for appropriate port development to facilitate more sustainable movement of goods and materials.
- 5.4.9** The future needs of the marine sector should be taken into account within LDDs. Proposals for redevelopment of former port related land at South West ports will need to balance the need for regeneration, and the reuse of previously developed land, with the need to retain facilities to encourage the development of coastal and short sea shipping. Estate or Port Management Plans should be prepared to facilitate the efficient and sustainable growth of South West ports and demonstrate how conflicts between existing and future uses in the port or on adjacent land can be managed.

- 5.4.10** The improvement of infrastructure supporting 'roll-on/roll-off' freight and passenger facilities at ports is supported, and the identification of new recreational passenger services, including links to adjoining regions such as South Wales should be welcomed. Waterside land should be protected for port related facilities and access where there is a reasonable prospect of implementation within the plan period.
- 5.4.11** Whilst the fishing industry is undergoing a difficult period, port facilities for the commercial fishing fleet should be protected and enhanced where possible to meet modern standards. Policy E5 provides a context for LDDs in terms of Waterside Employment Sites.

TR7 **Proposals at all of the region's ports which facilitate the development of markets for freight and passenger services are supported, particularly where they include measures, such as improved rail access, in order to reduce the use of road based haulage. LDDs should facilitate the growth of ports to provide (where appropriate):**

- **Improved passenger facilities**
- **New recreational passenger services**
- **Facilities to support the fishing industry**
- **Land for port growth, marine sectors and related uses**
- **Rail connections**
- **Container and other freight facilities**

TR8 **Bristol Port**

LDDs should demonstrate how the projected growth of general and container freight at Bristol can be supported, especially where it can be related to rail access, in order to provide for more sustainable distribution.



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Airports

5.4.12 There are concerns about the sustainability implications of growth in air travel which have been highlighted in the SSA, commented on in Section 1. However, in the context of national policy, the aim of the region's Air Strategy is to meet more of the South West's demand for air services within the region, to reduce journeys to airports outside the region, particularly road traffic to Heathrow and Gatwick. This is considered to deliver some sustainability benefits.

5.4.13 The Aviation White Paper, published at the end of 2003, establishes the national policy framework. This supports the development of Bristol as the main regional airport but also supports improved access and development at the region's other airports. No new airports are proposed. Overall, the region's airports are forecast to grow from 4.5 million passengers per annum in 2000 to almost 20 million passengers per annum by 2030. The region's Air Strategy proposes:

- Developing the role of existing airports in the region, especially Bristol, Exeter and Bournemouth. The role of other airports, for example Newquay and Plymouth, is also recognised as important

- Development of air links to and from the region to meet the needs of the economy and reduce the impact of peripherality
- The protection of air links from the far west of the region to London Heathrow/Gatwick (if necessary by the use of Public Service Orders)
- A direct uninterrupted rail link to Heathrow to connect to the country's international hub airport
- Improved surface access to airports delivered in the most sustainable way
- Developing the role of South West airports to support the growth of tourist visits to the region

5.4.14 The South West airports also provide for general aviation which supports the regional economy. The needs of general aviation should be taken into account in future decisions regarding airport capacity in the region.

TR9 Airports

Airports within the region should meet an increasing proportion of regional demand for air travel to reduce 'leakage' to other regions and the London airports, with the expected growth met by developing the major existing airports in the region – Bristol, Exeter and Bournemouth. Other airports will satisfy important local markets, for example Newquay, Plymouth and Staverton (Gloucester). Plymouth/Newquay should continue to provide business links to international hubs and London while facilitating tourist visits into the region. Local authorities, airport operators and other agencies will provide improvements to aviation facilities and access to airports (including public transport) in the region to meet future development requirements consistent with the overall transport strategies for the urban areas.



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5.5 Regional Connectivity – Facilitating Reliable Movement of People, Goods and Services within the Region

5.5.1 Reliable journey times are important for efficient movement within the region. However, recent study work progressed during the preparation of the Draft RSS indicates that there is a lesser relationship between improved journey times and economic growth for movement within the region, compared with the external movement covered by Policies TR2 to TR9. Significantly improved connectivity between settlements within the region can sometimes lead to undesired consequences, such as the growth of longer distance commuting commented on in paragraph 2.5.6. Careful thought must therefore be given to the likely impact of journey time improvements.

Regionally Significant Road Routes

5.5.2 Regionally significant transport routes are the major transport corridors connecting the major urban areas within the region and they are the primary arteries for long-distance intra-regional freight and passenger traffic. Their upkeep and management is essential to the efficient functioning and movement of goods across the region. They also offer regional access to the South West's ports and airports. Such routes include:

A36/A46 – Bath to M27 and M4

A350 – South East Dorset to M4

A31/A35/A30 – South East Dorset to Exeter

A354 – Weymouth to Dorchester

A37 South Dorset to Yeovil (A3088) and A303

A38 Plymouth to Cornwall

A361 North Devon to M5

A380 Exeter – Torbay

5.5.3 The efficient movement of goods and people along these routes/corridors is needed to support the economy. However, this must be balanced against the impact of traffic on the built and natural environment as well as the quality of life of communities along the route. The maintenance of the reliability of journey times on regional routes, rather than improved journey time or speeds, is the priority.

TR10 Regional Connectivity

A Corridor Management approach making best use of the network will improve the reliability and resilience of journey times for the routes listed in paragraph 5.5.2. As part of a Corridor Management approach, Local Authorities working with the rail and bus industries will develop opportunities to facilitate modal shift, address public transport overcrowding, improve strategic interchanges and improve use of the network. Within the scope of the Corridor Management approach, highway authorities should also develop proposals to reduce the impact of long distance traffic on the built and natural environment and improve the quality of life of communities, seeking to improve air quality, and to reduce accidents, severance and the impact of noise.



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Intra-Regional Public Transport

5.5.4 Rail services play a vital role in linking the different parts of the large and diverse South West region. This includes cross-country regional routes, stopping services which link towns on the major rail corridors, and rural branch lines. Patronage on some of these routes has been growing strongly over the last decade, following rail privatisation, particularly where these routes give sustainable access into major towns and cities. However, the growth potential has not been fully realised, due both to the shortage of available rolling stock and train path limitations. In addition, the trains are of lower quality than those which now operate similar services in other regions.

5.5.5 Infrastructure constraints hamper the ability to provide regular clock-face services on some routes, due to previous rationalisation of track which has resulted in long single track sections, including:

- Swindon to Kemble on the London/Gloucester/Cheltenham Line
- Worle junction to Weston-super-Mare on the Weston Loop
- Dorchester South to Moreton section of the Weymouth Line

5.5.6 Intra-regional bus and coach services also have a role to play on some corridors, often in parallel with rail routes but serving different communities and markets. It is important that local authorities working with bus operators identify and strengthen interchange facilities to promote the use of more sustainable travel.

TR11 Intra-Regional Public Transport

Improved rail, bus and coach services will be sought to facilitate sustainable travel between settlements within the region. This will be achieved through the removal of infrastructure constraints; better quality trains and buses/coaches; enhanced station and interchange facilities, station parking and passenger information.

MAP 5.2 REGIONAL FREIGHT MAP



5.6 Freight Transport

- 5.6.1** The South West is not a major area for manufacturing, and therefore much of the freight moved into, and within, the region is for distribution. Mineral extraction and agriculture are, however, important features of the regional economy, both of which give rise to significant volumes of freight traffic. The desire to ensure that large goods vehicles are using the most appropriate routes has given rise to the development of a Regional Freight Map.
- 5.6.2** The Freight Map hierarchy of routes has been defined for the purpose of identifying priority for maintenance investment and for working with freight operators to ensure freight utilises those roads most fit for purpose, unless required for local access or connections. Use of the routes will help to protect the region's environment and social interests while meeting the economic needs of the region.
- 5.6.3** The Map defines routes as national, regional or county, based largely on flow data. It is evident from the Map that there is some inconsistency between the freight hierarchy and the National Primary Route Network (PRN) and a review of PRN signing policy is needed to reflect the work carried out in the region.
- **National Routes:** Longer distance freight routes from other parts of the country. Given that many freight facilities are located adjacent to junctions on these routes, they are also likely to act as regional routes
 - **Regional Routes:** Routes used for inter-regional travel where national routes are not appropriate and to provide access to major distribution centres from the national routes
 - **County Routes:** Routes used to provide access to freight facilities not served by either national or regional routes. County routes will also form connections between the national and regional routes into these facilities

- 5.6.4** Local authorities, working with the Highways Agency and freight transport representatives, should review the provision of rest areas for HGV traffic for all routes shown on the Freight Map, having regard to the requirements arising from the Working Time Directive, and assess the scope for 'break bulk' interchanges to serve the major urban areas in the region. Appropriate sites should be allocated or safeguarded for these facilities and referred to in LTPs as part of the freight strategies for the SSCTs. In addition, local authorities, working through Quality Freight Partnerships, should encourage the development of local supply chains to minimise the need for long-distance freight movement. Developments which generate high volumes of freight movements should be located close to appropriate rail or water freight facilities to support more sustainable distribution in the South West.

TR12 Regional Freight Map

The strategic network (national and regional routes) will be promoted for use by HGV vehicles rather than county routes. Local authorities, through their LTPs, will reflect the regional hierarchy of routes identified in the Regional Freight Map and give priority to strategic routes in determining allocations for road maintenance.

Rail Freight

- 5.6.5** Rail freight flows within the South West region are limited in number, and are concentrated on a small number of particular markets such as china clay, stone, coal and cars. There is, however, consistent growth in some freight markets such as stone movement. The longer-term interaction between freight and passenger flows in terms of the operation and maintenance of the network will need to be considered as part of the Regional Planning Assessment prepared by DfT Rail. Generally, freight volumes from and to the South West limit the viability of rail freight and road-based haulage will remain the primary source of freight transport.

5.6.6 The rail network in the region is currently unable to handle the largest ‘standard’ containers (9’6”) on conventional rail wagons. The rail industry Gauging Policy does not identify the South West region as a priority for gauge enhancement based on loadings and the likely business case for investment. While accepting this position in the short to medium term there is concern about the impact of gauge limitations on the future competitiveness of the region. Where demand arises, containers could be transported using specialist rail wagons.

5.6.7 Work carried out through SWARMMS and by local authorities identifies the scope for an additional freight interchange at Exeter. Identification of the interchange at Exeter complies with the Strategic Rail Authority policy document on rail freight interchanges¹⁸ which advocates the provision of regional facilities. The requirements of the far South West are likely to be met at Plymouth and in Cornwall which offer the best opportunity to consolidate loadings from the diverse economic spatial pattern. However, there is scope for the development of local facilities and local authorities preparing LDDs and LTPs should work with the haulage industry to identify and protect opportunities for local rail freight facilities.

TR13 Rail Freight Interchange Facilities

Sites for rail freight interchange facilities will be identified and safeguarded in LDDs for East Devon, and Plymouth and should be identified in Cornwall and other locations in the region, subject to viability.

5.7 Setting Parking Standards through Accessibility Planning

5.7.1 It is not practical or desirable to seek to apply a uniform set of parking standards in the South West region. The diversity of the region means that standards that might be appropriate in some of the larger urban centres may not be so in some of the SSCTs or the smaller towns and villages. There are concerns that pricing policy can serve to undermine competitiveness in smaller towns, but at the same time standards are an important tool in driving modal shift and ensuring that viable alternatives to private car use exist.

5.7.2 Local transport planning authorities (County and Unitary Authorities) are required to develop and deliver accessibility strategies and plans for their areas through their LTPs. This may be achieved through standalone or joint LTPs. These accessibility strategies should, in the context of close partnership working with District Councils, set out detailed parking policies and standards that meet the requirements of PPG13 and reflect the geographical diversity of the region, based on an assessment of accessibility to public transport. Reduced standards may be applied in certain areas although clear evidence should be provided to justify this. Local authorities should clearly identify, in LDDs and LTPs, where reduced standards will apply.

¹⁸ *Strategic Rail Freight Interchange Policy, SRA (March 2004).*



6

HARNESSING THE BENEFITS OF POPULATION GROWTH AND MANAGING THE IMPLICATIONS OF POPULATION CHANGE

6.0.1 This Section of the Draft RSS takes forward the *'Just Connect!'* aim of harnessing the benefits of population growth and managing the implications of population change by setting out an approach to deliver two important ingredients of sustainable communities outlined in Section 1; plentiful and affordable housing and good quality public services and community infrastructure.

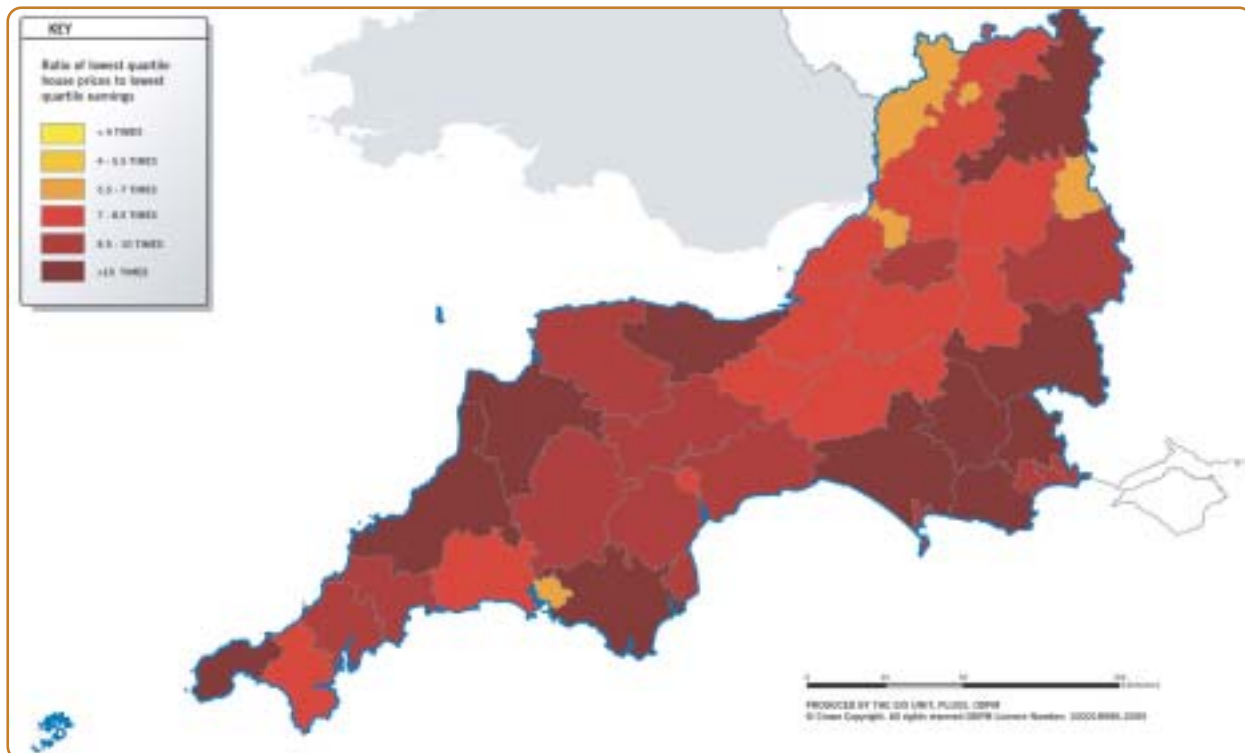
It recognises the importance of those facilities for communities, and the knock-on effects on the health of individuals, particularly as a result of large-scale changes to local neighbourhoods.

6.1 Providing a Plentiful and Affordable Housing Supply

The Scale of Provision

6.1.1 The analysis outlined in Section 2 has established that the region's population is set to grow. This together with increasing household formation and acute affordability problems across the region, worsened in some places by high second home ownership, will increase demand for housing beyond the 20,000 dwellings per year being delivered. Regional housing stock stands at about 2.4 million dwellings and technical forecasts predict that around 25,000 new dwellings a year will be needed to keep pace with estimated demand. As set out in section 4.5, the strategy makes provision for about 23,000 dwellings per year, based largely on the outcomes of JSA studies and the advice of the Strategic Planning Authorities, taking account of their assessment of environmental and infrastructure limitations on development. The Regional Housing Strategy (RHS) is central to the development of housing policy and delivery of housing across the region. Its main aims are to improve the balance of housing markets, achieve good quality homes, and support sustainable communities. Map 6.1 shows average house prices as a multiple of average household earnings for Districts in the South West.

Map 6.1 House Price to Income Ratio





6.1.4 The key challenges in ensuring a plentiful and affordable supply are:

- Delivering an adequate choice and mix of housing types of all tenures at the most sustainable locations (as set out in the Spatial Strategy Development Policies A to C and Policy H1) to meet the preferences of the market and the ability of people to pay
- Ensuring that development values can be used effectively to ensure that sufficient numbers of affordable homes can be delivered to supplement those built largely through direct public subsidy

6.1.5 Authorities should pursue the use of exceptions sites in rural areas as a delivery mechanism. Site thresholds, above which affordable housing is a requirement, should be reduced to levels below those recommended by Government guidance where possible. These thresholds are likely to vary between 'urban' and 'rural' areas. Rural areas may require thresholds to be set at a lower level where the need is for a higher number of affordable houses relative to market houses on any given site. Local authorities, working

within Housing Market Areas (HMAs), should also co-ordinate policy and action on the levels of affordable housing sought across their boundaries. This should include, for example, consideration of joint nomination rights for neighbouring authorities where affordable housing in a town is intended in part to meet need from surrounding rural areas in another district.

6.1.6 Careful attention needs to be given to the housing affordability problem in rural areas. Experience has shown that, simply building higher levels of market housing often attracts more commuters, second home owners or retired people from outside the region. There is a need for more creative solutions to the problem in these places. In some parts of the region, for example in National Parks and possibly certain Areas of Outstanding Natural Beauty where there is a high demand for second homes, there may be a particular need for local authorities to introduce measures such as permanent restrictions on the re-sale of new dwellings that help to secure a more sustainable balance in rural settlements between housing and locally

provided employment. The construction of dwellings purpose-built for second home ownership, with certain restrictions on occupation, is an increasing phenomenon. This affects locations of high environmental quality in the region in both coastal and inland locations, for example Cotswold Water Park. Dwellings of this type may affect Development Policy C, and further work by Local Planning Authorities is required to investigate the implications for levels of housing proposed in the strategy.

6.1.7 In parts of the region, some communities have developed in ways that, owing to historic or more recently emerging functions, may have resulted in particular population or social characteristics. Examples include some seaside towns which are characterised by a large elderly population and with low levels of economically active residents, or places that are dominated by a single function or one employer. Other examples include settlements dominated by large military establishments such as Tidworth in Wiltshire, where the population can fluctuate in the short term due to the impact of national overseas defence commitments or in the longer term due to the effect of defence reviews and where significant development, such as that arising from 'Project Allenby' is planned for the future. The national priority for promoting sustainable, mixed communities is at the heart of the Draft RSS, and within the broad spatial development priorities of this Draft RSS, particularly Development Policies B and C, local authorities are encouraged to make appropriate provision in their LDDs.

6.1.8 Good practice on the use of S106 mechanisms should be shared. Local authorities will need to liaise with neighbouring authorities, affordable housing providers and the development industry and be realistic in their expectations of affordable housing delivery through S106, recognising the danger of stifling overall housing growth through over-ambitious requirements. LDD policies should routinely require more than 30% of housing to be affordable¹⁹ leading to at least 7,500 affordable dwellings annually, with authorities specifying rates rising to 60% or higher in areas of greatest need, where this can be demonstrated to be deliverable over a sustained period. This is a significant step change in affordable housing provision over the plan period.

¹⁹ Defined in the Glossary.

Securing appropriate and realistic proportions of affordable housing by using planning obligations sometimes places pressure on local areas to increase build-rates of overall housing above that for 'local needs'. This route may not be appropriate in some rural locations where the proposed amount of development is 'out-of-step' with Development Policy C in Section 3. The RPB and RHB will work together with other key regional stakeholders to seek new ways of delivering affordable housing in areas outside of the named settlements without significantly increasing the overall numbers of housing proposed.

6.1.9 LDDs should include policies which reflect the outcome of joint working and

- Specify proportions of affordable housing
- Identify an appropriate division of affordable housing between housing for rent and intermediate tenures (including forms of shared ownership)
- Help to secure and maintain an appropriate supply of affordable housing in the wider context of maintaining an overall five year housing land supply
- Provide a policy framework which helps delivery of affordable housing
- Provide an indication of housing types and sizes required annually, reflecting the mix of households identified through the local housing market area assessment

H1 Affordable Housing

Within the 23,060 dwellings per annum required for the region, at least 7,500 affordable homes per annum will be provided in the period to 2026. Provision will be made for at least 30% of all housing development annually across each local authority area and Housing Market Area to be affordable, with authorities specifying rates up to 60% or higher in areas of greatest need.

Development Densities

6.1.10 The principles of increasing densities for housing development is rooted in the need for more sustainable use of land, set out in Development Policy H in Section 3. Less than 30 dwellings per hectare (dph) is considered to be inefficient use of land and makes provision of sustainable transport more difficult. Between 30 and 50 dph net represents a more sustainable density. Much higher densities than this should be possible at various places in the region, particularly in the SSCTs where major development and redevelopment within existing urban areas is proposed, often as mixed-use schemes. Also where urban extensions are proposed, authorities should seek to include innovative and high density urban forms to ensure that the overall density of the extension does not fall below 50 dph (Development Policy F in Section 3). Good quality design, green infrastructure and the careful planning of essential services and infrastructure will ensure the higher densities proposed result in good quality living environments. Local authorities will need to regularly monitor factors relating to the size, mix and quality of housing such as indicators of habitable rooms per hectare.

H2 Housing Densities

Housing developments should exceed 30 dwellings per hectare (dph) in all parts of the region and averages across housing market areas will be in excess of 40 dph over the plan period. Density of development of housing at the SSCTs should be at least 50 dph and considerably higher in well-planned mixed-use developments within the existing urban area. Planned urban extensions of SSCTs and adjacent new communities should achieve 50 dph or more overall. Individual LDDs will reflect this target with appropriate variations reflecting local conditions and will outline measures to ensure regular monitoring of delivery.

Making Better Use of Existing and Future Housing Stock

6.1.11 The RHS in encouraging local authorities and Registered Social Landlords to make efficient use of existing housing stock. This is done by reducing the number of unfit, vacant and unsatisfactory dwellings, using a number of mechanisms available including use of a number of empty homes initiatives and other tools to tackle under-occupation. Given the ageing of the population of the South West, it is very important that individual authorities, working within HMAs, are clear about the implications of these demographic trends on the housing stock of their area in line with Policy SI2 in Section 10. There is a need for new development in particular to be in tune with the needs of more elderly occupants and LDDs should identify a proportion of new homes across their area that will reflect the Lifetime Homes standard.

Provision for Gypsies and Travellers: Transitional Arrangements

6.1.12 Under the provisions in the Housing Act 2004, local authorities are required to consult with, and consider, the accommodation needs of Gypsies and Travellers in their Local Housing Needs Assessment process and outline in their housing strategies how any identified need will be met.

6.1.13 Circular 01/2006 '*Planning for Gypsy and Traveller Caravan Sites*' (February 2006) requires Local Planning Authorities to establish criteria for the location of Gypsy and Traveller sites in their core strategies as a guide to the specific allocation of sites in the relevant Development Plan Document. The circular requires local authorities to assess Gypsy and Traveller accommodation needs as part of the Gypsy and Traveller Accommodation Assessment (GTAA) process. When completed, this process will inform the Draft RSS in terms of an overall assessment of need. At the time of publication of the Draft RSS, the RPB was of the view that there was not sufficiently robust information on which to establish district-level pitch numbers. As such, in line with the circular, it is necessary to set out transitional arrangements that are appropriate to the regional context before setting in train a single-issue early review of the Draft RSS to fully implement the Government's requirements.

6.1.14 For the South West, this regional context can be summarised as follows:

- The extent of existing provision in the region is approximately 550 pitches²⁰
- The following parts of the region have relatively high numbers of unauthorised sites²¹: South Gloucestershire, City of Bristol and North Somerset Unitary Authority areas, and parts of Devon, Gloucestershire and Dorset counties
- An interim estimate of the additional pitch requirements at regional level is about 1,100 pitches²² which will be used to monitor delivery in LDDs

6.1.15 Regarding pitch requirements, the indicative regional figure set out above will serve as a monitoring basis until local authorities have completed their needs assessments and are able to provide a more comprehensive position for site requirements. It is anticipated that all local authorities in the region will have completed their GTAAs in 2007, and it is hoped a single issue review of the Draft RSS can be completed in step with this.

