

West Midlands Regional Spatial Strategy

Phase Two Revision - Draft

**Preferred Option**

**December 2007**



West Midlands  
**Regional Assembly**  
Speaking out for the region

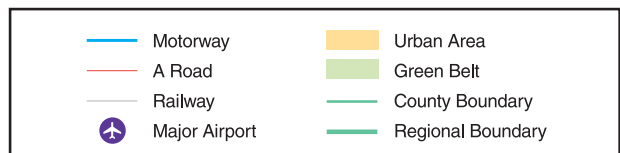
# The West Midlands Region



This diagram represents key elements of policy in diagrammatic form only. It should not be used to determine detailed land use boundaries or potential scheme alignments.

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*The existing West Midlands Regional Spatial Strategy (WMRSS) was originally published as Regional Planning Guidance for the West Midlands (RPG11) in June 2004. When publishing the document, the Secretary of State indicated that an early review of certain aspects of the document needed to be undertaken (see para 1.33). The subsequent revision of the WMRSS has been taken forward in three phases. Further information about the phased WMRSS Revision can be found at [www.wmra.gov.uk](http://www.wmra.gov.uk).*

*This document only incorporates the amendments that are proposed as part of the WMRSS Phase Two Revision. It does not incorporate the Secretary of State's Proposed Changes for the Phase One Revision – The Black Country which were published for consultation in September 2007.*

*The Phase Two Revision has resulted in proposals for both the deletion and amendment of existing WMRSS policies and supporting text and also the inclusion of new policies and text. New or amended policies and text have been highlighted throughout the document in red italics but deletions are not shown. This document should therefore be read alongside the current WMRSS to determine where existing policies and text have been deleted.*

*It should be noted that only selected chapters, or parts of chapters, have been revised as part of the Phase Two Revision Draft, namely:*

- ▶ Chapter 2: partially revised to include four new crosscutting policies relating to Climate Change, Sustainable Communities, Sustainable Construction and Improving Air Quality for Sensitive Ecosystems*
- ▶ Chapter 3: partially revised to amend and further strengthen this Spatial Strategy chapter*
- ▶ Chapter 6: re-written to include new policies and supporting text and completely replaces the existing Communities for the Future chapter*
- ▶ Chapter 7: partially revised in relation to the provision of employment land and retail and office floorspace in town and city centres*
- ▶ Chapter 8: revision only of Part 4 – Waste Policies*
- ▶ Chapter 9: partially revised focusing on four policies - Strategic Park and Ride, Car Parking Standards, Demand Management and Airports, plus an update of Policy T12 - Transport Priorities for Investment*
- ▶ Chapter 10: partially revised, including a revised monitoring framework.*

*Other chapters, or parts of chapters, have not been revised other than updating the reference 'Regional Planning Guidance' or 'RPG' to 'West Midlands Regional Spatial Strategy' or 'WMRSS' and an update of cross-reference to revised Chapters.*



# Chapter 1

## Introduction





# Introduction

## ***The Purpose of the West Midlands Regional Spatial Strategy***

- 1.1 The main purpose of the *West Midlands Regional Spatial Strategy (WMRSS)*, which incorporates the Regional Transport Strategy (RTS), is to provide a Spatial Strategy to guide the preparation of local authority development plans and local transport plans so that they can deliver to a coherent framework for Regional development. When using this *WMRSS* it is important to consider the document as a whole. Many policies (eg environment) are cross-cutting and therefore apply across all other policy areas.
- 1.2 Local authorities in preparing their development plans and local transport plans must take the *WMRSS* into account. The *WMRSS* may also be material to decisions on individual planning applications and appeals.
- 1.3 As a Spatial Strategy, it will also inform the development of strategies and programmes of other public agencies and service providers including those involved in health, education, skills and learning, and crime reduction. It will also provide the longer-term planning and land use framework for the Regional Economic Strategy (RES) prepared by Advantage West Midlands (AWM).
- 1.4 One of the key features of *the WMRSS* is the role that it plays in addressing the links that exist between economic, social and environmental issues and the importance of adopting an integrated policy approach in response. It is particularly at the Regional level where the spatial inter-relationship between many of these issues becomes apparent along with their implications for the principles of sustainable development.

## **The Process - Developing the WMRSS**

- 1.5 Draft Regional Planning Guidance for the West Midlands Region was issued by the West Midlands Local Government Association (WMLGA) in November 2001 and was the culmination of an extensive and inclusive process.
- 1.6 A public examination was held before an independent Panel, which considered selected matters in June and July 2002. The Panel Report was published in October 2002. The Secretary of State considered their recommendations in preparing the Proposed Changes which were published in September 2003 for consultation. The consultation ended in December 2003 and the Secretary of State has considered the responses in preparing this document. The changes are explained in the supporting statement 'Summary of Public Consultation Responses to the Proposed Changes and Schedule of Changes to Final RPG for the West Midlands'.

## **The Context for the WMRSS**

### **The Nature of the West Midlands Region**

- 1.7 The West Midlands is a Region of great diversity ranging from Major Urban Areas (MUAs) to sparsely populated rural areas. This diversity is also reflected in the nature of its population, with a wide range of multi-cultural communities. Combined with the variety of business, employment and skills, this creates major opportunities for the future. The challenge for the Region is to use this diversity as one of its key strengths.



# Introduction

- 1.8 Centrally located within England, the Region covers some 13,000 square kilometres and is home to around 5.3 million people. Within the Region there are seven Metropolitan District Councils, three Unitary Authorities, four Shire Counties and 24 District Councils.
- 1.9 At the centre of the Region is the West Midlands conurbation, made up of Birmingham, Solihull, and the Black Country local authorities of Dudley, Sandwell, Walsall and Wolverhampton. Birmingham continues to develop a high level European and international profile and this has brought wider benefits to the overall Region. The other MUAs are Coventry and the towns of the North Staffordshire conurbation in the Stoke-on-Trent and Newcastle-under-Lyme local authority areas. All of these areas have distinct characteristics and roles.
- 1.10 Within the shire counties, a network of towns and cities exist with complex inter-relationships, both with each other and with the MUAs. This is particularly so close to the West Midlands conurbation where towns such as Lichfield, Warwick/Leamington and Redditch have traditionally accommodated 'overspill' development needs. Challenging some of the thinking behind these traditional linkages has been central to the formulation of the Spatial Strategy.
- 1.11 The rural areas of the West Midlands continue to play an important role in the Region's economic, social and environmental fabric. There is great diversity within these rural areas which must be recognised and addressed. The remoter areas, particularly parts of Herefordshire, Shropshire and Worcestershire on the western side of the Region, have distinct needs partly arising from high levels of deprivation and low population densities.

## The Polycentric Framework for the West Midlands

- 1.12 A study produced to inform this *WMRSS*, "A Polycentric Framework for the West Midlands"<sup>1</sup>, provides an understanding of the Region's functional areas and their inter-relationships. Although complex, some patterns are evident.
- 1.13 Of particular significance is the pattern of growing residential attractiveness (two key bands running from the periphery of Stoke-on-Trent to Shrewsbury and in a broken sweep from southern Coventry to Hereford) which is separated from the main areas of economic activity in the MUAs. Conversely, traditional industrial activity is often in areas that are not attractive, are losing population and could be considered as "vulnerable".
- 1.14 The new service and knowledge based economy is reinforcing some traditional economic centres with particular concentrations of knowledge based activity in Birmingham, Coventry and Stoke-on-Trent. However, a new pattern is also evident in a broad sweep around the south of the Region, matching to some extent the Coventry to Hereford area referred to above.
- 1.15 The implications of these patterns require further investigation. For example: the relationship between growing residential areas and economic activity; the ability to serve new patterns of economic activity by public transport and their effects on social exclusion; the relationship between shire and urban housing markets; and, more generally, how these patterns might be affected by the Milton Keynes/South Midlands growth area in the Sustainable Communities Plan.
- 1.16 In the light of this the Regional Planning Body (RPB) is encouraged to develop its polycentric approach further in order to better understand the functional inter-relationships between places within and, where appropriate, outside of the Region.

<sup>1</sup> A Polycentric Framework for the West Midlands, ECOTEC, 2000.



# Introduction

## The West Midlands within Europe

1.17 The West Midlands has an important position within Europe (Figure 1) at the crossroads of two Trans European Transport Network Routes (north/south and east/west). These have strategic significance in serving long distance land travel not only within England but also in connecting Eire, Northern Ireland, Scotland and Wales to mainland Europe via the south coast and the ports of the east coast.

1.18 The European Union's approach to spatial planning is set out in the European Spatial Development Perspective (ESDP). This includes three spatial planning objectives:

- development of a balanced and polycentric pattern of development and a new urban-rural relationship

- securing parity of access to infrastructure and knowledge

- sustainable development, prudent management and protection of natural and cultural heritage

1.19 With regard to the first objective, as set out above considerable attention has been given to exploring how the concept of polycentric or multi-centred development could be utilised.

1.20 More can be done to take forward some of the important aspects of the ESDP. Development plans and other Regional strategies will need to explore these issues further. This will be assisted by the Region's on-going involvement in the INTERREG

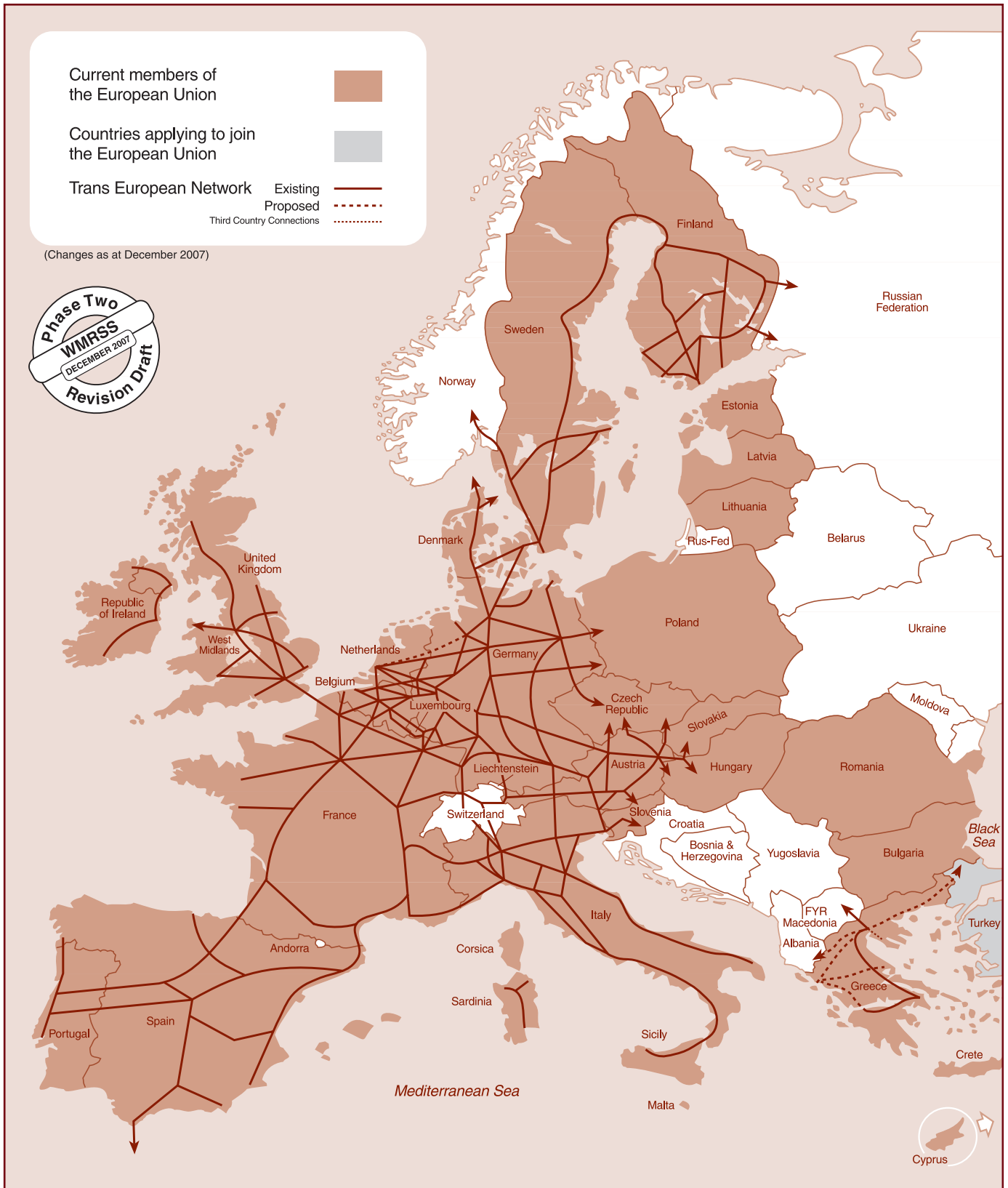
Community Initiative and associated projects including the further development of REGIS – a project looking at Regional geographic information systems, closely tied in to the monitoring of *the WMRSS*.

1.21 Involvement in these projects has involved trans-national co-operation with a range of regions across the EU and the Region is currently looking to see how it can become involved in the INTERREG III programmes building upon the benefits of previous participation. The West Midlands has also maintained an interest in the Spatial Vision for the North West Metropolitan Area and responded with a West Midlands perspective to the consultation carried out in early 2001.

1.22 European funds are important to the West Midlands, particularly European Regional Development Funds which will be necessary to help deliver some of the important aspects of *the WMRSS*. The Single Programming Document for Objective 2 funding (2000-2006) is therefore vitally important in terms of its relationship to *the WMRSS*.



**Figure 1 - The West Midlands within Europe - Trans European Network**





# Introduction

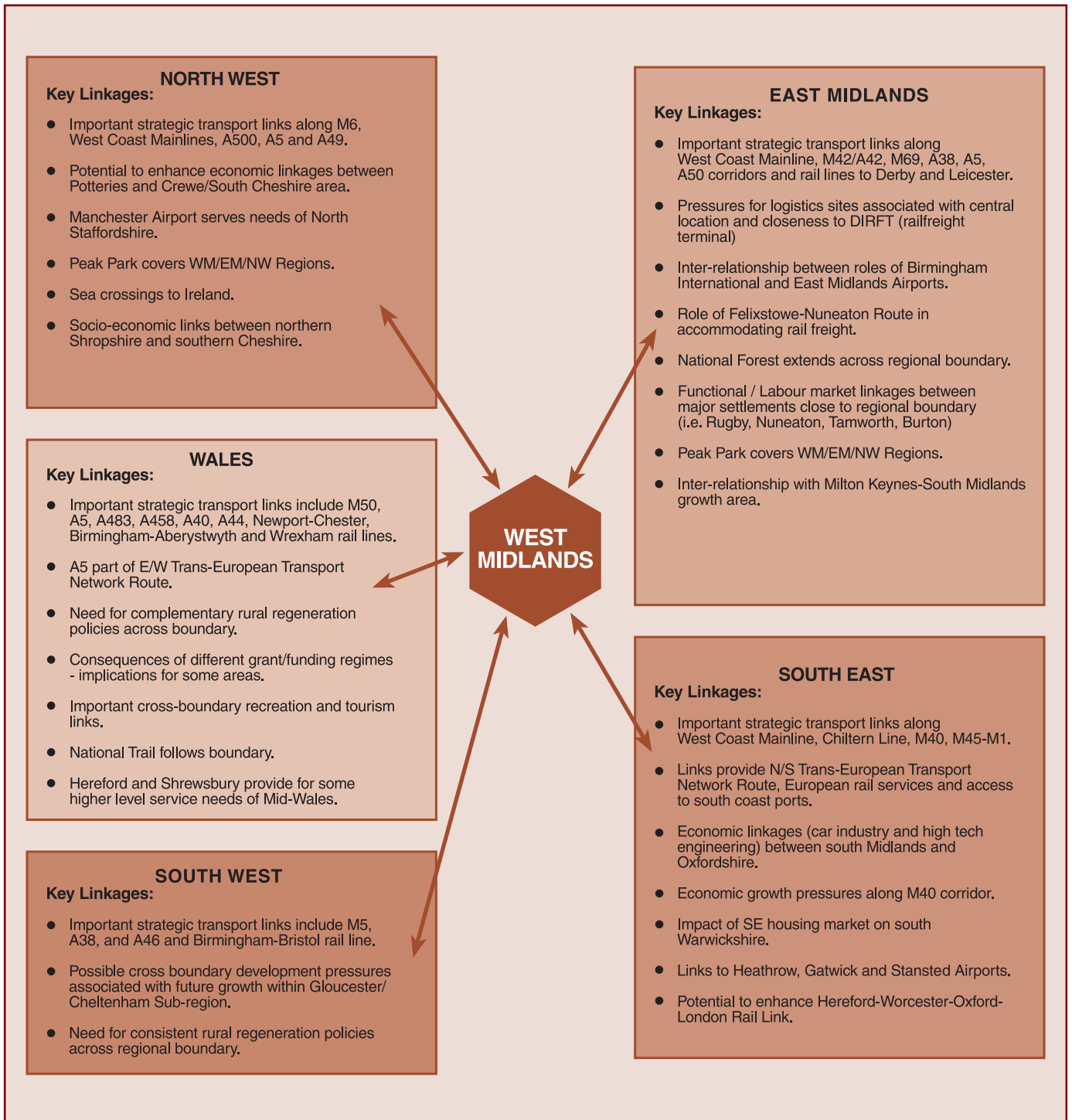
## The West Midlands within the UK

- 1.23 Preparation of this guidance has been guided by the national policy framework provided by Planning Policy Guidance, particularly PPG11, and other key policy documents and plans including the National Sustainable Development Strategy.
- 1.24 It is important to develop consistent and complementary spatial policy between adjoining regions. In the case of the West Midlands, there are significant functional links with the East Midlands, North West, South East, South West and Wales and a summary of these linkages is identified in Figure 2. This demonstrates how the West Midlands lies at the crossroads of national transport networks and it is clear that access along them must be maintained if Regional and national economic competitiveness is to be supported.
- 1.25 Cross-boundary linkages have been taken into account particularly for matters relating to future transport policies and their inter-relationship with proposed patterns of development.
- 1.26 These external functional linkages should be examined more closely and where appropriate cross boundary sub-regions identified. In particular the nature of the relationship between the south-eastern part of the Region and the Milton Keynes - South Midlands growth area, identified in the Sustainable Communities Plan, will need to be investigated. This should inform both the review of this guidance and the detailed development proposals in the growth area. The impacts of any other major proposals in adjoining regions will also need to be similarly considered as they arise.

## Planning in Partnership - Other Strategies within the West Midlands

- 1.27 This guidance sets out a fundamental change of policy direction which, to be successful, will require support from a wide range of partners.
- 1.28 It sets out a longer-term spatial policy perspective, to complement and give further direction to national and Regional strategies. Foremost among these are Sustainable Communities: building for the future, Planning Policy Guidance, the Regional Economic Strategy (RES) and the Framework for Regional Employment and Skills Action, the Regional Housing Strategy, the Regional Cultural Strategy, the Regional Sustainable Development Framework and the programmes of the major spending agencies within the Region, including health and education.

**Figure 2 - Inter-regional Relationships**





# Introduction

- 1.29 With regard to economic development, the relationship between *the WMRSS* and the RES is a critical one. As well as the former assisting the delivery of the latter, it is important that the RES now operates within and alongside the long-term spatial planning context of this guidance.
- 1.30 In wider terms the RPB should promote the Spatial Strategy and vision more generally, encouraging these to be adopted more widely across the Region by other public, private and voluntary agencies working together in partnership to common ends.
- 1.32 A particularly important study is underway for the Black Country to assist in resolving the many inter-connected issues affecting this part of the Region. This will advise on a broad range of issues including regeneration priorities, the strategic role of town centres and Merry Hill, urban capacity, identification of employment land, scope for environmental and town centre improvements, and ways of improving access to regeneration sites particularly on the eastern side of the Black Country. This Study should be completed by summer 2005 and feed into a subsequent review of this guidance.

## Future Reviews

- 1.31 It is recognised that this guidance does not fully accord with the advice in PPG11 on the scope and format of RPG11. At present it is insufficiently Regionally specific in places and therefore resorts to national policy. An early review of certain aspects of RPG11 will be undertaken in 2004/5 to develop particular issues identified in this guidance and make the document more Regionally specific and concise.
- 1.33 An indication of the other work areas that will need to be undertaken as part of future reviews is set out opposite:
- 1.34 The RPB will consider the priorities and programme for each of these elements, together with any other issues which need to be addressed in the transition of this guidance from RPG to a comprehensive Regional Spatial Strategy.





## Work areas to be undertaken in future reviews

Topic Area	Issue
General	<ul style="list-style-type: none"> <li>• Policies to be more Regionally specific</li> </ul>
Strategy	<ul style="list-style-type: none"> <li>• Black Country sub-regional Study (1.32)</li> <li>• Identification of inter-regional sub-areas (1.15)</li> </ul>
Rural Renaissance	<ul style="list-style-type: none"> <li>• Identify and prioritise the critical rural services for different parts of the Region (5.24)</li> </ul>
Communities for the Future	<ul style="list-style-type: none"> <li>• Identification of roles for each of the sub-regional foci</li> <li>• Assess the provision of replacement dwellings for cleared housing stock</li> <li>• Identification of previously developed land targets for 2011-2021</li> </ul>
Prosperity for All	<ul style="list-style-type: none"> <li>• Assessment of existing strategic employment land designations and identification of broad locations for additional provision (7.33)</li> <li>• Identification of number and broad location of Regional warehousing and distribution facilities</li> <li>• Identification of investment priorities within the strategic network of centres</li> </ul>
Quality of the Environment	<ul style="list-style-type: none"> <li>• Identification of Regionally significant assets and areas for improvement and enhancement as the focus for prioritising action (8.8)</li> <li>• Development of criteria for an integrated approach to consideration of wider benefits (8.8)</li> <li>• Identify strategic gaps in recreational provision (8.18)</li> <li>• Investigate agricultural land quality/distribution of development (8.39)</li> <li>• Identification of Regionally significant flooding areas (8.43)</li> <li>• Identification of Regionally significant poor air quality (8.46)</li> <li>• Identification of unacceptable and preferred areas for the location of particular energy technologies (8.52)</li> <li>• Study of Best Practicable Environmental Option (BPEO) for waste management in the region</li> <li>• Set targets and priorities for sub-regional waste management facilities</li> <li>• Assessment of facilities required to treat all major waste streams</li> <li>• Development of criteria for locating waste management facilities</li> </ul>
Transport and Accessibility	<ul style="list-style-type: none"> <li>• Identification of strategic park and ride sites</li> <li>• Implications of the Air Transport White Paper</li> <li>• West to East Midlands MMS</li> <li>• Parking Standards</li> <li>• Guidance on road user charging</li> </ul>
Monitoring and Implementation	<ul style="list-style-type: none"> <li>• Refinement of targets and indicators taking into account Monitoring Regional Planning Guidance – Good Practice on targets and indicators (when published).</li> </ul>





# Chapter 2

## Towards a More Sustainable Region





# Towards a More Sustainable Region

## Sustainable Development

2.1 *'Securing the Future', the government's national Sustainable Development Strategy (2005) sets out five guiding principles to help deliver a sustainable future for all:*

▼ *Living Within Environmental Limits*

▼ *Ensuring a Strong, Healthy and Just Society*

▼ *Achieving a Sustainable Economy*

▼ *Promoting Good Governance*

▼ *Using Sound Science Responsibly.*

## The Regional Vision

2.2 The *regional vision* of where the West Midlands should aim to be over the coming decades was established early in the *development of the WMRSS:*

"The overall vision for the West Midlands is one of an economically successful, outward looking and adaptable Region, which is rich in culture and environment, where all people, working together, are able to meet their aspirations and needs without prejudicing the quality of life of future generations."

2.3 This Vision incorporates the key theme within the Brundtland Report definition of sustainable development; that is meeting the needs of the present generation without compromising the ability of future generations to meet their needs.

2.4 Specifically the Vision looks forward to a Region:

- a) where there are opportunities for all to progress and improve their quality of life
- b) with an advanced, thriving and diverse economy occupying a competitive position within European and World markets
- c) where urban and rural renaissance is successfully being achieved
- d) with diverse and distinctive cities, towns, sub-regions and communities with Birmingham as a "*Global City*" at its heart
- e) which is recognised for its distinctive, high quality natural and built environment
- f) with an efficient network of integrated transport facilities and services which meet the needs of both individuals and the business community in the most sustainable way
- g) where all Regional interests are working together towards a commonly agreed sustainable future.





# Towards a More Sustainable Region

## Key Issues in the West Midlands

2.5 To realise the Regional Vision it is necessary to influence and manage some of the key underlying forces affecting the West Midlands. The Regional Sustainable Development Framework – *A Sustainable Future for the West Midlands (2006)* identified some of the key challenges *facing the West Midlands Region*:

- ▾ *the movement of people and jobs away from the major urban areas*
- ▾ *increasing social exclusion and deprivation in the central urban neighbourhoods*
- ▾ *increasing housing costs in rural communities, with pockets of deprivation particularly in more remote rural areas*
- ▾ *a shortage of affordable housing and significant problems with regard to the condition of housing, particularly in the private rented sector*
- ▾ *demanding national targets for new housing development*
- ▾ *growing demand for transport and increasing strain on the existing transport infrastructure*
- ▾ *lower economic growth than other regions in the UK and Europe, and a heavy reliance on manufacturing industry*
- ▾ *a high proportion of the workforce with low-level or no formal qualifications and*
- ▾ *growing impacts of climate change.*

2.6 For *the WMRSS*, this means:

- a) adopting positive measures to address the relative decline in the Regional economy in both urban and rural areas
- b) reversing the movement of people and jobs away from the Major Urban Areas (MUAs) and ensuring there is a greater equality of opportunity for all
- c) tackling road and rail congestion and
- d) achieving a more balanced and sustainable pattern of development across the Region, including *the* rural areas.

2.7 In spatial terms, it is particularly the outward movement of people and jobs away from the MUAs which is increasingly recognised as an unsustainable trend and one which provides the Region with a key challenge. The trend is seen as increasing the pressures on the environment, encouraging the development of greenfield sites, increasing the need for car-based travel and creating dangers of abandonment and greater social polarisation within the Region.

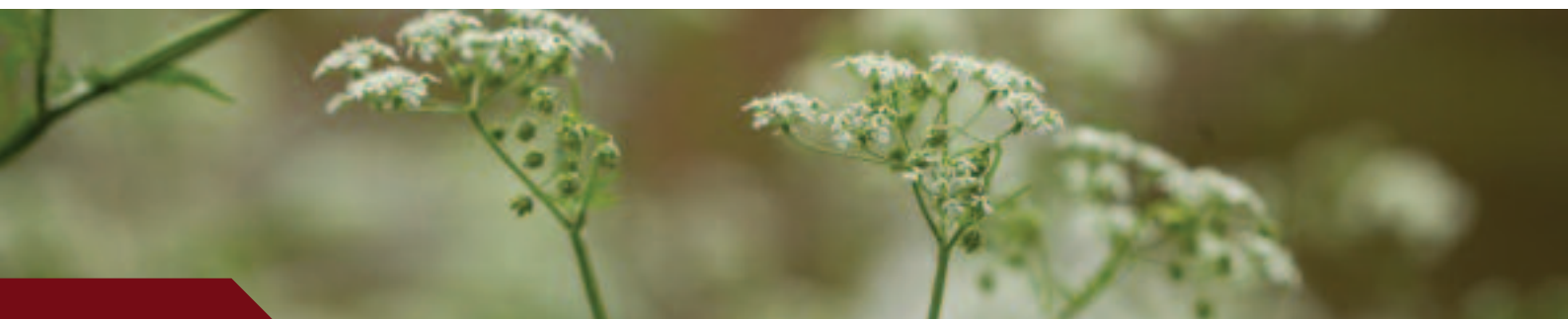
2.8 A clear sense of common purpose is needed to address decentralisation, supported by a holistic, integrated approach to policies which affect the distribution of people and activities across the Region. The long term Spatial Strategy for the West Midlands is a significant step in addressing this key challenge.



# Towards a More Sustainable Region

## **Sustainability Appraisal/Strategic Environmental Assessment**

- 2.9 *In the early stages of developing the WMRSS a framework of ‘guiding principles’ was established by partners to assist in balancing the government’s sustainable development objectives. These principles are outlined in Annex A.*
- 2.10 *Under Section 39(2) of the Planning and Compulsory Purchase Act 2004, a Sustainability Appraisal has become mandatory for Regional Spatial Strategies. A Sustainability Appraisal aims to promote sustainable development through the integration of social, economic and environmental considerations into plans, programmes and strategies.*
- 2.11 *Sustainability Appraisals (SA) have been carried out on the revision to the WMRSS, in line with government guidance. In particular, the Appraisal process has been developed in accordance with guidance for Regional Planning Bodies and Local Planning Authorities on Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (LDDs). The Sustainability Appraisals have also incorporated the guiding principles outlined in Annex A, those in the Regional Sustainable Development Framework and those set out in ‘Securing the Future’.*
- 2.12 *In-line with guidance, the Sustainability Appraisals have been designed to meet the requirements of EU Directive 2001/41, otherwise known as the Strategic Environmental Assessment (SEA) Directive.*
- SEA is a process for assessing and mitigating the negative environmental impacts of specific plans and programmes.*
- 2.13 *Additionally, a Habitat Regulation Assessment (HRA) has been carried out to comply with the provisions of the Habitats Directive, including appropriate assessment of the implications for European sites. Where relevant, the HRA’s recommendations are referred to in this and other chapters of the WMRSS. However, a number of the recommendations will be addressed through the WMRSS Phase Three Revision, including the consideration of a new policy to deal with diffuse air pollution, potential impacts from recreation and tourism and any necessary mitigation, the potential of Biodiversity Enhancement Areas to reverse fragmentation concerns, and amendments to Quality of the Environment policies.*
- 2.14 *Local authorities, in undertaking HRA of their LDDs, should consider the impacts of any development within 200 metres of European sites, which are sensitive to air pollution and from heavy vehicles operating on roads close to sites. Any proposals which are likely to cause land use change within 10 kilometres of the Wye Valley Woodland and Forest of Dean Bat sites, should require a HRA in order to protect their integrity. Authorities and tourism bodies should work together with Natural England to identify where tourism numbers or recreational provision could adversely affect European sites, and include appropriate mitigation in LDDs. Where sites cross regional or local boundaries, or development could impact on a site in another authority’s area, authorities must work jointly to assess the implications of development on such sites.*





# Towards a More Sustainable Region

## Climate Change

- 2.15 *The government considers that addressing climate change and adapting to its inevitable consequences is the greatest long-term challenge facing the world today. Addressing climate change is therefore a central part of achieving sustainable development.*
- 2.16 *The Stern Review makes it clear that human activity is changing the world's climate. As these changes deepen and intensify, there will be profound and rising costs for global and national prosperity, people's health and on the natural and built environment. Even with effective policies for reducing carbon emissions in place, the world will still experience significant implications as a result of climate change over the coming decades. This will result from the emissions of carbon dioxide and other greenhouse gases already released. The role of the WMRSS is to complement broader regional and local action on climate change and accelerate the contribution to lower carbon and well adapted places brought about through the application of sound planning strategy and policy.*
- 2.17 *The WMRSS sets out the contribution that spatial planning in the Region can make to achieving the government's targets and aspirations for reducing carbon dioxide emissions. It proposes a dual approach to addressing climate change, by enabling and promoting measures to reduce emissions, and ensuring new developments are adaptable to the changing climatic conditions likely to be experienced during their lifetimes.*
- 2.18 *Opportunities for mitigation include minimising emissions from new developments, developing and using renewable energy, reducing the need to travel, conserving resources and managing waste by alternative means to landfill. Climate change proofing of developments, designing and managing for risks associated with climate change, and enhancing and extending natural habitats will also be essential.*
- 2.19 *The Region has produced a Climate Change Action Plan, which sets out the actions required at regional level in the short term, including a review of regional and sub-regional targets for reducing greenhouse gas emissions. These targets will need to take account of the growth aspirations for the Region, and the emphasis on urban renaissance in the WMRSS, as well as the national imperative to reduce emissions.*
- 2.20 *Planning policies have a major role to play in tackling climate change, including contributing towards the national objective to reduce carbon dioxide emissions by 20% below 1990 levels by 2010 and by 60% from 1990 levels by 2050. The scale of change and development in the MUAs, which is necessary to meet the objectives of both economic and environmental transformation, and the proposed growth at the Settlements of Significant Development, provide an opportunity to make a significant contribution to the reduction in growth of carbon dioxide emissions. However, the scenario analysis undertaken by the Stockholm Environment Institute for the Region makes clear that only a combination of measures, including addressing the emissions from the Region's existing building stock, will deliver significant reductions. Whilst policies can help to reduce carbon dioxide emissions from transport,*





# Towards a More Sustainable Region

significant reductions may depend on the introduction of new technologies to cut vehicle emissions.

2.21 Inclusion of a new policy at the beginning of the WMRSS is intended to highlight the importance of climate change for the Region. However, in-line with government guidance, climate change considerations have been

integrated into the WMRSS, as set out in the Table below.

Additionally, the Sustainability Appraisal has also been used to identify and evaluate possible tensions or inconsistencies between current or likely policies in achieving national and regional climate change objectives.

## Climate change considerations integrated into the WMRSS

Consideration	Chapter/Policy
Promote sustainable communities	SR2, RR policies, QE3
Promote carbon neutral development and sustainable construction techniques	SR3, PA1
Promote on-site renewable energy generation in all new development	SR3, EN1
Focus new development on locations with good accessibility by means other than the private car	UR1, RR2, RR3
Help to create more sustainable communities through the appropriate scale, distribution and location of housing development	CF1, CF2, CF3
Encourage economic activities in locations that minimise environmental impact, including climate change emissions	PA1
Help create more sustainable communities by generally providing a better balance between new housing and new employment and limiting the need for commuting	PA1
Recognise the potential of, and encourage, those land uses and land management practices that help secure carbon sinks	QE policies
Promote the reuse of buildings and materials	QE2, M3, WD1
Provision for greenspace in urban areas	QE4
Protect, manage and enhance biodiversity	QE7
Encourage use of sustainable drainage systems	QE9
Recognise the need to avoid new development in those areas with likely increased vulnerability to flooding	QE policies
Support new industries and technologies that address climate change	EN policies
Set a regional target for renewable energy	EN1
Promote energy conservation	EN2
Waste as a resource, and managing waste close to where it arises	WD1
Minimise landfill and emissions of methane	WD1, WD11
Additional waste management facilities and waste transfer stations in rural areas	WD6
Recycling of construction and demolition waste and remediation of contaminated soils	WD9
Promote a more sustainable pattern of development, reduce the need to travel and encourage the use of more sustainable forms of transport	T1, T2





# Towards a More Sustainable Region

## **Policy SR1** **Climate Change**

Regional and local authorities, agencies and others shall include policies and proposals in their plans, strategies and programmes to:

- A. *Exploit opportunities arising from the growth and environmental transformation of the MUAs, and the concentration of new development outside the MUAs at Settlements of Significant Development, to both mitigate and adapt to the worst impacts of climate change by:*
  - (i) *developing and using renewable energy to supply both new and existing development*
  - (ii) *reducing the need to travel*
  - (iii) *reducing the amount of biodegradable waste going to landfill*
- B. *Enhance, link and extend natural habitats so that the opportunities for species migration are not precluded and biodiversity can adapt to climate change and hence help to mitigate its affects by reducing 'heat islands', acting as carbon 'sinks', absorbing flood water and providing renewable energy*

- C. *Require all new development to:*
  - (i) *minimise resource demand and encourage the efficient use of resources, especially water, energy and materials*
  - (ii) *encourage the construction of climate-proofed developments and sustainable buildings to help ensure their long-term viability in adapting to climate change*
  - (iii) *avoid development in flood zones, protect essential infrastructure against flooding, and promote the use of sustainable drainage techniques and natural flooding of land in appropriate locations*
  - (iv) *facilitate walking, cycling and public transport*
  - (v) *facilitate effective waste management*
  - (vi) *protect, conserve, manage and enhance environmental and natural and built heritage assets*
- D. *Regularly monitor progress and review policies accordingly.*





## Creating Sustainable Communities

- 2.22 Sustainable communities can only be created and maintained if they contribute to environmental, social and economic objectives. New development can create durable places where people want to live and will continue to want to live. This means the delivery of sustainable communities that are designed and planned at an appropriate size, scale, density and mix. Each location needs to be chosen to be accessible to a range of employment, and to be large enough to support essential services, including decentralised energy infrastructure, cultural opportunities, a network of green infrastructure to promote healthy living, and a good public transport network which is linked to other nearby towns.
- 2.23 Many places within the Region's MUAs, older industrial towns and some market towns have areas within them which require sustained and substantial regeneration. There is a need to retain population, provide a mix of housing that is affordable, meets needs throughout people's lives and is of high quality low carbon design. Regeneration should also support and expand economic activity, improve the quality of the built, historic and natural environment, and improve the overall quality of life.
- 2.24 The scale of proposed new development in the Region means that outside the MUAs some significant development will need to be brought forward in a phased manner, with an emphasis on development of brownfield land, to complement urban renaissance. The principal focus for this will be in Settlements of Significant Development, where it is intended that new neighbourhoods providing for a mix of housing sizes, types and tenures should be developed. Sustainable communities should include a range of carbon neutral housing which demonstrates exemplar design standards and sustainable construction techniques (SR3). They should also promote a good public transport network, as well as opportunities to improve health and increase physical activity levels through a network of green infrastructure provision. Sustainable communities should also create a sense of place, by safeguarding and enhancing the distinctive character and qualities of existing towns. Plans, strategies and programmes must consider the potential impact of new development and increased traffic levels on European nature conservation sites and adopt measures to minimise these impacts.
- 2.25 To meet the need for new housing, it is essential that local authorities work with other partners to address the full range of issues associated with sustainable communities, and that LDDs provide the spatial planning dimension of the sustainable community strategy.





# Towards a More Sustainable Region

## **Policy SR2** **Creating Sustainable Communities**

*Regional and local authorities, agencies and others in their spatial plans, strategies and programmes, should make provision for the full range of spatial requirements needed to create sustainable communities. These should be of an appropriate size, scale, density and mix within the MUAs and the Settlements of Significant Development, as broadly indicated in Policy CF2, and in other areas where development is concentrated, including the requirement:*

- A. to provide for the planned levels of new housing, with sufficient population to achieve a well integrated mix of homes and inclusive communities, and to meet people's housing needs throughout their lives, including the provision of affordable housing*
- B. for new employment generating activities to meet the needs of the existing population and any population arising from new housing development, and to create wealth within the community*
- C. to create attractive, well-designed, adaptable, safe and secure developments, which have a sense of place, that respond to the distinctive features of the site, integrate with their surrounding context, respect and enhance local character, and maximise the reuse of buildings and brownfield land*
- D. for necessary services and social infrastructure to meet the needs of the*

*population, including health, education and skills, spiritual, sport and recreation, and cultural facilities, and the requirements of the emergency services*

- E. for a comprehensive green infrastructure network that provides the full range of environmental services, including mitigation and adaptation to a changing climate, accessible greenspace for walking and cycling, sport and recreation, health and wellbeing and protects, consolidates and enhances biodiversity and geodiversity, especially the Region's European sites, and its historic assets and landscape character*
- F. to provide the necessary public transport infrastructure so as to improve accessibility to employment, services and facilities both within and between settlements, particularly for the least affluent members of society, and give priority to the most low carbon forms of transport, such as walking and cycling, and reducing the need to travel by car, thus minimising the generation of transport-related emissions and the adverse effects associated with such emissions*
- G. to provide the environmental infrastructure needed to support new development, such as larger scale renewable and decentralised energy generation, including combined heat and power, and community heating systems, sewerage infrastructure, sewage treatment works, sustainable drainage systems, water treatment, reuse and recycling of waste, resource recovery facilities and soft and hard infrastructure needed for flood risk management.*

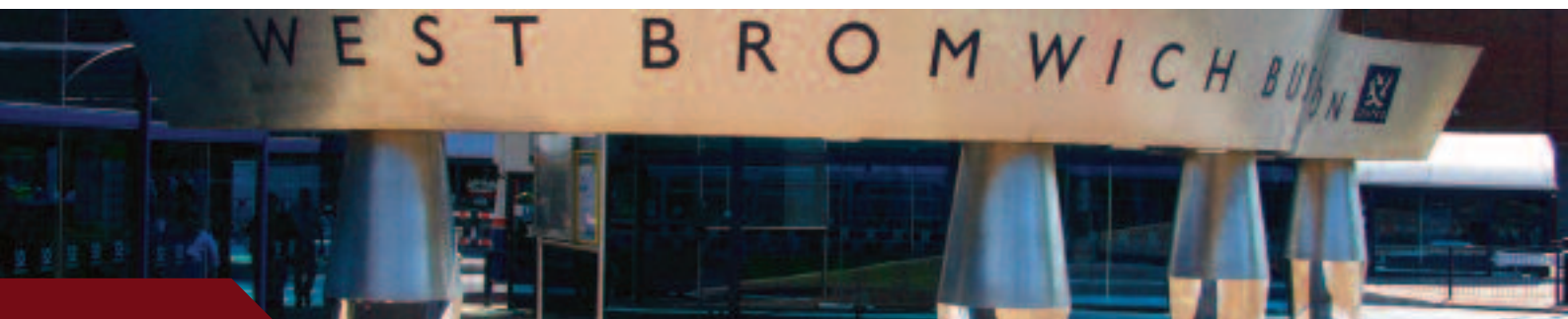






## **Sustainable Design and Construction**

- 2.26 *New buildings can contribute significantly to the creation of sustainable communities if they are designed and constructed to high standards. Over the plan period, new buildings will play an increasingly important part in helping the Region meet its targets for stabilising and reducing carbon emissions, although it will be necessary to address the inadequacies of existing buildings. New buildings can also contribute to reduction in fuel poverty and water use, efficient use of natural resources, and the use of locally and sustainably-sourced, and secondary and recycled materials.*
- 2.27 *Design and construction will need to ensure buildings are adaptable to the changing climatic conditions predicted for beyond the plan period and evolving socio-economic circumstances. This should, where feasible, include maximising thermal insulation through efficient design and technology and renewable energy technology. Natural ventilation, lighting and shading should also be used to minimise the use of resources. Overall energy requirements should be managed using the principles of the energy hierarchy, sequentially reducing the need for energy, then using energy more efficiently, and finally utilising renewable energy sources for generating heat and power. Securing carbon neutral development (Code for Sustainable Homes Level 6) earlier than targeted by the government, will help to minimise the increase of diffuse air pollution from new development, and ensure developments do not pose risks for*
- European and nationally protected nature conservation sites. The potential of establishing a regional offsetting mechanism to deal with remaining carbon emissions should be investigated. The Commission for Architecture and the Built Environment (CABE) Building for Life standard, and the West Midlands Sustainability Checklist for Development, will be used to help drive up standards of design and construction, and to work towards the achievement of carbon neutral developments.*
- 2.28 *The level of new house building set out in Policy CF3 is likely to create pressure on water resources supplying the Region. Local Planning Authorities will need to engage with the Environment Agency and water companies to ensure water resources and sewage infrastructure will be available to meet the demands of new housing, and to ensure the necessary improvements to the water distribution infrastructure are provided. Working towards water neutrality, by utilising the highest practicable water efficiency measures, will help reduce pressure on resources and minimise impact on European and nationally protected nature conservation sites.*
- 2.29 *The Region faces particular problems in managing the disposal of waste water from buildings. This is due to the location of its MUAs at the head waters of two major river catchments, where flows are of relatively low volume. New development will impose pressure on existing waste water infrastructure. A significant investment in waste water infrastructure, such as sewers and sewage treatment works is likely to be*

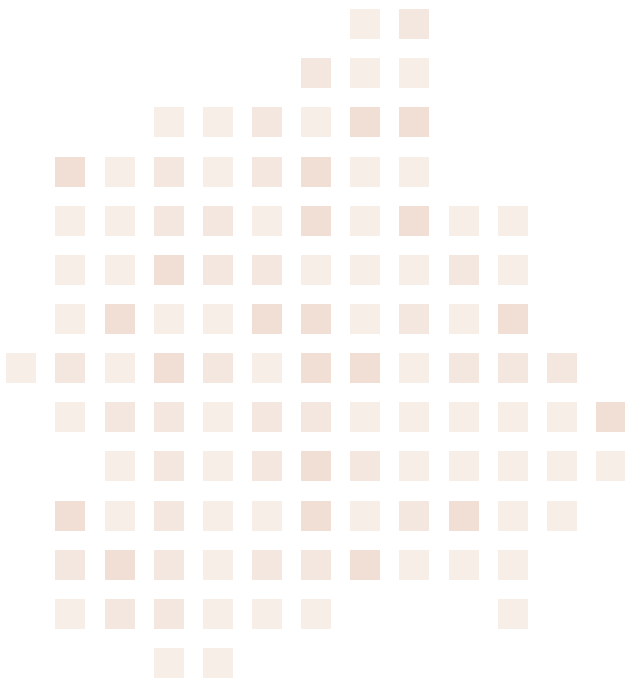




# Towards a More Sustainable Region

*needed to ensure the water environment is protected. Reducing the volume of waste water from both new and existing buildings by water efficiency measures, will help to reduce demand on existing infrastructure. Local Planning Authorities will need to work with the Environment Agency and water companies to develop water cycle studies to inform their LDDs. The use of sustainable drainage systems will be essential, to reduce any adverse effects from development on the water environment, and especially European sites.*