GT1 Assessment of Need for Gypsy and Traveller Accommodation Requirements

Local authorities should work together to carry out detailed assessments of need for Gypsy and Traveller accommodation requirements. This should include consultation with Gypsies and Travellers, both housed and travelling. Working with the RPB and RHB, local authorities will provide for about 1,100 additional pitches for gypsies and travellers and identify need for residential pitches, park homes and transit pitches for inclusion in their DPDs, and identify realistically deliverable sites to meet the need.

6.2 Providing Essential Services and Community Facilities

6.2.1 The region will continue to grow and in doing so development must cater for the needs of all groups, taking into account age, gender, faith, sexuality, ethnicity and ability. This principle applies to all forms of service provision but especially critical services such as health (including healthcare delivery, locations for healthcare facilities, and health enhancement), education, community and cultural facilities including places of worship and cemeteries, and public transport services to meet unified needs. It is particularly important to ensure the provision of these services relates to the future patterns of housing provision arising as a result of the Draft RSS.

Comprehensive and Co-ordinated Provision of Community Infrastructure and Services

6.2.2 People in the South West live in a variety of communities, some of which are relatively isolated from population centres and places where services are found. Increasing concentration of service provision has been a trend of the last 20 to 30 years with many villages losing essential public and private services. The re-introduction of these lost services in many communities is not a real possibility and as Section 5 shows, for many people accessibility is a growing problem. This is a particular issue in the remoter parts of the peninsula but is common to all rural areas, and can even affect people in some suburban locations. Development Policies B and C set out proposals which should support the retention of services at key local service and transport hubs and allow their future development in many other settlements in the region.

6.2.3 The perception of the quality of health and education services in an area is becoming one of the most important determinants of where people wish to live. The Draft RSS, in response to large-scale population increases is aiming to achieve a growth in population of the cities and towns of the region. To be successful, this will require a positive attitude to urban living by residents, which in part will reflect the quality of public services on offer in these places. In some cases these services are currently not performing well when measured against

²⁰ Based on ODPM Caravan Count data as at January 2005 for existing Local Authority site provision.

²¹ Based on the average number of unauthorised encampments per Strategic Planning Authority (between 2003 and 2005).

²² Based on First Detailed Proposals (draft Needs Assessments) from Dorset, Bournemouth, Poole and Somerset; First Detailed Proposals (using Caravan Count data) from Devon, Gloucestershire, Plymouth, Swindon and Wiltshire; and Caravan Count Data (January 2005) for Strategic Planning Authorities who did not submit First Detailed Proposals.

national standards or against the performance of other parts of the South West. Where significant development is proposed to happen as a result of this Draft RSS, particularly the large-scale development proposed at or adjacent to some of the larger cities and towns, it is imperative that the full range of public services, including those for health, education, sport, leisure and culture as well as public transport is included as part of the master planning approach set out in Development Policy F. The mixed-use of community facilities should be encouraged to achieve economies of scale and improved accessibility.

6.2.4 Community Strategies, together with local transport and economic strategies, will all play a vital role at the local level in integrating development and other initiatives in ensuring the economic, environmental and social success of the Spatial Strategy. LDDs should be closely integrated with Community Strategies.

CS1 Provision of Community Services

Local authorities should work with their Local Strategic Partnerships and other relevant organisations to provide up-to-date assessments of need for a full range of community facilities and infrastructure suitable for all sections of the community. LDDs should ensure that timely and sufficient provision is planned in parallel with housing and other development. Service providers need to ensure that all provision meets uniformly high standards to minimise the number of users who would wish to choose any other than the closest provider.

Health

6.2.5 As outlined in Section 1, many of the factors affecting the health of the population are outside the scope of the NHS, but can be profoundly affected by the housing, environment and community within which people live. The Draft RSS therefore has the capacity to influence the health of the population considerably.

6.2.6 The South West contains areas with some of the highest life expectancy levels in the UK, reflecting the region's generally healthy living environment. Yet there are places where the incidence of chronic illness is high and life expectancy is well below the national average. These are often areas that show many other forms of relative deprivation, including areas with poor local environmental quality together with economic and social deprivation. The planning system can help address health issues by planning developments which make it easier for people to lead healthy lives and make lifestyle choices which lead to a beneficial impact on health. The most important factors are:

- High quality housing with high standards of ventilation and fuel efficiency
- Access to open spaces and sports facilities to encourage people to exercise and which do not require a car for access
- Access to high quality public transport to reduce car use and increase walking and cycling
- Access to shops where healthy food, such as fruit and vegetables, can be easily bought, even by those who do not drive a car
- Access to food produced locally, to reduce food and goods miles and improve the quality of the environment
- Access to employment within a short walk, or public transport journey
- Communal facilities, such as a village hall, to enable community groups to meet regularly (there is good quality, scientific, evidence to show that those who are members of such groups are healthier, and recover more quickly from illnesses such as heart attack)
- Easy access to medical facilities (conforming to 'Our Health, Our Care, Our Say'²³ standards) for those without access to a car

²³ 'Our Health, Our Care, Our Say: a New Direction for Community Services' Department for Health (2005).



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- 6.2.7** LDDs should seek to achieve this, and they should take into account Health Impact Assessments and advice on public health in order to maximise the opportunities for tackling the root causes of ill health through well-planned development. Local authorities should seek to ensure that development promotes opportunities for health enhancement and should conduct local needs assessments to ensure that plans for service and facility provision meet the needs of the people. In those wards of the South West performing least well in relation to measures of health inequality, local authorities should have particular regard to ensuring positive health outcomes from development.
- 6.2.8** LDFs should support proposals for the provision of additional healthcare facilities where clear need exists. Local authorities should work with the NHS to ensure that a health needs assessment for the prospective population has been undertaken. This is currently the responsibility of the Strategic Health Authorities, but this will change following the consultation 'A Patient-led NHS'. Working with healthcare

providers, local authorities should seek to ensure that all healthcare is provided in locations which are accessible to all users by public transport, on foot and by bike, and that it is of the highest design quality. Healthcare requirements arising from large-scale development and redevelopment should be assessed and adequate provision of facilities included in the master plans and design briefs required under Development Policy F, particularly for new strategic urban extensions where new populations could put undue strain on existing facilities.

- 6.2.9** Planning for future healthcare provision must consider the longer-term population and demographic implications of the scale of change this Draft RSS is addressing. An extra 750,000 people or more will be resident in the South West over the next 20 years, many of them elderly people with complex healthcare needs. The total population aged 60 and over is projected to increase by more than half a million by 2026 and more than a quarter of a million of this growth will be amongst those

aged 75 years and over. Local authorities should work closely with healthcare providers (Strategic Health Authorities, Primary Care Trusts and NHS Trusts) to ensure that plans for the growth and reorganisation of healthcare within their area and that of adjacent authorities are fully complementary with plans for development and change in the long term. Early dialogue between healthcare providers and local authorities in the planning of healthcare is essential.

HE1 Planning for Healthcare

Plans for the provision or re-organisation of healthcare within local authority areas and that of adjacent authorities shall be fully complementary with plans for development and change in the long term. At an early stage in preparing Local Development Frameworks, and in determining planning applications, local authorities should work closely with healthcare providers (Strategic Health Authorities, Primary Care Trusts and NHS Trusts) to ensure that timely provision is made.

HE2 Provision of Additional Healthcare Facilities

Healthcare will be provided in locations which are accessible to all people by public transport, on foot and by cycle. Working with healthcare providers, local authorities through their LDDs should ensure that all healthcare requirements arising from large-scale development and redevelopment are assessed, and adequate provision of facilities of the highest design quality are included in Local Development Documents and design briefs. Local Development Frameworks should support proposals for the provision of additional healthcare facilities, recognising that the structure of provision is changing.

HE3 Health Impact Assessments

All the major development proposals such as mixed-use areas and urban extensions should be subject to a Health Impact Assessment, so that the potential impacts of development on health are identified and addressed at an early stage in the planning process.

Quality of Education Provision

6.2.10 A population that is growing substantially due to inward migration, but is also seeing a substantial increase in average age, presents particular challenges for the provision of education services. Projections suggest that the population aged between five and 19 years old may actually decline by about 2% over the next 20 years. Even some settlements that experience significant growth may see a decline in the numbers of children and young adults in primary and secondary education. Other places, particularly the larger urban areas, will on the other hand experience continued overall growth in these age groups. This situation will provide opportunities to rationalise and improve total education investment and LDDs, working with the education providers, will need to take these demographic changes into account.

6.2.11 One of the issues of concern in parts of the South West is the quality of education and educational performance in some of the larger urban areas and its relationship with other indicators of deprivation (see paragraph 9.2.2).

6.2.12 In developing or renewing education facilities, including schools, Further Education Colleges and Universities, locations should be chosen which take account of the future development needs of the economy and the community sector, including the provision of new facilities and potential for expansion of existing provision. Facilities should be safely accessible to all and the development of community facilities alongside mainstream education facilities should be encouraged. LDDs should include policies that ensure sufficient and accessible premises are available to suit skills training and other vocational education purposes identified through the Regional Economic Strategy, the Framework for Regional Employment and Skills Action (FRESA) and those drawn up by Learning and Skills Councils and Lifelong Learning Partnerships and related organisations. In particular, LDDs should take a positive and supportive approach to the expansion of higher and further education institutions.

SK1 Facilitating Access to Skills Training

LDDs and LTPs will take a supportive and pro-active approach to provision of facilities and public transport links to facilities that provide skills training.

Local Cultural and Leisure Facilities

- 6.2.13** Cultural provision at the local community level (such as libraries, museums, village halls, places of worship, playing fields and community sports centres) plays a vital role in supporting sustainable communities, for example through promoting health and well-being. There is good quality, scientific evidence that regular participation in cultural activities enhances health and speeds recovery from serious illness. Cultural facilities should therefore be seen as an essential prerequisite for a healthy population, rather than an additional, but non-essential, component of life. Cultural activities can provide participation opportunities for groups excluded from, or less able to access, mainstream services, such as younger or older people and those without access to a car. Local activities can promote social inclusion, bringing together existing and new communities, particularly in areas of growth, and good quality, accessible local cultural facilities are key to creating communities where people will continue to want to live and work.
- 6.2.14** In order to increase participation in cultural activity and meet future community needs for cultural facilities, local authorities and their partners should give consideration to providing neighbourhood and local facilities that combine space or resources for a range of cultural, commercial and community activities in one place. This is especially important in the South West, particularly in rural areas, where settlements and communities are more dispersed than in some other regions. It is important, for example, that local authorities carry out thorough and rigorous assessments of need for open space and sport and recreation facilities in line with PPG17 to reflect local distinctiveness. Efforts must be made to ensure that young people and other hard to reach groups are engaged in discussions about the use of space and community design. Opportunities for the provision of combined cultural activity spaces should be explored.
- 6.2.15** Local Development Frameworks should reflect the *'South West Cultural Infrastructure Development Strategy'*²⁴ (once completed) and related sub-regional cultural strategies. Where new cultural provision will have cross-boundary impact, local authorities should work together to ensure a co-ordinated approach.

LCF1 Local Cultural Facilities

Locally important cultural facilities will be protected and enhanced, with provision for new or improved facilities made to ensure the health and well-being of the population. Major new developments, such as mixed-use areas and urban extensions, will include plans for Local Cultural Facilities to ensure the population have the capacity to reap the health and social benefits which accrue from participation in regular cultural activities.

Green Infrastructure

- 6.2.16** Careful management will be required to ensure that development contributes to, rather than detracts from the quality of life in urban areas. Green Infrastructure (GI) is an important component of ensuring development provides positive benefits for the region. GI consists of strategic networks of accessible, multifunctional sites (including parks, woodland, informal open spaces, nature reserves and historic sites) as well as linkages (such as river corridors and floodplains, wildlife corridors and greenways). These contribute to people's well-being, and together comprise a coherent managed resource responsive to evolving conditions.
- 6.2.17** In order to achieve a distinctive approach for the South West, it will be important to plan GI around existing environmental and cultural characteristics. GI networks should consist of a series of features (both existing and new), appropriate at various spatial scales, preferably with links connecting smaller, more local sites with larger, more strategic ones. Networks can provide links between town and country, between different parts of an urban area, and between existing and new development. Linear GI (greenways and 'blue infrastructure' such as rivers, streams, canals etc) is integral in securing connectivity for wildlife and accessibility for people (though it may not always be appropriate to combine these two roles).
- 6.2.18** Continual improvement of GI must be based on a sound understanding of existing assets (including location, size, functions, accessibility, user groups and intensity of use). PPG17 requires adequate provision of open space, sport and recreational facilities to be provided and maintained.

²⁴ Culture South West commissioned study into cultural infrastructure requirements.



6.2.19 Identification of ‘areas of opportunity’ or ‘GI demand’ will be necessary in order to provide clear objectives and priorities. These should then be mapped and disseminated such that they can be proactively incorporated within spatial strategies and development proposals at the earliest possible stage. Considerable work has already been undertaken in the identification of areas of opportunity and targets (for example South West Regional Nature-Map and Rebuilding Biodiversity Initiative, Biodiversity Action Plans, Catchment Flood Management Plans, and Forest Plans) and should be built upon.

GI1 Green Infrastructure

Development of networks of Green Infrastructure (GI) will be required to enhance quality of life in the region and support the successful accommodation of change. GI networks will comprise multifunctional, accessible, connected assets, planned around existing environmental characteristics. This may take the form of protection, enhancement or extension of existing resources or the provision of new or replacement facilities.

When planning the proposed distribution of development, GI is required as an integral part of development, with provision for a network of GI incorporated in the Spatial Strategy. Local authorities and partners will:

- **Build upon existing expertise and initiatives to identify priorities and partnerships for GI**
- **Incorporate GI policies setting out broad locations for GI appropriate to the extent and distribution of development proposed, co-ordinated across administrative boundaries as appropriate**
- **Develop a GI Plan with a delivery programme to support GI policies**



7 ENHANCING DISTINCTIVE ENVIRONMENTS AND CULTURAL LIFE



7.0.1 This Section of the Draft RSS sets out the region’s approach on two critical aspects of ‘quality of life’ in the region: culture and environment. The *‘Just Connect!’* aim is to enhance our distinctive environments and the quality and diversity of our cultural life. This includes cultural activity and infrastructure; natural environment (landscape, nature conservation, historic environment), the coast, flood risk, energy, water resources, land management, woodlands and forests, air quality, minerals, and waste management. It complements the issues of quality of life and liveability dealt with in Section 6. It also contributes to the Draft RSS policies in Section 1 of living within environmental limits and achieving sustainable communities by setting out ways the region can use natural resources more wisely, protect and enhance distinctive natural environments, and increase access to and participation in cultural activities.

7.1 Enhancing Cultural Activity and Developing the Regional Cultural Infrastructure

7.1.1 Culture is essentially about the people of the region and the quality of life they enjoy. Culture is inclusive, embracing a wide variety of activities, places, values and beliefs that contribute to a sense of identity and well-being for everyone. In this regard some parts of the South West have a strong sense of cultural identity. Culture has a ‘material’ dimension (for example creative industries such as arts and media, sports participation, play, tourism, libraries, museums, archives, religious buildings and meeting places, parks and open spaces and the historic and built environment) and a ‘values’ dimension (for example diverse cultural, religious and historic backgrounds) which are evident in the region. Culture has strong connections with economic innovation, renaissance, community health and well-being, lifelong learning and skills, often helping bind together local communities. It is important that the region acknowledges the critical role that culture can play in shaping sustainable communities.

7.1.2 The South West is rich in cultural resources and infrastructure, several sites are of national and international importance attracting many visitors to the region. Notable are Tate St Ives, the Eden Project, the Weymouth and Portland Sailing Academy, the work of Aardman Animations in Bristol and the World Heritage Sites of Bath, Stonehenge and Avebury, and the Dorset and East Devon Jurassic Coast. Culture and creativity are, and will continue to be, key cross-cutting themes in many aspects of life in the region looking forward to 2026.

7.1.3 Growth and change offer a real opportunity to add to and enhance the cultural infrastructure of the South West. In particular, there are unique opportunities for the South West arising from London hosting the 2012 Olympic Games. Not only will Weymouth and Portland host the Olympic Regatta but there will also be opportunities leading up to and during the Games for training venues, for tourism and for wider cultural activities - all of which build on the unique attributes of the South West. It is critical that the whole of the region responds positively, and in a sustainable way, to this opportunity in order to derive maximum benefits with minimum detrimental impacts. The development of cultural facilities, and the continued improvement in the accessibility to them, will also be fundamental to the strategy of encouraging more people to live and work in the SSCTs.

7.1.4 Culture in its widest sense needs to be embedded at the heart of regional, sub-regional and local plans and strategies. The Regional Cultural Strategy *'In Search of Chunky Dunsters'* amongst other things, seeks to achieve a significant increase in the number of people who participate in, enjoy and value a range of cultural activities across the region. The Draft RSS and LDDs can support the delivery of this aim by promoting greater participation in cultural activity and ensuring that cultural experiences and facilities are accessible to current and future populations. Regional cultural agencies, Lottery distributing bodies and local authorities have recognised that planning positively for a growing population presents an opportunity to take a strategic view of cultural provision at a regional and sub-regional level. A South West Regional Cultural Infrastructure Development Strategy is being developed and will help drive the



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development of the regional cultural landscape over the next twenty years providing a framework for the development of the region's cultural infrastructure. Where new cultural provision will have a cross-boundary impact, local authorities should work together to ensure a co-ordinated approach.

7.1.5 This work has a clear spatial dimension. It incorporates the notion of 'cultural offer'; identifying what settlements of different sizes in the South West need and should have a right to expect by way of cultural assets and activity. Importantly, this relates not simply to buildings, facilities and spaces, but also to the ways in which culture can influence other things such as community cohesion, business and employment growth or health attainment and will reflect the impact of technological change.

7.1.6 Local authorities should encourage and support community cohesion projects for existing and new communities to foster good relations between different racial groups, beliefs, ages, sexuality and ability.

C1 Regional and Sub-regional Cultural Infrastructure

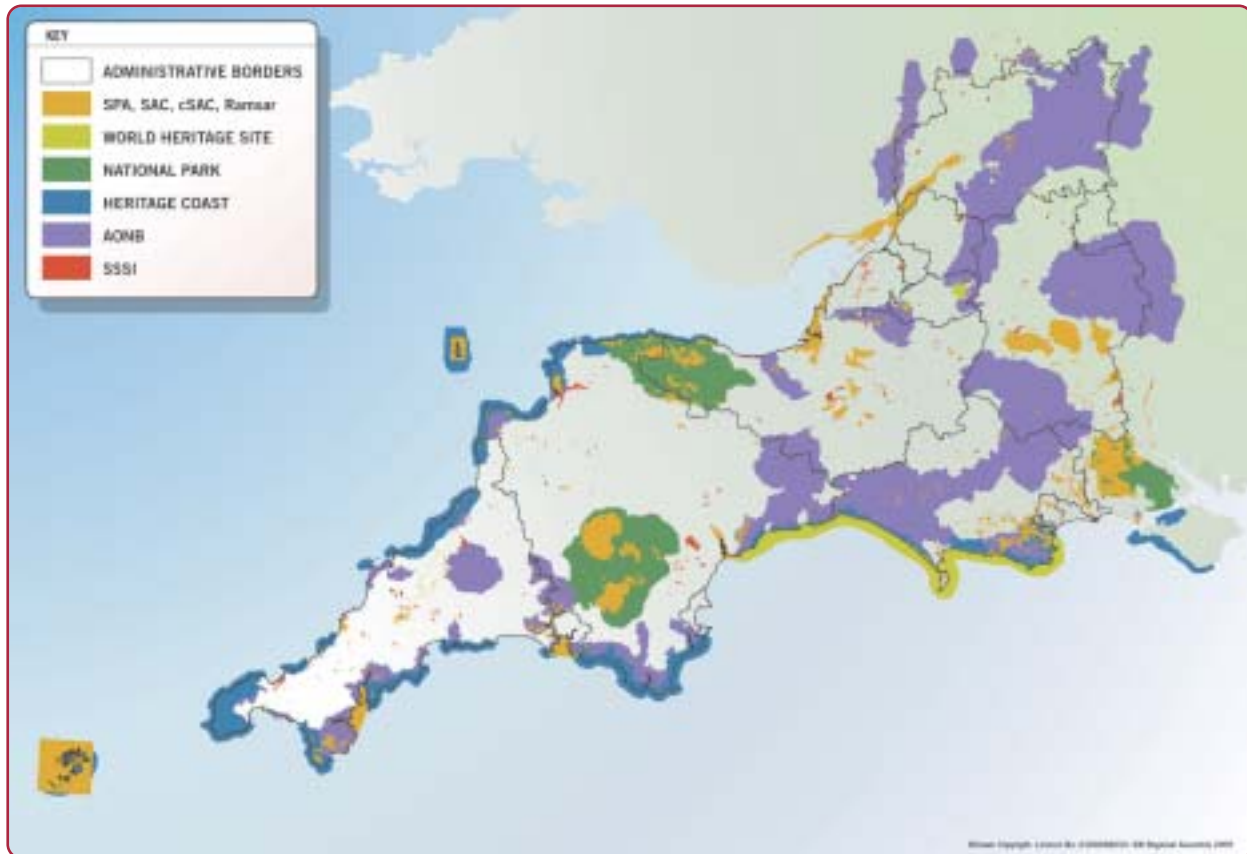
Increased participation in cultural activity will be encouraged and the region's cultural infrastructure will be maintained and enhanced reflecting the regional and sub-regional cultural strategies.

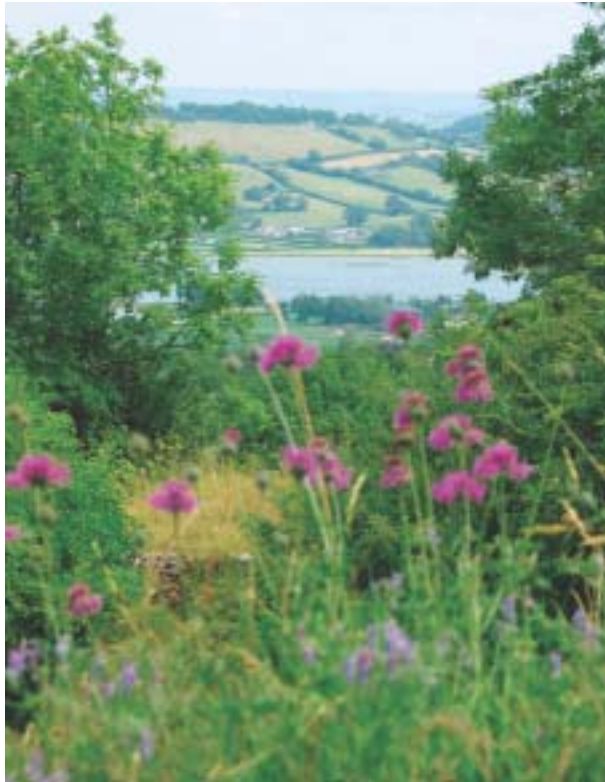
7.2 Protecting and Enhancing the Region's Distinctive Environments: Conserving and Enhancing the South West's Environmental Assets

7.2.1 Everyone in the South West depends upon the natural environment (landscape, biodiversity, historic environment, water, air and land) to provide the conditions for a healthy and high quality of life. Residents and visitors alike appreciate and value the wealth of environmental assets throughout the region, as illustrated in Map 7.1; including two National Parks (plus adjoining the New Forest National Park), three World Heritage Sites (and two on the Tentative list), 14 Areas of Outstanding Natural Beauty, nearly a quarter of England's listed buildings, 60% of England's protected coastline including important estuaries and 45% of England's bathing waters, and habitats and species which are globally or nationally important and should be protected from the effects of development. Other regionally significant assets include the South West Forest, Forest

of Avon and Great Western Community Forest, the Somerset Levels, Culm Grasslands, Forest of Dean, and Cotswolds Water Park which add to the diversity of the region, alongside a host of locally distinctive features. With a coastline longer than any other region in England, the South West is strongly influenced by its maritime links. These features help define what is special about the South West and their protection and enhancement is at the heart of the strategic approach to managing growth contained in the Spatial Strategy.