- 2.30 *Provision for the management of waste produced in buildings can help the Region meet its targets for increasing the reuse and recycling of waste and should be included in Site Waste Management Plans (see Policies W1 and W2).*



## **Policy SR3 Sustainable Design and Construction**

*Local Planning Authorities in their LDDs and in determining planning applications should ensure all new buildings are designed and constructed to the highest possible environmental standards, and should work towards the achievement of carbon neutral developments, by:*

- A. *Ensuring all planning applications for medium and large-scale development (greater than 10 residential units or 1,000 square metres) are accompanied by a sustainability statement. This should demonstrate that at least the 'good' standards, and wherever possible 'best practice' standards, as set out in the West Midlands Sustainability Checklist for Development, are achieved for each category. Appropriate targets should be set for individual developments through dialogue between the Local Planning Authority and developer, in Area Action Plans, or through a planning brief or master plan approach. Where a higher standard is required elsewhere in this policy, it should be applied*
- B. *Ensuring that all new housing developments meet the CABE Building for Life 'good' standard, and that all medium and large scale developments (greater than 10 residential units) meet the 'very good' standard*







# Towards a More Sustainable Region

- C. *Ensuring that all new homes meet at least level 3 of the Code for Sustainable Homes and considering the potential for securing higher standards of energy efficiency for new homes at level 4 before 2013 and zero carbon level 6 before 2016. Offices and other non-domestic buildings should aim for 10% below the target emission rate of the current Building Regulations by 2016*
- D. *Ensuring all new medium and large scale development (greater than 10 residential units or 1,000 square metres) incorporate renewable or low carbon energy equipment to meet at least 10% of the development's residual energy demand. Local authorities may use lower thresholds for the size of developments and set higher percentages for on-site generation where considered appropriate*
- E. *Maximising the potential for decentralised energy systems such as combined heat and power and community heating systems based on renewable and low-carbon energy*
- F. *Promoting the use of local and sustainable sources of materials, and the preparation of Site Waste Management Plans to ensure that at least 25% of the total minerals used derives from recycled and reused content*
- G. *Requiring all new homes meet or exceed the water conservation standards in Level 4 of the Code for Sustainable Homes, that offices meet the BREEAM offices scale, and that other buildings achieve efficiency savings of at least 25%*
- H. *Requiring the use of sustainable drainage systems and integrated surface water management in all medium and large developments, unless it can be demonstrated that it is not practicable to do so*
- I. *Promoting and seeking opportunities to introduce similar energy and water efficiency standards and sustainable drainage systems in existing buildings.*





## **Improving Air Quality for Sensitive Ecosystems**

- 2.31 *Despite air quality in the Region improving over recent years, future trends in oxides of nitrogen (NOx) emissions are uncertain. Within the Region there are existing issues in relation to air quality and its impacts upon peoples' health and the Region's ecosystems. Together with climate change, air pollution can cause significant and long term changes in ecosystems, including direct effects of pollutants on wildlife and plants and indirect effects through changes in the nutrient status and acidity balance of soils and waters. Policy SR4 considers the impacts of air pollution on the environment and a further development will be required as part of the WMRSS Phase Three Revision.*
- 2.32 *The regional HRA has identified a risk that current levels of diffuse air pollution from traffic and existing development could be having an adverse impact on thirteen European sites across the Region. These sites have reached thresholds beyond which further pollution could damage their integrity and their ability to support the features for which they were designated. Future development and increases in traffic movements associated with this would exacerbate the problem. Diffuse air pollution has multiple sources and is difficult to tackle through individual policies. It has therefore been necessary to take a precautionary approach at this stage and further work will be required to inform both the WMRSS Phase Three Revision and the preparation of LDDs, in order to avoid harming the integrity of designated European sites.*
- 2.33 *In accordance with the objectives of the National Air Quality Strategy, which sets out the long term vision for improving air quality in the UK, further national objectives are to be developed to strengthen the protection of environmental ecosystems of high conservation value. In accordance with this, the WMRSS will seek to improve air quality, minimise the emissions of key pollutants and address the specific key ecosystem impacts through the local planning process. All LDDs should include policies to improve air quality and to reduce the levels of emissions as set out in the National Strategy. LDDs should require a pollution-neutral strategy for major development based on results of required local air quality assessments, especially for potentially polluting development near to European sites that have been identified as under pressure in the Regional Assessment.*



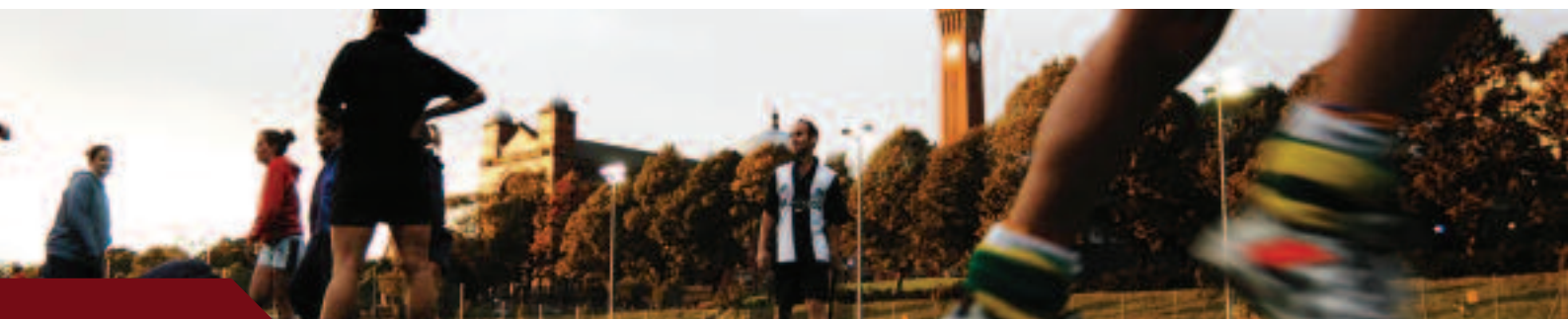


# Towards a More Sustainable Region

## **Policy SR4** **Improving Air Quality for Sensitive Ecosystems**

*Local Planning Authorities in their LDDs should consider the potential impacts of new developments and increased traffic movements on all European sites and adopt mitigation measures to minimise and where possible avoid adverse impacts by :*

- A. Reducing the need for travel (T2) through the development of sustainable communities (SR2)*
- B. Securing the fullest possible use of sustainable transport choices (T1), including the use of public transport (T2) and reducing the use of the car and associated transport emissions to air*
- C. Avoiding the siting of new sources of emissions near to sensitive European sites or development that would increase traffic levels on roads near sensitive sites*
- D. Ensuring that the air quality effects of proposed development on all European sites are considered, even when the proposal does not directly affect the site, including the use of appropriate traffic management measures*
- E. Ensuring that development is only permitted where it is clearly demonstrated by the developer, to the satisfaction of the Local Planning Authority, that the development will not result in any significant increase in NOx emissions, or where development would result in such an increase, it includes measures to secure an equivalent improvement in air quality or reduction in emissions from other sources*
- F. Reviewing Air Quality Strategies and considering the contribution of air emissions to background levels of diffuse air pollution, taking account of risks to all European sites and to sensitive local receptors.*





# Chapter 3

## The Spatial Strategy for the Development of the West Midlands





# The Spatial Strategy for the Development of the West Midlands

## ***Maintaining the Fundamental Change of Direction***

- 3.1 The process *leading to the WMRSS in 2004* provided the opportunity to fundamentally reassess the nature of the West Midlands and the different circumstances, threats and opportunities that each place within it faced. The continued decentralisation of population and investment from the Major Urban Areas (MUAs) and the need to create balanced and stable communities across the Region *were* identified as key issues. Sustainable communities: building for the future (a national plan of action) and the Regional plan (Sustainable communities in the West Midlands) *marked* a step change in the Government's approach to *achieving* sustainable communities through, among other things, setting in place lasting solutions to reverse decline and regenerate deprived areas.
- 3.2 An important factor in the *historic* trend of decentralisation from the MUAs has been the *scale of available residential* development land in the settlements close to *the MUAs*. This has contributed to the loss of investment, environmental degradation *and weakened housing markets* in the MUAs, and increased development and environmental pressures in other parts of the Region. The *historic* dispersal of population and activities *was seen to lead to an under-use* of the social and physical resources of the MUAs and contributed to unsustainable development patterns *leading* to people *making* more and longer journeys, *frequently* by private car.
- 3.3 *However, the scale of projected housing need is now such that large parts of the West Midlands MUAs do not have the land capacity to accommodate the necessary building without making inroads into Greenfield/Greenbelt land. Consequently, while focussing attention on efforts to increase the attractiveness of the MUAs so that they can retain population, some settlements and local authorities in the surrounding Shires are anticipated to provide housing beyond their own generated needs in order to meet this shortfall. Such provision is sought in ways that promote local sustainability and a greater degree of self sufficiency and that complements rather than detracts from the urban renaissance programmes within the MUA.*
- 3.4 At the same time, some rural areas *were identified as* suffering from insufficient economic activity and suitable *affordable* housing *to meet local needs* to support a balanced population. This has *led to* people either leaving or needing to travel greater distances to access services and job opportunities *resulting in a threat to the maintenance of sustainable rural communities and detracting from the overall sustainable economic prosperity of the Region.*
- 3.5 In this context, four major challenges *were* identified for the Region *and these have remained fundamental through the WMRSS Phase Two Revision:*







# The Spatial Strategy for the Development of the West Midlands

- a) **Urban Renaissance** - developing the MUAs in such a way that they can increasingly meet *more of* their own economic and social needs in order to counter the unsustainable outward movement of people and jobs facilitated by previous strategies
- b) **Rural Renaissance** - *supporting rural communities to achieve their economic and social potential whilst embracing the challenges of access and climate change*
- c) **Diversifying and modernising the Region's economy** - ensuring that opportunities for growth are linked to meeting needs and that they help reduce social exclusion
- d) **Modernising the transport infrastructure of the West Midlands** - supporting the sustainable development of the Region.

3.6 It will not be enough to tackle these challenges in isolation of each other. They must be addressed simultaneously and as different aspects of the same issues. Compared with historical trends, this will require a significant redistribution of new development, investment and action, particularly to support the development of the Region's transport networks, to bring forward appropriate development opportunities, and to improve the quality of the environment within the MUAs.

## The Spatial Strategy

3.7 The Spatial Strategy can be broadly summarised as enabling all parts of the Region (*not necessarily individual settlements or local authorities*) to meet their own needs, in a mutually supportive *and sustainable* way. Protecting and enhancing the Region's environmental assets and, where appropriate, making economic use of them, together with the prudent use of natural resources, is a core element of this and will be particularly important in guiding the nature and location of development and improvements at sub-regional and local levels.

3.8 To achieve sustainable communities, different responses are required dependent on circumstances around the Region. However, as places have functional inter-relationships with each other, for example sharing housing markets or relying on each other to provide *employment*, leisure *or*, shopping opportunities, these different responses should be complementary to each other.





# The Spatial Strategy for the Development of the West Midlands

## Spatial Strategy Objectives

- 3.9 The following strategic objectives provide a context for the policies in the topic Chapters:
- a) to make the MUAs of the West Midlands increasingly attractive places where people want to live, work and invest
  - b) to secure the regeneration of the rural areas of the Region
  - c) to create a joined-up multi-centred Regional structure where all areas/centres have distinct roles to play
  - d) to retain the Greenbelt but to allow an adjustment of boundaries, where *exceptional circumstances can be demonstrated, either to support urban regeneration or to allow for the most sustainable form of development to deliver the specific housing proposals referred to within the sub-regional implications of the strategy*
  - e) to support the cities and towns of the Region to meet their local and sub-regional development needs
  - f) to support the diversification and modernisation of the Region's economy while ensuring that opportunities for growth are linked to meeting needs and reducing social exclusion
  - g) to ensure the quality of the environment is conserved and enhanced across all parts of the Region
  - h) to improve significantly the Region's transport systems
  - i) to promote the development of a network of strategic centres across the Region
  - j) to promote Birmingham as a *global* city.
- 3.10 In the MUAs of Birmingham/Solihull, the Black Country, Coventry and the North Staffordshire conurbation, more development opportunities will be created to retain and attract people and investment primarily by:
- a) supporting the market renewal of residential areas in Birmingham/Sandwell and North Staffordshire currently suffering from low demand *with different policy approaches reflecting the particular circumstances in each area*
  - b) tackling deprivation and creating employment opportunities in the five Urban Regeneration Zones which cover parts of all the MUAs
  - c) protecting and enhancing the quality of urban environments
  - d) creating a balanced network of vital and vibrant town and city centres as the strategic focus for major retail, leisure and office developments
  - e) *generally* resisting peripheral expansion but, in certain circumstances, allowing *sustainable urban housing extensions and/or* Regionally important employment where this supports the urban renaissance *of the MUAs where recognised in the sub-regional implications set out below and in Chapter 6, Communities for the Future*
  - f) improving the quality of transport networks to reduce social exclusion, improve economic performance and facilitate a more sustainable pattern of development.



# The Spatial Strategy for the Development of the West Midlands

- 3.11 In other *parts of the Region, where necessary*, new development will be focused in and adjacent to towns which are most capable of balanced and sustainable growth to complement the role of the MUAs. In particular, the following ten areas have been designated for this purpose, (i.e. as *Settlements of Significant Development*) - Burton upon Trent, Hereford, Nuneaton/Bedworth, Redditch, Rugby, Shrewsbury, Stafford, Telford, Warwick/Leamington and Worcester. The same principles will apply to development in other urban areas and market towns (Policy CF2). In each case, the aim will be to meet local and sub-regional economic and social needs in the most sustainable way without attracting investment or migration from the MUAs.
- 3.12 Beyond the MUAs, therefore, the following policy principles will apply:
- a) provision for housing will generally be concentrated in *Settlements of Significant Development*, although some peripheral development of other settlements may need to be considered in LDDs, as part of an overall approach to the development of sustainable communities, provided this does not undermine the renaissance of the MUAs
  - b) rural renaissance across all rural areas in the Region, with a key role for market towns and larger villages, recognising the purpose of the Rural Regeneration Zone in the west of the Region
  - c) a balanced network of vital and vibrant town and city centres as the strategic focus for major retail, leisure and office developments, acting as service centres for their rural hinterlands
  - d) transport networks improved to *resolve existing transport infrastructure problems, assist the economic objectives of the strategy*, reduce social exclusion and improve access to services and opportunities by serving movements between and within towns and cities, towns and their rural hinterlands, and within the rural areas.
- 3.13 Providing sufficient and suitable job opportunities is an important aspect of balanced and sustainable communities. The Spatial Strategy *aims to focus economic development within the MUAs but it also* takes advantage of the many opportunities for economic activities across the Region. The Region's town and city centres, the six Regeneration Zones and three High Technology Corridors will provide the spatial focus, *but not the sole location*, for economic growth and diversification. These will provide investment and employment opportunities and, through transport improvements, be made more accessible to those in most need.



# The Spatial Strategy for the Development of the West Midlands

## **Planning in Partnership**

3.14 *In aiming to secure the delivery of the WMRSS support from a wide range of partners will continue to be required. The WMRSS sets out the longer-term spatial policy framework, complementing and shaping the spatial policy context for the development and implementation of other regional strategies and delivery programmes. Among these are the government's 'Sustainable Communities: Building for the Future' document (2003), the Regional Housing Strategy (RHS) (2005) and the West Midlands Economic Strategy (WMES) (2004) being reviewed at the same time as the WMRSS Revision. The delivery of the necessary supporting infrastructure, by a variety of agencies is critical to the realisation of the WMRSS.*

## **In Partnership with Housing**

3.15 *As well as being closely aligned with the WMRSS to deliver urban and rural renaissance the RHS seeks to deliver mixed and balanced communities. Within this the need to provide more affordable housing is a Region wide priority. The RHS has a substantial part to play in developing the housing policies of the WMRSS and seeing them implemented. An empirically based study identified four sub-regional housing market areas in the West Midlands<sup>1</sup>. By working in Sub-Regional Housing Market Area Partnerships, local authorities and other agencies are able to develop policy solutions that address the diversity of trends and specific characteristics of their area. This will inform regional housing investment priorities, the targeting of resources and joint local authority working on strategic housing market assessments and sub-regional housing strategies.*

3.16 *Whilst the RHS indicated the levels of affordable housing needed by Sub-Regional Housing Market Area (see Figures 3 and 4), the WMRSS Revision provides an updated assessment of the need for affordable housing by Sub-Regional Housing Market Area. Local Housing and Planning Authorities will positively and proactively plan for mixed and balanced communities and local authorities will plan to meet affordable housing needs to be met where they arise. Affordable Housing is discussed in Chapter 6 where the application of policy for Housing by Sub-Regional Housing Market Areas is developed.*

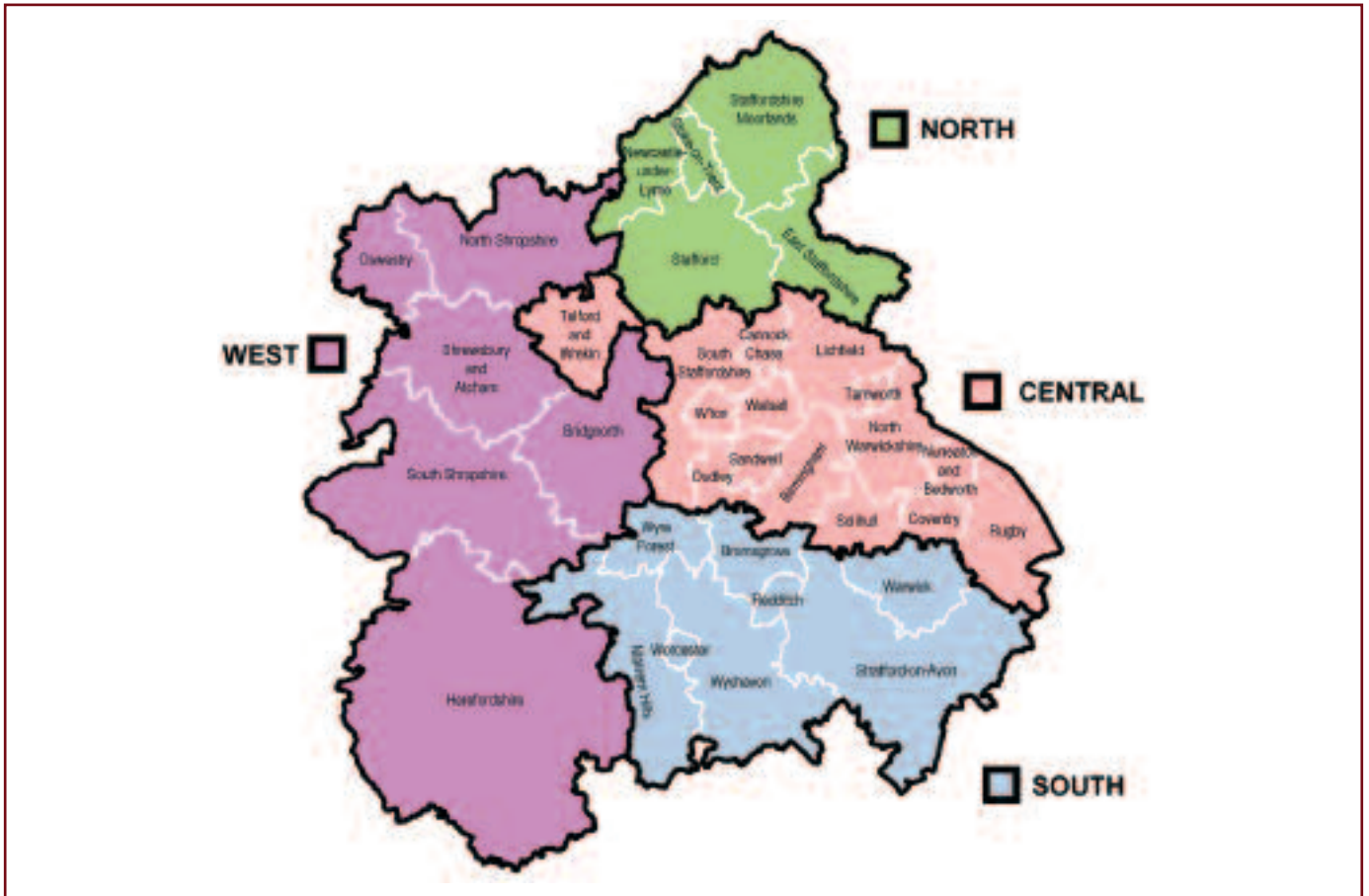
<sup>1</sup>See Defining Housing Market Areas (HMAs), University of Sheffield (2005) at [www.wmra.gov.uk/page.asp?id=66](http://www.wmra.gov.uk/page.asp?id=66) (Item 2).





# The Spatial Strategy for the Development of the West Midlands

**Figure 3: West Midlands Sub-Regional Housing Market Areas**



Note: The boundaries of the Sub-Regional HMAs coincidentally exhibit a close fit with the administrative boundary of the West Midlands Region. The RHS (2005) presents the evidence in summary form<sup>2</sup>.

(Source: RHS 2005, p 40)

<sup>2</sup> See RHS(2005) Fig 3.1(b) on work place attachment (pg37) and Defining Housing Market Areas (HMAs), University of Sheffield (2005) at [www.wmra.gov.uk/page.asp?id=66](http://www.wmra.gov.uk/page.asp?id=66) (Item 2).