Map 7.1 The South West's National and International Environmental Designations





7.2.2 *'Our Environment: Our Future'*, the Regional Strategy for the South West Environment, and the Regional Sustainable Development Framework provide more detail on the challenges and opportunities affecting the environment in the South West, and what needs to be done regionally to address these issues. The RES describes the importance of the 'environment driver' in helping the region move to a more sustainable economy – "Where the region's unique environmental and cultural assets are protected and enhanced so that they will continue to attract investment and develop economic linkage". In turn, this investment and growth can be used to further protect and enhance environmental and cultural assets.

7.2.3 The dynamic relationship between the environment and man's activities gives the 'sense of place' that characterises the countryside and its settlements. For example, the cultural landscapes of Cornwall are very different to those of Wiltshire or Somerset, and some are associated with particular historic events or personalities which lend a distinctive dimension. The region's urban areas are diverse in character, reflecting their history, location, size and function. Variation in the

architecture and 'feel' between cities, towns and villages across the South West is a distinctive asset, with differences in character based on the age and function of the settlements and the locally available building materials.

7.2.4 Utilising the potential of indigenous assets sustainably, to assist economic regeneration and diversification, is a key component of the 'environment driver'. However, the changing nature of man's activities produces outcomes that are often individually small, but cumulative in impact – the effect of noise and light on remaining areas of tranquillity for example. Similar concerns relate to the effects of development on the local vernacular, as expressed in buildings in both rural and urban areas. The impacts of climate change and changing agricultural and land management practices may also have effects on the appearance of the region and monitoring of change will be an essential part of understanding trends and appraising the effectiveness of responses.

7.2.5 Development has the capacity to result in irreversible changes to the environment and natural resources, so it is crucial for the planning system to limit the impact of future development on the environment and where possible to use development in a positive way to enhance assets and increase biodiversity. The requirement for all LDDs to be subject to Strategic Environmental Assessment and sustainability appraisal should help in identifying potential solutions to mitigate unavoidable impacts. Successful application of this will also help to ensure that the environment and sustainability are considered more holistically and that decisions are made based on firm evidence. This approach fully supports national policy in PPSs 7, 9 and 15. Whilst the following sections are set out under the different headings of landscape, nature conservation, historic environment and so on, local authorities should adopt a systematic approach to the environment in their LDDs and a common approach to environmental assets which cross local planning authority boundaries, particularly taking an ecosystem approach.

ENV1 Protecting and Enhancing the Region's Natural and Historic Environment

The quality, character, diversity and local distinctiveness of the natural and historic environment in the South West will be protected and enhanced, and developments which support their positive management will be encouraged. Where development and changes in land use are planned which would affect these assets, local authorities will first seek to avoid loss of or damage to the assets, then mitigate any unavoidable damage, and compensate for loss or damage through offsetting actions. Priority will be given to preserving and enhancing sites of international or national landscape, nature conservation, geological, archaeological or historic importance. Tools such as characterisation and surveys will be used to enhance local sites, features and distinctiveness through development, including the setting of settlements and buildings within the landscape and contributing to the regeneration and restoration of the area.



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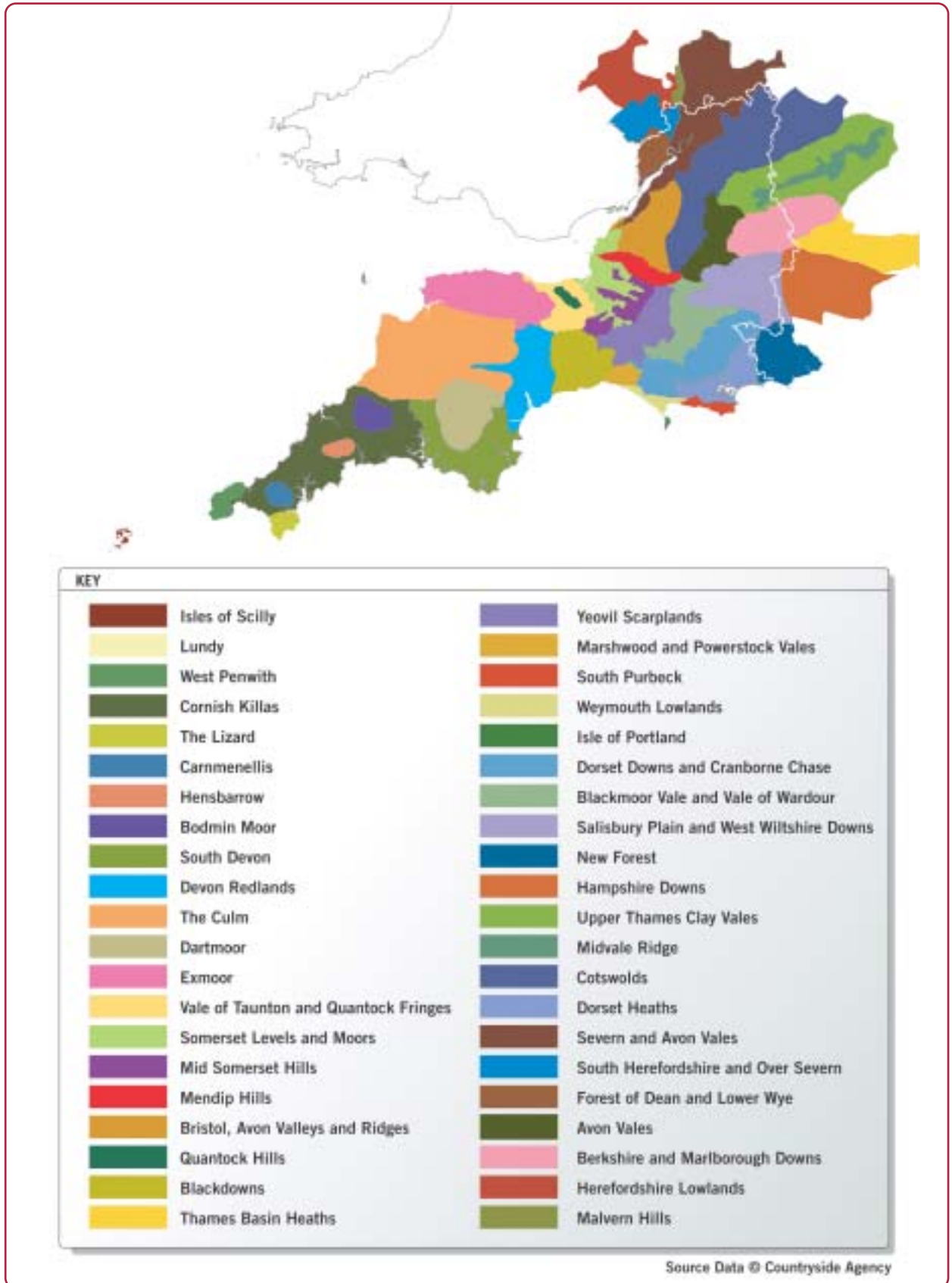
Landscape

7.2.6 The landscapes, townscapes and seascapes of the South West are defining features of the region. Landscape provides an important setting for settlements and contributes to local distinctiveness and a sense of place. The landscapes of the region are defined by 41 character areas identified by the Countryside Agency and English Nature (Map 7.2). The landscape character assessment approach is supported as a basis for considering development impacts and promoting quality development which enhances local character and distinctiveness. Large areas of landscape across the region have experienced changes inconsistent with their character as a result of development or changed agricultural practices (see Section 2). The focus of growth and development in SSTs in the region will help protect these landscapes from inappropriate development, however they will still be affected by indirect pressures from these changes.

ENV2 Landscape Character Areas

The distinctive qualities and features of the South West's landscape character areas will be sustained and enhanced by Local Planning Authorities undertaking assessments of landscape character at a strategic level and in partnership with adjoining authorities (where landscape character areas cross administrative boundaries) in order to identify priority areas for the maintenance, enhancement and/or restoration of that character and provide an appropriate policy framework in LDDs for each area.

Map 7.2 The South West's Landscape Character Areas



Protected Landscapes

7.2.7 There are important protected landscapes in the South West in the form of two National Parks and 14 Areas of Outstanding Natural Beauty. In addition, the New Forest National Park extends into part of the region. Although policy coverage for the New Forest National Park is given in the ‘*South East Plan*’, development in the South West region adjoining the Park should not prejudice the achievement of the Park’s purposes, as set out in Policy ENV3. The protected landscapes cover about 37% of the land area of the region. These areas have the highest status of protection in relation to landscape and scenic beauty. Section 62(2) of the Environment Act 1995 requires relevant authorities (including National Park Authorities, statutory undertakers and other public bodies) to have regard to the statutory purposes of National Park designation, and the Countryside and Rights of Way Act 2000 places a similar duty relating to the statutory purposes of Areas of Outstanding Natural Beauty. Relevant authorities must ensure that they have taken account of the statutory purposes of National Parks and Areas of Outstanding Natural Beauty in reaching decisions or carrying out their activities. The overall approach to development in these protected landscapes and in adjacent areas is set out opposite.

7.2.8 Local Planning Authorities adjoining National Parks should work with National Park authorities in developing their LDDs. Joint working on LDDs is also encouraged for Areas of Outstanding Natural Beauty which cross administrative boundaries. In drafting LDDs, Local Planning Authorities should have regard to statutory National Park Plans and Areas of Outstanding Natural Beauty Management Plans, and positive land management policies should be developed to sustain and enhance the area’s landscape quality.

ENV3 Protected Landscapes

In Dartmoor and Exmoor National Parks and the 14 Areas of Outstanding Natural Beauty in the region, the conservation and enhancement of their natural beauty, wildlife and cultural heritage will be given priority over other considerations in the determination of development proposals. Development will only be provided for where it would:

- **Conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park or Area of Outstanding Natural Beauty, or**
- **Promote the understanding and enjoyment of the special qualities of the National Park, or**
- **Foster the social or economic well-being of the communities within the National Park or Area of Outstanding Natural Beauty, provided that such development is compatible with the pursuit of National Park or Area of Outstanding Natural Beauty purposes**

Consideration will also be given to proposals which promote the understanding and enjoyment of the special qualities of the Areas of Outstanding Natural Beauty.

Particular care will be taken to ensure that no development is permitted outside the National Park or Areas of Outstanding Natural Beauty which would damage their natural beauty, character and special qualities or otherwise prejudice the achievement of National Park or Area of Outstanding Natural Beauty purposes.

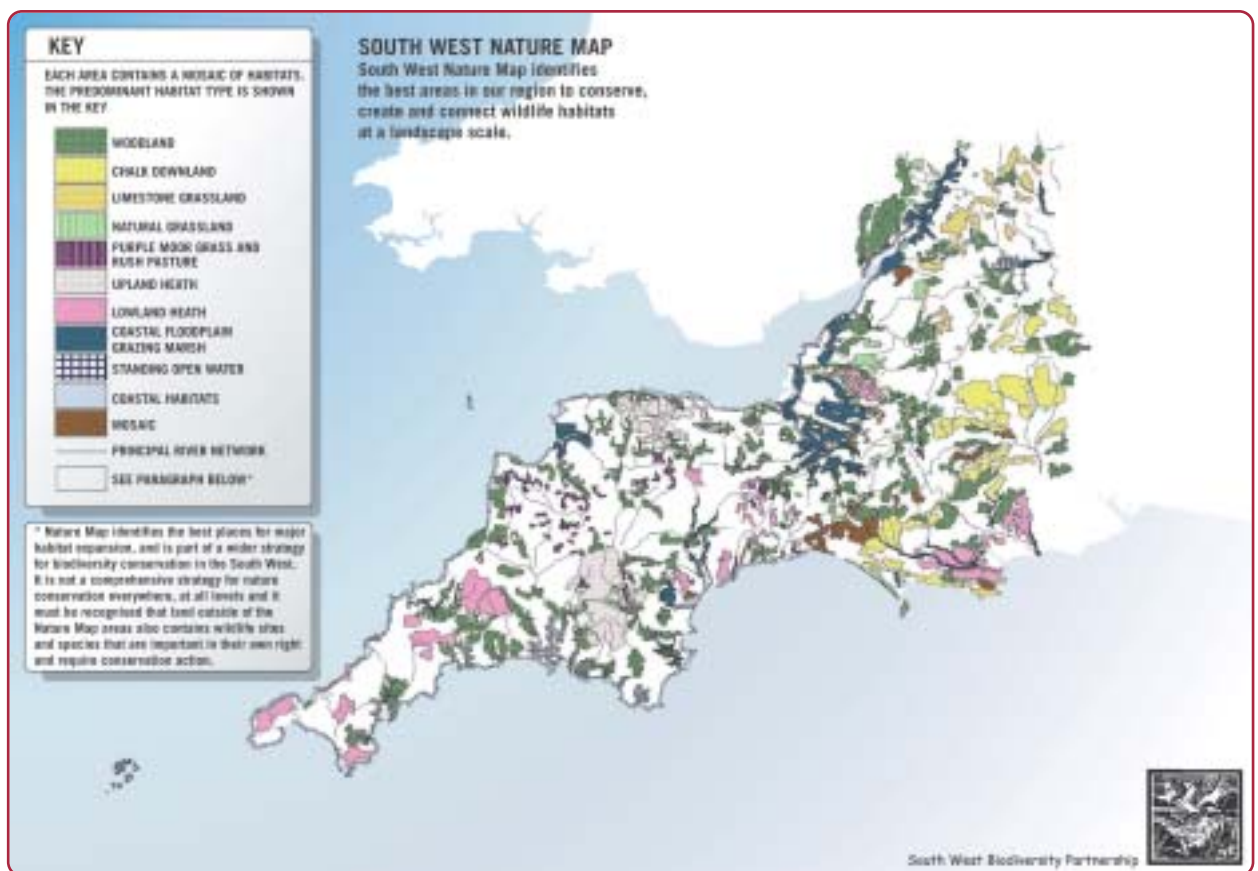
Nature Conservation

7.2.9 The South West supports some 25 species that are globally important, 700 species that are of national conservation concern, 34 species that are endemic to the UK, 11 of which are only found in the South West. National policy on nature conservation is given in PPS 9. The ‘UK Biodiversity Action Plan’ (BAP) and ‘South West Regional BAP’ include ambitious targets to conserve, restore and create new wildlife habitats and re-establish species populations. The table in Appendix 1 sets out the updated Regional Biodiversity Targets. The South West Regional Biodiversity Partnership has produced a South West Nature Map (Map 7.3), which identifies the best areas in the region to conserve, create and connect wildlife habitats at a landscape scale. These areas should provide increased opportunities for people to see and enjoy wildlife. The Map illustrates where most of the major biodiversity concentrations are found, and where BAP targets to maintain, restore and recreate wildlife might best be

met. The detail will be consulted on through the LDD process. Further detail on Nature Map is given in Appendix 1.

7.2.10 The extent and continuity of wildlife-rich habitats has declined across the region. Today, some parts of the region and in particular intensively managed arable and grass leys, support low wildlife diversity. Many habitats have become fragmented; some key ecosystem processes have been disrupted and the viability of some wildlife populations is threatened, particularly from the implications of climate change.

Map 7.3 South West Nature Map





7.2.11 Local authorities should use the Nature Map and work with interested local stakeholders including local biodiversity partnerships and local record centres to map local opportunities for biodiversity enhancement in LDDs. These should take into account the local distribution of habitats and species, including within urban areas and protect these sites and features from harmful development. It is important that targets for maintenance, restoration and recreation of priority habitats are met, taking an ecosystem approach, to realise opportunities for linking and buffering habitats and making them more functional units. Local authorities should use the development process positively to achieve these outcomes and should promote beneficial management of priority habitats and species found in their areas. This should result in more resilient habitat units across the region.

7.2.12 Some important habitats are hard to re-create and opportunities may be scarce and they must therefore be safeguarded from adverse land-use change such as built development. There are particular pressure points, as well as opportunities, for nature conservation, around some of the places identified for development in Sections 3 and 4. A priority is to ensure that where development does occur, particularly where the urban ‘footprint’ increases, proposals to create new habitats

are included in the master plans required in Development Policy F. Provision for the maintenance, restoration and enhancement of habitats and species should be a significant component in the provision of ‘green infrastructure’ as proposed in Policy G11.

ENV4 Nature Conservation

The distinctive habitats and species of the South West will be maintained and enhanced in line with national targets and the South West Regional Biodiversity Action Plan. Local authorities should use the Nature Map to help map local opportunities for biodiversity enhancement in LDDs, taking into account the local distribution of habitats and species, and protecting these sites and features from harmful development. Priority will be given to meeting targets for maintenance, restoration and recreation of priority habitats and species set out in Appendix 1, focusing on the Nature Map areas identified in Map 7.3. Proposals which provide opportunities for the beneficial management of these areas and habitats and species generally, should be supported, including linking habitats to create more functional units which are more resilient to climate change.



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Historic Environment

7.2.13 The rich and highly distinctive historic environment of the South West is one of the region’s key assets and strengths. It comprises not only world famous sites such as Stonehenge and Avebury, or the City of Bath, but also includes a huge range of buildings, monuments and landscapes which provide a unique link from the past to the present and for the benefit of future generations. These assets encompass areas and buildings with statutory protection and also those which are locally valued and important. The historic assets in the South West with statutory protection include the three World Heritage Sites of Bath, Stonehenge and Avebury, and Dorset and East Devon coast, which must be protected from harmful development. For these and other important historic environments of the region, characterisation tools (outlined in the Glossary) should be used to ensure that assets are protected and enhanced but also to help identify opportunities where development could have beneficial effects.

7.2.14 Local authorities in their strategies and plans should adopt an approach to the historic environment, which is based on adequate identification and assessment of the assets, consideration of how they contribute to local character and diversity and assessment of their capacity to absorb change. This will also

need to consider the potential impact of climate change on historic assets and how they can best adapt to such change. Development proposals should make sensitive use of historic assets through heritage-led regeneration in areas for growth and change, particularly where they bring Buildings at Risk, redundant or underused buildings and areas into appropriate use. Maritime archaeological resources need protection from inappropriate development or use, with improved access and interpretation. It will also be important to recognise associated opportunities for business, education and tourism, whilst ensuring that the historic assets or their significance are not diminished.

ENV5 Historic Environment

The historic environment of the South West will be preserved and enhanced. Local authorities and other partners will identify and assess the significance of the historic environment and its vulnerability to change, using characterisation to understand its contribution to the regional and local environment and to identify options for its sensitive management.

The Coast

7.2.15 The region’s coast is nationally and internationally significant from an environmental, economic and social perspective and adds greatly to the quality of life in the region and the region’s tourism offer. Over 60% of England’s Heritage Coast is in the South West, as are almost half of the nation’s designated bathing waters. The South West Coast Path is Britain’s longest National Trail, from Minehead in Somerset to Poole Harbour in Dorset (over 1,000 kilometres). The path includes all of the Dorset and East Devon World Heritage Site known as the Jurassic Coast (over 150 kilometres). In addition to being an important recreational and environmental asset for residents it is estimated that more than a quarter of visitors to the region are drawn to the coast because of the Coast Path, contributing to the region’s tourism economy.

7.2.16 The South West faces a major challenge over the next 50 to 100 years as the coastline responds to climate change and rising sea level, and the risk of flood and storm damage increases. This issue is covered further in paragraphs 7.2.19 to 7.2.21 – dealing with flood risk. Because of the scale and complexity of coastal issues, an integrated approach to the management of the whole coastal zone, including the future development of coastal settlements is needed in the South West. This should ultimately include the offshore marine environment where there are pressures for mineral extraction and renewable energy production and concerns about the viability of fisheries stocks. The national policy approach is set out in PPG20 - Coastal Planning, and a Marine Spatial Planning Bill is being debated which will bring implications for how the coast and seas will be managed. The Bill offers an opportunity to put in place a system for delivering sustainable development in the marine and coastal environment, whilst addressing the protection and use of marine resources. It will have implications for the management of the region’s coast, estuaries, and marine resources that will need to be reflected in future revisions to the RSS.

7.2.17 In the past, some coastal areas have been degraded by inappropriate development. To ensure that the coast remains a regional



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asset for the future, development proposals should enhance the economic, environmental and social value of the region’s coast. A co-ordinated partnership approach is fundamental to planning for the coast, as well as offshore developments relating to energy, minerals and fisheries.

CO1 Defining the Coastal Zone

Coastal local authorities, in partnership with other relevant agencies, will define in their LDDs the coastal zone, including developed and undeveloped coast.

Within the undeveloped coast there will be a presumption against development unless it:

- **Does not detract from the unspoilt character and appearance of the coast, and**
- **Is essential for the benefit of the wider community, or**
- **Is required to improve public access for informal recreation, or**
- **Is required to support the sustainable management of fisheries, and**
- **Cannot be accommodated reasonably outside the undeveloped coast zone**

7.2.18 In implementing Policies CO1 and CO2, LDDs will make reference to the relevant Shoreline Management Plan, settlement size, biological and landscape criteria, patterns of economic and social activity, the extent of maritime influence on the built environment, distinctive boundaries such as coastal roads, railways and field boundaries and the broader maritime zone to the three-mile seaward limit. One of the main outputs from this work will be a better coordination between the LDD and Shoreline Management Plans in identifying critical assets within the defined coastal zone. This will also need to take account of the likely impacts of climate change on the coast, including sea level rise, increased storminess and accelerated coastal processes; and the need to adapt to predicted climate conditions.

7.2.20 As well as protecting the built and historic environment, flood risk management is about exploiting the benefits of natural flooding for biodiversity in an integrated way that will accommodate the inevitable impacts of climate change. The role of wetlands in ameliorating flood risk should also be recognised. With this in mind a catchment and coastal cell approach is needed to guide investment and land use planning decisions. Catchment Flood Management Plans are being developed to support this. Around the coast, opportunities for managed retreat should be supported to reduce the risk of flooding and create new wildlife habitat.

CO2 Coastal Planning

In order to improve coastal planning and achieve a consistent, cross boundary approach local authorities on the coast will co-ordinate development plans, Shoreline Management Plans and other programmes affecting the coastal zone and support the sustainable planning and management of adjacent coastal areas, by working across borders, as in the Severn Estuary Partnership.

Flood Risk

7.2.19 The risk of coastal and river floods will increase significantly over the plan period (Maps 7.4 and 7.5) due to the predicted effects of climate change, including rising sea levels and increased winter rainfall as outlined in Section 1. Towns and cities around the region will need to adapt to this situation with a priority to defend existing properties from flooding, and to direct growth to areas where it can be accommodated with little or no risk of flooding. In critical locations where the line ‘must be held’ to protect vital social or economic assets and key infrastructure which supports the connectivity of the region, there will be high costs to maintain and upgrade the network of flood warnings and sustainable defences in order to reduce property damage and distress due to flooding. PPS25 sets out national policy on development and flood risk.

F1 Flood Risk

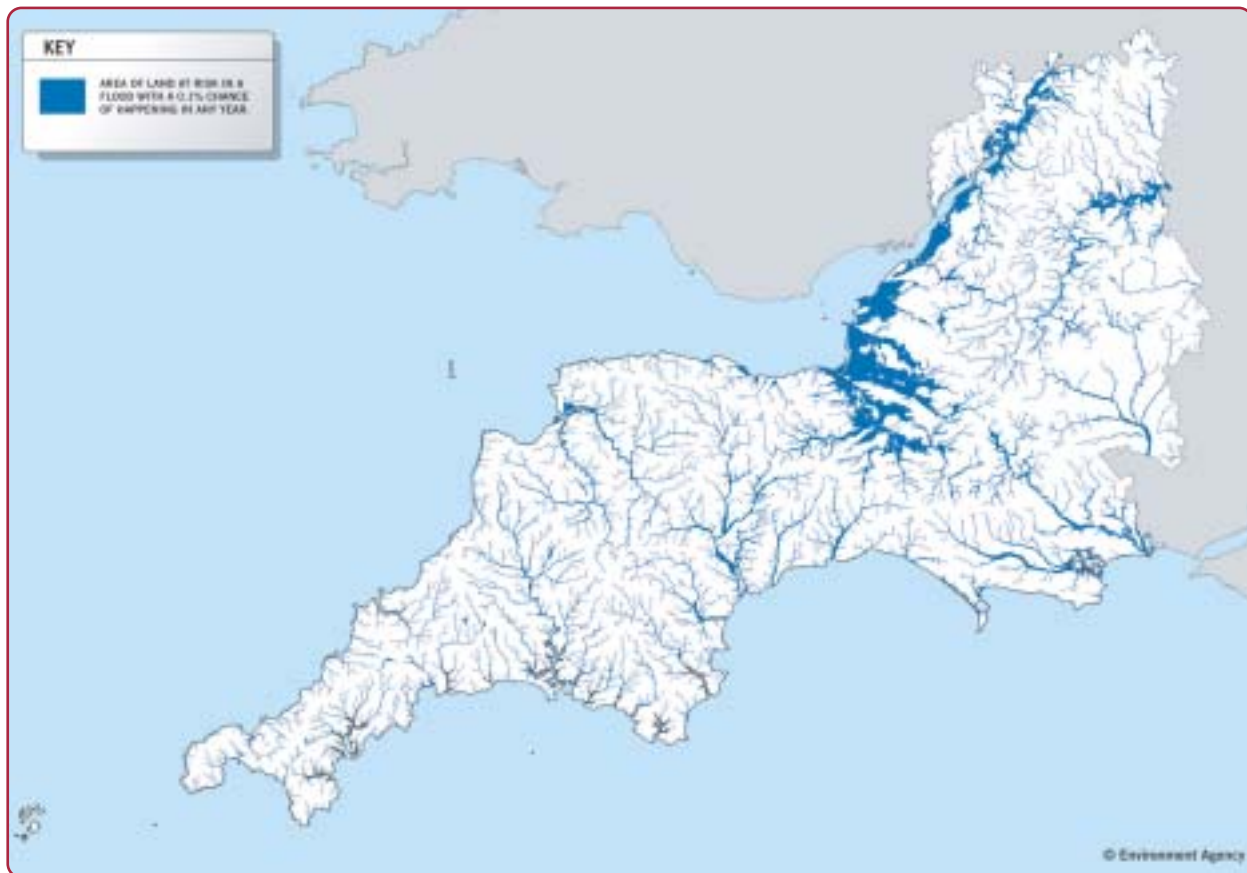
Taking account of climate change and the increasing risk of coastal and river flooding, the priority is to:

- **Defend existing properties and, where possible, locate new development in places with little or no risk of flooding**
- **Protect flood plains and land liable to tidal or coastal flooding from development**
- **Follow a sequential approach to development in flood risk areas**
- **Use development to reduce the risk of flooding through location, layout and design**
- **Relocate existing development from areas of the coast at risk, which cannot be realistically defended, and**
- **Identify areas of opportunity for managed realignment to reduce the risk of flooding and create new wildlife areas**

7.2.21 In implementing Policy F1, LDDs will need to:

- Require strategic flood risk assessments to guide development away from floodplains, areas at risk or likely to be at risk in future from flooding, or where development would increase the risk of flooding elsewhere
- Ensure that the location of new development is compatible with relevant Shoreline Management Plans (SMPs) and River Basin Management Plans (RBMPs), and other existing relevant strategies, and takes account of the Environment Agency's Flood Map
- Seek to reduce the causes of flooding by requiring that all developments and, where subject to planning control, all land uses (including agricultural activities and changes to drainage in existing settlements) should not add to the risk of flooding elsewhere and should reduce flooding pressures by using appropriate Sustainable Drainage Systems (SUDS)
- Require that all developments on the perimeter of towns and villages take account of local flooding risks from agricultural run-off
- Ensure that development proposals do not prejudice future coastal management or the capacity of the coast to form a natural sea defence, or to adjust to changes, without endangering life or property
- Include proposals which allow for the relocation of existing development from areas of the coast at risk, which cannot be realistically defended

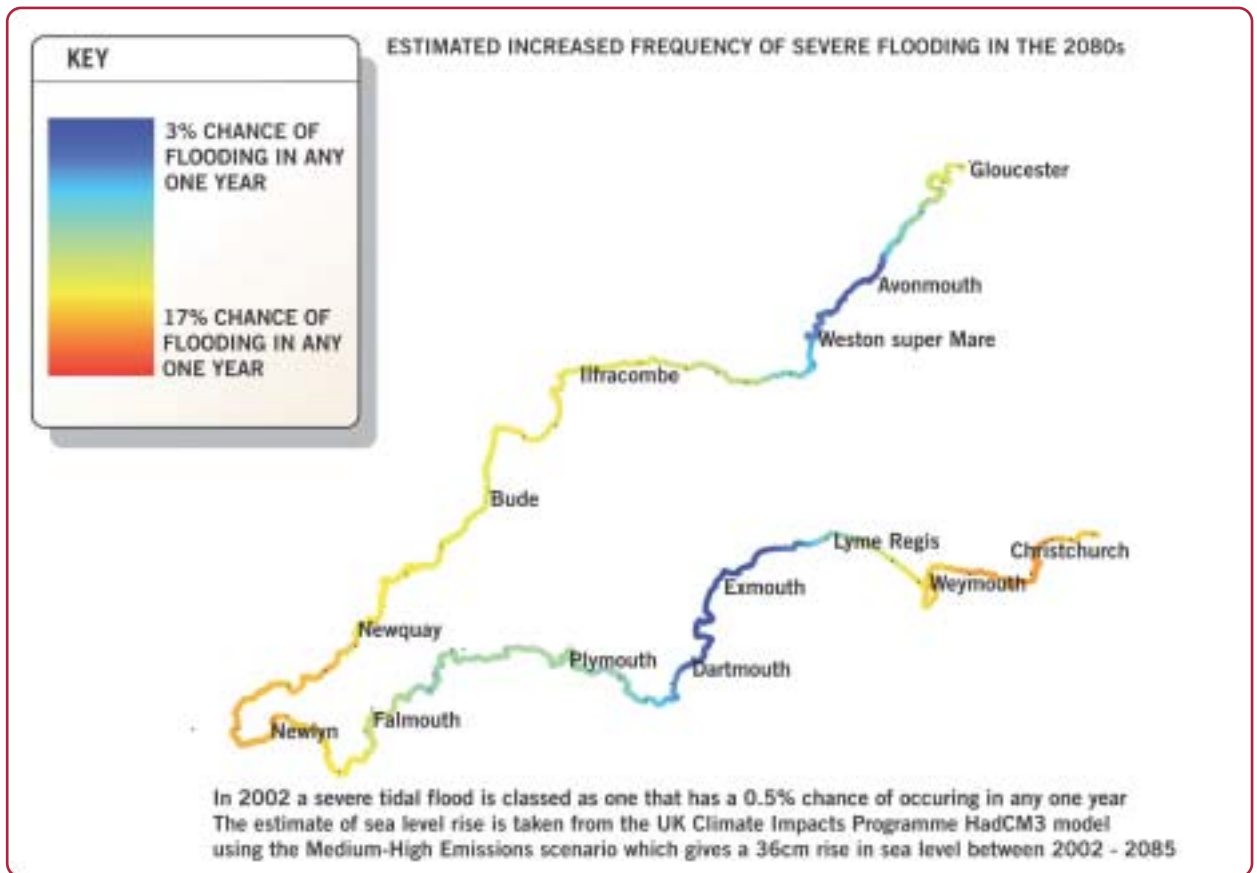
Map 7.4 Flood Plain





© Somerset Tourism

Map 7.5 Sea Level Rise and Coastal Flood Risk



7.3 Wiser Use of Natural Resources

7.3.1 Everyone in the region depends upon natural resources to support the conditions for a decent, healthy and secure life. With growing demands for built development, infrastructure, food, fresh water, natural materials and energy, there is a serious risk that consumption will erode the region’s environmental quality. As Policy SD1 has indicated, the region’s eco-footprint is not sustainable at current consumption levels and the region needs to promote a shift towards a more resource efficient future. The following paragraphs identify ways in which this can be done and contribute to the region’s reduction in CO₂ emissions over the next 20 years.

Energy

7.3.2 Minimising the level of demand for energy through improving energy efficiency is a major challenge, particularly with regard to existing buildings. There is little scope to deal with existing stock in the Draft RSS and this will be addressed through the (forthcoming) *‘Regional Sustainable Energy Strategy’*. A move towards more sustainable construction advocated in Development Policy G will help address this issue in relation to new development. However, there will still be significant demand for energy. Producing more energy locally and from renewable sources will reduce the ‘footprint’, as well as providing economic benefits through creating jobs in the region. Renewable energy is one of the key sectors identified in the RES. The Government’s position on non-renewable power is currently unclear and so the South West will need to await the outcome of the forthcoming *‘National Energy Review’* before identifying any regional implications.

Renewable Electricity Targets

7.3.3 Achieving the commitments set nationally within the 2003 *‘Energy White Paper’* will require at least 40% of electricity to be generated from renewable sources by 2050. In the shorter term the Government is committed to the achievement of 10% renewable electricity by 2010 and is aiming for 20% by 2020. Although the South West has made a good start and has a range of renewable energy installations using wind, hydro, solar and biomass resources, in 2005 only about 3% of the region’s electricity demand was met by these methods.



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7.3.4 The South West has one of the best wave and tidal resources within the UK. As a result, offshore renewables are likely to be increasingly developed off the South West coast after 2010, and could play a significant part in achieving the 20% renewable electricity target by 2020. However, in order for the 2020 target to be met it seems likely that there will need to be some strengthening of the grid to accommodate the offshore capacity from marine technologies such as wave and tidal stream. The achievement of this will require appropriate connections to be made to the national grid.

7.3.5 The targets outlined below have been consulted upon and agreed within the counties and/or sub-regions as part of the REvision 2010 Project. Map 7.6 suggests one way in which these 2010 targets may be met, though the actual technology mix itself is not part of the targets and is provided for indicative purposes only.

RE1 Renewable Electricity Targets: 2010 and 2020

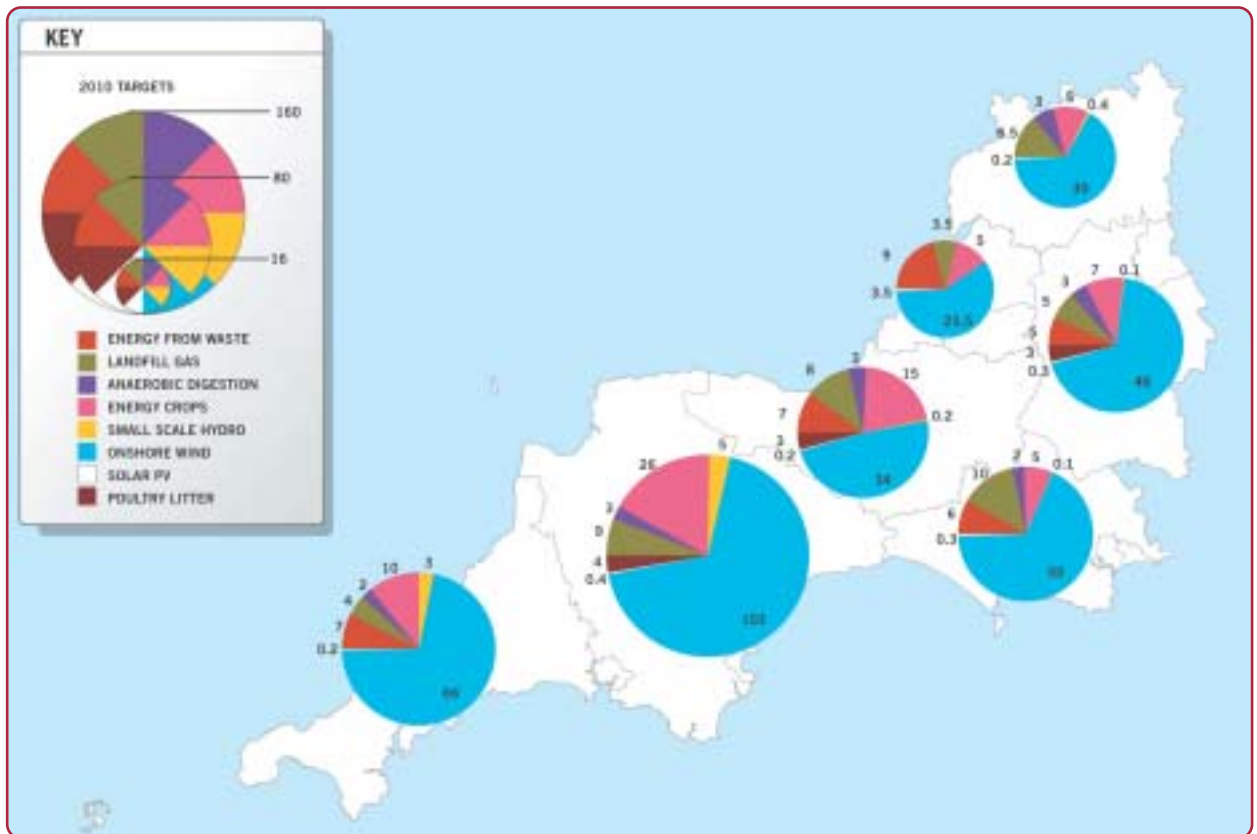
Local Development Documents will include positive policies to enable the achievement of the following targets:

By 2010 a minimum target of 509 to 611 MWe installed generating capacity, from a range of onshore renewable electricity technologies in the following broad distribution:

Sub-region	Installed Electricity Generating Capacity (MWe)
Former Avon	35-52
Gloucestershire	40-50
Wiltshire	65-85
Somerset	61-81
Devon	151
Dorset	64-84
Cornwall	93-108
Total	509-611

By 2020 a minimum target of 850 MWe installed generating capacity from a range of onshore renewable electricity technologies. This onshore target, together with offshore renewable electricity capacity, will help to provide at least 20% of the region's electricity demand by 2020.

Map 7.6 Indicative Breakdown of Renewable Electricity: 2010 Targets



7.3.6 Further work on establishing appropriate sub-regional targets for the 2020 target will be taken forward as an early review of the RSS. Regional Supplementary Planning Documents on Renewable Energy will contain more detailed guidance on some of the issues relating to the spatial distribution of renewable energy technologies within the region. However, if the level of energy efficiency assumed within the 20% target for 2020 (see Policy RE1, above) is not met, there will need to be a higher level of renewable electricity capacity installed in order for the region to successfully meet its target. In addition, offshore renewable resources, principally harnessing wave power, are available off the Cornish coast in particular and provision needs to be made to enable connection to the national grid.

- A high proportion of off-gas area, increasing the economic potential for renewable heating
- Opportunities for facilities that produce heat and electricity such as energy from waste

7.3.8 The targets equate to roughly 0.2% of the region’s heat demand (excluding transport) by 2010 and 1.4% by 2020, assuming that the full range of energy efficiency measures set out in the ‘Energy White Paper’ are put into place. There is a key role for Local Planning Authorities within the region in ensuring a synergy between sites for major new developments, and the location of renewable Combined Heat and Power (CHP) generators, to ensure that the heat from the latter can be effectively used, for example as part of community heating systems.

RE2 Coastal Zones and Offshore Energy

When defining the Coastal Zone, coastal local authorities with landfalls in their areas will identify opportunities to enable appropriate development to occur. This will facilitate connections of offshore energy production units to the national grid to enable the region to meet its targets for offshore capacity of 56MWe by 2010 and 400MWe by 2020.

RE3 Renewable Heat Targets

LDDs will include positive policies to enable the achievement of the following targets by the use of appropriate resources and technologies:

Timescale	Installed Thermal Capacity (MWth)
2010	100
2020	500

Renewable Heat Targets

7.3.7 While there are currently no Government targets for heat production from renewable sources this situation is expected to change during the RSS period. PPS22 refers to increasing the development of ‘renewable energy’ in general, which is taken to cover both renewable electricity and renewable heat. There is considerable potential in the South West for the production of heat from renewable sources, and the South West has a lot to gain from harnessing these. The region has:

- The best solar resource in the UK with considerable opportunities for solar water heating and a significant resource of forest residues that can be used for biomass heating
- A strong indigenous industry able to support the installation of renewable heating technologies

Meeting the Targets Through Development of New Resources

7.3.9 The combination of renewable energy resource distribution within the South West, and the scale and distribution of protected landscapes, leads to the conclusion that the targets are likely to be met through a mixture of technologies dispersed throughout the region, rather than concentrated in any specific area. Local authorities should monitor development for renewable energy and cooperate with adjoining authorities to ensure that renewable energy schemes do not have a significant adverse cumulative impact. Consideration should also be given to minimising any impacts resulting from construction and operation including air quality, landscape and visual impact, atmospheric emissions, noise, odour, water pollution, flood risk, and the disposal of waste.

RE4 Meeting the Targets Through Development of New Resources

When considering individual applications for development of renewable energy facilities, Local Planning Authorities will take into account the wider environmental, community and economic benefits of proposals, whatever their scale, and should be mindful that schemes should not have a cumulative negative impact and that proposals in protected areas should be of an appropriate scale and not compromise the objectives of designation.

Promoting Sustainable Energy Use Within New Development and Regeneration

7.3.10 PPS22 emphasises the importance of developing positively expressed policies on building integrated renewables, incorporating renewable energy projects in all new developments. Policies that encourage the on-site generation of renewable energy must be placed within a wider context of the need for development, both new build and refurbishment, to incorporate the principles of sustainable energy design (see also Section 3, Development Policy G). This will involve reducing building energy demand through energy efficiency and low energy design, before meeting the remaining demand from firstly renewable energy and then fossil fuels or grid electricity. This approach has been characterised as the 'Energy Hierarchy' within the South West, and will ensure that energy efficiency opportunities are maximised before renewable energy is considered within proposals for new developments. The aim is to achieve affordable energy-efficient homes, so reducing both fuel poverty and CO₂ emissions.

7.3.11 All new developments should meet a proportion of their energy from renewable sources. Proposals for larger scale developments (for definition see Glossary) should be accompanied by an energy use assessment which describes how much energy is expected to be used within the proposal and considers ways in which the 'Energy Hierarchy' can be put into effect. The 10% minimum target in Policy RE5 has been set based on available data on costs of available technologies to ensure there is no undue financial burden. This figure will be

subject to an early review, as advances in technology and reduction in costs through economies of scale are expected in the short to medium term. It is expected, therefore, that such a review will increase the target but, due to uncertainties over how far costs will be reduced, it is not possible to indicate the level of increase at this time.

RE5 Renewable Energy and New Development

Larger-scale developments will be expected to provide, as a minimum, sufficient on-site renewable energy to reduce CO₂ emissions from energy use by users of the buildings constructed on site by 10%. Developers will be expected to demonstrate that they have explored all renewable energy options, and designed their developments to incorporate any renewable energy requirements. Individual Local Planning Authorities may use lower thresholds for what constitutes a larger-scale development and set higher percentages for on-site generation, taking into account the impact on initial and lifetime affordability of homes.

Water Resources

7.3.12 In 2001 the South West consumed an estimated three megalitres of water. Households consumed 60% of water supplied; about 20% of water supplied is lost through leakage. With a growing population and drier summers predicted as a result of climate change, pressures on the region's water resources will increase and need to be carefully managed. This is particularly the case in the drier eastern side of the region where critical effects may be experienced during the plan period, particularly in respect of the long-term growth of Swindon. In this case, impacts will be felt outside the region as water is supplied from Thames Water's South West Oxfordshire zone, and waste water discharges to the head waters of the Thames. In the future, management of the region's water resources will also need to be aligned to meet the requirements of the Water Framework Directive (WFD)²⁵. This establishes a strategic framework for managing the water environment, with a common approach to setting environmental objectives and standards

²⁵ Directive 2000/60/EC of the European Parliament and of the Council establishing a framework for community action in the field of water policy.

for all groundwater and surface water. The Environment Agency will work with partners to produce River Basin Management Plans (RBMP) – the first RBMP for the South West will be published for consultation in 2008.

7.3.13 Water company plans show how sufficient water will be provided to meet customers' needs while protecting and enhancing the environment. Current plans reflect the housing growth rates identified in RPG 10 and include an allowance for the loss of yield from some sources and the increase in demand due to climate change. Analysis by the Environment Agency has shown that overall future levels of growth can be accommodated in terms of water supply, providing measures are put in place to improve the efficiency of homes, by increasing metering and reducing leakage. Where the Draft RSS identifies development levels likely to result in significant increased demand for water, sustainable provision of supply will be required.

7.3.14 In recognition of predicted climate change impacts, and in order to implement Policy RE6, local authorities should promote public awareness of the need to reduce water consumption and consider water resources as an element of sustainable construction (see paragraphs 3.7.5 to 3.7.8), so requiring the introduction of water conservation measures and sustainable drainage systems in all development through supplementary planning guidance. In addition, the provision of on-farm winter storage facilities for water should be encouraged where it does not conflict with other planning policies.



© South West Water

RE6 Water Resources

The region's network of ground, surface and coastal waters and associated ecosystems will be protected and enhanced, taking account of the Environment Agency's 'Regional Water Resources Strategy', catchment abstraction management strategies, groundwater vulnerability maps, groundwater source protection zone maps and river basin management plans. Surface and groundwater pollution risks must be minimised so that environmental quality standards are achieved and where possible exceeded. Local Planning Authorities, through their LDDs, must ensure that rates of planned development do not exceed the capacity of existing water supply and wastewater treatment systems and do not proceed ahead of essential planned improvements to these systems.

Sustainable Land Management

7.3.15 Achieving the vision, aims, and principles of this Draft RSS across the whole region demands a spatial planning approach that reaches beyond the built environment into the four fifths of the region that is countryside. This regional space is most easily characterised as farmland, woodland and forestry, but alongside being a place to live, work, and enjoy, it is also a storehouse for water, nature and biodiversity. In addition to food and fibre, land management provides a range of public goods. The region's landscapes and wildlife are the result of centuries of farming and woodland management, and these sectors have helped shape the identity of the region's market towns and villages. Good land management can also provide healthier soils, cleaner rivers and reduce flooding, helping adapt to potential climate change impacts. It provides many social and economic benefits that help maintain rural communities, as well as providing opportunities for public access and enjoyment of the countryside.

7.3.16 In future, as changes to agricultural policy and industry take shape, less land is likely to be used primarily for food production. More is likely to be used for crops for industry and energy, or managed mainly for conservation, recreation or community benefits. In this period of transition the Draft RSS seeks to guide change towards the most sustainable land management options which will support the rural economy and wider objectives. The aim is to manage and use land as a key capital asset for the region – one capable of producing a wide range of products and services through combining different functions in area-specific packages, for example flood attenuation and nature conservation (such as the Parrett Catchment Project in Somerset), or agriculture with recreation. The actual integration of these functions must take place at local level, but should reflect regional objectives.

RE7 Sustainable Land Management

Local authorities, other agencies and the private sector will promote an integrated approach to land management by developing area-specific packages which achieve multiple benefits, reinforce and enhance the specific natural and cultural features of local areas.

7.3.17 Best and Most Versatile (BMV) land needs to be taken into account alongside other sustainability considerations when deciding between sites. The BMV agricultural soils need to be protected from development because these are the most flexible in terms of the range of crops or produce that can be grown, and therefore the most valuable for current and future agricultural production. Given changes to Common Agricultural Policies (CAP) and the fact that this is driving businesses to become more economically efficient, it is important that the best land is protected, for possible future agricultural needs. In some circumstances, BMV land may be subject to development pressures, particularly in areas identified for growth in Sections 3 and 4.

7.3.18 When identifying proposals for urban extensions local authorities should consider where BMV land around urban areas could be used to support development objectives and green infrastructure provision, whilst not compromising its potential for food production.

Woodlands and Forests

7.3.19 The South West contains 20% of woodland and 20% of all the ancient woodland in England. Woodlands and forests are the second largest land use in the region after agriculture, covering nearly 9% of the area, though this is by no means uniform. Traditional old orchards and veteran trees are important features of the region and provide good habitats for wildlife. The Regional Woodland and Forestry Framework (RWFF) is the regional expression of the Government's policy on woodland and forest and sets out what is needed to help secure the future of these assets.



7.3.20 Areas of woodland should be expanded where appropriate and as indicated in the RWFF, to support other habitats, act as carbon sinks, enhance landscape character and as a key part of providing green infrastructure in and around new development (see Policy GI1 in Section 6). Any unavoidable loss of woodland should be replaced via agreements with developers and other mechanisms. Sustainable tourism development opportunities presented by woodlands and forests should be promoted, particularly in rural areas and the wider economic use of woodlands and forests should be promoted, for example with regards to wood fuel (see also paragraph 7.3.7 on renewable heat). The procurement of locally grown timber and wood products to the UK Woodland Assurance Standard should be supported, particularly in relation to development, in order to achieve improved sustainability of construction and in support of local supply chains.