**Figure 4: Local Authorities by Sub-Regional Housing Market Area**

Central	North	South	West
Birmingham	East Staffordshire	Bromsgrove	Bridgnorth
Cannock	Newcastle-Under-Lyme	Malvern Hills	Herefordshire
Coventry	Stafford	Redditch	North Shropshire
Dudley	Staffordshire Moorlands	Stratford on Avon	Oswestry
Lichfield	Stoke	Warwick	Shropshire
North Warwickshire		Worcester	South Shropshire
Nuneaton		Wychavon	
Rugby		Wyre Forest	
Sandwell			(NB The Shropshire districts are proposed to be combined into one Unitary Shropshire Council from April 2009)
Solihull			
South Staffs			
Tamworth			
Telford & the Wrekin			
Walsall			
Wolverhampton			





# The Spatial Strategy for the Development of the West Midlands

## **In Partnership with Economic Development**

3.17 *The WMES (2007)<sup>3</sup> has been developed to be mutually supportive in achieving the overall aims of both the WMRSS and the RHS, to achieve the long term sustainability of the Region and ensure its prosperity.*

3.18 *The WMES has been subject to a full review in 2006/7 which was completed in December 2007. The WMES aims to secure the future economic growth of the West Midlands Region and to lead the Region's economic regeneration. Some of its strategic approaches are necessarily spatial and therefore supported and delivered through the WMRSS. Some of the key spatial mechanisms, through which the WMES is delivered, are the Regeneration Zones, the High Tech Corridors policies and the weight given to the vital work of the North Staffordshire Regeneration Partnership and Pathfinder. The importance to be given in the future to the development of the top performing industrial cluster sets will have spatial impacts not least for housing market interventions to ensure all regional strategies and investment is focused upon securing a long term economically and socially sustainable Region.*

3.19 *The WMES vision for the West Midlands is summarised as:*

*"To be a global centre where people and businesses choose to connect".*

3.20 *The WMES aims to achieve this by:*

*becoming a more prosperous Region, shared with all the Region's residents*

*becoming a more cosmopolitan and inclusive region, making full use of skills and talents*

*becoming a more sustainable Region, valuing natural, historic and cultural assets, and preparing for a low carbon future.*

3.21 *The West Midlands Region faces the need for economic restructuring and reinvention, continuing a process that has been underway for at least 40 years. The Region underperforms relative to national and international competitors. In 2005, output per head was 92% of the UK average, which, equates to a £10 billion output gap. 80% of the £10 billion output gap is attributable to the structure and productivity of the Region's economy, while the remaining 20% can be accounted for through economic exclusion. Dealing with this would both contribute to addressing the Region's output gap and through increased demand for goods and services it would help to address regeneration and social inclusion issues.*

3.22 *A substantial part of dealing with the 80% output gap is to be by promoting diversification within the economy and encouraging new business formation in more high value sectors and improving the drivers of productivity – identified by HM Treasury<sup>4</sup> as skills, enterprise, innovation, competition and investment. Notwithstanding these factors low rates of innovation and a poor record on skills are the primary sources of the Region's productivity challenge.*

<sup>3</sup> Advantage West Midlands, West Midlands Economic Strategy, December 2007

<sup>4</sup> Productivity in the UK Series, HM Treasury





# The Spatial Strategy for the Development of the West Midlands

## **The Sub-Regional Implications of the Strategy**

3.23 *The West Midlands is a diverse Region. The metropolitan MUA conurbation centred upon Birmingham, Solihull, the Black Country and Coventry lies at the core of the Region. To the North is the North Staffordshire conurbation. Surrounding the MUAs are the Shire Authorities with networks of towns and villages, some of which provide links and gateways to neighbouring regions. In practice, there are many and varied functional relationships between these different parts of the Region – some interconnecting in different ways. The regional housing market analysis undertaken for the RHS demonstrated the coincidentally self contained nature of the housing market at regional level. Very localised cross boundary relationships occur in some places but their extent and scale is such that these are best left for sub-regional or local housing strategies, and local development frameworks to address. The application of Spatial Strategy principles therefore needs to acknowledge the understanding now available to the Region based upon the shared evidence base of the Region's housing markets, together with the analysis and consultation underpinning the review of the WMES.*

## **The Birmingham, Coventry and Black Country City Region**

3.24 *The Birmingham, Coventry and Black Country City Region<sup>5</sup> falls within the Central Housing Market Area. The City Region contains a large part of the Region's economy and has the potential for significantly increasing the Region's economic performance. In-line with the Spatial Strategy, urban renaissance is at the heart of the City Region's vision. Reversing the trend of both net out migration of people and investment from its urban core to the neighbouring Shire areas and to other regions, especially the South-East requires a radical and bold approach. The alignment of housing growth and renewal policies with interventions to improve skills, economic development and investment, transport, the provision of 'green infrastructure' and overall quality of life, will make a substantial contribution to meeting these aspirations and delivering the Region's aims for urban renaissance.*

3.25 *The sub-regional Central Housing Market Area, identified in the RHS, extends from the MUA of Birmingham, Solihull, the Black Country and Coventry into the adjoining areas of North Warwickshire and South Staffordshire. In order to address the challenges posed within the City Region, the local authorities have recognised the cross boundary nature of the sub-regional housing markets and through improved co-ordination of housing and planning strategy have devised their housing market interventions accordingly.*

<sup>5</sup> The Birmingham, Coventry and Black Country City Region contains the local authorities areas of Birmingham, Coventry, Solihull, Dudley, Sandwell, Walsall, Wolverhampton and Telford.





# The Spatial Strategy for the Development of the West Midlands

## Birmingham

3.26 Birmingham, at the heart of the City Region, is a major centre for economic activity and is a major contributor to the regional and national economy; its continuing development is critical to enhancing its position as a Global City (Policy PA12). The City has a vibrant city centre, a successful international airport acting as a key gateway to the Region and contains many prosperous areas; but it also faces the challenge of social and economic inequalities and the need to regenerate many of its communities. Some of these communities are located within the inner areas but also extend to the west and east, including links with North Solihull.

3.27 Birmingham's 20-year vision is to secure long-term sustainable growth in its population, rising from around 1 million people to a population of up to 1.1 million by 2026. Along with increased investment to provide new employment opportunities, it is proposed that this growth should be focused across four areas:

*East Birmingham which, together with North Solihull, makes up the East Birmingham/North Solihull Regeneration Zone (PA2) and Eastern Housing Market Renewal and Growth Corridor (identified as a New Growth Point)*

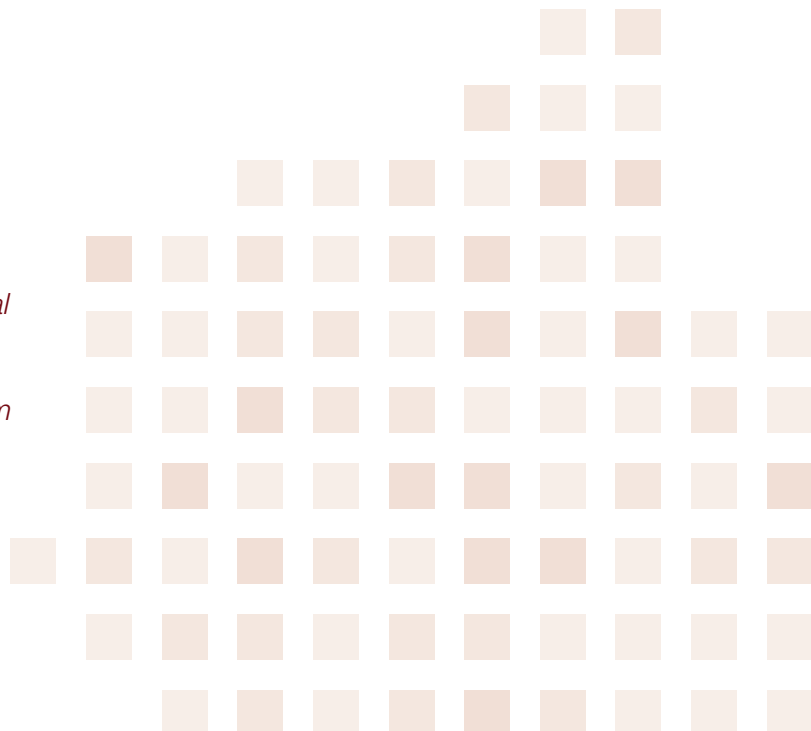
*South West Birmingham, including the Longbridge redevelopment as part of, the Central Technology Belt extending into Worcestershire (PA3)*

*The Urban Living Housing Market Renewal Area in the north west of the City (CF1) linking with opportunities arising from the South Black Country and West Birmingham Regeneration Zone (PA2)*

*The further expansion of the City Centre and Eastside (PA12), acting as a major economic driver for the City and the wider Region.*

3.28 The continued urban renaissance of Birmingham, as the regional capital, will be crucial to the Region but the form of development in the wider Region will also have implications for the renaissance of the City. This particularly applies to transport links where the successful delivery of key infrastructure projects, such as the redevelopment of Birmingham New Street Station and the development of extended public transport networks, will be vital to improving the City's local, regional and national accessibility.

3.29 Within Birmingham and Solihull the WMES will complement the WMRSS in aiming to achieve Birmingham's status as competing as a global city by supporting the development of the City Centre and maximising the benefit of the major transport, commercial and cultural assets.







# The Spatial Strategy for the Development of the West Midlands

## **Solihull**

- 3.30 *Solihull plays a pivotal role within the Region with strong links to both Birmingham and the surrounding area of Warwickshire. With regionally important assets including Birmingham International Airport, the National Exhibition Centre, two Regional Investment Sites (Birmingham and Blythe Valley Business Parks), a vibrant town centre within its boundaries, as well as excellent access by both road and rail and a high quality of environment, the area is attractive to new investment. The continued development of the Airport, within the framework of Policy T11, together with improved public transport links, is important both to the economy of Solihull and the Region and to national and international connectivity.*
- 3.31 *A careful balance needs to be achieved between realising the economic potential of the area as part of the City Region's growth and the Coventry-Solihull-Warwickshire High Technology Corridor (PA3), without harming urban renaissance or undermining the qualities of the area that are attracting investment in the first place. Protecting the character and quality of Solihull, especially its mature suburbs and maintaining the Greenbelt between the Birmingham conurbation and Coventry, will have a key role to play in achieving this balance.*
- 3.32 *The regeneration of North Solihull will be key to achieving local growth ambitions and the urban renaissance objectives of the WMRSS. Enhancing Solihull town centre and other centres across Solihull also has a key contribution to make in delivering the Strategy.*
- 3.33 *The role of Solihull is linked to its immediate neighbours through the City Region and the Coventry Warwickshire Sub-Regional Forum arrangement (see Coventry-Warwickshire below), which enables economic and other development issues to be addressed in a shared manner.*

## **Black Country**

- 3.34 *The Black Country sub-region is composed of the four Black Country local authorities of Dudley, Sandwell, Walsall and Wolverhampton. It is a multi-cultural community with a population of almost 1.1 million. The area has strong economic and transport linkages both with Birmingham and with the surrounding areas of South Staffordshire and Telford.*
- 3.35 *As the traditional industrial heartland of the Region, the Black Country retains a strong manufacturing sector supporting 22% of total employment. However, over recent decades, it has failed to attract the form of investment that is driving economic growth elsewhere in the UK and many people, particularly those with higher skills, have tended to leave the area.*
- 3.36 *In response to this situation, a major in-depth study of the challenges facing the sub-region (i.e. the Black Country Study) was initiated in 2004 through a partnership of public and private sector interests. The outcome was a strong collective support for a new shared vision for urban renaissance building on the principles of the WMRSS and setting out a long term sub-regional spatial strategy for transformational change. Detailed policies and proposals have subsequently been brought forward as the WMRSS Phase One Revision, in supporting a major economic, social and environmental renewal of the area focussing development in key strategic centres and corridors.*
- 3.37 *For the Black Country the WMES will act in a complementary manner to the WMRSS in the development of the strategic centres, and the creation of the Employment Land Corridors for future knowledge-based businesses.*



# The Spatial Strategy for the Development of the West Midlands

## Telford

- 3.38 *Telford is the largest urban area in the West Midlands Region outside of the MUAs. It comes within the Central Housing Market Area but has a strong housing market relationship with the adjoining West Housing Market Area, especially in Shropshire. Telford is part of the wider Birmingham, Black Country and Coventry City-Region. As the infrastructure of the town was designed for a much larger population than at present, there is considerable potential for further growth. Telford has a range of development sites available in sustainable locations, with the capacity to accommodate additional development without significant impact to local communities. This is reflected in the identification of the town as a New Growth Point and its WMRSS designation as a Settlement of Significant Development in Policy CF2.*
- 3.39 *Telford's function is generally one of a freestanding self contained, employment area. It has localised travel to work and migration links to surrounding authorities, such as Shrewsbury, rather than significant longer distance commuting patterns with the Black Country and Birmingham. However, whilst Telford is a separate local housing market area, as a Local Regeneration Area it is nevertheless competing with the Black Country for new investment and the attraction of skilled workforce (i.e. AB households). The inter-relationship with the urban renaissance aims of the Black Country must therefore be an important consideration in determining the on-going rate and form of development of the town.*
- 3.40 *For Telford, the WMES will focus on the town centres and support the WMRSS in achieving a renewed sense of place.*

## Coventry-Warwickshire

- 3.41 *Coventry is a compact city that is part of the City Region but also has strong economic and social ties with Warwickshire and Solihull. A Coventry, Solihull and Warwickshire (CSW) Forum advises the eight constituent authorities on the longer term development of the wider sub-region. Coventry has aspirations for growth and has been designated as a New Growth Point. The city recognises the importance of its Regeneration Zone to improving the overall quality of the city and in order to achieve the government's expectations, it will need to consider selective sustainable urban extensions into its surrounding Greenbelt.*
- 3.42 *With Coventry at its centre, the sub-region has strong structural and functional relationships running in a corridor from Nuneaton/Bedworth through, Coventry, to Warwick/Leamington. Within this North-South Corridor, there are significant contrasts between the less prosperous areas to the north and wealthier areas to the south.*
- 3.43 *The local housing markets in the sub-region, especially in the North-South Corridor, from Nuneaton through Coventry to Warwick/Leamington, are closely interconnected. These interconnections provide strong evidence of the need for a CSW Sub-regional approach to the planning of housing and employment land release, as well as transport investment across the sub-region. However, there is a difference in the characteristics of the housing need between the north and the south, with the former sharing the mixed problems of the Birmingham conurbation to the west and the latter having similar high affordability problems to those experienced in Worcestershire. These differences are reflected in the arrangements for the assessment and targeting of regional funding resources<sup>6</sup>.*

<sup>6</sup> Among other things, for the purpose of assessing the need and funding for affordable housing, the Regional Housing Strategy uses this geographic division of common characteristics, with North Warwickshire, Nuneaton, Rugby, Coventry & Solihull in its 'Central Area' and Warwick together with Stratford-on-Avon Districts in its 'South Housing Market Area'.





# The Spatial Strategy for the Development of the West Midlands

- 3.44 *The south of the sub-region is one of the most economically buoyant parts of the Region. The Coventry-Warwickshire area is closest to the Milton Keynes/South Midlands Growth Area, London and the wider South-East Region. This is reflected in strong growth pressures along the M40 corridor and to the south of Coventry where the expansion of Warwick University is acting as a catalyst for growth.*
- 3.45 *Given the proximity of these areas of significant economic potential so close to the MUA of Coventry, there is a real opportunity to focus development and realise the growth potential of the sub-region both within the City and also within the wider North-South Corridor. Development will be planned and controlled to ensure that it:*
- a) *maintains the WMRSS 'step-change' in the Coventry, Solihull and Warwickshire area i.e. minimum 50% growth to Coventry and Solihull*
  - b) *focuses growth on the North-South Corridor and Rugby; with the necessary supporting infrastructure; but that growth in North Warwickshire and Stratford-on-Avon be limited to local needs*
  - c) *phases housing land releases to encourage regeneration in the MUAs by giving priority to:  
  
sustainable locations first and foremost and, within those locations brownfield land before greenfield land  
  
then, if necessary, urban extensions within Local Authority areas  
  
only as a last resort, cross-boundary urban extensions in the North-South Corridor (later in the plan period), if no more suitable alternative capacity is available.*
  - d) *enables specific local Greenbelt boundary adjustment for sustainable urban extensions to be made through LDFs when and where essential to meet long term needs*
- e) *proposes releases of land for housing geared to maintain a constant average annual supply across the sub-region.*
- 3.46 *The Coventry, Solihull and Warwickshire area is also crossed by an east/west transport axis from Solihull to the west through Coventry to Rugby in the east. Rugby acts as a 'gateway' with the East Midlands and South East Region and has been designated as a Settlement of Significant Development. However, it is not intended to attract migration from Coventry or the other MUAs and, if the regeneration of Coventry and the north of the Coventry, Solihull and Warwickshire sub-region is not to be undermined, phasing policy will need to control the scale of development on this axis.*
- 3.47 *Other than Rugby and the towns of Nuneaton/Bedworth and Warwick-Leamington within the North-South Corridor (i.e. also designated as Settlements of Significant Development), the role of all other settlements within Warwickshire will be to meet the housing and employment needs of the area in the most sustainable way. This will include the provision of affordable housing, especially in those more rural areas of north and south Warwickshire.*
- 3.48 *For the Coventry, Solihull and Warwickshire area, the WMES will complement the WMRSS in supporting the urban renaissance of Coventry city centre and the economic vitality of other smaller towns and Nuneaton. The WMES will support the modernisation and diversification of this area through the promotion of key sites for high-value employment purposes and the support for the creative sector in Leamington and Coventry. The WMES will promote the importance of the World Class Stratford initiative, the role of Stratford and the sub-regional visitor economy.*



# The Spatial Strategy for the Development of the West Midlands

## **Staffordshire and the North Staffordshire Conurbation**

- 3.49 *Due to the decline of the County's traditional industries a number of settlements are designated Local Regeneration Areas (i.e. Biddulph, Burton, Cannock, Leek, Rugeley, Stafford and Tamworth), where the aim will be to improve the longer term economic prospects of the towns.*
- 3.50 *In the past, certain Staffordshire settlements (e.g. Tamworth, Cannock and Lichfield and many smaller towns and villages) have experienced rapid residential growth as a result of planning policy directing migration (i.e. 'overspill') from the Birmingham conurbation to a 'crescent' of towns just beyond the West Midlands Greenbelt. While the current WMRSS has now adopted a fundamental change in policy direction with areas beyond the MUAs no longer intended to perform this role, development in the form of sustainable settlements in Staffordshire will continue to contribute to meeting the Region's housing requirements.*
- 3.51 *Burton and Stafford are identified in the WMRSS as Settlements of Significant Development (CF2), where a balance of housing, jobs and services are to be provided. Here the aim is to provide for the economic and social needs of the area and to limit migration from the MUAs.*
- 3.52 *Burton-upon-Trent is the major town within East Staffordshire, and an area currently experiencing a significant period of economic re-structuring and where there is a need to stimulate further regeneration and growth. The town has already been identified as one of the New Growth Points in the West Midlands and offers the opportunity to act as a sub-regional focus for the longer term growth and prosperity. This can be achieved by bringing forward larger scale development sites and infrastructure to attract higher quality housing and facilitate significant job creation opportunities. However, limited*
- development capacity within the urban area of the town will require cross boundary liaison with adjoining authorities within the East Midlands, to enable the most sustainable pattern of development and mix of land uses to be considered (CF3). Given its location on the River Trent, care will need to be taken in determining the detailed location and form of development to avoid the risks of flooding.*
- 3.53 *The County Town of Stafford shares sub-regional housing market characteristics with the North Housing Market Area centred upon the Stoke – Newcastle-under-Lyme urban conurbation, and the Central Housing Market Area. Stafford also shares with Lichfield and Tamworth, similar housing market influences extending out from the West Midlands Conurbation. Stafford provides an opportunity to help meet the housing and local regeneration needs of the County in a balanced and sustainable way without damaging the renaissance prospects of the MUAs. Whilst there are opportunities for significant development within the urban area, some greenfield development will be required and liaison with adjoining authorities will be necessary to enable the most sustainable pattern of development to be considered (CF3).*
- 3.54 *Further development across the County will be at a scale to support the on-going sustainable development of other larger settlements (e.g. Cannock, Lichfield, Rugeley and Tamworth) with the particular needs of Local Regeneration Areas addressed where this applies. In some cases, cross-boundary liaison with adjacent authorities may be necessary to consider potential development options. Whilst ensuring local housing and employment needs are generally met, where development is close to the MUAs, detailed policies will need to ensure urban renaissance prospects are not harmed. Significant development within south Staffordshire, for example, could undermine the urban renaissance of the Black Country.*



# The Spatial Strategy for the Development of the West Midlands

3.55 *The extensive rural areas of Staffordshire will be supported as part of the rural renaissance in order to maintain or improve their socio-economic vitality, essential to the retention of the rural environment.*

3.56 *Within Staffordshire, the North Staffordshire conurbation is made up of the combined urban communities of the City of Stoke-on-Trent and Newcastle-under-Lyme and is centrally located midway between regional centres of Birmingham and Manchester with functional relationships with both the West Midlands and the adjoining authorities in the North West Region. The North Staffordshire conurbation is within a wider area where the broad housing market circumstances of low demand and relatively low prices are shared. This wider area, referred to as the North Sub-Regional Housing Market Area in the RHS, is centred upon the Stoke – Newcastle conurbation and includes Staffordshire Moorlands, East Staffordshire and Stafford.*

3.57 *The decline of the North Staffordshire traditional industries has led to a collapse in the local economy with major implications for infrastructure and urban form. This has led to the older core of the conurbation, including the towns of Tunstall, Burslem, Hanley, Fenton, Stoke and Longton, experiencing a decline of population as households have either moved out of the area altogether or to more attractive suburban areas and market towns within the surrounding rural hinterland. As a result, the inner core of the conurbation has a very weak housing market which is acting as a barrier to encouraging new inward investment and growth.*

3.58 *The need to restructure the inner core and help the area to become more competitive through extensive economic regeneration and diversification is a major challenge. The North Staffordshire Regeneration Partnership is a key driver in taking forward this regeneration and ensuring essential economic, environmental, housing and transport investment is co-ordinated.*

*Within this RENEW, the North Staffordshire Housing Market Renewal Pathfinder, has a key role to play by encouraging the revitalisation of the housing market in the core area of the conurbation. In order to support this revival, a degree of restraint will be required within the wider housing market area so as to encourage investment in those areas in greatest need. Given the cross border relationship with Cheshire, this issue will also need to be examined more closely in that context and is the subject of a further review within the North West RSS.*

3.59 *Along with the WMRSS in the Staffordshire and the North Staffordshire conurbation the WMES aims to support the regeneration and urban renaissance of Stoke and Newcastle-under-Lyme. The WMES will support the creation of a new University Quarter. In the rest of Staffordshire the WMES will promote and invest in the physical assets of Staffordshire, to develop sustainable communities from towns to villages.*





# The Spatial Strategy for the Development of the West Midlands

## **Worcestershire**

- 3.60 *Worcestershire shares with South Warwickshire the same key sub-regional housing market characteristics of high prices, high demand and acute affordability problems and is part of the South sub-regional housing market area. As with Staffordshire, Worcestershire has experienced significant economic change and the towns of Kidderminster, Redditch and Worcester have been identified as Local Regeneration Areas where the aim is to improve their longer term economic prospects.*
- 3.61 *In the past, the North of the County (e.g. Redditch, Bromsgrove, Droitwich) saw rapid residential growth as a result of planning policy directing migration (i.e. 'overspill') from the Birmingham/Black Country conurbation. However, the current WMRSS has adopted a fundamental change in policy direction where the central aim is for the MUAs, wherever possible, to meet their own economic and social needs within their own boundaries and to limit migration to overspill locations.*
- 3.62 *Beyond the MUAs, therefore, growth is now intended to be focussed in WMRSS Settlements of Significant Development (CF2) representing towns that are capable of balanced and sustainable growth, with development primarily aimed at meeting the economic and social needs of the area rather than attracting out-migration from the MUAs. Within Worcestershire, two such towns have been designated – Worcester City and Redditch.*
- 3.63 *The historic cathedral City of Worcester forms one of the West Midlands' New Growth Points and will act as a sub-regional focus for longer term growth in the County. As well as a development node in the Central Technology Belt (PA3) and one of the County's Strategic Centres (PA11), the City is also developing a range of other services (e.g. education and health) to meet the needs of the wider sub-region.*
- 3.64 *To fulfil its role as a focus for balanced development, the growth of Worcester City will need to extend beyond its administrative boundaries and this will need to be strategically managed, if development is to be sustainable in environmental, social and economic terms. This will require cross-boundary co-operation between the authorities of Worcester City, Malvern Hills and Wychavon in the development of a Joint Core Strategy, to ensure that development takes place at optimum locations (i.e. particularly avoiding areas of potential flood risk) and that necessary transport and other supporting infrastructure is provided. Depending on decisions in the Joint Core Strategy, this may require a small scale Greenbelt adjustment.*
- 3.65 *Outside of Worcester, further development in the County will be focused within other larger settlements and market towns acting as strategic locations for housing as well employment growth. In the case of Redditch, the town is designated as a WMRSS Settlement of Significant Development given the scale of housing required to meet its needs (i.e. reflecting the population structure of this previous New Town). With limited development capacity within the town itself, this will require extensions to the urban area, including provision in adjoining Districts (CF3) with implications for Greenbelt. This will require close liaison between authorities in the preparation of their Core Strategies. Any greenfield extensions will also need to be appropriately managed and phased, to ensure new housing provision does not encourage migration from Birmingham and the Black Country.*





# The Spatial Strategy for the Development of the West Midlands

## **Shropshire and Herefordshire – the Rural West**

- 3.66 *The Counties of Shropshire and Herefordshire make up the Rural West of the Region and share common sub-regional housing market characteristics which bring them together in the West Housing Market Area. Compared to the rest of the West Midlands, the population of the Rural West is sparse and is generally accommodated in a range of different sized settlements in the form of the two sub-regional centres of Hereford and Shrewsbury, market towns, villages and hamlets.*
- 3.67 *The Rural West has suffered economically as traditional rural industries and services have declined. A key challenge therefore is to secure a rural renaissance of both key settlements and the areas of countryside that surround them, i.e. as recognised by the designation of the Rural Regeneration Zone (RRZ) over much of the area. This renaissance will require a level of development that allows for the creation of balanced and sustainable communities to meet local housing and employment needs along with a degree of flexibility to allow appropriate change within the countryside.*
- 3.68 *Large parts of the Rural West are beyond commuting range of the MUAs but are nevertheless attractive to retired households from both inside and outside the Region. Of those migrating into the West Housing Market Area, the ratio of those coming from outside the Region to those coming from the conurbation is in the order of 2:1. Whilst the majority of these households are economically inactive and do not compete for local jobs, they do exert considerable pressure on the housing market. As a sub-regional housing market the area is characterised by its high prices, high affordability problems and lack of variety and range of housing stock. The provision of increased levels of affordable housing for local people will therefore be critical to the maintenance of sustainable rural communities.*
- 3.69 *Hereford and Shrewsbury are the historic administrative and service centres for the wider rural area and share a cross boundary relationship with Wales. Both have been identified as New Growth Points and have been designated in the WMRSS as Settlements of Significant Development (Policy CF2), reflecting their capacity to accommodate additional development without significant harm to local communities and in sustainable locations. However, both areas are identified as areas of potential flood risk and care will therefore need to be taken in determining the detailed location and form of development.*
- 3.70 *The cathedral city of Hereford acts as a sub-regional centre and provides a focus for employment, health, education and other services which also serve an extensive surrounding hinterland. The economy of the city is relatively fragile and, with limits on the existing transport capacity, the extent to which Hereford can accommodate new development is limited. A priority for Hereford therefore will be to ensure necessary transport infrastructure is provided to deliver the level of planned economic and housing growth, support the area's local regeneration needs and protect its historic heritage.*
- 3.71 *Outside of Hereford, further development in the county will be focused within key market towns acting as strategic locations for balanced housing and employment growth whilst continuing to protect the environment and character of Herefordshire.*
- 3.72 *In Shropshire, Shrewsbury lies at the centre of the county with the town acting as a sub-regional centre for its wider rural hinterland. As a WMRSS Settlement of Significant Development, a priority for Shrewsbury will be to ensure necessary transport infrastructure is provided and policies put in place to deliver the level of planned economic and housing growth whilst protecting the town's historic heritage.*



# The Spatial Strategy for the Development of the West Midlands

- 3.73 *Outside of Shrewsbury, the level of development proposed for individual parts of the county will support the further sustainable development of key market towns and their rural hinterlands, whilst also ensuring that the environment and character of the county can continue to be protected.*
- 3.74 *In Shropshire and Herefordshire the WMES aims to promote the modernisation and diversification of the economy, whilst responding to the challenge of climate change. The sub-region can respond positively to these challenges through a number of measures. These include developing the tourist market potential especially around Ironbridge, market towns and the Areas of Outstanding Natural Beauty. The WMES will complement the WMRSS strategy of rural renaissance through such means as bringing forward new, high quality employment sites and premises in sustainable locations, and revitalising industrial estates and town centres, so the markets and sectors targeted for growth can develop. In addition the WMES will strengthen the economic role of the sub-region's hierarchy of cities and shire towns to ensure they are sustainable in the long run.*

## Delivering and Monitoring the Spatial Strategy

- 3.75 *The Spatial Strategy will be delivered through the implementation of its policies and their effective integration and co-ordination with other relevant strategies, action plans and investment strategies such as those for transport, the economy, education, housing, health, skills and the environment. This will require a high level of on going co-operation between the Region's public, private and voluntary sector stakeholders. Together the RPB, Regional Development Agency and Regional Housing Executive are seeking to broaden involvement in new and innovative fora. A considerable amount of this work will need to be developed and delivered sub-regionally. New delivery vehicles may also be required to complement local strategic partnerships, sub-regional partnerships, Housing Market Renewal Pathfinders and other activities.*
- 3.76 *Local Authorities, acting individually or jointly and with other partners and sectors, have a key role in delivering the Spatial Strategy through their role as place shapers and in planning the services for their communities. The WMRSS will guide statutory plans but it should also influence other plans, strategies and programmes to improve policy integration. Local Area Agreements and Multiple Area Agreements will provide a focus for multi agency working which will engage a range of wider stakeholders. Similarly, government initiatives such as City Regions and Growth Points should be utilised to progress the delivery of the WMRSS in-line with the Spatial Strategy.*

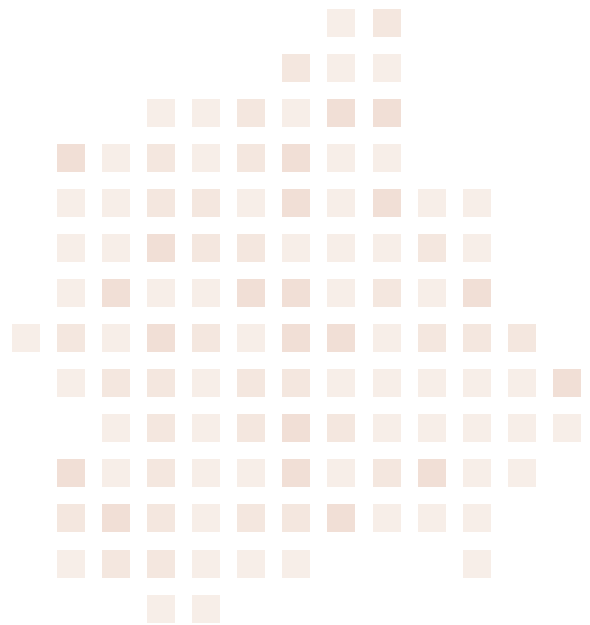




# The Spatial Strategy for the Development of the West Midlands

3.77 *Crucially, the delivery of the Spatial Strategy and the growth aspirations of the Region will require significant concerted investment in existing and new infrastructure. This has been demonstrated by the technical work<sup>7</sup> underpinning this revised WMRSS and is set out as a key prerequisite of development in the WMRSS and the Implementation Plan. The provision of infrastructure will require actions from national, regional and local agencies, as well as the private and voluntary sectors. This includes direct public and private sector investment in infrastructure and other services which are necessary to create sustainable communities across the Region.*

3.78 *The progress in delivering the Spatial Strategy will be monitored annually in the Annual Monitoring Report. This will be used to develop the shared evidence base and inform the development and implementation of the WMRSS. On an annual basis, where possible, supplementary monitoring reports jointly covering policy in both the WMRSS and RHS, will be prepared. The Regional Planning Body and the Regional Housing Executive will actively take up, with all relevant agencies and local authorities, those matters where policy is not shown to be delivered.*



<sup>7</sup> See e.g. Mott MacDonald (2007) *West Midlands Regional Spatial Strategy – Infrastructure Review Report*, and *Urban & Regional Policy (2007) Risk Assessment of emerging Preferred Option for RSS*

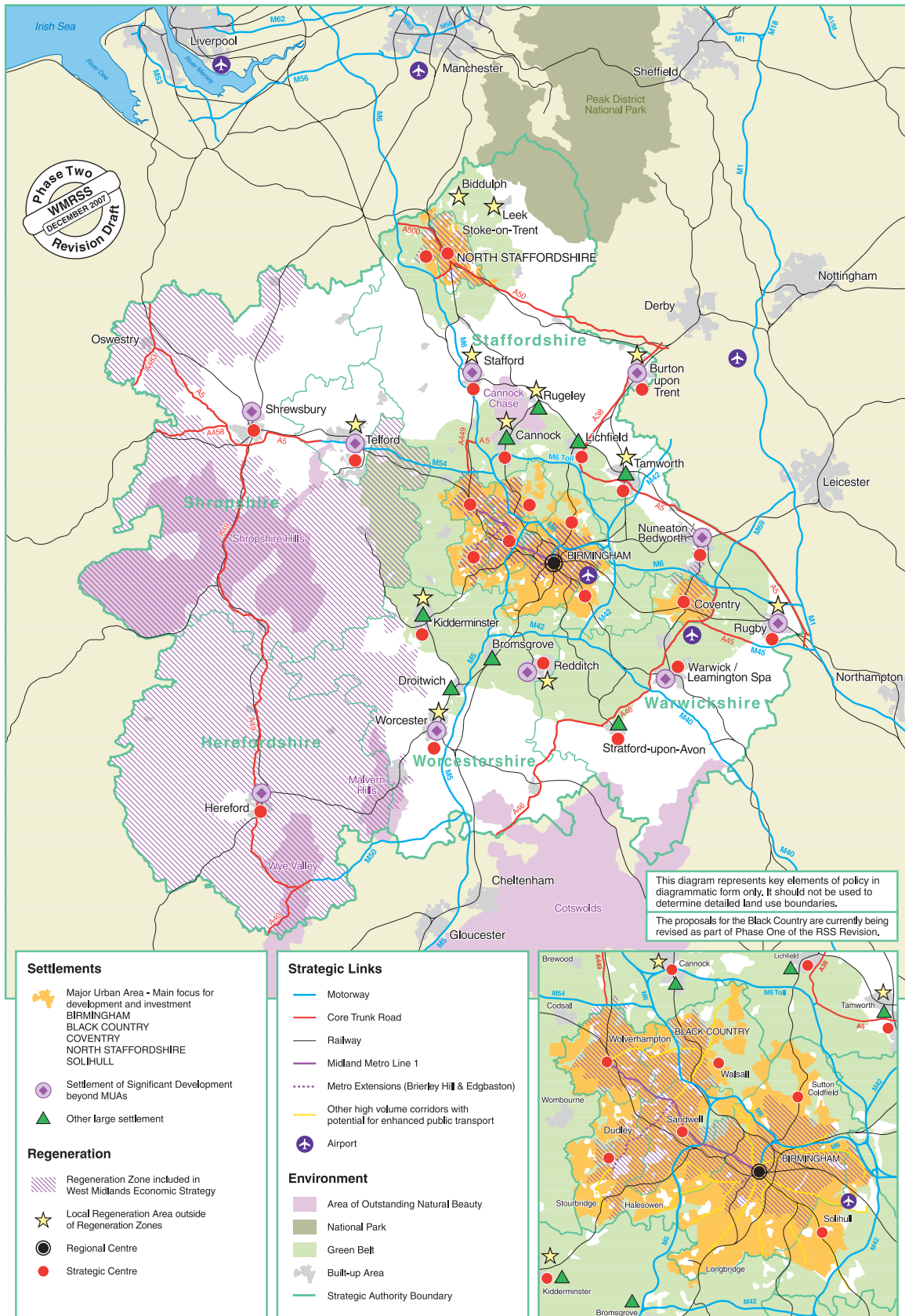






# The Spatial Strategy for the Development of the West Midlands

## Spatial Strategy





# Chapter 4

## Urban Renaissance



## Introduction

4.1 The four Major Urban Areas (MUAs) of Birmingham/Solihull, the Black Country, Coventry and the North Staffordshire conurbation contain over half the Region's population and are the main focus for urban renaissance. Of the local authorities covering the MUAs only Birmingham, Solihull and Dudley did not experience a net loss of population between 1991 and 2001. Many of the people leaving are the most economically active. However, it is critical for the Spatial Strategy that all of the Region's urban areas once again become vital, attractive places for people of a wide range of circumstances and lifestyles.

## Creating High Quality Living and Working Environments

4.2 Past urban regeneration activity has tended to focus on the "worst areas" but has failed to change people's perception of them. It has also failed to provide urban areas which are attractive to a broad range of people's expectations and lifestyles. This guidance takes a more comprehensive approach, targeting radical change on selected areas, but aiming to raise the overall quality across the MUAs.

4.3 Fundamental to urban renaissance is the creation and marketing of sustainable urban communities in which people will choose to live, work and invest. This will be achieved within the MUAs through the creation of:

- a) a variety of high quality, healthy, affordable and sustainable living and working environments (QE3, QE4)
- b) a sufficient number and variety of jobs to meet employment needs, along with associated education and training opportunities (PA1)
- c) modern urban transport networks, with an emphasis on public transport provision (T1)
- d) rejuvenated city, town, and local centres to serve communities with high quality services, to promote identity and social cohesion and to drive economic change (PA11).

4.4 The RPB will identify demonstration projects in each MUA to illustrate the achievement of very high quality residential environments, particularly with regard to:

- a) combining high density with high quality living environments;
- b) creating more attractive and sustainable urban and suburban communities through evolutionary development to raise capacity and provide the scale and demand for better local service provision; and
- c) illustrating that clearance and redevelopment in some areas may be the best option to achieve regeneration.



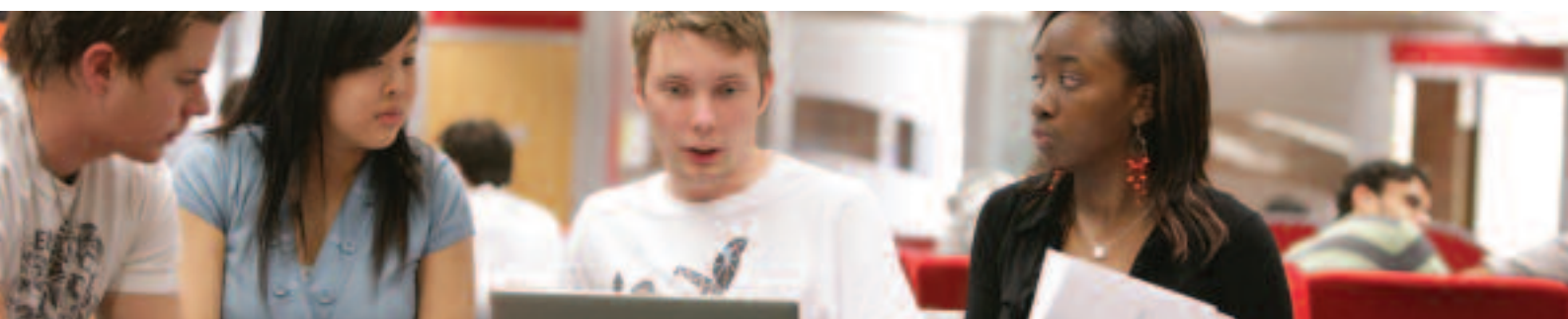
- 4.5 Urban renaissance will require an integrated approach to improving the urban environment, housing choice, access to jobs, transport efficiency, the distinctiveness of centres, and service delivery. To tackle these issues holistically requires integrating land-use decisions with other activities (such as education, health, community safety, leisure and environmental services) and joint working with others, including residential and business communities. The sustainable regeneration of the MUAs will be a Regional priority and that will be the focus for resources, but the principles should be applied to any redevelopment of urban areas.

## Policy UR1 Implementing Urban Renaissance – the MUAs

- A. Throughout the MUAs, local authorities, Regional agencies and partnerships should work together to:
- i) restructure land use and transport networks to create employment growth, new residential environments, improved environmental quality, integrate transport and join up centres
  - ii) undertake environmental improvements (QE Areas of Enhancement diagram) including greening programmes (QE4) and conservation of the historic environment (QE5)
  - iii) maximise the use of the existing housing and business stock where economically and socially viable

- iv) raise the quality of urban design, architecture and public art and spaces (QE3, 4)
- v) rejuvenate urban centres to act as a focus for regeneration; and
- vi) increase accessibility particularly for those currently disadvantaged in accessing jobs (T1).

- B. These objectives should be achieved using techniques such as:
- i) establishing local urban renaissance visions through effective participation of residents, businesses and other stakeholders
  - ii) introducing neighbourhood management techniques
  - iii) establishing innovative forms of delivery partnerships and mechanisms and
  - iv) sharing best practice through demonstration projects.
- C. Targeted action should be taken in areas of greatest need and areas of opportunity to create growth and new choices. Partnership working should be prioritised towards:
- i) developing integrated renewal strategies for the most deprived communities
  - ii) housing market improvements combined with improved services, such as health and education in the market renewal areas and housing renewal areas (CF1)



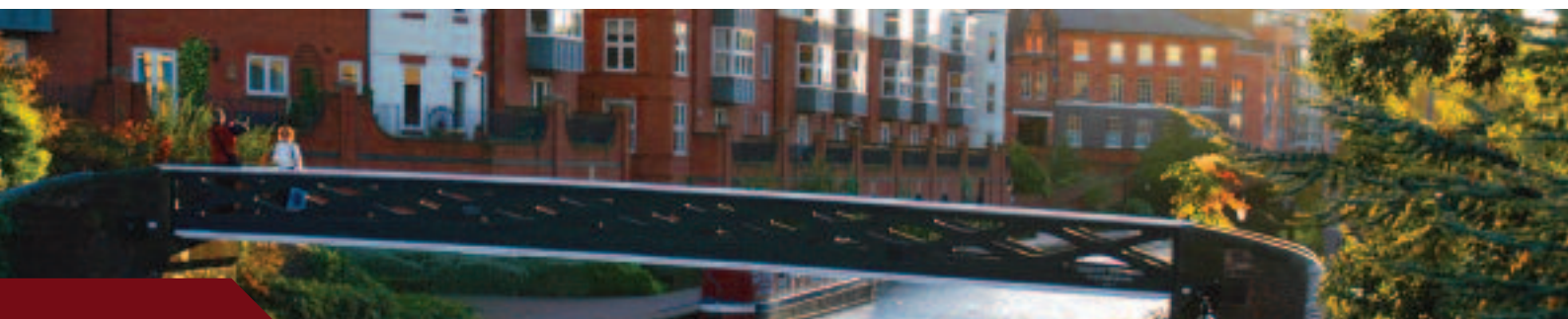


- iii) concentrated action within the urban regeneration zones, including business support, skills training, access improvements, land assembly and environmental improvement (PA2, QE3, 4)
- iv) developing strategies to provide for employment growth and creation of new residential environments in areas of opportunity
- v) identification of the complementary roles and identities of centres within the MUAs as catalysts for urban renaissance (UR3).

4.6 Local authorities working with Local Strategic Partnerships, and where appropriate Regeneration Zone partnerships, need to develop visions for local urban renaissance. These will have a key role in integrating and co-ordinating land-use and investment decisions with the development of major services and facilities in the fields of education, health and leisure, community safety, environment and housing. Regional and sub-regional mechanisms will be established to provide opportunities for discussion of components of the visions which would benefit from wider ownership and co-ordination.

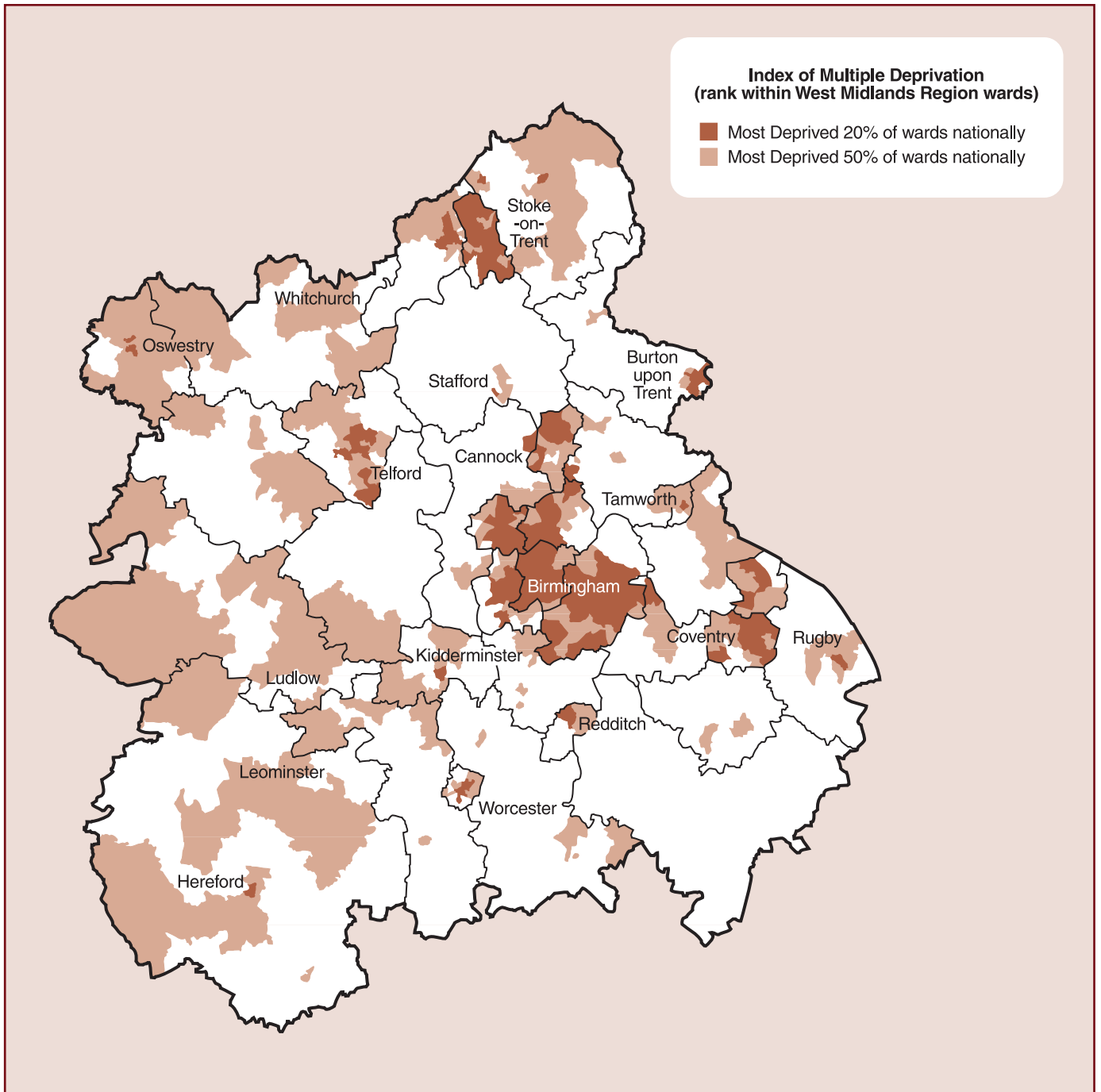
## Towns and Cities Outside the Major Urban Areas

4.7 Parts of many towns and cities which lie outside the MUAs are also experiencing decline or negative change which is affecting their potential to sustain a successful economy or to provide quality living environments. In parts of these towns, some communities also experience high unemployment and loss of services. This particularly affects the most vulnerable social groups. This situation is reflected in the current pattern of deprivation across the Region (Figure 5).