RE8 Woodlands and Forests

Local authorities and other bodies will support the implementation of the RWFF, ensuring the environmental, social and economic value and character of the region's woods and forests are protected and enhanced in a sustainable way. Woodland areas, including ancient and semi-natural woodland should be maintained at least at 2005 levels and expanded where possible to provide a buffer to core areas of woodland. Where woodland is unavoidably lost through development it should be replaced with appropriate new woodland on at least the same scale.

Air Quality

7.3.21 Air quality is generally good in the South West, with low levels of sulphur, oxides of nitrogen and particulates in comparison to the rest of England, although 24 Air Quality Management Areas (AQMAs) have been declared in 12 local authority areas where national air quality objectives are not likely to be achieved. These are generally in urban areas where air pollution results mainly from traffic. Policies within this Draft RSS which reduce the need to travel and encourage access by non-car modes should help to reduce air pollution, as well as CO₂ emissions. However, local authorities and others will need to ensure that air quality is considered when assessing development proposals, particularly in or near AQMAs and where significant doubt arises as to the air quality impact then the precautionary principle should be applied.

RE9 Air Quality

The impacts of development proposals on air quality must be taken into account and local authorities should ensure, through LDDs, that new development will not exacerbate air quality problems in existing and potential AQMAs.



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Minerals

7.3.22 Minerals are a non-renewable resource and a number of minerals are exploited in the region, some of national importance including aggregates such as crushed rock and sand and gravel through to china and ball clays and natural building stones. Other minerals found in the region include peat, coal, oil, gas and brick clay. These minerals represent a finite resource that can be worked only where they exist. Their exploitation is recognised as generating locally significant employment, and about 0.5% of GVA in the South West.

7.3.23 The relationship between mineral extraction and the environment is sensitive, as the impacts of quarrying can lead to serious adverse effects on landscape, habitats and amenity. However, the restoration and aftercare of sites presents opportunities for significant biodiversity, geodiversity and amenity gains. Given the environmental quality of the South West, one of the prime concerns is that opportunities for substitution of extracted minerals by recyclates and secondary aggregates is maximised.

7.3.24 In terms of ensuring the supply of minerals and managing the environmental effects of provision, the RPB will work closely with the Minerals Planning Authorities (MPAs), South West Regional Aggregates Working Party (SWRAWP), industry and other key stakeholders to ensure emerging issues, such as sterilisation of reserves by storage of scalplings, stent, etc, are addressed. When considering proposals for new workings or facilities, MPAs should take account of the proximity principle. MPAs should also ensure that where natural building materials are required to maintain the character of settlements or individual buildings, in line with sustainable construction policies, consideration is given to the identification and efficient utilisation of locally derived mineral resources. MPAs should maximise the opportunities to protect and enhance biodiversity and geodiversity during the operational life of workings and promote environmentally beneficial reclamation and aftercare of mineral workings. Due regard should be given to aims of Biodiversity Action Plans and Geodiversity Action Plans (where produced) and the landscape character of locally affected areas.



7.3.25 MPAs, mineral operators and other agencies should take account of the following and co-operate to:

- Avoid workings/extraction in or affecting international/national environmental designations except in exceptional circumstances where it can be demonstrated that the mineral cannot be sourced from another location outside of designated areas
- Minimise the distance that minerals and their derived products travel to their point of use when identifying potential new mineral sites and the location of processing facilities
- Promote, identify and safeguard opportunities for the transportation of minerals by rail and/or water through the use of existing and, where practicable, new railhead and wharf facilities
- Ensure that where road transport is the only option available for the distribution of minerals, developers submit transport assessments to support proposals for quarries and associated ancillary facilities, taking account of the Regional Freight Map Policy TR12
- Ensure effective use is made of materials

RE10 Supply of Aggregates and Other Minerals

Mineral Planning Authorities should seek to make provision for the supply of aggregates and other minerals to meet the South West’s contribution to national requirements. Mineral Planning Authorities and Local Planning Authorities will identify and collaborate in safeguarding mineral resources of economic importance from sterilisation by other forms of development. In order to promote the delivery and bulk transport of minerals by rail and/or water, existing railheads, wharfage and other handling facilities, will be safeguarded and opportunities for new ones should be identified, where appropriate.

Aggregates

7.3.26 The Office for the Deputy Prime Minister (ODPM) has set regional guideline figures for the South West region for aggregates for the period 2001 to 2016. These are about 106 million tonnes (Mt) of land-won sand and gravel, and about 453 Mt of crushed rock, with assumptions of 9 Mt of marine sand and gravel and 121 Mt of alternative (secondary and recycled) materials.

7.3.27 A technical and strategic assessment of aggregate supply options in the South West looked at the issue of addressing identified shortfalls in aggregate provision to 2016 in terms of permitted reserves for sand and gravel and crushed rock and, in particular, the potential for substitution from other resource areas as follows:

- A shortfall of crushed rock identified in the Forest of Dean resource area could potentially be met from significant reserves and resources in neighbouring areas, which supply similar markets. This will require that MPAs in Gloucestershire and the former Avon area (possibly including Somerset) should collaborate in the preparation of their LDDs to identify if the shortfall of eight Mt to 2016 in the sub-regional apportionment for crushed rock in Gloucestershire (relating to the Forest of Dean resource area) can be met from elsewhere
- The technical report has also proposed various options to meet those shortfalls in the sand and gravel resource areas.

Gloucestershire, Wiltshire and Dorset MPAs should work together on a collaborative basis with their adjacent MPAs in order to establish whether any shortfalls in supplies of sand and gravel from the South West can be met from existing reserves or existing development plan allocations, or other identifiable resources. The environmental capacity of those areas and the effect on supply patterns should also be taken into account

7.3.28 Over the life of the RSS it is envisaged that the testing of the regional and local apportionment will be monitored to determine the scope of any review of national aggregates demand forecasts. The SWRAWP is best placed to assist with this process and will continue to provide essential support to the RPB by co-ordinating the collection, collation and analysis of minerals data.

RE11 Maintaining a Landbank of Aggregates

Mineral Planning Authorities should endeavour to maintain a landbank of at least seven years during the period to 2016. The ability to meet their primary aggregate apportionment, as set out in Table M1, will be tested against environmental factors as Mineral Development Documents are brought forward.

7.3.29 This Draft RSS looks forward 10 years beyond the 2016 end date of the current aggregates apportionment. In that period significant further development will take place in the region which will require aggregates for concrete and roadstone. The commitment in Policy SD1 to reduce the ecological footprint of the region will require a greater use of recycled and secondary materials in this period. Apportionments for the longer term will be guided by the following factors:

- The possible increased demand from within the region arising from the development proposed in the Draft RSS
- The effect of other regions' supply requirements and the sustainability of helping to meet any external demand from South West sources
- The contribution that alternatives from within the region can make to aggregate supplies, as a result of urban land recycling and the use of secondary aggregates
- The opportunities for sea or rail-borne imports into the South West to substitute for crushed rock and sand and gravel extraction
- Locations where future aggregate working will not be considered to be acceptable due to environmental constraints

Table M1 Regional Apportionment for Aggregates Demand 2001 – 2016

Mineral Planning Authority	Crushed rock (Mt)	Annualised production rate (Mt)	Sand and Gravel (Mt)	Annualised production rate (Mt)
Former Avon	94.95	5.93	0	0
Cornwall	29.04	1.82	Included with Devon (c)	0
Devon	55.99	3.50	21.80	1.36
Dorset	7.7	0.48	36.35	2.27
Gloucestershire	39.09*(31.09)	2.44*(1.94)	18.18	1.14
Somerset	226.18	14.14	Included with Devon (c)	Included with Devon (c)
Wiltshire	Included with Dorset (c)	Included with Dorset (c)	29.66	1.85
Total	452.95	28.31	105.99	6.62

(c) confidential
 * Potential reduction if proposed re-apportionment of 8 Mt is feasible



Recycled and Secondary Aggregates

7.3.30 In order to meet targets for utilising alternative materials, and so support the sustainable construction principles set out in Development Policy G, a greater understanding of construction, demolition and re-use elements of the minerals supply chain is needed. This will require significant improvements in the quality and availability of data on arisings of recyclable aggregates and other demolition waste materials, as well as the level of their usage in new construction projects.

7.3.31 Policy W4 requires developers to submit waste audits with all major applications. MPAs and the SWRAWP should work closely with the Environment Agency, Local Planning Authorities and industry to provide better and more consistent data on the amount of construction and demolition waste re-used in developments and deposited at licensed and exempt landfill sites.

7.3.32 A major source of secondary aggregate in the South West is the sand and the crushed rock (stent) 'waste' arising from China Clay production and reworking of old tips. China Clay production generates around nine tonnes of waste for every tonne of clay. Potentially, this is a more sustainable resource than other aggregates however, under current market conditions, transport costs make the exploitation of this resource uneconomic. Innovative ways need to be found, for example the increased use of shipping (paragraph 5.4.6 refers), and/or transport by rail/pipeline, if additional use of this material is to be made. MPAs in the region should work collaboratively, through the SWRAWP, to identify the scope for supplying China Clay waste to construction markets outside Cornwall and Devon.

RE12 Recycled and Secondary Aggregates

Provision will be made for 121 Mt of secondary and recycled aggregates to be utilised over the plan period to 2016. LDDs will identify new sites and safeguard existing sites, to secure an appropriate provision of minerals/aggregates recycling plants in appropriate locations, in accordance with Policy W2.

China and Ball Clay

7.3.33 The South West region contains the only sources of Ball Clay and China Clay in the UK. China Clay working is concentrated in two main areas: to the north east of Plymouth in Devon, and to the north of St Austell in Cornwall. Ball Clay working takes place in the Bovey and Petrockstowe Basins in Devon, and in the Wareham Basin in Dorset. Given the national importance of Ball Clay and China Clay to the paper manufacture, ceramics, tableware, sanitaryware and pharmaceuticals industries, access to reserves should be safeguarded in Mineral Development Frameworks (MDFs) in line with Policy RE10. MDFs should also seek to minimise the need for additional tipping of clay wastes above ground, and maximise early restoration through backfilling existing voids. Furthermore, in view of the large scale of the clay workings, it is especially important to maintain a co-ordinated approach to mineral and other forms of development, and to consider, where appropriate, the preparation of Area Action Plans.



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7.4 Waste Management

7.4.1 Managing waste is one of the greatest challenges facing the region over the period of the RSS. *'From Rubbish to Resource'*, the Regional Waste Strategy, was published after extensive consultation in 2004 and sets out in detail the regional approach to reducing and managing the region's waste. The South West's approach to waste is to "minimise the amount of waste produced in the region, and then to make a major shift away from current reliance on landfill of untreated waste, so that by 2020 less than 20% of waste produced in the region will be landfilled". The Strategy was prepared prior to the publication of Planning Policy Statement 10 on Waste (PPS10) in 2005.

Provision of Capacity to Handle Waste

7.4.2 Proposals for new waste management capacity should take into account the need to meet nationally set targets for recycling and composting, recovery and disposal, including those derived from the Landfill Allowance Trading Scheme. The contribution made by existing waste facilities identified by local survey, the anticipated lifespan and need to safeguard such existing facilities and allocated sites for new waste uses should also be taken into account.

7.4.3 In addition, proposals should consider opportunities to provide treatment facilities for multiple waste streams and the need to accommodate new treatment technologies, including those offering recovery through Mechanical and Biological Treatment (MBT) and/or advanced energy conversion (waste to energy), to meet recovery targets. Other factors for consideration include the role played by mobile crushing and screening equipment and exempt disposal sites, in the management of construction and demolition wastes and the need for access by all areas and sectors of the community to civic amenity or other recycle collection sites.

7.4.4 Proposals should also take account of significant and sustained transfers of waste across regional boundaries, where the originating and receiving RPB has agreed the most sustainable waste management method. 'Significant' cross-regional boundary transfers of waste are those where more than 50,000 tonnes per annum of non-hazardous waste, or more than 10,000 tonnes of hazardous waste, is transferred between regions.

7.4.5 The allocations in Appendix 2 are taken from the Regional Waste Strategy and are based on an assumption that each of the Waste Planning Authorities (WPAs)/counties is broadly self-sufficient in waste management capacity. Where a WPA/county is unable to identify appropriate sites for the required capacity for one management method (for example because geological conditions are unsuitable for additional landfill capacity), the relevant WPA should reach agreement with a neighbouring authority, having full regard to the proximity principle. Reciprocal arrangements may be appropriate. Where treatment methods are proposed that produce a refuse derived fuel, adequate provision must also be made for facilities that will utilise that fuel.

7.4.6 Waste Development Frameworks should include allocated sites or preferred areas for new waste management facilities, sufficient to accommodate the indicative capacity allocations in Appendix 2. Similarly, LDFs within those areas should safeguard such sites for waste facilities. However, there may be some existing waste facilities that are inappropriately sited or are within major development areas. In these cases, redevelopment may outweigh waste management needs, but it is important that proper account is taken of the need for appropriate waste facilities to service places where major development is taking place following the proximity principle in order to reduce emissions from transport.

7.4.7 WPAs, in partnership with the Environment Agency, should monitor changes in provision (gains and losses) by regular surveys of their area and should publish their findings and resulting estimates of capacity in their Annual Monitoring Reports (AMRs). Monitoring should build upon work carried out by the Regional Technical Advisory Body (RTAB) to assemble data on waste management capacity and DEFRA's proposed national database.



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W1 Provision of Waste Sites

Waste Planning Authorities will make provision in their Waste Development Frameworks for a network of strategic and local waste collection, transfer, treatment (including recycling) and disposal sites to provide the capacity to meet the indicative allocations for their area shown in Appendix 2, for 2010, 2013 and 2020.

Spatial Distribution of Waste Facilities

7.4.8 The provision of waste facilities should generally avoid protected landscapes such as National Parks and Areas of Outstanding Natural Beauty, and would generally be inappropriate in statutory green belts. Some proposals to meet local needs may be appropriate, such as providing small scale recycling centres or on-farm composting facilities. Enhancement of environmental assets should be considered within proposals, including provision for appropriate restoration after-use with good design to mitigate visual and other environmental impacts of both built facilities and landfill sites.

7.4.9 The capacity of different facilities can vary considerably and this will be reflected in issues such as building size and number of vehicle movements. An indication of typical capacities and key planning considerations for a range of types of facilities are included in the Key Planning Criteria Matrix included in Appendix D of the Regional Waste Strategy.

W2 Waste Facilities and the Waste Hierarchy

Provision of waste facilities will take account of the following waste hierarchy:

- Waste should be managed on the site where it arises, wherever possible (waste minimisation), and
- Waste that is not managed at its point of arising should be managed according to the proximity principle

In all areas, identification of sites for facilities will take account of the following:

- Established and proposed industrial sites, in particular those that have scope for the co-location of complementary activities, such as proposed resource recovery parks, and
- Other previously developed land, including use of mineral extraction and landfill sites during their period of operation for the location of related waste treatment activities

For SSCTs and other named settlements in Section 4, the location of new waste management or disposal facilities should accord with the following sequential approach:

- Within
- On the edge of, and/or
- In close proximity to (ie within 16 kilometres) of the urban area primarily served by the facility

For rural areas and smaller towns there should be provision of:

- A network of local waste management facilities concentrated at, or close to, centres of population identified through Development Policy B, and/or
- An accessible network of strategic waste facilities

Major sources of waste arising in rural areas will be treated locally, unless specialised facilities are required.



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Hazardous Waste

7.4.10 The market for hazardous waste disposal at sites established for that purpose is now a highly specialised activity that operates in a market of at least regional and more probably national scale. The region is broadly self-sufficient in hazardous waste treatment capacity and has facilities for the transfer, treatment and recycling of hazardous wastes. The RTAB estimates that the region will require an annual disposal capacity of about 40,000 tonnes for Stable Non-Reactive Hazardous Wastes (with special cells already provided at general landfill sites) and in the range 65,000 to 80,000 tonnes per annum of general hazardous waste for which specific provision needs to be made.

7.4.11 The specialist nature of hazardous waste landfill may restrict the type of waste inputs, but the region should also seek to make a contribution to the national need in line with its own regional requirements. Existing sites being located on the region’s eastern boundary and close to the primary road network are well positioned to serve the regional and the wider national market for hazardous waste disposal. Existing sites should be safeguarded with proposals for extension considered within the context of the region’s contribution to wider national needs and the proposal’s local environmental impact.



7.4.12 Significant changes to the legislative and regulatory regime governing hazardous waste in 2004/2005 have created considerable uncertainties about the level of provision needed for managing hazardous waste in the region. It is not considered appropriate for each WPA to identify specific sites for the management and treatment of hazardous waste in the same way they are expected to identify sites for other waste facilities. However (due to their specialised nature) if planning applications come forward for facilities to manage hazardous waste, appropriate consideration should be given to their contribution to national and regional need, and not just local need.

W3 Hazardous Waste

Waste Planning Authorities should recognise the need for the development of capacity for the disposal of Stable Non-Reactive Hazardous Wastes at existing or proposed new landfill facilities (identified in Policy W1) and safeguard capacity for the disposal of other hazardous wastes at existing sites permitted and authorised as hazardous waste landfill sites provided they are environmentally acceptable. Provision should also be made in Waste LDFs for hazardous waste transfer, treatment and disposal facilities.



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Controlling, Reusing and Recycling Waste in Development

- 7.4.13** Developers should indicate how facilities will be provided within the new development to enable the collection of recyclates from individual properties, including access by collection vehicles. In addition the report should take account of local policies for the street scene, local standards for the storage of sorted and unsorted wastes for collection and the local services provided by the waste collection and disposal authorities. This will be particularly important when authorities and developers are producing Master Plans for large mixed-use developments and urban extensions under Development Policy F.
- 7.4.14** A waste audit should cover how waste materials created by the development can be reused, with priority given to the reuse of waste materials on site, as part of the development. The audit should also include how the use of raw materials can be minimised during development and how the use of recycled materials can be maximised.

- 7.4.15** Proposals by established businesses to provide facilities for the on-site minimisation, re-use or recycling of wastes created by their business premises should be approved, subject to other policies and proposals to establish waste minimisation, re-use and recycling industries in recognised industrial areas should be approved, subject to other policies.

W4 Controlling, Re-using and Recycling Waste in Development

All proposals for larger-scale development should include as part of the planning application a report comprising an audit of waste materials on site and proposals for how waste will be managed over the lifetime of the development.

Radioactive Waste

7.4.16 Approximately 140,000 cubic metres of Intermediate Level Radioactive Waste (ILW) and Low Level Radioactive Waste (LLW) is stored in the South West. This includes wastes that will arise over the next 100 years from existing power stations and their decommissioning. A national policy review is currently underway on managing radioactive waste. The Government appointed the Committee on Radioactive Waste Management (CoRWM) in 2003 to recommend a long-term strategy for managing High Level Radioactive Waste (HLW), ILW and some LLW. There is also a review of Low-Level Waste Policy underway. Both reviews are due to report in 2006.

7.4.17 Until the national reviews are completed, it is not appropriate to consider further details of possible management and disposal options for radioactive waste stored in the region within the context of the Draft RSS. Other LLW generated in the region, such as from hospitals, is covered by the policy on hazardous waste.

An aerial photograph of an industrial port area, featuring several large, long industrial buildings with corrugated metal roofs. In the background, a large ship is docked at a pier. The foreground shows a large parking lot filled with many small vehicles, possibly cars or trucks. The overall scene is industrial and busy.

8 ENHANCING ECONOMIC PROSPERITY
AND QUALITY OF EMPLOYMENT OPPORTUNITY

8.0.1 This Section of the Draft RSS sets out the region's approach to promoting successful and competitive businesses, including tourism, the allocation of employment land and the development of town and city centres. It aims to make the links with the RES and contributes to the '*Just Connect!*' aim to enhance our economic prosperity and ensure quality of employment opportunity, which are both important factors in achieving sustainable communities.

8.1 The RSS and the Regional Economic Strategy

8.1.1 Sections 1, 2, 3 and 7 paint the picture of a sustainable South West, setting out the trends, challenges and policy responses that the region will need to address, emphasising the commitment of both the RES and Draft RSS to securing sustainable economic progress. The Draft RSS supports the RES vision, and its policies have been shaped to help enable this vision to be realised in spatial terms.

The Draft RSS supports the RES objectives:

- To deliver successful and competitive businesses
 - To deliver strong and inclusive communities
 - To help deliver an effective and confident region
- 8.1.2** The RES recognises that the economy needs to respect environmental limits and meet the challenge of climate change, and identifies the importance of a low carbon approach in helping to achieve this. Regional sourcing has a major role to play in both minimising CO₂ emissions, and stimulating local markets. There are also opportunities for the South West that arise from predicted climate change impacts; continued support from the environmental technology sector in the region will be crucial to maximise these economic benefits.
- 8.1.3** Development Policies A, B and C will enable all the region's towns, and small communities in rural areas, to continue to make a significant contribution to the region's economic performance. They will do this by supporting economic growth and development commensurate with their role, function, needs and potential. Importantly, the Spatial Strategy helps to redress imbalances in towns and cities between jobs and resident population.



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Most importantly, the Strategy and transport proposals will enable the SSCTs, as 'engines' of economic growth, to realise their potential and increase competitiveness, to create new markets and to achieve a critical mass to secure essential investment in infrastructure and ensure the supply of housing will enable people to live closer to their place of work.

Growth of the Region's Economy

8.1.4 The region's economy is forecast to grow significantly over the next 20 years and a range of relatively high-growth scenarios for GVA have been considered in developing the RES and Draft RSS as Section 2 has outlined. The Draft RSS and its sub-regional emphases stated in Sections 3 and 4 provide a framework which will help realise the economic potential of the SSCTs in the centre, north and south east of the region (where growth must be managed very carefully) and for interventions to enable economic development to tackle some of the deeper seated regeneration needs of the west of the peninsula. This Section sets out a number of specific principles and policies which are required to enable that change to happen 'on the ground'.

8.1.5 *'The State of the Region'* report prepared by the Regional Observatory in 2004, and econometric forecasts informing the RES evidence base show that the key business sectors in the South West are primarily the service-based industries, accounting for over 76% (almost 1.67 million) of all full time equivalent (FTE) jobs in 2004. If current trends continue, this is forecast to rise to over 81% (almost two million) FTE jobs by 2026²⁶. Also, the importance of certain specific sectors such as aerospace and advanced engineering (including defence related manufacturing, which is particularly prominent in the north and south east of the region) and tourism is recognised by the RES. The RES identifies eight key sectors (advanced engineering and aerospace; food and drink; creative industries; tourism; marine; bio-medical and health; ICT; and environmental technologies) which are considered to be particularly important to the region's economy and which may require specific interventions to ensure their continued success. It also identifies five other sectors including Health, Retail and Engineering as a focus to improve skills and an efficient labour market.

8.1.6 In the South West, the public sector plays a significant role in employment terms, especially within the education, health, public administration and defence sectors. This particularly is the case in the far South West and remoter rural areas and it is expected to continue to be so in the future. For example in 2004, the education and health sector as a whole supported over 365,000 FTE jobs and trends indicate that the sector could increase to support 439,000 FTE jobs by 2026, making it one of the top three highest growing sectors in the region. As a further example, in 2003/04, the MoD expenditure on equipment from companies based in the region (with whom the MoD has contracts) was around £2.2 billion. Around 19,000 jobs were generated as a result of this expenditure²⁷. For certain public sector bodies, there will be a need in future to consider their expansion for operational purposes at strategic locations in the region. This will require the development of land. At such times, local issues will need to be considered within the context of the need to expand facilities, which benefit national or wider public interest. This is dealt with by Development Policy I in section 3.



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Workforce Skills

8.1.7 Skill levels in the South West vary considerably across the region. In some places, education services have performed poorly, and levels of educational attainment are relatively low. Spatially, this tends to correspond with places where multiple deprivation is high (outlined in Section 2 and in Section 9). Education and training are essential to support success in an increasingly knowledge-driven economy. Without the necessary skills, individuals could be excluded from benefiting from growth in these sectors and could fail to gain access to rewarding employment. The RES highlights lack of basic skills as a key issue, but intermediate and vocational skills should not be overlooked. There is a key role for local authorities, working with other stakeholders including the South West Enterprise and Skills Alliance, to facilitate spatial links between skills development (basic, intermediate and advanced), business productivity, prosperity and sustainable skills. The skills challenges and employment opportunities presented by an ageing population together with the need to promote lifelong learning are issues which are particularly pertinent in the South West. The Strategic Environmental Assessment of the RES addresses some of these issues.