**Figure 5: Pattern of Need in the West Midlands**





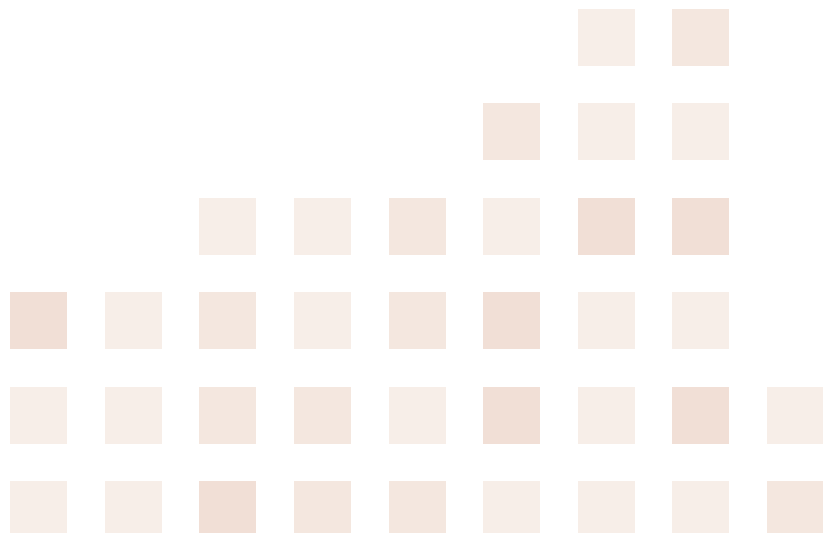
## Policy UR2 Towns and Cities Outside Major Urban Areas

- A. Local authorities and other agencies should seek to improve prospects in the following local regeneration areas by bringing forward local regeneration policies and programmes. Where possible access should be improved between concentrations of local deprivation and need within these towns and areas of economic opportunity, in-line with policy T1. Any support for local regeneration programmes should not prejudice the need to focus resources within the MUAs.
- |                   |           |
|-------------------|-----------|
| Biddulph          | Rugby     |
| Burton upon Trent | Rugeley   |
| Cannock           | Stafford  |
| Kidderminster     | Tamworth  |
| Leek              | Telford   |
| Redditch          | Worcester |
- B. The changing pattern of deprivation will continue to be monitored and the above list of local regeneration areas kept under review.

4.8 To implement this policy, local authorities should work with local, Regional and national agencies, the community/voluntary sectors and business partners to develop regeneration strategies to promote urban renaissance. The local regeneration areas identified are based on those areas that contain at least one of the most deprived 20% of wards nationally (see Figure 5).

## Creating Jobs

- 4.9 To be successful, urban renaissance must create the conditions for employment growth in addition to improving the residential environment. This means making adequate land, in appropriate locations, available for expanding local businesses and inward investment, supported by appropriate marketing.
- 4.10 The Regeneration Zones identified in the Regional Economic Strategy (RES) have a particular role in this and will be used to link the wealth created by regeneration to people in the most deprived communities. The five urban regeneration zones cover most of the Region's weakest housing markets and all the wards are within the 20% most deprived in the country.
- 4.11 Evidence shows that the existing supply of employment land in the MUAs does not cater for the whole needs of industry. The approach to employment land taken in this guidance is broadly one of providing a portfolio of sites. As well as identifying new, appropriately located sites, existing sites should be reassessed for their suitability and reuse for alternative purposes considered. This approach is set out in detail in the Prosperity for All Chapter and policies PA6, *PA6A and PA6B* in particular. Given the long lead-in time to bring forward often complex urban sites, priority should be given to investment in the MUAs.





- 4.12 Supporting and diversifying the economic base should be underpinned by a co-ordinated cross-sector package of measures linking physical, economic and social regeneration. These should address local circumstances and might combine business support, the reorganisation of land and premises, training, skills development (including basic literacy and numeracy) and improving accessibility. Business Renewal Areas, Business Improvement Districts and Business Neighbourhood Management and use of local planning agreements to promote local employment might be appropriate vehicles for this.

## Creating Modern Transport Networks

- 4.13 The Region's transport infrastructure needs substantial improvement to facilitate economic and social regeneration. Congestion constrains existing businesses, discourages inward investment and reduces people's quality of life. The Regional Transport Strategy is set out in full in the Transport and Accessibility Chapter.
- 4.14 This sets out how an integrated package of policies will be applied co-ordinating development plans, local transport plans and the investment programmes of transport operators and agencies. These packages should have a close relationship with regeneration action plans and local visions for urban renaissance. This will require strong partnership working between all concerned.

## Enhancing the Role of City, Town and District Centres

- 4.15 Revitalising city and town centres is an essential element of attracting people back into urban areas. This is not just because of the services they can provide but also because they play a key role in providing people with a sense of place. The Black Country and the North Staffordshire conurbation were formed by the merging of towns. People still strongly identify with their local town, although they may participate in activity across a wider area. This sense of identity and belonging needs to be nurtured and celebrated.
- 4.16 The study of the functional inter-relationships in the West Midlands<sup>1</sup> has demonstrated a strong polycentric or multi-centred pattern both within and outside the MUAs. While all centres have a function to serve their local communities, many centres have distinctive roles that serve a sub-regional, Regional or even national function. The retail function is only one element and centres may have other significant roles, for example, in tourism, financial services or leisure. There is great potential to expand existing roles and develop new roles, for instance in cultural regeneration.
- 4.17 Flagship schemes and cultural projects can be a catalyst for regeneration (PA10, QE5). Developments such as the National Indoor Arena and Brindley Place in Birmingham, Victoria Hall and the Regent Theatre in Stoke-on-Trent, the Phoenix Project in Coventry, the Walsall Art Gallery, and The Public arts facility in West Bromwich contribute to creating distinctive roles for different places, helping to raise their profile, enhancing the sense of place and being a source of local pride. There should be a close two-way relationship with the Regional Cultural Strategy in bringing forward schemes and programmes that have a spatial dimension.

<sup>1</sup>A Polycentric Framework of the West Midlands, ECOTEC 2001.

## Policy UR3 Enhancing the role of City, Town and District Centres

City, town and district centres and in particular those centres identified in the network of town and city centres in PA11, should be enhanced to play a leading role in urban renaissance programmes in order to provide services for local communities, a sense of identity and as drivers of economic growth. This will be achieved through:

- i) maintaining and enhancing the pattern of urban centres according to their function and role in the Region
- ii) developing strategies to maintain and enhance the underpinning role of all urban centres to serve their local communities in terms of retail provision, access to services and cultural/leisure activities
- iii) developing strategies to promote a sense of identity and local distinctiveness
- iv) identifying and creating opportunities for development, particularly for business, retail, leisure, tourism, cultural, educational and other services which are accessible to all
- v) adopting strategies to encourage more people to live in or close to centres through the re-use of sites, development of mixed-use schemes, the conversion of property and initiatives such as 'living over the shop'

vi) ensuring the highest standards of design are adopted, building on the existing character and identity of centres

vii) enhancing urban centres as the primary nodes of the public transport network.

4.18 Local authorities, the RPB, and others including the business community, should work together to develop appropriate complementary roles between centres in order to reduce the areas of wasteful competition between them so that the overall performance of the Region's centres exceeds the sum of its individual centres. Town centres are also covered in policies PA11-12B in the Prosperity for All Chapter.

## Community Regeneration

4.19 Evidence from many studies of urban regeneration demonstrate that one of the key ingredients for achieving success in regeneration and making it sustainable is the involvement of communities at all stages in the process from defining the problem, creating the vision, devising the actions, to implementing the proposed changes and maintaining the environment.





## Policy UR4 Social Infrastructure

- A. Service providers should work with local authorities and community organisations, in partnerships and through Local Strategic Partnerships, to demonstrate how their activities contribute to the delivery of urban renaissance consistent with the Spatial Strategy. Local authorities should facilitate the co-ordination of land use and investment decisions of providers with improved service delivery to:
- i) ensure that new social infrastructure is developed in or on the edge of an appropriate level of existing centre and is accessible by all modes by potential users
  - ii) co-ordinate decisions on schools investment and the provision of new facilities with residential renewal
  - iii) provide a range of educational facilities and services across all tiers to promote urban renaissance
  - iv) facilitate the modernisation of local health services, informed by partnership working with Primary Care Trusts on local delivery plans and addressing inequalities in health
- v) provide support for a range of business development and education and training services, targeted at linking local people and businesses to economic opportunities, including Education Action Zones
  - vi) promote the provision of other facilities necessary for local communities and maximise the potential of existing community buildings and other facilities wherever there is the potential for mixed use
  - vii) concentrate development and investment in areas where there is the greatest need
  - viii) support the creation of new quality residential environments in areas of opportunity
  - ix) encourage the creation of safer neighbourhoods.
- B. Local authorities should take account of the impact of proposed developments on the health of local communities based on an assessment carried out in liaison with Strategic Health Authorities and Primary Care Trusts.





# Chapter 5

## Rural Renaissance



## Introduction

- 5.1 The renaissance of the Region's rural areas is one of the key objectives of the Spatial Strategy. While the West Midlands is often thought of as an industrial and urban Region, some 80% of its area in which 20% of its population lives is rural. These rural areas vary greatly in character and in the degree and nature of action they require in order to create stable, sustainable and attractive communities. Actions taken to achieve this must recognise the different circumstances that exist in different places in the rural areas.
- 5.2 Many of the actions necessary to achieve the rural renaissance will be small scale and specific to the locality. It is important that decisions about change and their implementation should include community involvement at all stages. The main strategic mechanisms for enabling this to happen are set out in this Chapter and in the policies covering the rural economy and diversification in the Prosperity for All Chapter (PA14-15). General guidance for planning in the countryside is set out in PPG7.
- 5.3 It is important that activities to improve the quality of life in the rural areas protect and enhance their unique qualities including their environmental assets. The policies in the Quality of the Environment Chapter will be particularly important in this respect.

## Rural Renaissance

- 5.4 All parts of the rural area are equally important but there are many differing characteristics. Policies and actions should be tailored accordingly. Areas such as southern Staffordshire, northern Worcestershire and much of Warwickshire, are heavily influenced by proximity to and functional linkages with MUAs and share some of their characteristics. Actions in both urban and rural areas need to be made in the context of this strong inter-relationship wherever it exists. Local authorities, in preparing their development plans, and service providers need to consider the inter-relationship of the rural areas with the larger cities and towns that serve many of their higher-order service needs and provide important sources of employment.
- 5.5 In others areas, such as the "rural west" and parts of north Staffordshire, which are among the most remote and sparsely populated areas in England, establishing a network of rural service centres will be important. In these areas there will be a greater need for local planning authorities, service providers and other partners to take a co-ordinated approach to centres, so that together they provide the widest possible range of quality services and opportunities.





## Policy RR1 Rural Renaissance

- A. Rural areas of the West Midlands will be regenerated through the improvement of choice in housing; the diversification of the rural economy; better transport links both within rural areas and between urban and rural areas; improving health, education, skills training, social, shopping, community facilities and other services, the sustainable use of environmental assets, and the prudent use of natural resources.
- B. Policy priorities will vary according to a number of factors, including the quality of the environment, local character and distinctiveness, need for new employment, need for additional housing, including affordable housing, to meet local needs and stem population decline, and access to services and facilities.
- C. In preparing their development plans, local authorities will need to have regard to the inter-relationship between urban and rural areas and to draw a general distinction between:
- i) rural areas which are subject to strong influences from the MUAs and which are relatively prosperous and have generally good access to services. For these, the main priority will be to manage the rate and nature of further development to that required to meet local needs, whilst ensuring that local character is protected and enhanced
  - ii) rural areas which may be remote from the MUAs, with generally sparse and in some cases declining population, poor access to jobs and services. Here the main priorities should be economic diversification (PA14-15), affordable housing, better services and improved public transport.
- D. Significant incidences of low income and social exclusion occur throughout the rural areas and should be addressed wherever they occur, although the most severe problems tend to be in the most remote areas.
- 5.6 In implementing this policy it is important that local people and organisations have the opportunity to contribute directly to decisions about the future of their area, and where appropriate to help put those decisions into practice. In a rural area, issues and choices are often local and distinctive in nature, requiring 'grass-roots' knowledge and understanding which may not be available to organisations operating more widely.
- 5.7 Community involvement should be planned as a positive and integral part of any programme so that it does not lead to indecision and delay. Community based organisations and individuals with local knowledge and understanding should be given the opportunity and support to become actively involved in land-use and transport planning and in related social policy areas such as health, education, skills training and crime prevention and the provision of other key services and facilities.





# Rural Renaissance

5.8 Parish councils, rural community councils, local amenity groups and other community based organizations should make a particularly important contribution. Mechanisms for involvement include parish and town plans, village appraisals, village design statements, and Local Agenda 21 and local biodiversity action plans. It is important that the role of each and the links between them, and with development plans, are clearly defined. Where appropriate the action plans and appraisals produced should be linked to development plans through adoption as supplementary planning guidance.

## The Rural Regeneration Zone

5.9 The main geographical focus for rural renaissance will be in the Marches, where a Rural Regeneration Zone (RRZ) has been designated by Advantage West Midlands (AWM). The Zone covers parts of the rural areas of Herefordshire, Shropshire and Worcestershire (shown on the Spatial Strategy Diagram) and has a population of some 280,000, much of which is widely dispersed. The area is characterised by agriculture, market towns and villages and is rich in landscape, historic buildings and traditional crafts. However the economy is changing as employment in agriculture declines and new, mainly small businesses are created or move into the area. The growth of leisure and tourism has been significant in recent years. The population is ageing as young people move away in search of higher education and greater job opportunities while older people move into the area on retirement.

5.10 A wide range of action is required to tackle problems of unemployment, under-employment, low incomes, deprivation and social exclusion while preserving and enhancing the high-quality environment and strong character of this very attractive and distinctive part of the Region.

## Policy RR2 The Rural Regeneration Zone

- A. In order to encourage the renaissance of those parts of the Region where rural communities are under greatest threat from economic change and other associated pressures, local authorities, AWM and other partnerships should focus investment within the Rural Regeneration Zone as identified on the Spatial Strategy Diagram. The RRZ will be the primary focus for rural regeneration in the West Midlands.
- B. Priority should be given to improvements in traffic management and public transport within the A49 transport corridor and any other parts of the Zone where they are necessary to support economic and social regeneration and to improve accessibility.
- C. Local authorities should work with the RRZ Partnership Board to identify initiatives which have spatial implications and to develop policies in their development plans to facilitate those initiatives. In particular, emphasis will be given to the following measures:





# Rural Renaissance

- i) supporting existing businesses and attracting appropriate new economic activity. Incubator and starter units and serviced employment land will be provided where necessary to attract appropriate economic activity to existing settlements
- ii) strengthening the range and quality of services available to residents through the establishment of a network of rural service centres. Where possible services should be based on market towns and large villages, but in the more sparsely populated areas they may need to be more widely dispersed or mobile, reflecting the settlement pattern
- iii) improving accessibility to jobs and services, including for education, training and learning, through improved transport (particularly public transport), better facilities such as multi-purpose centres and outreach facilities, and radical improvement of ICT infrastructure including access to the broadband network
- iv) providing affordable housing to meet local needs, in existing settlements wherever possible, and making full use of the existing housing stock (in-line with policy CF7)
- v) promoting rural diversification, particularly in association with environmental improvement, the enhancement of biodiversity and the development and marketing of local food and other products and

- vi) maintaining and enhancing the landscape (especially the three AONBs), natural, built and historic environment and distinctive character of the Zone and particular areas within it, and minimising the negative effects of any new development.

- 5.11 Responsibility for implementing this policy rests primarily with Advantage West Midlands, working with the Herefordshire, Shropshire and Worcestershire Partnerships. It will require close co-ordination with development and local transport plans.
- 5.12 Other relevant policies are found in the Prosperity for All and Quality of the Environment Chapters, in particular those covering economic development (PA14), tourism (PA10) and agriculture and forestry (PA15, QE8).

## Market Towns

- 5.13 Market towns have long been a focus for commercial and social activity in the rural West Midlands, but in recent years their functions have been affected by social, economic and agricultural change. The Region has many different types of market town, ranging from county towns, such as Shrewsbury, Hereford and Stafford, which have a degree of urban autonomy to small towns such as Kington and Craven Arms, which are firmly grounded in their rural hinterlands. Towns have reacted in different ways to changes in rural areas, and some have struggled to maintain and develop their roles.







- 5.14 Market towns should be the focus of rural renaissance in most parts of the Region, including the RRZ (RR2). In a county or market town, people should be able to buy most things they need, obtain a range of essential services, find a variety of housing, have a choice of jobs, obtain training and education and enjoy entertainment. So that these benefits are widely available to people in the rural hinterland of the town, transport (particularly public transport) improvements will often be needed. The distinctive character and environmental quality of a town is important in its own right but may also help it to develop as a centre of tourism (PA10) or as a focus for rural renaissance.

## Policy RR3 Market Towns

- A. Market towns have a key role in helping to regenerate rural areas (RR1), as a focus for sustainable economic and housing development and by providing services and other facilities to their rural hinterlands. In fulfilling these roles, it is important that the distinctiveness and character of each individual town is maintained and where possible enhanced. Market towns which are to have a role in rural regeneration should be identified in development plans; having regard to the following characteristics:
- i) a close and interdependent relationship with the population and economy of a rural hinterland, whether or not the settlement has ever had a traditional agricultural market
  - ii) an existing focus for and reasonable balance between employment opportunities, housing provision, community facilities and services, or potential to provide this
  - iii) existing or potential for a planned and co-ordinated local transport network

- iv) generally, although not exclusively, a population of less than 20,000 and above 2,000 and
  - v) the capacity to accommodate new growth in terms of its character and setting, and the potential to develop as a sustainable community.
- B. The mixture of action required will vary from town to town. Development plans and other plans and programmes should normally prioritise, for each town, policies to:
- i) provide sites and premises to support the expansion of existing businesses and, where necessary, the generation of new ones
  - ii) improve the natural, built and historic environment (QE3 - 6)
  - iii) provide additional housing to maintain viable communities and meet local needs, including the provision of affordable housing (CF2, CF7)
  - iv) develop shopping and other key services and facilities within the town centre in accordance with PA11 where suitable sites exist; where no such sites are available, shopping development should be subject to the key tests and in particular the sequential test in PPG6;
  - v) develop the accessibility of the town from its rural hinterland, for example by improving public transport facilities and services (also see policy T1)
  - vi) develop ICT infrastructure to assist the local economy, including increased potential for home working and better access to local services
  - vii) facilitate the developing role of higher and further education, for example through the development of local centres and the use of shared facilities





viii) improve access to health facilities and enable their integration with social and other service provision and

ix) encourage the multi-purpose use of land and buildings for community facilities, leisure and service provision.

- 5.15 Market towns should be defined in development plans taking into account an assessment of the town's ability to accommodate development and the relationship with the other settlements in the area. When preparing proposals local authorities should discuss and agree priorities with the Market Towns Task Group and local partnerships, taking into account the likely effect of their proposals on neighbouring towns.
- 5.16 Particular attention should be given to the needs of the local community and those of surrounding rural areas. It will be important to involve a range of community groups and specialist organisations in developing and implementing proposals. Each market town should develop a vision, taking account of its relationship with other service centers, and may be given a health check and action plan, using the Market Towns Toolkit developed by the Countryside Agency. It will be important to prioritise the action required in each town.

## Villages

- 5.17 Depending on definition, the Region has approximately 2,300 villages. They perform an essential role in maintaining and enhancing the rural way of life by providing homes, jobs, services and other facilities for local people, many of whom cannot easily reach the nearest town. Consideration should be given to the extent to which sustainable development, which is appropriate in scale and nature, would enable villages to remain viable. It is not envisaged that any new villages will need to be developed.

## The Open Countryside

- 5.18 The open countryside consists of the whole of the rural area outside towns, villages and other small settlements.
- 5.19 The Rural Economy policies (PA14-15) in the Prosperity for All Chapter and many of the Quality of the Environment policies will be particularly relevant to local planning authorities in development plan preparation and determining planning applications. Detailed planning guidance on the countryside is contained in PPG7.

## Rural Services

- 5.20 Access to the services people need is one of the most important determinants of quality of life in rural areas. A village shop, school, doctor's surgery and bank are likely to be important to most households, but many other services will be 'essential' to particular people, depending on their circumstances and stage in the life cycle. Where services are not provided locally, public transport to a service centre may be a vital lifeline.
- 5.21 The Countryside Agency's Rural Services Survey 2000 showed that the West Midlands had a higher proportion of rural parishes without essential services than England as a whole. In many parts of rural Shropshire, Herefordshire and Staffordshire, fewer than 75% of households are within 2km of a post office, fewer than 40% are within 4km of a bank or building society and fewer than 70% are within 2km of a primary school.

## Policy RR4 Rural Services

- A. Improving the range and quality of services available to rural communities is a key component of rural renaissance. Some services will be improved by bringing them closer to where people live, some may need to be concentrated in towns and other centres accessible from the surrounding area, and some can be provided jointly. Where possible, centres should develop complementary roles in service delivery.
- B. Development plan policies for housing and other forms of development should take into account the likely implications for the provision of services and facilities for the particular communities concerned, including the extent to which new development may help support the provision of local services.
- C. Development plans should set out how services will be provided for in rural areas, taking full account of the need to retain essential community services and to facilitate and provide for appropriate new and innovative forms of service delivery.
- D. Local Transport Plans should identify where improved public transport services are required to support rural services.