²⁶ Cambridge Econometrics Forecasts, December 2005.

²⁷ GVA Grimley/MoD, December 2005.

8.1.8 The increasing number of older people living in the South West presents unique opportunities and challenges with a number of 'younger' older people wish to remain in paid employment. The current crisis in pensions will require many older people to remain economically active beyond the current, statutory retirement age of 60 (female)/65 (male) years old. Older people's skills and experiences are valuable assets to the region's businesses and communities, as is the purchasing potential of wealthier older people. There are also opportunities for South West businesses to become leaders in the development of products and services for older people.

8.1.9 Parts of the South West, particularly some of the more rural western areas, are characterised by low wage/low productivity/low skill occupations. Developing the skills and general capacity of the workforce is an essential element of any strategy to encourage the establishment of more successful, innovative and competitive enterprises in these areas. In other inner city areas there is an urgent need to equip residents with skills enabling them to benefit from job growth and social enterprise in particular may be able to play an important role here. Policy SK1 in Section 6 provides for improved access to skill training facilities.

Map 8.1 Economic Activity Zones





economic activity. The sub-regional sections in Section 4 identify the importance of these links and LDDs should make adequate provision enabling 'spin offs' and businesses related to these bodies to develop through the identification of sites for 'science parks', technology centres and incubator units, etc.

Small Rural Businesses

8.2.3 In rural areas, reform of the Common Agricultural Policy (CAP) means that subsidies will no longer be so closely linked to farm production, and this should lead to more efficient farm businesses as a result. The expansion of the second 'pillar' of the CAP, the Rural Development Regulation, is likely to encourage greater diversification away from agricultural activity, and an increased desire on the part of farmers to diversify their capital assets, for example into workspace. Businesses in rural areas now and in the foreseeable future are likely to have little connection with the land-based industries but should be supported where they secure jobs for local people and improve the viability of rural communities. Development Policies B and C provide a framework of encouragement for the development of small businesses in the 'market towns' and smaller settlements throughout the region.

8.2.4 Growth of small businesses in rural areas will inevitably need to be based in sustainable and accessible locations to avoid pressures on local environments and roads. LDDs will need to facilitate the provision of alternative accommodation at better connected locations, for example the market towns, where appropriate. Small businesses can be badly affected by proposals for relocation in terms of staff retention, etc. In considering the merits of development and expansion in planning terms, authorities need to take account of these potential impacts which might induce firms to relocate out of the area completely.

8.2.5 Accessibility to Broadband and future information communication technologies will continue to play an important part in helping to reduce issues of remoteness for rural firms and businesses in the far South West and should help to reduce the need to travel in the region. The situation has improved over recent years with Broadband now more widely available. As part of the Sustainable Construction Package included in Development Policy G, new buildings should have future-proof Broadband connectivity as standard in these locations in particular. In order to reduce the need to travel, it will also be important for new homes to be built with live/work space to enable home working.

8.3 Employment Land Provision and Review

8.3.1 A ready supply of high quality sites and buildings at the right time and in suitable locations is fundamental to the continued economic performance of the region. A sufficient supply is fundamental in promoting successful business, in helping to secure successful delivery of economic development and regeneration, sub-regional employment space strategies and development of key established emerging business sectors, including clusters of related activity. It is clear that in future many jobs will arise within established urban areas on redevelopment land rather than on green field sites. The context for provision and review of employment land and buildings has changed significantly since RPG 10 was published. It is now necessary to provide a larger number of smaller sites to meet organic growth and rural investment, to regularly and robustly review those sites and take greater

account of the role of non-B class uses (ie not B1, B2 or B8) as generators of employment. For example, economic projections for the region suggest that over the RSS period the health, social, education and hotel and catering sectors will account for almost 39% of the total increase in FTE jobs in this respect. As indicated above the significance of the public sector's employment role varies across the region.

- 8.3.2** In some communities, particularly some of the towns covered by Development Policies B and C, the loss of employment sites, particularly in convenient near-centre locations, is causing local concern. In such circumstances, taking into account the overall balance between employment, services and housing, local authorities should use Development Policies H and I to assess carefully how any proposed redevelopment fits in with this, and their own, strategy for development, and what the most important need is for that community. Loss of previously developed land sites to other uses can remove much needed employment opportunities and force release of edge of town sites; however, circumstances do vary between towns.
- 8.3.3** Guidance from the ODPM on Employment Land Reviews focuses on 'traditional' employment land uses that are within the scope of PPG4. It also identifies the need to take into account 'specialised employment land' requirements which should also be addressed when considering the preparation of LDFs and RSSs. These include any specific employers in sectors which are important to the local economy whose potential expansion needs to be safeguarded, the creative industries, transport related uses, for example those related to airports, ports and other inter-modal freight terminals (covered by Policies TR7, TR8, TR9 and TR13), specialist waste facilities (covered by Policies W1, W2 and W3), and low value industrial uses or replacement sites for 'bad neighbour' issues.

Estimating Employment Land Requirements

- 8.3.4** Section 4 contains an indicative range of jobs which are likely to arise in the SSCTs. Within this context, local authorities should look to utilise the ODPM's *'Employment Land Review Guidance Note'* (Annex D) which provides guidance on the translation of forecasts to

land requirements. In the case of Exeter, Plymouth and South East Dorset, strategic authority advice has identified specific land amounts. For places elsewhere in the region, authorities will need to base their allocations of land on their understanding of the functional role of towns, local economic circumstances and the ODPM's *'Employment Land Review Guidance Notes'*. Local authorities should ensure that they maintain an up-to-date robust evidence base of supply and likely demand for employment land and sizes and types of unit for their area. This will ensure that the right types of provision are brought forward in response to identified requirements. In areas where employment and property markets overlap and cross administrative boundaries, for example within the functional areas of SSCTs, local authorities should work together to establish a realistic picture of need and respond to it across that area.

Strategic Sites

- 8.3.5** Within the context of Policy E1, strategically significant sites need to be identified and safeguarded for employment use. An employment site can play a strategic role for a number of reasons related to location and potential users' requirements. Strategic sites will be of different sizes, serve different employment uses and provide different numbers of jobs in different parts of the region, ie a strategically important site in Bristol could be very different to a strategically important site in Cornwall. When identifying strategic employment sites, local authorities should give consideration to provision of on-site support facilities, such as child-care and training, and to the eventual layout and quality of environment created.
- 8.3.6** In identifying a portfolio of 'new' sites to be safeguarded to meet future needs there will also be opportunities to influence the redevelopment of those sites not protected. This could include, for example, mixed-use development with intensification of an employment use on a smaller part of the site. This could encourage the occupier to invest in new premises to improve productivity, competitiveness and job retention in the longer term, as well as increasing employment and residential densities.



Coastal sites

8.3.7 Within the Coastal Zone to be defined under Policy CO1, a number of towns and cities are of importance to their local area or broader sub-region as centres for services and employment, as well as being focal points for tourism or as ports (see Policy TR7). Many of these coastal towns are undergoing significant change as their primary role as a resort or fishing community is diminishing. Other coastal communities are thriving and there are significant pressures for growth and development. In some cases, they may be locations appropriate for new casinos (see Section 8.6).

8.3.8 Within these towns and cities, maritime industries are clearly reliant on estuarine and coastal sites with access to water, as are some parts of the tourism industry. In places where development pressures could result in alternative uses taking place on such sites, there is a need to ensure they are safeguarded for future use by those activities needing a waterside location.

E1 Assessing Employment Land Provision

Local authorities will assess the supply of, and demand for, employment land in their area, and through their LDDs will maintain a ready supply of sites and premises to meet local requirements for business expansion and inward investment to meet the particular needs of small businesses, and the future development of ports, airports, knowledge intensive institutions and non-B class uses such as health, leisure and tourism. In undertaking assessments, local authorities should co-operate across administrative boundaries to ensure supply meets business needs.

E2 Identification of Employment Sites

At SSCTs identified in Development Policy A, LDDs will provide sufficient sites to accommodate the numbers of jobs identified for each SSCT in Section 4 along with the needs of individual sectors of the economy. This will include a range of sites capable of meeting the requirement of uses identified in Policy E1. Outside of SSCT's, LDDs should give preference (having regard to the sequential test) firstly to land within the SSCTs identified through the application of Development Policy B and then outside these places to previously developed land which is well integrated with the existing settlement pattern.

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E3 Review of Employment Sites

The supply of sites should be critically reviewed in line with Policy E1 on a three year rolling basis so as to ensure that those allocated continue to meet the requirements of business, and will meet current or longer-term needs for economic development.

E4 Redevelopment of Employment Sites

Sites which no longer meet the needs of business or are poorly located for economic development purposes should be considered for redevelopment for alternative uses in the following sequence: for non-B use class employment generating uses; for mixed-use development including residential use taking account of the potential for higher employment densities; for residential use only.

E5 Waterside Employment Sites

Within coastal towns and the developed coast, waterside sites must be safeguarded for social and economic uses which require such a location, giving priority to maritime industries.

8.4 Town Centres

Main Retail Centres

8.4.1 The region's SSCTs are important centres, some of national importance, offering a good range of retail and leisure activities, but the region lacks a dominant retail centre of national standing²⁸. Many improvements have been made over recent decades to improve the public realm and ease traffic congestion which enhances their quality, but there is still a lot to do. The Transport Section (Section 5), highlights the extent to which demand management and improved public transport will have an effect on people's enjoyment of the city and town centre environment.

8.4.2 In major centres there is strong demand from multiple retailers, coupled with low vacancy levels. However, there is still demand for out of town provision. Research²⁸ has shown that, based on an annual growth in GVA of 2.8%, and resultant population growth and spend, the region will need to plan for an increase in provision of retail floor space of between 1.31 and 1.97 million m² gross by 2026, based on average sales densities of between £4,000 per m² and £6,000 per m², in addition to the current floor space in the region of 3.39 million m² gross.

8.4.3 The centres of the region's cities and towns usually contain a number of cultural assets, facilities and services which add significantly to the quality of life of residents and visitors. This asset base, along with key public services, is of fundamental importance to current and future residents in attracting them to consider urban living. The need to maintain and enhance these and other town and city centres' economic vitality and viability is key to helping to deliver effectively the draft RSS and RES strategies. The 'centres first' approach is one also embedded in Government policy guidance²⁹.

²⁸ DTZ Pinda 'A Needs and Impact Assessment of the Region's Significant City and Town Centres'.

²⁹ Planning Policy Statement 6: Town Centres.



8.4.4 The main retail centres in the region include Barnstaple, Bath, Bournemouth, Bristol, Cheltenham, Exeter, Gloucester, Plymouth, Poole, Salisbury, Swindon, Taunton, Torquay, Truro, Weston-super-Mare and Yeovil. Overall strategic planning and direction for the main town centres in terms of retail, leisure and office provision is given in Section 4. All of the SSCTs of the region have experienced out of town, edge of town and other 'out of town centre' development for retail and other functions over the last 20 years - the effects on town centre provision have varied.

8.4.5 A further key issue in ensuring that centres' opportunities are maximised is the need to positively market individual centres. Many towns now have Town Centre Managers and partnerships to oversee their improvement, and Chambers of Commerce play an active role. Further concerted efforts are needed to facilitate growth, change and improvement, based upon provision of mixed-use development and the retention and improvement of centres' retail cores. Key to retaining and improving a centre's vibrancy is the need to retain and improve the public realm, the retail offer and adequate space for office-based and leisure activities and to ensure there is sustainable access to it and that traffic congestion is eased.

Other Major Shopping Centres

8.4.6 The region also has two other main shopping centres at Cribbs Causeway on the edge of Bristol (in South Gloucestershire) and at Clarks Village in central Somerset attracting shoppers from a wide area. Both feature highly in the ranking of shopping centres in the region, and both are major visitor attractions generating high volumes of car journeys. Pressures for developing further retail out of town centres should be resisted, and the policy tests provided by PPS6 should be applied. There is no current requirement for further out of town retail centres in the region. The established, sequential approach to location of new retail development will be applied, with schemes on previously developed sites in established town centres the priority.

8.4.7 One of the key considerations in the future development of retail and leisure provision is to take steps to improve accessibility of town centres and existing major out of centre retail locations to public transport, walking and cycling. When adopting traffic demand management measures, Highway Authorities should have regard to the need not to disadvantage traditional centres compared with out of town/edge of town locations.



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Main Office Centres

8.4.8 The region performs relatively well in terms of office stock and employment generated by office related work, compared against other regions. Based on an assessment of stock within the region, Bristol is considered the ‘office capital’ with over one million m² of office space and is ranked well above other regional centres, of Swindon, Bournemouth/Poole, Exeter, Cheltenham, Plymouth and Gloucester, which have 250,000 to 600,000 m² office space. Other SSCTs have a range of office space up to 200,000 m². A number of key issues emerge as challenges for the region’s SSCTs in terms of provision during the plan period. Much of the office stock in the SSCTs comprises older office stock, eg Bristol City, Gloucester and Plymouth all have over 60% of stock built before 1980, and Swindon’s stock largely comprises 1980s stock. This could prove a problem in attracting potential occupiers which may require more modern and adaptable stock. Much of the newer stock is currently located in out of town locations, and at sites well connected by road. Research has shown that provision will need to be made for additional office space between 2.7 and 3.2 million m² in Bristol, Bath, Weston-super-Mare, Gloucester,

Cheltenham, Swindon, Bournemouth/Poole, Taunton, Exeter, Torbay and Plymouth representing 32 to 44% of existing stock.

8.4.9 Whilst having a policy framework which encourages centre location for development, one of the main challenges will therefore be in making town centre locations sufficiently more attractive to occupiers, particularly if accessibility to those centres is, or is perceived to be, poor. Where town and city centre accommodation is newly built, a further challenge is to attract new businesses into this accommodation, or into the older accommodation that relocating businesses leave behind. The need to achieve net gains in office accommodation within towns and city centre locations will be a key issue in helping to achieve urban renaissance and securing and enhancing centres’ utility, viability and economic performance.

Local Centres

- 8.4.10** Within the context of the development which will happen at the region's main centres, maintaining growth and investment at other towns in step with both planned local population growth and household expenditure growth is important in providing choice and reducing the need to travel to other centres. Population growth of the towns identified through Development Policy B should help maintain their retail and service role relative to the major regional centres and help avoid greater concentration of these facilities at larger places. Such towns also play an important service role for nearby smaller town and village communities. Within the context of Development Policy C, Local and Strategic Authorities and other agencies/organisations should seek to secure appropriate support, as far as economic realism allows, for the retention of local retail, Post Office and other community services in villages away from the immediate vicinity of towns. This support would include promotion of innovative, community based schemes to provide essential services and facilities for local residents, particularly older people, children and young people, and those who are unable to access facilities further away from their homes due to disability, lack of transport, or caring responsibilities.
- 8.4.11** Appropriate actions to maintain healthy town centres founded on the evidence base, studies and measures, should be included in LDDs. The case for major new development will need to be supported by appropriate impact assessments for broad retail, leisure or cultural uses in other centres within the broad catchment area of the proposals.

Provision for Retail, Office, Leisure and Other Town Centre Uses

- 8.4.12** Provision for retail, office, leisure and other town centre uses will need to be provided in-step with the needs generated by economic and population growth. The challenge will be to provide this in sustainable locations, based on the 'town centre first' sequential approach. Policies and proposals developed by local authorities, developers and other agencies for development in town centres should follow guidance given in PPS6. They should seek to redress existing imbalances in the provision of facilities and services, to improve a centre's 'offer' relative to its role and function and help to bring forward more sustainable patterns of use. Proposals for facilities at out-of-town centre locations should not be detrimental to the regeneration, vitality and viability of the centre. Whilst strategic direction on town centre provision is given in Section 4, the RPB will continue to work with local authorities to determine how these forecasts can be accommodated, and what they mean for the SSCTs.
- 8.4.13** Local and Strategic Authorities will need to keep an up-to-date and robust evidence base and, in line with review of LDFs, they should undertake regular locally-based assessments once at least every three years to establish appropriate needs, based on policies and principles in the Draft RSS (including, for example, Policy E1) and guidance given in PPS6 (and other Government guidance). It would be pragmatic for local authorities to explore the functionality and the different types of needs of places at the same time and it may therefore be appropriate to undertake town centre assessments when reviewing other issues such as employment land supply/demand and urban housing potential/capacity. At the regional and sub-regional level, the understanding of leisure needs will be supplemented by the South West Cultural Infrastructure Development Strategy referred to in Section 7.

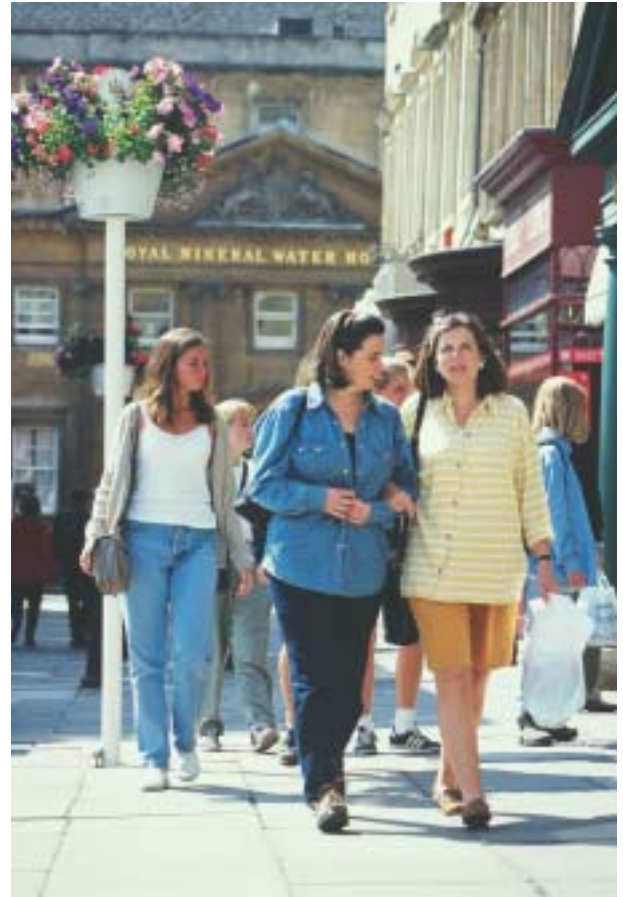
TC1 City and Town Centres

In order to meet the needs of local communities within the region, local authorities and other agencies will work together to ensure that the vitality and viability of the region's existing network of towns and city centres is maintained and enhanced. In doing so, it will be important to ensure that such centres are not adversely affected by inappropriate development elsewhere, and that provision is made for a mix of uses within town centres, including retail, cultural facilities, offices, other employment and housing.

The central areas of the SSCTs identified in Development Policy A will be the main focus for new investment in retail and other major facilities requiring high levels of accessibility to the communities they serve, recognising their function as focal points for extensive catchment area populations. The sub-regional policies provide the strategic direction for these places.

Within those settlements identified in the context of Development Policy B, the range and quality of central area facilities will also be maintained and enhanced to meet future needs. In all settlements, measures should be introduced to improve accessibility by sustainable modes, and to enhance the public realm and quality of the town centre environment. In doing so, local authorities and other agencies must recognise the role of central area investment in supporting regeneration objectives.

The scale of new investment in retail and other facilities within town centres should take full account of changing patterns of behaviour and future levels of population growth. The development of major new regional shopping facilities outside these centres will not be supported.





8.5 Tourism

- 8.5.1** Section 7 considers the need to enhance and promote cultural life and provision, of which tourism is a part. Tourism is also a key sector of the region's economy.
- 8.5.2** South West Tourism and the RDA have identified nine recognised tourism destinations in the South West through the Regional Tourism Strategy: Cornwall, Devon, Somerset, Dorset, Bournemouth and Poole, Bath, Bristol, Wiltshire and Gloucestershire. The region's most visited broad destination area is Devon³⁰. The region contains a number of major international and national tourism attractions including: Stonehenge, the beaches of Cornwall, Devon and Bournemouth, as well as the National Parks, the Areas of Outstanding Natural Beauty, an extensive Heritage Coast and the region's many country houses and small towns and villages. Within this context, the region has a number of recognisable, major holiday resorts including Bournemouth/Poole, Newquay, Torbay, Weymouth and Weston-super-Mare.

8.5.3 The region now contains some 'iconic' tourism attractions such as the Eden Project, Tate St Ives and @Bristol (at-Bristol). Events such as the 2012 Olympics will provide an opportunity for Weymouth and Portland (which will host the Olympic Regatta) and for other parts of the region in providing training facilities and for the tourism industry to benefit from activity the Olympics will generate. The sub-regional and transport impact implications of the Olympics are considered in the Transport and Sub-regional Sections (Policy SR31). A high proportion of the region's tourism 'product' is generated by smaller-scale tourism attractions and businesses and planning policies should reflect the need to maintain and enhance this part of the existing tourism industry 'base'. This is reflected in the region's approach to encouraging more sustainable tourism.

8.5.4 Whilst tourism is one of the region's key economic sectors and particularly important in certain parts of the region, the far south west and coastal areas, it is traditionally low wage and seasonal. In the face of increasing overseas competition, a key challenge for the South West is how the tourism industry can improve this position whilst sustaining and

³⁰ *The UK Tourism Survey 2003.*

improving the quality of its overall ‘offer’. As well as appropriate physical development, the tourism industry in some parts of the region may need to respond to this challenge by investment in training and extension of the season where acceptable and appropriate. The industry will also need to consider the potential impacts of climate change, and how best to respond to the opportunities and challenges presented.

Sustainable Tourism and Improving Quality

8.5.5 The Regional Tourism Strategy³¹, identifies three priorities: sustainable tourism; increased quality; and, improved destination management arrangements. The first two of these, in particular, can be influenced by this Draft RSS. The Government recognises the economic significance of tourism in ‘PPG21: Tourism’.

8.5.6 Whilst tourism can provide an opportunity significantly to enhance destinations and attractions by generating economic return and reinvestment, it can place burdens on the region’s natural and heritage resources. One of the cornerstones of ‘Towards 2015’ is to deliver truly sustainable tourism, protecting the region’s key asset - the natural environment - and balancing this with the needs of the visitor, community and industry as a whole. In order to achieve more sustainable tourism, the region’s approach is to enhance the tourism ‘offer’ by investing in existing attractions and destinations, rather than investing in and promoting major new high profile (iconic) attractions. However, if such attractions are proposed, support should be given as long as those attractions are not detrimental to achieving more sustainable tourism, and are consistent with policies of the Draft RSS.

8.5.7 To ensure that impacts from tourism related development are lessened, those responsible for developing and promoting tourism should ensure tourism is more sustainable, for example: in resource use; use of sustainable construction; retention of visitor spending in the local economy; local sourcing of materials; meeting training needs of potential employees in the industry locally; extension of the season where environmentally, socially and economically viable and acceptable; and, achieving sustainable accessibility and reducing the need to travel, in order to reduce greenhouse gas emissions.



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8.5.8 The quality and provision of accommodation in the region is clearly important to the health of the tourism industry. The tourism industry should focus on maintaining and enhancing the diversity, quality and provision of accommodation stock. In some parts of the region and in coastal resorts in particular, there is some concern about the loss of high-quality accommodation stock to other uses. Where this is the case, local authorities should undertake assessment of need, supply and demand, liaising with the tourism industry and other stakeholders to establish an evidence base from which positive policies can be developed for LDDs and other strategies to protect accommodation stock where necessary, and to establish a sequential approach to redevelopment/re-use of redundant accommodation, securing the most appropriate re-use within the local socio-economic context. Other measures, such as off-setting the loss of accommodation stock in one area of a town, by replacing stock in another area of the town, could be used.

³¹ ‘Towards 2015: Shaping Tomorrow’s Tourism’ (2005).



8.5.9 LDDs will be particularly important in enabling the changes outlined above. They will take into account and will be supported and guided by:

- Management, policy and strategy documents such as the Regional Tourism Strategy and Destination Management Plans
- Emerging trends driving both the consumer marketplace, for example changing consumer tastes and spending power
- The recognition of the cross-boundary nature of tourism activity and destinations

8.5.10 In addition, new tourism development should be encouraged to improve quality, and attract additional visitors based on realistic, and well evidenced, measures of demand in most locally accessible locations. This would include appropriate small-scale schemes in more rural areas where they will assist the diversification of the economy. New developments and, in particular major high quality and high profile projects should add value to the local tourism 'offer'.