5.22 The threat to rural services is recognised in the Countryside Agency's "State of the Countryside 2003 (West Midlands)" and in limited circumstances it may be appropriate to protect services and facilities from other development proposals. To retain and

improve the availability of services in the rural areas will require a co-ordinated approach between public and private sectors and Local Strategic Partnerships will have an important role to play. To assist, local authorities should consider developing service strategies for rural areas. These should take account of the broad range of services and delivery options (see para 5.23) in the context of local service standards developed in-line with the Rural White Paper. Where there are land-use implications these should be taken into account in the preparation of development plans.

5.23 Innovative and imaginative solutions should be developed, particularly in the joint delivery of health, education, social, leisure and cultural and other services. This may also include the use of mobile services, ICT (PA14) and transport solutions (RR4). The implications of such solutions, which may include increased potential for homeworking and for a number of service providers to share facilities, should be taken into account in the preparation of development plans. Service provision should be adequately co-ordinated with public transport services from the rural hinterland. In some cases, groups of market towns may be identified to work together to deliver locally effective solutions.

5.24 For the review of this *WMRSS* the RPB should work with partners including the Countryside Agency and AWM to identify and prioritise the critical services that need to be protected, enhanced or secured in the different parts of the Region and establish mechanisms for delivering them.



# Chapter 6

## Communities for the Future





# Communities for the Future

## Introduction

- 6.1 *The government's key housing policy goal is to ensure everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live<sup>1</sup>. Over the last 10 years, general market housing has become progressively unaffordable to first time buyers and insufficient social and shared equity housing has been built to meet needs. The government believe that the problem of unaffordability could get worse unless there is a step-change increase in the level of new house building across the country. The government is looking for a rise in the level of new house building across England to 240,000 per annum with 2 million new homes provided by 2016 and 3 million new homes by 2020. The West Midlands Region's share of this growth is estimated to be in the order of 19,000 new dwellings (net) per annum.*
- 6.2 *The WMRSS Revision seeks to retain a strong emphasis on urban renaissance and the concentration of new housing development within the MUAs close to where demand arises. Excessive development on greenfield sites outside the MUAs could fundamentally undermine the process of urban renaissance. To support this renaissance, residential environments within the MUAs will need to be made more attractive, so that they can increasingly retain their economically active population.*
- 6.3 *At the same time, new housing provision will need to be made in other parts of the Region to meet housing demand. Parts of this provision will be focused on named settlements capable of balanced and sustainable growth but provision will also be made for a spread of development to meet the requirements of other settlements, market towns and rural areas.*
- 6.4 *The distribution, location and type of new housing development have an important role to play in delivering the urban and rural renaissance agendas and regard should be had to the relevant chapters of the WMRSS. In increasing the level of development in the MUAs, particular attention should be paid to the policies in the Quality of the Environment Chapter (Chapter 8) and the Towards a More Sustainable Region Chapter (Chapter 2).*
- 6.5 *Delivering the WMRSS strategy will require a co-ordinated approach to housing provision across administrative boundaries and between planning and housing authorities, private house builders, the Housing Corporation and private and social housing landlords. Through the Regional Housing Strategy (RHS) (2005)<sup>2</sup> the Regional Housing Board (RHB) will identify regional priorities for housing market interventions and targeting of capital public investment resources.*
- 6.6 *Within the overall housing requirements of the West Midlands, the need for affordable housing is critical for the Region and affects all parts. Policy CF7 on 'Delivering affordable housing' requires both local planning authorities and the RPB to work closely with the RHB with regard to the RHS and the strategic housing market areas.*

<sup>1</sup>Planning Policy Statement 3 (PPS3) Housing, Communities and Local Government 2006.

<sup>2</sup>Regional Housing Strategy – WMRA & GOWM (2005).





## **Housing within the Major Urban Areas**

- 6.7 Research into the Region's housing markets indicates that substantial areas within the MUAs need to provide more attractive choices of home and community environments, to encourage economically active and independent households to stay. Whilst the West Midlands has not experienced the worst cases of low demand for housing or abandonment that were evident in more northern regions, there are still risks of localised housing market failure which the Housing Pathfinders are seeking to address. To do this effectively, the WMRSS and the RHS have developed a co-ordinated approach to encourage economically active residents to remain in these areas facilitating an increase in the wealth of the conurbations.
- 6.8 There are however significant differences in housing markets between and within the conurbations. The West Midlands conurbation accounts for just under half the population of the Region. Despite the decrease in population over many years through net out-migration, the area still has a relatively young age structure and high demand for housing. This is particularly the case for Birmingham. However, parts of the economy of the conurbation remain weak relative to most other parts of the Region. The conurbation includes areas of weak housing markets covered by Renew and Urban Living Pathfinders, together with two regionally significant areas of housing market intervention – 'evolve' (Telford and the Black Country) and East Birmingham/North Solihull. As regeneration policies are successful, these vehicles for securing urban renaissance will make an important contribution to meeting the housing requirements and creating sustainable communities.

- 6.9 The North Staffordshire conurbation, particularly the inner core, has experienced a decline in population and economic activity which has led to a weak housing market in this inner core. The concerted actions being put in place with the support of government and in conjunction with the local authorities have a good prospect for success if these are sustained and economic development is renewed to underpin other aspects of regeneration.

## **CF1**

### **Housing within the Major Urban Areas**

- A. The potential for new housing development within the West Midlands conurbation should be maximised in order to seek to retain economically active population within the MUAs, subject to the need to maintain a balance between employment prospects and housing development and to secure environmental safeguards.
- B. Within the North Staffordshire conurbation, development should be concentrated within priority regeneration areas identified within the Local Development Framework to complement the process of housing market renewal.
- C. In order to create a variety and choice of good quality housing within the MUAs, local authorities (through their development plans and housing strategies) should work with the private sector as the major provider of new housing, the Housing Corporation and Registered Social Landlords to:
- a) significantly improve the quality of the existing housing stock both through enhanced renovation programmes and increased rates of redevelopment



# Communities for the Future

b) increase the scale and range of new housing development opportunities in appropriate locations guided by the Regional Housing Strategy and local and sub-regional housing strategies

c) create and protect well served and attractive urban communities and living environments (QE3-4 and SR2) within which more people will wish to live and invest, through the provision of appropriate housing types, tenures and densities

d) ensure the provision of appropriate affordable housing in-line with policy CF7 and local and sub regional housing strategies.

D. The approach set out in C above should be adopted across all parts of the MUAs, in order to retain economically active households, provide support for new or existing local services and facilities, and to create and maintain sustainable communities.

E. Significant action and investment, including where appropriate large scale redevelopment, should be targeted within those parts of the MUAs where the housing market is weak, particularly in the two market renewal/low demand Pathfinder areas of west and north Birmingham/ east Sandwell and Stoke-on-Trent/ Newcastle-under-Lyme as well as the housing market intervention areas of East Birmingham/North Solihull and Evolve: The Black Country and Telford.

F. Action to renew and redevelop neighbourhoods should also be focused in those areas where there is a risk of problems of decline spreading to adjoining housing areas, particularly in parts of Birmingham, Coventry, Dudley, Sandwell, Solihull, Walsall and Wolverhampton. The Regional Housing Strategy provides a framework for action in these areas, which are shown as Housing Renewal Areas on the Communities for the Future Diagram.

G. Both Market and Housing Renewal Areas should be reflected in local authority development plans, together with details of where initiatives to rehabilitate the existing housing stock will be concentrated and where clearance and redevelopment is expected.

6.10 In order to secure the regeneration of the MUAs, it is essential that the economically active population and the wealth of the cities can be increased. This requires the delivery of a significant higher level of housing development than is currently being built. At the same time, significant improvements to the current housing stock and to the overall quality of life are urgently required.

6.11 In implementing Policy CF1, major restructuring of the urban fabric will be required in some areas which may, for example, involve consolidating employment and surplus open space uses to release land for housing development.





# Communities for the Future

- 6.12 *The metropolitan area of Birmingham, Coventry, Solihull and the Black Country, which makes up the Birmingham, Coventry and Black Country City Region, is a major economic driver and source of employment opportunities within the Region. The success of the urban renaissance strategy is acknowledged to be partially dependent on a range of factors being improved, including education provision and standards, skills and training and quality health facilities. Alongside progress on these aspects the ambition expressed through the WMRSS is that provided a sufficient choice of attractive residential environments is made available, the Spatial Strategy assumes that net out-migration can be stemmed. Achieving the levels of housing identified for the metropolitan area over the plan period to accommodate those households who would otherwise have migrated out of the MUAs, will depend upon a commitment to large-scale housing renewal and redevelopment. This will require a proactive approach to redevelopment with high replacement ratios for cleared housing stock and a willingness to support an increase in overall densities. In parts of the City Region, in particular Birmingham, there is an aspiration to develop 'eco-centres' to accommodate new housing growth.*
- 6.13 *Within Birmingham and Solihull, early concentration of development will be within the East Birmingham/North Solihull corridor, covering both authorities and as set out in the New Growth Points submission. Within Birmingham, further growth areas are being developed as part of the City Region vision for growth in the centre and south of the city. Within Solihull, priority will be given to the development within that part of the Borough that is identified as part of the MUA and that supports urban renaissance. To deliver the proposals in this area, no urban extensions are needed in the period up to 2026.*
- 6.14 *Within Coventry, development will initially be concentrated around the city centre and other priority regeneration areas. If, after further investigation, additional development sites are needed to meet the required housing trajectory, the LDD should seek to bring forward greenfield urban extensions. Any proposed extensions should initially be within the Coventry administrative boundary and then if necessary, and following joint studies with Warwickshire authorities and the City Council, adjacent to the city within other local authority areas. This would involve amendments to the Greenbelt boundaries.*
- 6.15 *Priorities for development within the Black Country have been established as part of the WMRSS Phase One Revision. This seeks to concentrate new development within and adjacent to the four strategic centres of Wolverhampton, Walsall, West Bromwich and Brierley Hill/Merry Hill and in the corridors between them. No urban extensions are needed in the period up to 2026.*







- 6.16 *Within the North Staffordshire conurbation, the economy and housing market still show signs of weakness, for which, concerted efforts to comprehensively regenerate the area are being pursued. The Renew urban pathfinder is seeking to turn around the fragile housing market. Thus, a period of restraint on housing development is necessary, both within and outside the conurbation, to enable the fledgling housing market to regain strength before the area can fulfil its potential to attract market housing at a level consistent with the size of the conurbation. Housing development should be concentrated within the urban core of the conurbation. Over time, as there are positive signs of a significant improvement within the North Staffordshire conurbation housing market, it should be possible to make further provision for higher average rates of housebuilding, as part of a further review of the WMRSS. No urban extensions to the conurbation are likely to be needed in the period up to 2026.*
- 6.17 *There will be a need for significant investment in some parts of the MUAs to develop the transport capacity, social infrastructure and quality environment to ensure the development of mixed sustainable communities that appeal to a broad range of existing and new residents (SR2). This timing of increased housing development is also consistent with the Sustainable Communities Plan, which anticipates healthy markets in the pathfinder areas nationally between 2010-2015. This reflects the time necessary to bring forward capacity and create confidence in the housing markets.*

## **Housing beyond the Major Urban Areas**

- 6.18 *Areas outside the MUAs house nearly half of the Region's population. There is considerable variation across the area which contains affluent commercial and residential centres alongside less affluent urban areas, which have had or are still experiencing manufacturing decline. Rural areas range from those within close proximity to the conurbations to more remote rural areas in the Welsh Marches and North East Staffordshire. Some towns, particularly Telford, Nuneaton and Burton upon Trent, have issues relating to housing renewal, similar to those in the MUAs.*
- 6.19 *Attractive and sustainable communities need to be developed and maintained across all parts of the Region. It is important that communities are allowed to grow and change and that housing demands are met, including through greenfield extensions where appropriate. However, it is also important that development does not undermine the urban renaissance of the MUAs. As a result of the Habitats Regulation Assessment, the importance of consolidating habitats and buffering impacts of development, on European nature conservation sites must be considered.*
- 6.20 *Telford (population around 134,000) is a larger freestanding settlement than others across the Region and is part of the Birmingham, Coventry and Black Country City Region. As a former 'new town', with extensive areas of reclaimed land still available for development, it provides an important opportunity for the growth and further development of a large sustainable community.*





## CF2 Housing beyond Major Urban Areas

A. *Beyond the MUAs, strategic housing development should be concentrated in and adjacent to towns which are capable of balanced and sustainable growth. These are the Settlements of Significant Development, namely Worcester, Telford, Shrewsbury, Hereford, Rugby, Burton upon Trent, Stafford, Nuneaton/Bedworth, Warwick/Leamington Spa and Redditch. These Settlements of Significant Development:*

- i) act as sub-regional service centres*
- ii) have the capacity to accommodate additional development without significant harm to local communities and in sustainable locations*
- iii) are able to balance housing and employment opportunities and provide social infrastructure and services to meet the needs of expanded settlements*
- iv) are able to deliver local regeneration priorities through new development*
- v) either already have or are capable of developing good accessibility by public transport and through increased provision for walking and cycling.*

*These Settlements of Significant Development are shown on the Communities for the Future diagram.*

B. *Areas for new housing development, on a smaller scale, will also be accommodated within and adjacent to other urban areas, and market towns of the Region. These settlements, which need to be capable of creating balanced opportunities for housing and employment and which should already have a range of local services, will be identified through LDDs.*

C. *Development in villages should support the need to meet local housing requirements, particularly needs for affordable housing; and promote local regeneration or support the retention or creation of local services. Development should be prioritised in villages which still have a range of services and within these, priority should be given to the reuse of previously developed land and the conversion of existing buildings.*

6.21 *In general, the principles of sustainability will lead to the majority of housing development in rural areas being focused on market towns and larger rural settlements. In some circumstances, it will also be appropriate to consider small scale housing provision in smaller settlements, where this can be shown to contribute directly towards regenerating the rural economy or sustaining a local community, by meeting proven housing needs and where the impact on the environment and the landscape is acceptable.*

## Levels and Distribution of New Housing Development

6.22 *The scale of housing provision and its distribution seeks to complement the overall aspirations of the WMES and the RHS. The delivery of policies CF1 and CF2 will rely on close partnership working between planning and housing authorities. As well as private housing builders, private and social housing landlords and through the Regional Housing Board, the support of government and its agencies including the Housing Corporation, the New Homes Agency and Advantage West Midlands. This partnership approach should take place at regional, sub-regional and local level. All housing developments should respect the natural, built and historic environment in accordance with the QE policies.*



- 6.23 *The distribution of housing shown in Table 1 sets out how the Region will respond to the higher level of housebuilding required by the government. This distribution also reflects WMRSS and RHS objectives as well as sub-regional and local regeneration priorities. The table should be read in conjunction with policy CF4 on phasing. Within the MUAs, development will be of a scale that will enable these areas to increasingly meet their own generated needs. At 2006, the ratio of new housing development between the MUAs and other areas was 1:1.3. Proposals in Table 1 imply an average ratio of new development of 1:1.2 between the MUAs and the rest of the Region.*
- 6.24 *This level of new house building will require substantial investment from the private sector, including house builders and utility providers, as well as from the private sector in terms of transport and other supporting infrastructure. This infrastructure needs to be provided, as far as possible, at the same time as the housing development, as a necessary prerequisite of development.*

## CF3 Level and Distribution of New Housing Development

- A. *Development plans should make provision for additional dwellings (net) to be built as specified in Table 1 for the period 2006-2026. Proposals for Birmingham, Solihull (that part within the MUA) and the Black Country Boroughs are minima figures. Table one also shows the indicative annual development rates necessary to achieve these targets.*

*In certain circumstances, the most sustainable form of housing development may be adjacent to the settlement but cross local authority boundaries. Where housing market areas cross local authority administrative boundaries, co-operation and joint working will be necessary to ensure that*

*sites are released in a way that supports sustainable development.*

*In the following locations, local authorities must jointly consider the most appropriate locations for development before producing or revising LDDs:*

- i) Birmingham and Bromsgrove in relation to Birmingham;*
- ii) Stoke-on-Trent and Newcastle-under-Lyme in relation to the North Staffordshire conurbation*
- iii) The four Black Country Boroughs in relation to Wolverhampton, Walsall, Sandwell and Dudley*
- iv) Stafford and South Staffordshire in relation to Stafford town*
- v) Cannock Chase, Lichfield and Stafford in relation to Rugeley*
- vi) Tamworth, Lichfield and North Warwickshire in relation to Tamworth and Lichfield Districts*
- vii) East Staffordshire and South Derbyshire in relation to Burton upon Trent*
- viii) Coventry, Nuneaton & Bedworth and Warwick in relation to Coventry*
- ix) Redditch, Bromsgrove and Stratford-upon-Avon in relation to Redditch*
- x) Worcester, Malvern Hills and Wychavon in relation to Worcester.*

*Footnotes to accompany Table 1:*

- a) Of the total provision for Birmingham, around 700 dwellings will be provided at Longbridge, in Bromsgrove District.*
- b) Dependant upon the capacity in Coventry and the outcome of further studies, some of the allocations could be made adjacent to Coventry within Nuneaton & Bedworth and Warwick Districts.*
- c) Of the figure of 8,000 for Lichfield, dependant upon the outcome of further local studies, some of the allocations could be made relating to Tamworth and Rugeley.*
- d) Dependant upon the outcome of further local studies, some of the Stafford town allocation could be made, adjacent to the settlement, in South Staffordshire District.*
- e) Redditch Figure of 6,600 includes 3,300 in Redditch and 3,300 adjacent to Redditch town in Bromsgrove and/or Stratford-upon-Avon Districts.*
- f) Of the figure of 10,500 for Worcester; 3,200 will be within Worcester City and 7,300 will be adjacent to the City within the surrounding districts of Malvern Hills and Wychavon.*
- g) Includes the Newcastle urban area.*



# Communities for the Future

**Table 1 – Housing Proposals 2006 - 2026**

Planning Area	Proposal Total (Net) 2006 - 2026	Indicative Annual Average 2006 - 2026
Birmingham <sup>(a)</sup>	50,600	2,530
Coventry <sup>(b)</sup>	33,500	1,675
<b>Black Country</b>	<b>61,200</b>	<b>3,060</b>
Solihull	7,600	380
<b>Metropolitan Area Total</b>	<b>152,900</b>	<b>7,645</b>
<b>Shropshire</b>	<b>25,700</b>	<b>1,285</b>
Bridgnorth	2,500	125
North Shropshire	6,100	305
Oswestry	4,000	200
Shrewsbury and Atcham	8,200	410
of which Shrewsbury	6,200	310
South Shropshire	4,900	245
<b>Telford &amp; Wrekin</b>	<b>26,500</b>	<b>1,325</b>
of which Telford	25,000	1,250
<b>Staffordshire</b>	<b>54,900</b>	<b>2,745</b>
Cannock Chase	5,800	290
East Staffordshire	12,900	645
of which Burton upon Trent	11,000	550
Lichfield <sup>(c)</sup>	8,000	400
Newcastle-under-Lyme	5,700	285
of which Newcastle urban area	4,800	240
South Staffordshire	3,500	175
Stafford	10,100	505
of which Stafford town <sup>(d)</sup>	7,000	350
Staffordshire Moorlands	6,000	300
Tamworth	2,900	145
<b>Stoke-on-Trent</b>	<b>11,400</b>	<b>570</b>
<b>Warwickshire</b>	<b>41,000</b>	<b>2,050</b>
North Warwickshire	3,000	150
Nuneaton and Bedworth	10,800	540
Rugby	10,800	540
of which Rugby town	9,800	490
Stratford-on-Avon <sup>(e)</sup>	5,600	280
Warwick	10,800	540
<b>Worcestershire</b>	<b>36,600</b>	<b>1,830</b>
Bromsgrove <sup>(e)</sup>	2,100	105
Redditch <sup>(e)</sup>	6,600	330
Malvern Hills <sup>(f)</sup>	4,900	245
Worcester City <sup>(f)</sup>	10,500	525
Wychavon <sup>(f)</sup>	9,100	455
Wyre Forest	3,400	170
<b>Herefordshire</b>	<b>16,600</b>	<b>830</b>
of which Hereford City	8,300	415
<b>Shire and Unitary Authorities Total</b>	<b>212,700</b>	<b>10,635</b>
Major Urban Areas <sup>(g)</sup>	169,100	8,455
Other Areas	196,500	9,825
<b>West Midlands Region</b>	<b>365,600</b>	<b>18,280</b>



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- 6.25 *In determining the most sustainable form of new development, local authorities, in their LDDs should consider whether the release of Greenbelt land (within the context of policies CF1 and CF2) would provide a more appropriate option than other forms of development.*
- 6.26 *Local authorities in developing LDDs and responding to planning applications should consider the air quality impacts on European nature conservation sites so that development does not result in an increase in air pollution at the site. They should also require sustainable drainage systems as set out in Policy SR3.*
- 6.27 *Actual land requirements for housing provision will vary with the level of demolitions and the replacement rates which can be achieved on housing redevelopment sites. The proposals in Table 1 assume that there can be a 1:1 replacement. If the average ratio of new housing to demolitions in a local planning authority is less than 1:1, the authority will need to identify further land as part of the LDD. If the average ratio achieved is greater than 1:1, fewer additional housing sites will need to be identified through the LDD. The amount of land required will also be dependent on the densities achieved. Because of weak housing demand within the North Staffordshire conurbation, a replacement rate of 1:1 may not be appropriate in this area.*
- 6.28 *Table 2 sets out the demolition assumptions outlined in the 2007 Housing Land and Urban Capacity Refresh Study.*
- 6.29 *In determining demand for additional housing provision, it has been assumed that current levels of vacancies in the existing housing stock remain constant. As the number of new houses in the Region increases, the number of vacancies is assumed to rise and this has been included within the background estimates of housing demand. Any significant changes to current vacancy levels may have implications for additional provision that is required. If local monitoring indicates that the overall level of vacancies is declining in a local authority, this can be taken into account in determining the capacity of sites to be identified in the LDD.*

## **Phasing of new development**

- 6.30 *In order to deliver a higher level of housing development in the Region, while at the same time ensuring that progress on urban renaissance is not undermined, phasing of housing development in different parts of the Region will be essential. At the same time, infrastructure providers and developers need to have certainty as to when major developments are likely to proceed. There will inevitably be a tension between ensuring the delivery of urban renaissance within the MUAs and allowing greenfield developments which could undermine this renaissance to proceed, in order to increase the overall level of housebuilding.*
- 6.31 *The government's policy on new housing development implies that within the West Midlands Region the level of new housing development needs to increase to around 19,000 dwellings (net) by 2016. Policy CF4 indicates how this can be achieved in different parts of the Region.*





**Table 2 – Demolition Assumptions 2006-2026**

Planning Area	Annual Demolitions 2006 - 2026	Total 2006 - 2026
<i>Birmingham City Council</i>	1,345	26,900
<b>Black Country</b>	<b>1,290</b>	<b>25,806</b>
<i>Coventry CC</i>	105	2,097
<i>Solihull MBC</i>	227	4,539
<b>Metropolitan Area Total</b>	<b>2,967</b>	<b>59,342</b>
<b>Shropshire</b>	<b>18</b>	<b>351</b>
<i>Bridgnorth</i>	4	87
<i>North Shropshire</i>	4	76
<i>Oswestry</i>	1	14
<i>Shrewsbury and Atcham</i>	6	115
<i>South Shropshire</i>	3	59
<b>Telford &amp; Wrekin</b>	<b>10</b>	<b>202</b>
<b>Staffordshire</b>	<b>106</b>	<b>2,116</b>
<i>Cannock Chase</i>	29	588
<i>East Staffordshire</i>	1	28
<i>Lichfield</i>	4	72
<i>Newcastle-under-Lyme</i>	49	976
<i>South Staffordshire</i>	12	242
<i>Stafford</i>	8	150
<i>Staffordshire Moorlands</i>	3	60
<i>Tamworth</i>	0	0
<b>Stoke-on-Trent</b>	<b>175</b>	<b>3,500</b>
<b>Warwickshire</b>	<b>102</b>	<b>2,030</b>
<i>North Warwickshire</i>	13	251
<i>Nuneaton and Bedworth</i>	22	448
<i>Rugby</i>	26	517
<i>Stratford-on-Avon</i>	33	668
<i>Warwick</i>	7	146
<b>Worcestershire</b>	<b>66</b>	<b>1,329</b>
<i>Bromsgrove</i>	10	205
<i>Malvern Hills</i>	15	295
<i>Redditch</i>	2	30
<i>City of Worcester</i>	0	0
<i>Wychavon</i>	24	471
<i>Wyre Forest</i>	16	328
<b>Herefordshire</b>	<b>25</b>	<b>500</b>
<b>Shire and Unitary Authorities Total</b>	<b>501</b>	<b>10,028</b>
<b>Major Urban Areas</b>	<b>3,191</b>	<b>63,818</b>
<b>Other Areas</b>	<b>278</b>	<b>5,552</b>
<b>West Midlands Region</b>	<b>3,469</b>	<b>69,370</b>

Source: Regional Housing Land Potential Study, 2007, WMRA.