TO1 Sustainable Tourism

Local authorities, stakeholders and the tourism industry will promote the development of tourism by:

- **Improving the quality and diversity of existing facilities and accommodation throughout the region, particularly where this would reduce seasonality**
- **Maintaining and enhancing the role of existing resorts, especially the major resorts of Bournemouth, Poole, Torbay, Weymouth, Weston-super-Mare and Newquay, by safeguarding existing high quality accommodation and facilities, and investing in new facilities where these would be viable and of an appropriate scale**
- **Realising the potential of the region's environmental, cultural and heritage assets as a basis for the development of sustainable tourism, where consistent with their conservation**
- **Identifying opportunities for the development of new facilities and accommodation related to recreational cycle and footpath networks within the region**



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T02 Safeguarding and Investing in Tourism Destinations

At coastal towns and other strategic tourism destinations, local authorities and stakeholders should collaborate to define the future role of tourism in the local economy, identify the measures required to support it, and develop action plans for their delivery. Such plans should identify:

- The need to allocate specific sites for new tourism related investment
- The nature and mix of new investment required, and
- The necessary infrastructure and investment required to support the industry within the context of the need for regeneration and economic viability

T03 Major New High Quality, High Profile Attractions

Major new tourism attractions should be located within, or close to, SSCTs and particularly within the existing major resorts of Bournemouth, Poole, Torbay, Weymouth, Weston-super-Mare and Newquay where they will:

- Enhance the overall quality of the tourism offer in the region
- Develop new tourism markets complementary to those in established tourism areas, particularly those areas under greatest pressure
- Be readily accessible by public transport, cycle and pedestrian networks, and
- Help to extend the tourism season and contribution to the regional economy

8.6 Casinos

8.6.1 Further casinos may be permitted under the Gambling Act 2005. The Draft RSS recognises that the Government is exploring (through the independent Casino Advisory Panel) the role of, and possible locations for, 17 casinos nationally (one regional at 5,000 m², eight large at 1,500 m² and eight small at 750 m²). Regional and large casinos could offer a high profile visitor experience and serve to support and further develop the region's tourism 'product' and may also offer very significant opportunities to assist regeneration in appropriate locations. However, recognising that there could be both positive and negative impacts of such facilities, it is clear that even large casinos should be located only where locations have been identified based on an assessment and full understanding of the impact on the settlement/community and sub-region concerned.

8.6.2 Whilst it is unlikely that the South West will be the first choice for location of the first Regional Casino, it is clear that several local authorities in the region are likely to wish to 'bid' for a large casino. Should one or more Regional Casinos be allocated to any named settlement in the Draft RSS, the following criteria should be followed when considering their location.

CA1 Regional and Large Casinos

Regional and large casinos should only be developed in locations where:

- **They support and extend the range of attractions in existing major regional tourism destinations named as SSCTs (see Development Policy A), and/or**
- **They assist regeneration measures in a location named in Section 4, which will not threaten the economic viability of established tourist resorts in the immediate catchment and where an adequate labour supply can be provided**
- **They offer large scale and appropriate public transport access**
- **Any negative social impact can be minimised, and**
- **Benefits for regeneration and the local economy can be identified**

A young girl with braided hair is climbing a playground structure. She is wearing a white t-shirt with the number '27' on it and cargo pants. She is smiling and looking up. The background shows a building and some trees.

9 ADDRESSING DEPRIVATION AND DISADVANTAGE TO REDUCE INTRA-REGIONAL INEQUALITIES



9.0.1 Sections 1 and 2 have highlighted the fact that the quality of life in the South West is generally high, but that this is not a reality for everyone. Areas with relatively high levels of multiple deprivation exist in a number of the region's cities, towns and rural areas and this is a clear measure of the inequalities that exist. The following Section sets out how the Draft RSS will play its part in seeking to deliver the '*Just Connect!*' aim of addressing deprivation and disadvantage to reduce significant intra-regional disparities.

9.1 Addressing Intra-Regional Disparities

9.1.1 There are greater differences in living standards and quality of life between places within the South West than there are between the South West and the other UK regions as a whole. The notable 'gradient' from the north and east of the region towards the south and west in terms of generally lower productivity and earnings and increased levels of multiple deprivation has been highlighted in paragraph 2.1.5. (The Index of Multiple Deprivation, or IMD, is the national measure of deprivation, based on a number of social and economic indicators.) These issues are interlinked. One of the long-standing aims for the region has been to address these disparities by influencing publicly funded programmes and by encouraging private investment in economic activity in these places. Recent experience in Cornwall with the Objective 1 programme illustrates what can be achieved in this respect, where annual growth in GVA averaged 7.65% over the period 1999 to 2002 compared with a regional average of 5.3% for the same period. Even so, GVA in Cornwall is still less than 75% of the EU average which is reflected in its Objective 1 status and recent identification for Convergence Funding.



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- 9.1.2** Cornwall and the Isles of Scilly have been confirmed as a Convergence Region for the period to 2013. Future European enlargement may result in further changes to support available to this part of the region, making it essential that the proposals contained in the RSS and RES are mutually reinforcing, so that development is directed to assist regeneration and diversification of the economy. Few inroads have been made to deal with the persistent intra-regional disparities, and without continued intervention it is possible that differences will deepen and change will not benefit those in need.
- 9.1.3** The nature of the region with its many small communities means that some locally significant pockets of deprivation and disadvantage may not register as significant in regional statistics, particularly those in rural areas. These pockets should be identified in LDDs. A finer-grained approach to identifying and addressing problems, through Community Plans and other local mechanisms, is often more appropriate at such a scale. A successful and sustainable South West needs to deal with imbalances, harnessing the collective talents the region has to offer and raising skill levels in some areas, to improve quality of life for everyone.

This means tackling the causes and effects of deprivation and exclusion and planning the strong and inclusive communities of the future. Sustainable Development Policy SD4 emphasises the importance of addressing social, environmental and economic factors in terms of reducing disadvantage and achieving sustainable communities across the region. Other Sections throughout the Draft RSS also contribute to this aim, including policies on delivering affordable housing (Policy H1), promoting competitive businesses (Section 8.2), providing for local needs locally, promoting equality and diversity (Policies SI1 and SI2) and improving local environmental quality (Policy G11).



9.1.4 The Draft RSS, RES and other strategies provide an integrated approach to economic development and regeneration. This Draft RSS clearly establishes a spatial prioritisation for economic activity, recognising the need to ‘stimulate’ economic activity in the western part of the peninsula and ‘realise the potential’ of the centre and north of the region, focusing on the role of the SSCTs. There is clear evidence that much of the potential for sustained future economic growth is concentrated in the region’s cities and larger towns. The challenge is to ensure that growth strategies for these places achieve wider benefits, including linking successful areas with less successful ones, and connecting cities and towns with their surrounding areas (so that more people can contribute to, and benefit from, the region’s continuing economic prosperity), and developing appropriate solutions as required to ensure that local needs can be met locally as far as possible. The sub-regional strategies contained in Section 4 have this as one of their underlying aims.

9.2 Supporting Strong and Inclusive Communities and Identifying Spatial Priority Areas for Concerted Investment and Action

9.2.1 The South West performs relatively well in comparison with other regions in terms of overall levels of multiple deprivation. IMD reveals that just under 9% of ‘Super Output Areas’ (SOAs: a unit of geography used in the Index) in the South West belong to the 20% most deprived in England. Table 1 in Appendix 3 provides a list of the most deprived districts in the South West, based on the proportion per district of the total number (278) of South West SOAs in the worst 20% nationally. This proportion has remained relatively static over time.

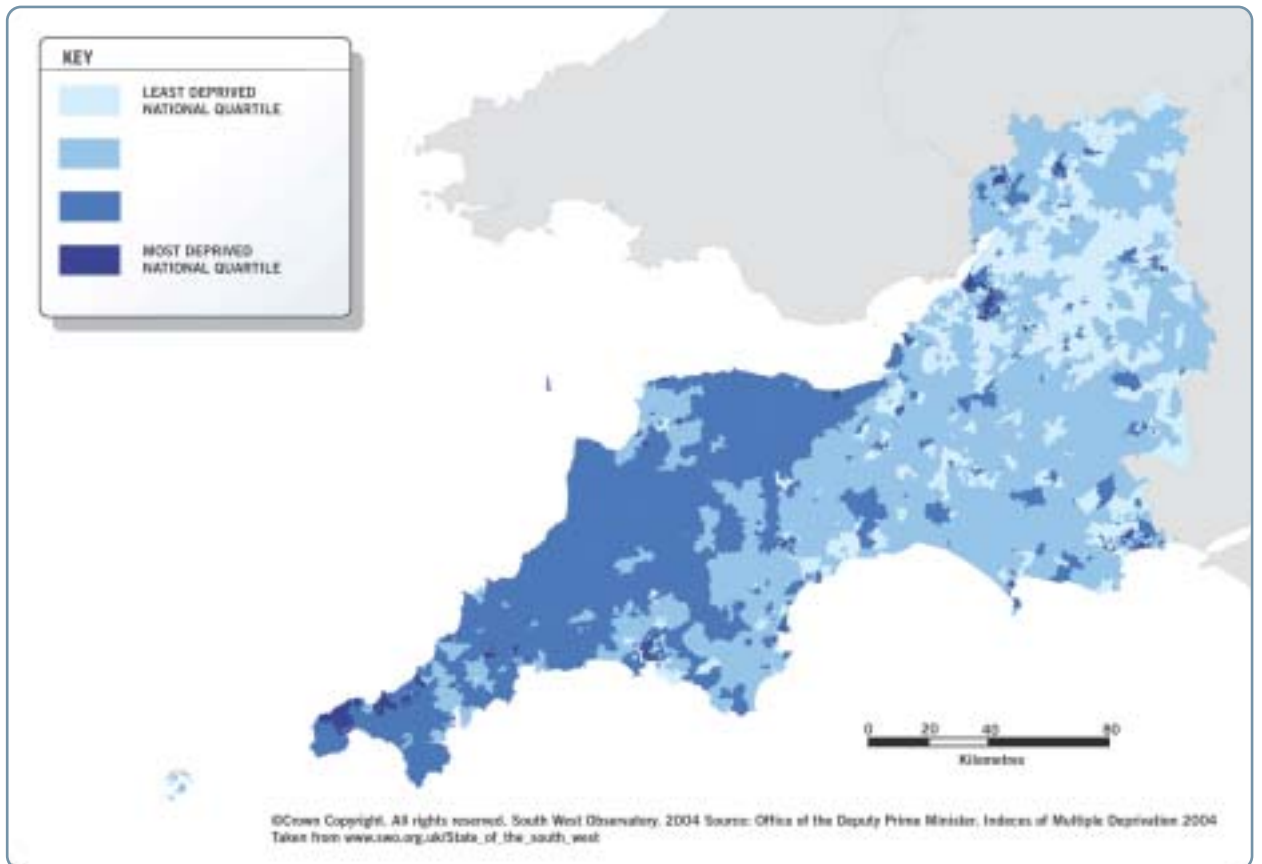
9.2.2 There are distinct spatial patterns in terms of clustering of multiple deprivation, with the populations of these clusters varying greatly. The challenges in each area will be different and so a range of resources may be required. For example, in Bristol there is a large population affected, and the issues associated with urban deprivation include high crime levels, relatively poor standards of educational attainment, skills and training, and income deprivation. In Plymouth there are issues of structural decline together with poor living environments, high crime levels and health deprivation. In rural districts the issues often relate to housing affordability, poor service provision and lack of access to rewarding jobs which will require stimulation of the local rural economy in order to reduce the need to travel. Section 10 also highlights the links between multiple deprivation and issues around equalities and inclusion.

9.2.3 It is also important to understand that the concentrations in each local authority area vary. This is illustrated by Table 2 in Appendix 3 which measures the rank of the average SOA score relative to all local authorities in England. Ranks are out of 354 local authorities with 1 being the most deprived. The Table details local authorities in the South West which feature in the 100 most deprived local authority areas in England by this measure; these are Penwith, Bristol City, Plymouth, Kerrier, Restormel, Torbay and Bournemouth. Appendix 3 illustrates that, whilst there are significant clusters of multiple deprivation in many of the region's urban areas in terms of numbers of SOAs, a number of other local authority areas, notably in the west of the peninsula, have relatively high proportions of deprived SOAs. This is illustrated in Map 9.1.



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Map 9.1 Rank of English Local Authority's Average IMD Score for Super Output Areas 2004



9.2.4 Data used to measure against DEFRA's Public Service Agreement (PSA) target concerning rural productivity have been used to help define the spatial priorities for rural renaissance identified in the statement below.

Statement of Priorities for Addressing Deprivation and Disadvantage in the South West

Addressing deprivation and disadvantage to reduce intra-regional inequalities will require action at a number of levels by a range of public bodies and the voluntary and private sectors. This will range from tackling multiple deprivation at the neighbourhood level, to addressing the gradient of productivity and incomes at the regional level. Critically this will also need to harness the role of prosperous areas with high levels of economic potential, as a process of ongoing economic development, in order to secure wider regional benefits. This will require investment and action to be focused within the following spatial priorities:

- **Economic development – harnessing the economic potential of Bristol (city centre and north fringe), Swindon and Exeter as well as Bournemouth/Poole and Cheltenham and Gloucester**
- **Regeneration and neighbourhood renewal – securing concerted economic regeneration and restructuring and tackling the significant clustering of multiple deprivation in parts of Bristol, Plymouth, Cornwall (Objective 1 and Convergence), Bournemouth, Gloucester, Swindon, Weston-super-Mare and Torbay**
- **Urban renaissance – supporting targeted intervention to bring about the renaissance of the region's main urban areas, particularly Urban Regeneration Companies in Swindon, Gloucester and Camborne-Pool-Redruth**
- **Rural renaissance – focussing improvements in productivity in 10 rural priority districts: six Cornish Districts, Forest of Dean, West Devon, North Devon and Torridge, ensuring that these improvements address need arising from problems with accessibility to jobs and services and affordability of housing**



10 ENSURING PEOPLE ARE TREATED FAIRLY
AND CAN PARTICIPATE IN SOCIETY



10.0.1 *‘Just Connect!’* aims to make sure that people are treated fairly and can participate fully in society. Social exclusion occurs when an individual is prevented from participating in any of the key economic, social and political activities in the society in which they live. Social exclusion can result when people or areas face a combination of linked problems such as unemployment, discrimination, poor skills, low incomes, poor quality housing, high crime, poor health, and family breakdown. Despite relative economic success, the South West contains a number of communities recognised by the IMD as being at risk from social exclusion. In developing this Draft RSS representatives of hard to reach groups, Age Concern, Equality South West, the Youth Parliament, South West Racial Equalities Councils’ Network, South West Council of Faiths and other partners have been engaged at key stages to ensure that the equalities implications of policies are considered and assessed.

10.1 Social Inclusion

10.1.1 The existence of poverty and deprivation limit the region’s potential growth and means not everyone shares in its success. Homeless people, refugees, asylum seekers, people with mental health problems, ex-offenders, young people leaving care, and Gypsies and Travellers often feature amongst the most deprived and excluded people in the region. Even with general economic prosperity and historically low unemployment, the disadvantage reported in Section 9 is felt disproportionately by these and other groups that face discrimination. For example, disabled people are much more likely to be out of work, as are black and minority ethnic groups (BME) (in the South West around 80% of white people of working age are in employment in comparison with about 69% of BME people of working age). In addition, many older people have lower personal incomes than average and women typically have lower incomes than men. The economic disadvantage experienced by many older people poses a significant challenge for the region, given the trend of demographic ageing in the South West.

- 10.1.2** Local authorities must ensure that, when planning development at a sub-regional level (following Development Policies A to C in Section 3, and the sub-regional Spatial Strategies in Section 4), consideration is given to identifying social groups that represent an above average percentage of the constituent population. For example, the average BME population in the South West is under 3%. In some communities, this statistic will be much higher, for example the percentage of BME groups living in Bristol is 8.2%. Similarly, the average percentage of the region's residents who are of statutory retirement age is 22%. This figure is much higher in areas such as Christchurch (33% of residents are of statutory retirement age), West Somerset (31%), East Devon (30%) and East Dorset (also 30%). Policies must ensure that the specific needs of such groups are identified and incorporated into policy decision-making and implementation.
- 10.1.3** A key measure of success for the RSS will be to reduce the number of people in the South West suffering from deprivation, social exclusion and discrimination, and to improve the quality of life for the most vulnerable, not just those with economic choice, and in so doing help to ensure that people are treated fairly.

10.2 Equality and Diversity

- 10.2.1** Equality underpins the aspiration for a more sustainable, just, inclusive and prosperous South West. Effectively delivering equality of opportunity for all sectors of the community, regardless of geographical location, age, gender, race, faith, sexuality or ability is essential to the long-term success of the region. Inequality and social exclusion have multiple dimensions and it is important to start to break down the many stereotypes that exist in order to tackle unfairness and disadvantage and create a more successful region, and one which allows active engagement of all communities. Extending opportunities for all, means addressing social and economic barriers and celebrating and building upon the diversity of the South West's population as an asset.
- 10.2.2** This Draft RSS aims to contribute to eliminating discrimination arising as further growth happens and as planning policy is implemented in future. It is important to ensure that policy is sensitive to the needs of different groups within the South West so that all people in the region have the opportunity to benefit from the rising prosperity this strategy seeks to achieve and the opportunities enabled by positive planning.
- 10.2.3** Section 9 sets out the Statement of Priorities for Addressing Deprivation and Disadvantage in the South West. Local authorities should promote and enhance understanding of the relationship between improving quality of life, social cohesion and strengthening communities and economic performance. Community development principles and community-based mechanisms, such as Development Trusts, should be incorporated into programmes and projects to address economic and social needs and help achieve community ownership of issues and assets.
- 10.2.4** When developing policies or programmes, public sector organisations should be mindful of relevant legal frameworks such as the Sex Discrimination Act (1975), Disability Discrimination Act (2005), Race Relations Act (1976) and Race Relations Amendment Act (2000), future Age Discrimination Legislation (expected in 2006), and the Commission for Equality and Human Rights (expected in 2007), as well as EU Equalities Directives. Consideration must be given to the ways in which implementation will affect specific groups of people.



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10.2.5 LDDs should set clear objectives and determine priorities to address equality and diversity issues and to promote the diversity of communities as a key regional asset.

SI1 Equality Impact Assessment

Local Authorities will recognise that development and transport policies in LDDs do not affect everyone in the same way, and will ensure that, at an early stage, policies will not have unfavourable effects on some groups by conducting Equality Impact Assessments and by taking steps to mitigate negative effects. Public authorities should develop policies in full recognition of the diverse needs, circumstances and concerns of the people who will be affected by them.

SI2 Taking Account of the Needs of All Groups in Society

The needs of all groups in society will be taken account of when planning the development of communities in the South West to ensure that all members of society are able to benefit from growing prosperity and improving quality of life in the region.

10.3 Consultation – Engagement in the Planning Process

10.3.1 This Draft RSS has been prepared in the context of a thorough process of engagement and consultation which was set out in the Statement of Public Participation at the beginning of the process. Local authorities and partners should endeavour to pursue an open and collaborative approach to consultation when dealing with planning applications and LDF development. An active, inclusive and creative approach to consultation on policy and delivery in the region should be pursued by all regional partners.

10.3.2 Local authorities, regional bodies and other partners must make a clear distinction between consultation, where there is a genuine opportunity to change or influence policy, and communication and sharing of information about a strategy or policy where there is little or no opportunity to effect change. Best practice techniques in consultation and participation should be followed in order to ensure meaningful engagement of hard to reach groups.

10.3.3 The Assembly is joint signatory to a Regional Compact with the South West Forum (the regional network of voluntary and community groups representing over 200 organisations) aimed at improving partnership working and public and voluntary/community sector relationships within the region. The voluntary and community sector should be encouraged to continue to play a key role in helping to shape LDFs and regional strategies through engaging in consultation activities and in regional policy making.

APPENDIX 1

South West Regional Biodiversity Targets

Habitat	Maintenance Target (ha)	2010 Target (ha)	2020 Aspiration (ha) including 2010 Target
Coastal and Floodplain Grazing Marsh	29,300	3,140	9,400
Reedbeds	1,000	110	330
Fens	890	70	220
Chalk Rivers	1,060km	Not quantifiable	Not quantifiable
Coastal Saltmarsh	2,100	50 (for both habitats combined)	220 (for both habitats combined)
Mudflats	13,000		
Coastal Vegetated Shingle	120	1	3
Sand Dunes	2,400	20	60
Sabellaria Reefs	20	Not quantifiable	Not quantifiable
Maritime Cliff and Slope*	14,200	50	200
Saline Lagoons	550	2	6
Seagrass Beds	1,170	Not quantifiable	Not quantifiable
Native Woodland	95,000	10,500	30,500
Lowland Meadows	2,500	900	5,630
Lowland Dry Acid Grassland	720	40	180
Lowland Calcareous Grassland	21,800	2,630	7,900
Purple Moor Grass and Rush Pasture	5,300	200	1,000
Arable Field Margins	180km	No reduction	Not quantifiable
Lowland Heathland (outside of upland areas)	18,400	1,000	3,000
Heathland (within upland areas)	17,800	4,090	12,270
Blanket Bog	2,180	7,100	
Quantifiable targets could not be set with existing data for the following habitats. Retaining the existing extent of these habitats and realising opportunities for their expansion is highly important.			
Lowland Raised Bog			
Mesotrophic Lakes and Eutrophic Standing Water			
Maerl Beds			
Sublittoral Sand and Gravel			
Hedgerows			
Wood Pasture and Parkland			

The above Table shows the targets for the maintenance, restoration and expansion of priority wildlife habitats within the region. The definition of the maintenance target is to *maintain the current extent of resource*. These targets are based on the best available data for those priority habitats identified in the UK Biodiversity Action Plan (UKBAP), which occur in the South West. It is likely that more priority habitat exists in the region than has been recorded so far. All priority BAP habitat should be safeguarded as part of our commitment to

the UKBAP. Quantifiable targets cannot be set for some habitats due to lack of information, but it is important that these habitats are safeguarded wherever they occur. Targets for restoration/expansion should be met through active conservation work both within and outside of the Nature Map selected areas. The targets set out above may be revised as initiatives develop and further surveys take place. A major review of the aspirational target for 2020 will be carried out in 2010.

* The Maritime Cliffs and Slopes targets may take in some areas of Lowland Heathland and be double accounted.

South West Nature Map

South West Nature Map identifies the best areas in our region to conserve, create and connect wildlife habitats at a landscape scale.

Summary

There is significant effort underway throughout the region to conserve our biodiversity, but major challenges lie ahead if we are to stop further losses, re-establish lost wildlife and enable it to adapt to the pressures of climate change. The South West Nature Map shows the best areas to maintain and expand (through restoration and/or re-creation) terrestrial wildlife habitats at a landscape scale. It is important to stress that land outside of the Nature Map areas also contains wildlife sites and species that are important in their own right. There are many different tools and mechanisms in place that contribute to their conservation, and Nature Map is a significant addition to the wider strategy for biodiversity conservation in the region.

Nature Map was produced by the South West Regional Biodiversity Partnership. It selects landscape scale blocks of land, known as Strategic Nature Areas (SNAs), to improve habitat networks and to sustain wildlife within them. This was achieved through regional consultation using the best available biodiversity data, local expert knowledge and the South West Wildlife Trust's Rebuilding Biodiversity methodology. SNAs will contain a mosaic of habitats, building on existing core areas and co-existing with other land uses, such as agriculture and recreation. The principal rivers are also included on the Nature Map as important linear features for biodiversity.

The Partnership expects the Map to be used by the region's decision-makers, organisations and businesses to:

1. Identify where most of the major biodiversity concentrations are found and where targets to maintain, restore and re-create wildlife might best be met
2. Formulate sustainable choices for development, eg through Local Development Frameworks and the Regional Spatial Strategy
3. Assist in targeting the new Environmental Stewardship Scheme
4. Develop partnerships and projects for biodiversity in the region
5. Provide a focus for projects that will help biodiversity to adapt to climate change

The Partnership will use Nature Map to promote biodiversity conservation in the region, but success depends upon partners from all sectors creating the rich and fertile grounds in which biodiversity can flourish. Re-establishing biodiversity in the areas identified by Nature Map will require:

- Excellent support from nature conservation organisations to enable land owners and managers to take up the Nature Map challenge
- A shift in emphasis from a site based approach towards the wider landscape scale
- A strategic approach to forward planning and development control, in order to link, buffer and re-create wildlife habitats
- A focus on biodiversity outcomes, rather than detailed prescriptions for how these are delivered
- Blending the assets, skills, and imagination of different sectors to create effective local delivery partnerships
- Sustained resources from Government, the private sector and voluntary bodies

Following these principles through the use of the Nature Map will make a significant contribution to sustainable development in the South West.

APPENDIX 2

Sub Regional Allocations for Waste Capacity

This Appendix provides capacity allocations for the main waste streams for each sub-region for the years 2010, 2013 and 2020.

These figures are based on the assumption that each sub-region will be self sufficient in waste management facilities to manage waste produced in that sub-region.

Table 1 Municipal Waste - Annual Municipal Waste Management Capacities for Landfill Directive Target Years

Target Year	Sub-Region	Minimum Source Separated ¹ (000s t/annum)	Maximum Secondary Treatment ² (000s t/annum)	Maximum Landfill ³ (000s t/annum)
2010	Former Avon	230	150	300
	Cornwall	120	80	150
	Devon	310	210	410
	Dorset	210	140	270
	Gloucestershire	130	80	160
	Somerset	140	90	180
	Wiltshire	180	120	240
	Totals	1,320	870	1,710
2013	Former Avon	280	220	240
	Cornwall	140	110	120
	Devon	380	300	310
	Dorset	250	200	210
	Gloucestershire	150	120	130
	Somerset	170	130	140
	Wiltshire	220	180	190
	Totals	1,590	1,260	1,340
2020⁴	Former Avon	310	370	120
	Cornwall	150	190	60
	Devon	410	500	150
	Dorset	270	330	100
	Gloucestershire	170	200	60
	Somerset	180	220	70
	Wiltshire	240	290	90
	Totals	1,730	2,100	650

¹ Source separated waste includes all municipal and household waste collected and segregated by material at source such as kerbside collection, bring banks and Household Waste Recycling Centres. It also includes separated organic materials sent direct to composting and anaerobic digestion systems.

² Secondary treatment is indicative of the types of technologies known and near market to treat the mixed residual waste streams from households. It necessarily includes mechanical and biological treatment methods, MBT and thermal treatment systems from conventional incineration to potential gasification and pyrolysis plants.

³ Landfill figures are maximum assuming primary recycling and secondary treatment divert sufficient quantities of the biodegradable fraction of municipal waste from landfill to meet the requirements of the Landfill Directive as implemented by The Waste and Emission Trading Act and the draft Local Authority Trading Scheme Regulations.

⁴ Figures to 2020 are included for reference. The extended length of the plan period means these figures will be revised and reviewed particularly when the impact of further proposed waste policy measures such as Extended Producer Responsibility become known.

Table 2 Commercial and Industrial Waste - Annual Commercial and Industrial Waste Management Capacities for Target Years

Year	Sub-Region	Recycling/Re-use (000s t/annum) ⁵	Recovery (000s t/annum) ⁶	Landfilled (000s t/annum)
2010	Former Avon ⁷	420-460	220-240	470-515
	Cornwall	160-170	80-90	175-195
	Devon	420-460	220-240	460-505
	Dorset ⁸	240-260	120-140	260-290
	Gloucestershire ⁹	260-280	150-180	285-315
	Somerset	240-260	120-140	260-290
	Wiltshire	260-290	140-150	290-320
	Totals	2,000-2,180	1,050-1,180	2,200-2,430
2013	Former Avon	440-490	280-310	390-430
	Cornwall	170-190	100-120	150-160
	Devon	440-490	270-300	380-420
	Dorset	250-280	160-170	220-240
	Gloucestershire	270-300	170-190	240-260
	Somerset	250-280	160-170	220-240
	Wiltshire	280-300	170-180	240-270
	Totals	2,100-2,330	1,310-1,440	1,840-2,020
2020	Former Avon	490-530	430-470	190-200
	Cornwall	180-200	160-180	70-80
	Devon	480-520	430-460	190-200
	Dorset	280-300	240-260	110-120
	Gloucestershire	300-320	260-290	110-120
	Somerset	270-300	240-260	110-120
	Wiltshire	300-330	270-290	120-130
	Totals	2,300-2,500	2,030-2,110	900-970

⁵ This category includes all materials that are source separated eg paper, metals and potentially organic materials. The total figures necessarily include a proportion of material sent direct to reprocessors outside the region.

⁶ This category is broad and includes all materials and waste sent to treatment and waste transfer facilities. Again this includes materials sent to specialist facilities outside the region, eg hazardous waste incineration. A detailed analysis of baseline data is available in the Environment Agency's SWMA South West Region 2000.

⁷ Recent work commissioned and accepted by the combined authorities has considered that there will be a reduction of 2% per annum in waste growth that exceeds that currently modelled in this Strategy document.

⁸ Dorset County Council Plan figures have grouped construction and demolition wastes in the commercial sector and hence figures will differ.

⁹ Gloucestershire County Council has followed a 'managed' waste model for this waste stream. Figures presented in their Waste Local Plan are significantly lower because they do not necessarily capture waste managed outside the region or directly recycled and reused.

APPENDIX 3

Multiple Deprivation in the South West

Table 1

	Local Authority	SOAs in the Most Deprived 20% in England		
		Number	% of the South West total	Cumulative %
1	Bristol, City of	69	24.8	24.8
2	Plymouth	45	16.2	41.0
3	Bournemouth	19	6.8	47.8
4	Swindon	17	6.1	54.0
5	Gloucester	15	5.4	59.4
6	North Somerset	12	4.3	63.7
7	Torbay	12	4.3	68.0

Table 2

	Local Authority	Rank of SOA Data Relative to All English LAs		
		Rank of Average SOA Score	Rank of Average SOA Rank	Rank of Concentration
1	Penwith	56	34	89
2	Bristol, City of	67	68	34
3	Plymouth	76	84	66
4	Kerrier	87	63	114
5	Restormel	93	72	144
6	Torbay	94	89	119
7	Bournemouth	95	96	103

GLOSSARY OF TERMS

This Glossary of Terms is intended as a user friendly guide to explain common planning terms as well as defining some other terms which feature in the Regional Spatial Strategy. It does not necessarily provide the legal definition of each term as set out in

statute or national planning policy statements or guidance. This Glossary includes excerpts from the Planning Portal (www.planningportal.gov.uk) which provides an extensive online Glossary document of planning and related terms.

Acronym	Term	Explanation (where necessary)
	Affordable Housing	Definition of 'affordable' as given in Annex A of the Consultation Paper on a New Planning Policy Statement 3 (PPS3) - Housing (ODPM, December 2005): "Non-market housing provided to those whose needs are not met by the market, for example, homeless persons and key workers. It can include social-rented housing and intermediate housing. Affordable housing should: meet the needs of eligible households, including availability at low enough cost for them to afford determined with regard to local incomes and local house prices, and include provision for the home to remain at an affordable price for future eligible households, or if a home ceases to be affordable, any subsidy should generally be recycled for additional affordable housing provision".
AMR	Annual Monitoring Report	A report submitted to the Government by Local Planning Authorities or regional planning bodies assessing progress with, and the effectiveness of, a Local Development Framework or Regional Spatial Strategy.
AONB	Area of Outstanding Natural Beauty	An area of high landscape value of designated national importance, within which the conservation and enhancement of its natural beauty is the priority. PPS7 provides national policy guidance for AONBs.
AQMA	Air Quality Management Area	The system which requires local authorities to identify and take action to tackle any air quality problems arising from key pollutants.
BMV	Best and Most Versatile Land	Defined as land in grades 1, 2 and 3a of the Agricultural Land Classification. PPS7 provides national policy guidance for BMV Land.
	Biodiversity	Biological diversity in the environment, indicated by the numbers of different species of plants and animals in a given habitat or area.
BREEAM	Building Research Establishment Environmental Assessment Method	A way of assessing the environmental performance of both new and existing buildings.
CPR	Camborne, Pool, Redruth	Three closely linked towns in the west of Cornwall.
CO₂	Carbon Dioxide	Increased emissions of this gas are believed to be one of the major causes of climate change.

Acronym	Term	Explanation (where necessary)
	Carbon Footprint	A representation of the effect human activities have on the climate in terms of the total amount of greenhouse gases produced (measured in units of carbon dioxide).
	Characterisation	Characterisation is a tool for examining a place to identify its essential qualities and character. It helps to build understanding of a settlement or area's historic environment – including its topography, landscape setting, archaeology, architecture, spaces and design features. An understanding of how these elements manifest themselves should help inform the process of sustainably managing change, helping to enhance local characteristics instead of undermining them. Further information can be found at: www.landscapecharacter.org.uk or www.english-heritage.org.uk
	Climate Change	Commonly used term to imply a significant change over time in global, national and local climate, primarily as a result of man-made greenhouse gas emissions. Previously, climate change has been used synonymously with the term global warming; scientists now, however, tend to use the term in the wider sense to also include natural changes in climate.
CAP	Common Agricultural Policy	The agricultural policy implemented by the European Union in member countries.
	Community Capacity Building	Building up the skills and resources of members of a community, in order to enable them to contribute effectively to the regeneration of their own area.
	Community Partnership Approach	An approach which works in partnership with the local community.
	Community Strategy	A strategy prepared by a local authority to improve local quality of life and aspirations, under the Local Government Act 2000.
	Convergence	EU funding stream which is set to replace Objective 1 in 2007.
	Cultural Assets/ Cultural Infrastructure	Places such as theatres, churches, museums, cultural centres and art galleries, gathering places for artists and the community. Critical for the development of identity and shared values needed for social cohesion.
DEFRA	Department for Environment Food and Rural Affairs	Government department with the core objective of improving the current and future quality of life by integrating sustainable development, environmental, social and economic policy.
DfT	Department for Transport	Government department with the core objective of overseeing the delivery of a reliable, safe and secure transport system that responds efficiently to the needs of individuals and business whilst safeguarding the environment.

GLOSSARY OF TERMS

Acronym	Term	Explanation (where necessary)
DPD	Development Plan Document	Development Plan Documents are prepared by Local Planning Authorities and outline the key development goals of the Local Development Framework. Development Plan Documents include the core strategy, site-specific allocations of land and, where needed, Area Action Plans. There will also be an adopted proposals map which illustrates the spatial extent of policies that must be prepared and maintained to accompany all DPDs.
	Ecological Footprint	The area of land and water which is required to support a defined economy or human population at a specified standard of living indefinitely, using prevailing technology. A study of the Ecological Footprint of the South West is available from www.steppingforward.org.uk
EFZ	Economic Functional Zones	Overlapping zones defining the basic economic geography of the South West. Adjacent areas with common economic characteristics constitute these zones.
	Ecosystem Approach	Focuses on the ecosystem as a whole, composed of living organisms, communities and the physical environment in a particular area, which forms the basic unit of nature. Ecosystem boundaries can be defined through many possible criteria and scales, but they make up a self-contained system, which is self-supporting in terms of energy flow.
	Environmental Limits	Respecting the limits of the planet's environment, resources and biodiversity – to improve our environment and ensure that the natural resources needed for life are unimpaired and remain so for future generations.
	European Interreg IIIB	A European programme funding inter-regional planning studies.
	European Objective 1	EU funding stream aimed at reducing disparities by promoting sustainable economic development in areas which are seriously lagging behind others or are in decline. To be superseded by Convergence in 2007.
EU	European Union	A union of 25 independent states based on the European Communities and founded to enhance political, economic and social co-operation. Formerly known as European Community (EC) or European Economic Community (EEC).
FTE	Full Time Equivalent	Comprising the sum of full and part time jobs.
	Functionality	The approach adopted in the Draft RSS for identification of the most significant settlements in the South West, based on their role and function rather than simply their population.

Acronym	Term	Explanation (where necessary)
	Future Proofing	Actions which are needed to ensure that development takes into account predicted future conditions, for example, by being built to adapt to potential climate change impacts.
	Green Belt	Areas of land designated in development plans within which the fundamental aim is to prevent urban sprawl by keeping that land permanently open.
GI	Green Infrastructure	Strategic networks of accessible, multifunctional sites (including parks, woodland, informal open spaces, nature reserves and historic sites) as well as linkages (such as river corridors and floodplains, wildlife corridors and greenways). These contribute to peoples well-being, and together comprise a coherent managed resource responsive to evolving conditions.
GOSW	Government Office for the South West	GOSW represents Central Government in the South West region.
	Greenfield Site	Land previously in agriculture or non-urban/industrial use or which has not been damaged by a previous use.
	Greenhouse Gases	A range of gases, including carbon dioxide and methane, which contribute to the greenhouse effect or global warming.
GVA	Gross Value Added	The difference between output and intermediate consumption for any given sector/industry. That is the difference between the value of goods and services produced and the cost of raw materials and other inputs which are used up in their production.
HGV	Heavy Goods Vehicles	A form of road freight.
Radioactive HLW/ILW/LLW	High Level Waste/ Intermediate Level Waste/Low Level Waste	Different categories of radioactive waste depending on how much radiation is emitted.
HMA	Housing Market Areas	A geographical area which is relatively self-contained in terms of reflecting people's choice of location for a home, ie most people settling in the area will have sought a house only in that area.
	Iberian Peninsula	Spain and Portugal.
IMD	Index of Multiple Deprivation	A ward-level index made up by the following indicators: housing; geographical access to services; health deprivation and disability; education; skills and training; income; and employment.
IRS	Integrated Regional Strategy	' <i>Just Connect!</i> ' is the South West's Integrated Regional Strategy, which sets out our shared aims and ambitions.

GLOSSARY OF TERMS

Acronym	Term	Explanation (where necessary)
	Inter-regional	A comparison or connection between regions.
	Intra-regional	A comparison or connection between areas within a region.
JSA	Joint Study Area	The larger and functionally most complex cities and towns are the places where more detailed sub-regional strategies are needed. To enable sub-regional strategies to be developed a number of JSA studies were carried out, led by the strategic authorities.
	<i>'Just Connect!'</i>	The Integrated Regional Strategy (IRS) for the South West.
LAAs	Local Area Agreements	LAAs are voluntary, three-year agreements between central Government, local authorities and their partners, which seek to deliver national outcomes in a way that reflects local priorities.
	Landscape Scale	Does not focus merely on designated landscapes, and can vary in size from a relatively small patch of woodland, to a large expanse of lowland grassland. Landscapes are perceived from the way different components of the natural and cultural environment, and impacts of land use, both historical and current, interact together. Landscape scale projects include a number of habitats and features.
	Larger Scale Development	For the purpose of Policies G, RE5 and W4, 'larger scale development' proposals include significant urban regeneration projects covering new build, refurbishment, conversion and change of use and are defined in line with the ODPM Form PS2 definition, used for reporting general developments, as: for dwellings, the development of 10 or more dwellings or sites of more than 0.5 ha if the number is not given; for all other uses, where the floor space will be 1,000 square metres or more or the site is 1ha or more. Floor space is defined as the sum of floor area within the building measured externally to the external wall faces at each level. Basement car parks, rooftop plant rooms, caretaker's flats etc should be included in the floorspace figure.
LDDs	Local Development Documents	These include Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents (which do not form part of the statutory development plan). LDDs collectively deliver the spatial planning strategy for the Local Planning Authority's area.
LDF	Local Development Framework	The Local Development Framework is a non-statutory term used to describe a folder of documents, which includes all the local planning authority's LDDs. An LDF is comprised of Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents. The LDF will also comprise: the Statement of Community Involvement; the Local Development Scheme; and the Annual Monitoring Report.

Acronym	Term	Explanation (where necessary)
LPA s	Local Planning Authorities	There are 47 Local Planning Authorities in the South West - comprising 35 District Councils, nine Unitary Authorities, two National Park Authorities and the Council of the Isles of Scilly.
LSP s	Local Strategic Partnerships	A single non-statutory, multi-agency body, which matches local authority boundaries, and aims to bring together at a local level the different parts of the public, private, community and voluntary sectors to a set of common purposes.
LTP	Local Transport Plan	Five-year integrated transport strategies, prepared by County Councils and Unitary Authorities in partnership with the community. The plan sets out the strategy and programme required for delivery of the targets identified in the LTP. LTPs need to be consistent with the policies and priorities set out in the Regional Transport Strategy as an integral part of the Regional Spatial Strategy.
	Market Towns	Small to medium-sized towns that are rural service, social and economic centres. Most also hold or held a regular market.
MPA s	Mineral Planning Authorities	County and Unitary Councils, responsible for planning control over mineral working within their areas, together with producing minerals LDDs.
	Modal Shift	A change between use of one transport mode to another by an individual, group or the wider community.
MWe/MWth/CHP	MegaWatts of electricity/ MegaWatts thermal/ Combined Heat and Power	Units of energy.
Mt	Million Tonnes	Unit of weight.
NP	National Park	National Parks are designated under the National Parks and Access to the Countryside Act 1949. Their aims are to conserve and enhance the natural beauty, wildlife and cultural heritage they contain, and to promote opportunities and enjoyment by the public of the areas they cover. An independent National Park Authority administers each Park.
NSC	New Swindon Company	The Urban Regeneration Company for Swindon.
ODPM	Office of the Deputy Prime Minister	Government department with the core aim to create prosperous, inclusive and sustainable communities for the 21st Century, places where people want to live, that promote opportunity and a better quality of life for all.

GLOSSARY OF TERMS

Acronym	Term	Explanation (where necessary)
	Plan, Monitor, Manage	It is an essential feature of the 'Plan, Monitor, Manage' approach that housing requirements, and the ways in which they are to be met, should be kept under regular review. The planned level of housing provision and its distribution should be based on a clear set of policy objectives, linked to measurable indicators of change. These indicators should be monitored and reported in the RPBs' annual monitoring report. Such monitoring should be the basis on which the RPB periodically reviews and rolls forward its housing strategy. Reviews should occur at least every five years and sooner, if there are signs of either under or over provision of housing land.
PPG	Planning Policy Guidance	Issued by central Government setting out its national land use policies for England on different areas of planning. These are gradually being replaced by Planning Policy Statements.
PPS	Planning Policy Statement	Issued by central Government to replace the existing PPG notes in order to provide greater clarity and to remove from national policy advice on practical implementation, which is better expressed as guidance rather than policy.
RAWP	Regional Aggregates Working Party	Provides specialist advice on minerals to the RPB. Comprises MPAs, regional bodies, ODPM and industry representatives.
RDA	Regional Development Agency	Set up in each of the English regions as non-departmental public bodies. Their primary role is to be strategic drivers of regional economic development in the regions. The RDAs aims are to: co-ordinate regional economic development and regeneration; enable the regions to improve their relative competitiveness and; reduce the imbalances that exist within and between regions.
RES	Regional Economic Strategy	Statutory strategy produced by the RDA providing a regional framework for economic development, skills and regeneration.
RHB	Regional Housing Body	Identifies the priorities for housing in the South West and makes recommendations to Ministers on the allocation of capital investment. Comprises key regional players in the delivery of housing and planning, chaired by GOSW.
RHS	Regional Housing Strategy	The RHS prioritises the housing needs of the region (by locations and/or types of expenditure) to allow decisions to be taken on how housing resources should be allocated within the region. This provides a regional context for local authorities in drawing up their own housing investment programmes.
RPB	Regional Planning Body	The South West Regional Assembly is the Regional Planning Body for the South West.
RPG 10	Regional Planning Guidance 10	The forerunner to the Regional Spatial Strategy.

Acronym	Term	Explanation (where necessary)
RSS	Regional Spatial Strategy	Statutory Strategy produced by the RPB under the Planning and Compulsory Purchase Act 2004. In future, the published RSS and DPDs will form the statutory development plan.
RSDF	Regional Sustainable Development Framework	A high-level document that sets out a vision for sustainable development in each region, and the region's contribution to sustainable development at the national level.
RTAB	Regional Technical Advisory Board	Provides specialist advice on waste to the RPB. Comprises officers from waste authorities, regional bodies, industry, environment and community recycling sector representatives.
RTS	Regional Transport Strategy	The RTS is part of the statutory RSS. It identifies the key transport issues for the region and outlines the policies and priorities for transport investment in response to those issues.
RWRS	Regional Water Resources Strategy	Produced by the Environment Agency. See: www.environment-agency.gov.uk/commondata/acrobat/wr_sw.pdf
RWFF	Regional Woodland and Forestry Framework	Produced by the Forestry Commission. See: www.forestry.gov.uk/forestry/infod-67ecty
	Retail Catchment Areas	An area in which shops provide most of the services to their population.
S106	Section 106 Agreement	A legal agreement under Section 106 of the 1990 Town and Country Planning Act. Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.
	Scalpings	Low specification materials generated during the quarrying and/or production process of aggregates, normally sold off cheaply due to limited scope for their use.
	Sequential Test	A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites.
SMPs	Shoreline Management Plans	Shoreline Management Plans set out the future plans for the coast, taking a holistic approach which includes all authorities responsible for planning at the coast. The plan brings together information relating to coastal issues such as flooding, defences, erosion and social, economic and environmental needs.

GLOSSARY OF TERMS

Acronym	Term	Explanation (where necessary)
	Social Capital	Defined by the Organisation for Economic Co-operation and Development (OECD) as "...networks, together with shared norms, values and understandings which facilitate co-operation within or among groups".
	South East Dorset Conurbation	Area comprising Bournemouth, Poole and Christchurch and their immediate hinterland, including Wimborne Minster, Colehill, Ferndown, Verwood, St Leonard's, West Moors and Wareham.
	Stakeholder	Individuals or organisations who have an on-going concern in regional planning issues.
	Stent	Part of the waste product of the China Clay Industry and consists of 'waste rock'. The other by-product is 'Tip Sand', a sand which can be used as a secondary aggregate.
	Strategic Authorities	Authorities defined under Section 4/4 of the Planning and Compulsory Purchase Act 2004 (County Councils, Unitary Authorities and National Park Authorities) which can provide formal advice to the RPB on sub-regional matters to potentially inform the Draft RSS.
SEA	Strategic Environmental Assessment	An environmental assessment of certain plans and programmes, including those in the field of planning and land use, which complies with the EU Directive 2001/42/EC.
SSA	Strategic Sustainability Appraisal	An assessment of the impacts of a strategy on environment, social well-being and economy. A 'check' of whether or not the RSS policies are likely to support sustainable development in the region. Taken to mean a sustainability appraisal process which also complies with the requirements of the SEA Directive (see above).
	Strategic Transport Authorities	Those authorities responsible for producing LTPs (County Councils and Unitary Authorities).
SSCTs	Strategically Significant Cities and Towns	Cities and towns that have been identified as playing a critical strategic role regionally or sub-regionally.
	Sub-region	A large area potentially covering many local authorities throughout which particular sub-regional issues/policies may apply.
SOA	Super Output Area	A unit of geography designed to improve the reporting of small area statistics in England and Wales.

Acronym	Term	Explanation (where necessary)
	Sustainability or Sustainable Development	The simple idea of ensuring a better quality of life for everyone, now and for generations to come. A widely used international definition is “development which meets the needs of the present, without compromising the ability of future generations to meet their own needs”.
	Sustainable Communities	Places where people want to live and work, now and in the future.
	Sustainable Communities Plan	A programme issued by the Government to set the framework for delivering sustainable communities over the next 15-20 years. The main areas of focus are housing supply, new growth areas, a decent home for all, the countryside and local environment.
	Sustainable Construction	New building and refurbishment that promotes environmental, social and economic gains now and for the future. It involves the use of design and construction methods and materials that are resource efficient and that will not compromise the health of the environment or the associated health of building occupants, builders, the general public or future generations.
TWA	<i>‘The Way Ahead’</i>	The region's Sustainable Communities Plan.
TTWA	Travel To Work Area	Zones in which the bulk of the resident population also work.
UA	Unitary Authorities	Responsible for all the local government services delivered in their area.
	Urban Extension	The planned expansion of a city or town that can contribute to creating more sustainable patterns of development when located in the right place, with well-planned infrastructure including access to a range of facilities, and when developed at appropriate densities.
URCs	Urban Regeneration Companies	Dedicated bodies through which different people combine to co-ordinate the delivery of urban regeneration projects such as major mixed-use developments.
WPAs	Waste Planning Authorities	The local authority responsible for waste development planning and control in an area, and for producing waste LDDs. They are County Councils or Unitary Authorities.
WHS	World Heritage Site	A cultural or natural site of outstanding value designated by the International Council on Monuments and Sites (ICOMOS).



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