## CF4 Phasing of new development

Levels of new house building across the Region will be phased to seek to ensure that there is, overall, an increasing level of housing provision in the period up to 2016. Priority will be given to increasing development within the West Midlands conurbation early in the plan period to retain progress on urban renaissance with development in the rest of the Region increasing at a slower rate. Within the North Staffordshire conurbation, average annual development rates could rise after 2016, once progress on urban renaissance has become established. Overall, levels of housing completions need to be sufficient to ensure early implementation of the strategy. The proposed trajectory for increasing house building across the Region up to 2016, together with annual average rates of build for the period 2016-2026 are set out below:

In the preparation and review of LDDs and in determining planning applications, local authorities should use the following criteria to govern the allocation and phasing of land release at local level:

- A. The need to maintain and accelerate progress of urban renaissance
- B. In sustainable locations, sites which are on previously developed land should be phased early in the plan period and, in most circumstances, prior to the phasing of greenfield sites
- C. Sites, where the development would support regeneration through opening up further opportunities for mixed use sustainable development within cities and towns, should be phased early in the plan period

### Proposed phasing of housing allocations\*

	2005/6 Actual Net Completions	Rising trajectory of house building by 2016 to reach:	Remainder per annum average 2016-2026
West Midlands conurbation	6,900	8,000	7,800
North Staffordshire conurbation	1,000	900	800
Rest of Region	10,100	10,100	9,200
West Midlands Region	18,000	19,000	17,800

Source: Regional Housing Land Potential Study, 2007, WMRA.

\* On the basis of an overall level of provision of around 366,000 dwellings, net, 2006-2026, this could imply a provision of around 187,000 dwellings 2006-2016 and 179,000 dwellings 2016-2026, across the Region.



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*D. Only where insufficient sites on previously developed land, in sustainable locations, are available to meet the housing trajectory (including the expected contribution from windfall sites) should greenfield sites be released*

*E. The development of any greenbelt sites should generally be phased late in the plan period and after further investigation as to whether they constitute the most sustainable form of development in the local area and represent exceptional circumstances and*

*F. Local authorities in allocating and phasing sites in LDDs should not undermine urban renaissance within the authority or in neighbouring areas.*

*6.32 The distribution of housing proposals in the period up to 2016 implies increasing development rates quickly within the West Midlands conurbation, to support urban renaissance and the growth proposals of the City Region. Development proposals for the North Staffordshire conurbation do not however increase to the same extent or as rapidly, within the North Staffordshire conurbation. This is a reflection of the weak housing market which currently exists within this conurbation and the need to concentrate development early in the WMRSS period, within the urban core, to ensure the maximum opportunity to secure regeneration of the priority areas identified within the housing pathfinder action plans. If this regeneration is successful, development rates within the North Staffordshire conurbation could be increased post 2016, following a review of the WMRSS.*

*6.33 In order to meet the government's requirement to increase housebuilding rates across England by 2016, the housing trajectory for the rest of the Region, outside the conurbations, requires a continued level of development which is consistent with the building rate achieved during 2005/6. This will require careful management of land releases in-line with the required housing trajectories, particularly until LDD allocation strategies are approved.*

*6.34 Policy CF4 should be read in conjunction with the sub-regional specific phasing issues set out in Chapter 3, and policy CF10 on managing housing land supply. Following monitoring of the implementation of housing provision in the early years of the WMRSS, it may be possible to subsequently amend targets for the period post 2016, as part of a further review of the WMRSS.*

*6.35 Realistic phasing at the local level will be determined through the preparation of LDDs and the water companies' Water Resource Plans. Local authorities will need to work in close consultation with the Environment Agency and the water companies to undertake water cycle studies (para. 2.28). Local authorities will need to manage their allocation of land and granting of planning permissions so as to achieve the annual indicative figures for the periods 2006-2016 and 2016 - 2026 as set out in Table 1, taking account of criteria specified in policy CF4. This will be monitored as part of the Annual Monitoring Report.*



## The reuse of land and buildings for housing

- 6.36 *The re-use of land and buildings for housing is a critical factor in securing urban renaissance across all the urban settlements in the Region. Local Planning Authorities in drawing up their core strategies and site allocation documents should give precedence to the development of brownfield land and the reuse of existing buildings, where appropriate, within urban areas. Local authorities in developing their LDDs should consider whether any special policy protection needs to be given to the development of gardens either across the whole authority or within particular areas to retain the character of settlements.*
- 6.37 *While policy CF5 gives priority to the development of brownfield land, sites need to be in sustainable locations. Local Planning Authorities in their LDD preparation will need to balance the requirement for making efficient use of brownfield land against the requirement to build in sustainable locations.*

## CF5 The re-use of land and buildings for housing

- A. *Priority should be given to the development of brownfield land and the re-use of existing buildings, in sustainable locations, before allocations on greenfield land are released for development. Local Planning Authorities through their LDDs should manage the release of sites to meet the trajectories of house building required under Policies CF3 and CF4.*

- B. *Local Planning Authorities should seek to contribute to the achievement of a regional minimum target for development on previously developed land of 70% between 2006 and 2016. Minima targets for the West Midlands conurbation, the North Staffordshire conurbation and the rest of the Region are set out below:*

	Proportion of development on brownfield land 2006-2016
West Midlands conurbation	85%
North Staffordshire conurbation	90%
Rest of Region	60%

- C. *The RPB should, through its overall monitoring, assess the progress being made on achieving the above percentages, and, where necessary, should advise where development plan reviews should seek to increase the scale of achievement in order to support the spatial strategy. In giving this advice, the RPB will take particular account of the opportunities for the reuse of redundant employment land.*

- 6.38 *The RPB, local authorities, private developers and relevant funding agencies such as the new homes agency and AWM should work together to bring forward the necessary levels of previously developed land. In implementing this policy, account should be taken of the policies in the Quality of the Environment Chapter, in particular policy QE2 and Sustainable Region Chapter (SR1 & SR2).*
- 6.39 *In considering the reuse of employment and commercial land and buildings for housing development, local authorities should take account of the policies relating to Prosperity for All (PA6, PA6A, PA6B), to ensure that the most important and versatile sites are protected for employment related uses.*





## **Making efficient use of land**

- 6.40 *It is important to make the most efficient use of available housing land, in order to reduce the amount of greenfield land that needs to be taken for development and to support urban renaissance. Higher density housing development can be important in the renaissance of town and village centres. In addition, increased population density encourages the provision and use of public transport and the retention and development of social and community facilities close to where they are needed.*
- 6.41 *However, the mix of development must meet the needs of the area and enable high design standards to be met; enhance the natural and historic environment; and enable the provision of a range of social and community facilities. In some cases high density developments, such as flats may actually house fewer permanent residents than for example family housing. The provision of new housing should ensure a mix of housing stock which provides for a range of types, size and tenure, and supports the provision of local services, whilst meeting the changing needs, lifestyles and aspirations of residents. Such provision could have an impact on the densities that can be achieved.*
- 6.42 *Strategic town centres and other locations close to public transport interchanges provide an opportunity to secure an urban renaissance growth strategy through high density development. However, even in these locations there needs to be a mix of provision, to include accommodation for families so that they can remain in their communities as their lifestyles change.*

## **CF6**

### **Making efficient use of land**

*Local authorities should set out density policies in their development plans specific to their areas to reflect local circumstances and the findings of the housing market assessment. High density development should be encouraged on sites within and close to strategic town centres as defined in policy PA11 and in locations close to public transport interchanges.*

### **Delivering affordable housing**

- 6.43 *An adequate supply of affordable housing is essential for the Region's economic competitiveness and the quality of life of those people living in the Region, who cannot compete on the open market. Across the West Midlands, there is a shortage of affordable housing in both urban and rural areas and it is essential that the housing needs of households who are unable to access or afford market housing are met. The provision of affordable housing is a priority of the RHS; by creating "pathways of housing choice" the RHS aims to enable people to live near their work in pleasant and affordable homes. To address this failure in the housing market all LDDs and Local Housing Strategies will need to develop housing proposals in accordance with the housing market sub-regions defined by the Regional Housing Strategy.*
- 6.44 *For the period covered by this strategy, a study undertaken by Cambridge University<sup>3</sup> has estimated that there could be a need for around 6,200 social dwellings per annum arising from demographic need and the need to replace social houses lost through 'right to buy' legislation. In addition, the study estimates that around 3,500 social houses are needed per annum to replace demolished stock. A breakdown of the estimates for each Housing Market Area is set out overleaf in table 3:*

<sup>3</sup>Household projection-based estimate of housing demand and need in the West Midlands in 2006-2026: Unconstrained, Cambridge Centre for Housing & Planning Research, 2007.



**Table 3: Annual need for social housing for rent and affordable intermediate housing arising from:**

Sub Regional Housing Market Areas (from RHS 2005) <sup>4</sup>	Demography and replacing 'right to buy' Numbers of units p.a.	Re-housing from numbers of units demolished p.a.
North HMA	600	300
Central HMA	3,600	3,000
South HMA	1,400	100
West HMA	600	100
<b>Total</b>	<b>6,200</b>	<b>3,500</b>

6.45 The Cambridge study also estimates that there could be a need for around 3,000 intermediate houses per annum in the Region. Of this total, one third is already included in the overall estimate of need for social housing set out above with the other two thirds coming from an estimate of requirements for the market sector.

6.46 Local authorities, particularly those with large house clearance programmes will need to determine whether the affordable housing requirement arising from these programmes can be met on housing redevelopment sites, as part of the 1:1 replacement requirement.

6.47 Evidence from local authorities as to what resources they are likely to be able to secure through S106 agreements, relating to an increased level of new housing development, and through resources from the Housing Corporation, suggest that a realistic estimate of likely delivery across the Region, at least in the short and medium term, could be in the order of 6,000 dwellings per annum. However, this will be dependent on the continued availability of funding and on the mix between social and intermediate housing that is achieved. These indicative targets will need to be reviewed as sub-regional housing market assessments are finalised.

6.48 In order to deliver “pathways to housing choice”, local authorities should use and interpret the findings of up to date sub-regional housing market assessments and, where appropriate, local studies to determine need for more affordable housing provision, to identify the gaps in provision and to identify the methods by which provision, including the percentage of provision, type, tenure and size, can be made as part of new and mixed-use development schemes.

## CF7 Delivering affordable housing

A. Local authorities should keep under review the need for affordable housing in their area, based on local or sub-regional housing market and housing needs assessments, using a broadly consistent approach as advised by government policy and the Regional Housing Executive. Both social rented and intermediate housing should contribute to meeting needs, dependent on the particular requirements and market circumstances of an area. Opportunities should be sought within the existing housing stock where this would help the creation of mixed communities as well as through new build.

<sup>4</sup> See Figure 4 in Chapter 3: Local authorities by Sub-regional Housing Market Area.



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*B. Across the Region as a whole, local authorities through their plans and strategies should set out requirements for affordable housing and aim to contribute to the delivery of a minimum of 6,000 affordable housing units gross each year. This includes both social rented and intermediate tenure housing provision. Indicative minima targets per annum, within this overall target, for each housing market area are:*

*▾ South HMA – 1,000 per annum minimum gross*

*▾ Central HMA – 3,800 per annum minimum gross*

*▾ West HMA – 700 per annum minimum gross*

*▾ North – 500 per annum minimum gross.*

*C. Local authorities in their development plans, together with local or sub-regional housing market partnerships in their local or sub-regional Housing Investment Strategies, should:*

*(i) set an overall target for the amount of affordable housing to be provided*

*(ii) ensure that the overall target for affordable housing is minima and contributes to the overall figure for the sub regional housing market area*

*(iii) set separate targets for social-rented and intermediate affordable housing*

*(iv) seek to maximise the contribution which the private sector can make towards meeting affordable housing needs by setting out the range of circumstances in which affordable housing will be required and the criteria for negotiation with private developers to provide and subsidise such housing as part of developments meeting policy thresholds and*

*(v) in order to meet rural needs, in rural areas and small rural settlements consider the application of lower site thresholds for negotiation because of the contribution of small sites to the overall land supply, in accordance with PPS3 and consider the option of allocating sites as 100% affordable sites*

*(vi) actively promote the use of rural exception sites in accordance with PPS3 to meet local housing needs and*

*(vii) consider how their own land resources and those of strategic partners can be used to support a higher level of social rented and intermediate tenure housing provision.*

*D. The Regional Housing Strategy and the implementation of associated programmes should distribute resources, taking into account the broad pattern of identified need and the likely contribution of S106 agreements.*

*6.49 There are marked differences in affordable housing needs across the Region. Broadly speaking there is poor quality and lack of choice in the MUAs plus the need to replace stock lost through clearance and redevelopment. In the south and west of the Region plus parts of North Warwickshire and the rural parts of Staffordshire, insufficient affordable housing is the main problem. All parts of the Region continue to lose social stock through 'right to buy' legislation, thus exacerbating existing problems. In the rural areas generally, reliance on relatively small windfall sites makes it difficult to secure affordable housing. In these circumstances Local Planning Authorities, together with the sub-regional housing market area partnerships, should consider whether there is a need to seek affordable housing on smaller sites and bring forward proposals through the development plan and local and sub regional housing strategy process.*



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*Where there is difficulty in securing sites for affordable housing, local authorities and the Homes and Communities Agency should exercise using compulsory purchase powers.*

- 6.50 *Provision of affordable housing in settlements with populations below 3,000 is the most difficult to deliver. The need identified for affordable homes in these settlements is likely to be of a very localised nature. The provision of new social and low cost home ownership housing must demonstrate how it will meet local housing need or assist in the restructuring of rural economies, consistent with the RHS.*
- 6.51 *Local authorities in their LDDs and local or sub-regional housing strategies, drawing on the strategic housing market assessments, should determine the appropriate target for their area for social rented and shared equity housing; and the criteria for determining the contribution which the private sector needs to make to such provision through S106 agreements.*
- 6.52 *In determining planning applications for housing, local authorities should take account of emerging policies and strategies for the provision of affordable housing.*

## **Delivering mixed communities**

- 6.53 *In accordance with PPS3, Local Planning Authorities should plan for mixed and balanced communities, which provide sufficient housing provision and ensure that the right mix of housing stock is provided in the right places. Local authorities will need to take account of findings from local and strategic housing market assessments and plan for a mix of housing on the basis of the needs of different types of households that are likely to require housing over the plan period, as well as the type, tenure and size of development required.*
- 6.54 *Over the past few years, the proportion of private flats within the new housing stock has been at a high level due, in part, to the effect of density policies. These developments have been successful in promoting urban regeneration around many city and town centres across the Region. However, such development can only meet the needs of certain groups within the population and as lifestyles change, households have tended to move on to other areas where a wider mix of accommodation is available.*
- 6.55 *There is now recognition that a more balanced spread of development is required, including more family friendly housing, in all communities. Two and three bedroom houses with small gardens have the advantage that they provide a more flexible, future proofed housing stock, meeting both the needs of families and other households; first time buyers and people seeking to trade down in the housing market as they retire. However, increasing the proportion of ‘family’ accommodation will have implications for the densities that can be achieved, particularly in the MUAs.*
- 6.56 *Demographic trends will result in a considerable increase in the proportion of older people by 2026. Along with changing lifestyle and housing aspirations, an ageing population also gives rise to specific housing requirements, including flexible accommodation that meets lifestyle changes such as lifetime homes and specialist provision such as ‘extra-care’ housing.*
- 6.57 *Provision for vulnerable groups is also required both within the market sector and social stock.*
- 6.58 *Housing market characteristics and conditions vary across the Region. Some parts of the Region, particularly the MUAs, require a higher proportion of more ‘upmarket’ houses to encourage professional and managerial workers to locate within the cities, thus increasing the wealth of the area and stemming out migration. The RHS and the Housing Market Assessments have*





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identified the housing market characteristics and conditions in relation to each of the four sub-regional Housing Market Areas. A definition of the four strategic housing market areas is set out in Figure 4 in Chapter 3.

A summary of the key themes is set below:

## Central HMA

**Central HMA 1 (Birmingham, Solihull, Lichfield and Tamworth):** Addressing deprivation and unmet housing needs of a high level of BME households in the MUAs have led to acute and growing requirement for more affordable housing, with high levels of social rented housing needed in the inner city areas. In terms of property type and size, housing need is most acute for 4 and 5 bed properties, with a requirement for intermediate housing to meet the needs of younger newly forming households. Considerable opportunities exist to further the renewal of the MUA residential stock and environment. This includes Urban Living (Pathfinder) and the East Birmingham/North Solihull area of market restructuring as well as other major areas of change in South West Birmingham.

**Central HMA 2 (Coventry and north Warwickshire authorities):** Huge disparities exist across this sub-regional housing market area, in terms of affordability, demographics and housing type and a range of housing and initiatives are required to meet housing needs. Long-term provision in North Warwickshire and Rugby will need to take into account the affects of an increasing ageing population, where provision in Coventry and Nuneaton will need to make provision for aspirational housing to reduce the level of out-migration.

**Central HMA 3:** New housing provision will need to support the regeneration of the Black Country and its aspiration to increase the provision of social class A and B households, as well as support the delivery of the housing intervention programmes, to provide new build tenures, investment in refurbishment of stock, increase access to housing for BME groups and make provision for family housing.

**North HMA:** Priorities will focus on the delivery of a good choice of appropriate quality housing support, to support economic growth and regeneration. This includes the replacement and renewal of housing stock and provision for a wider range of housing types including the provision of affordable housing and supported housing for vulnerable groups.

**West HMA:** Provision will need to accommodate increased needs for affordable housing for rent and sale to meet local needs (key workers) and to respond to the changing demographics. The area has a high proportion of detached dwellings and with an increasing ageing population, provision will need to accommodate local needs e.g. bungalows and extra care facilities.

**South HMA:** An increasing ageing population profile is creating an additional demand for sheltered and extra care home accommodation. Increasing affordability problems, compounded by a low proportion of social housing stock, have placed pressures to increase the provision of affordable housing to accommodate the needs of younger and newly forming households as well as the sustainability of rural communities. Rebalancing the housing market will require a move away from larger homes towards a mixed supply of smaller homes for owner occupation and rent.

6.59 The exact mix of provision required can only be determined through sub-regional and local housing market and needs assessments informing the Local Development Plan process.

## CF8 Delivering mixed communities

A. Using the evidence available from sub-regional and local housing market assessments, local authorities should set out in development plans, the general mix of types of accommodation that need to be built in a particular area. Account should be taken of housing needs and available supply in areas within and adjacent to the housing market area.



- B. *In determining the mix of new housing provision, Local Planning Authorities should consider:*
- i) *the needs of different groups (for example, students, young people, migrants, an ageing population, black and ethnic communities and families with children) to ensure the construction of an appropriate mix of house types, sizes and tenures*
  - ii) *the need for a greater proportion of higher value housing in the MUAs and some other settlements across the Region.*
- C. *Local authorities, developers and social housing providers should co-operate to create more balanced and mixed communities through the provision of a range of housing types and tenures within new housing developments and sites across all parts of the Region.*

## Gypsies and travellers

- 6.60 *The West Midlands Regional Assembly delivered an Interim Statement on Gypsy and Traveller Policy to Ministers in March 2007. The policy on sites for gypsies and travellers will be amended as part of the WMRSS Phase Three Revision. For completeness, the existing policy (unchanged) is set out below.*

### CF9 Sites for gypsies and travellers

*Development plans should ensure that adequate provision is made for suitable sites to accommodate gypsies and other travellers. Such provision should reflect the order of demand in the area as indicated by the trends shown by the ODPM annual count and any additional local information.*

## Managing housing land provision

- 6.61 *The government requires that the planning system delivers a flexible, responsive supply of land (PPS3 para. 52). In managing the release of housing land, Local Planning Authorities should have regard to the advice in PPS3 in determining the most appropriate approach for their area.*

### CF10 Managing housing land supply

- A. *Development plans should include measures to manage the release of housing land in a manner consistent with the implementation of the WMRSS and at the rates set out in Table 1 and in line with the phasing requirements in Policy CF4.*
- B. *Development plans should incorporate policies which:*
- i) *Allow for the managed release of new housing land, so as to secure the development of brownfield land and conversions, as a priority, taking account of the need for any new infrastructure and ground preparation*
  - ii) *Take account of potential housing land provision and the policy framework in adjoining local authority areas so as not to undermine urban renaissance in other local authority area*
  - iii) *Take full account of the potential for windfall development and where appropriate, provide a reasoned justification, based on strong evidence that while such sites cannot be identified as part of the LDD process, they are expected to come forward at levels required, along with site allocations, to meet the ten year trajectory of housing provision required in the LDD.*



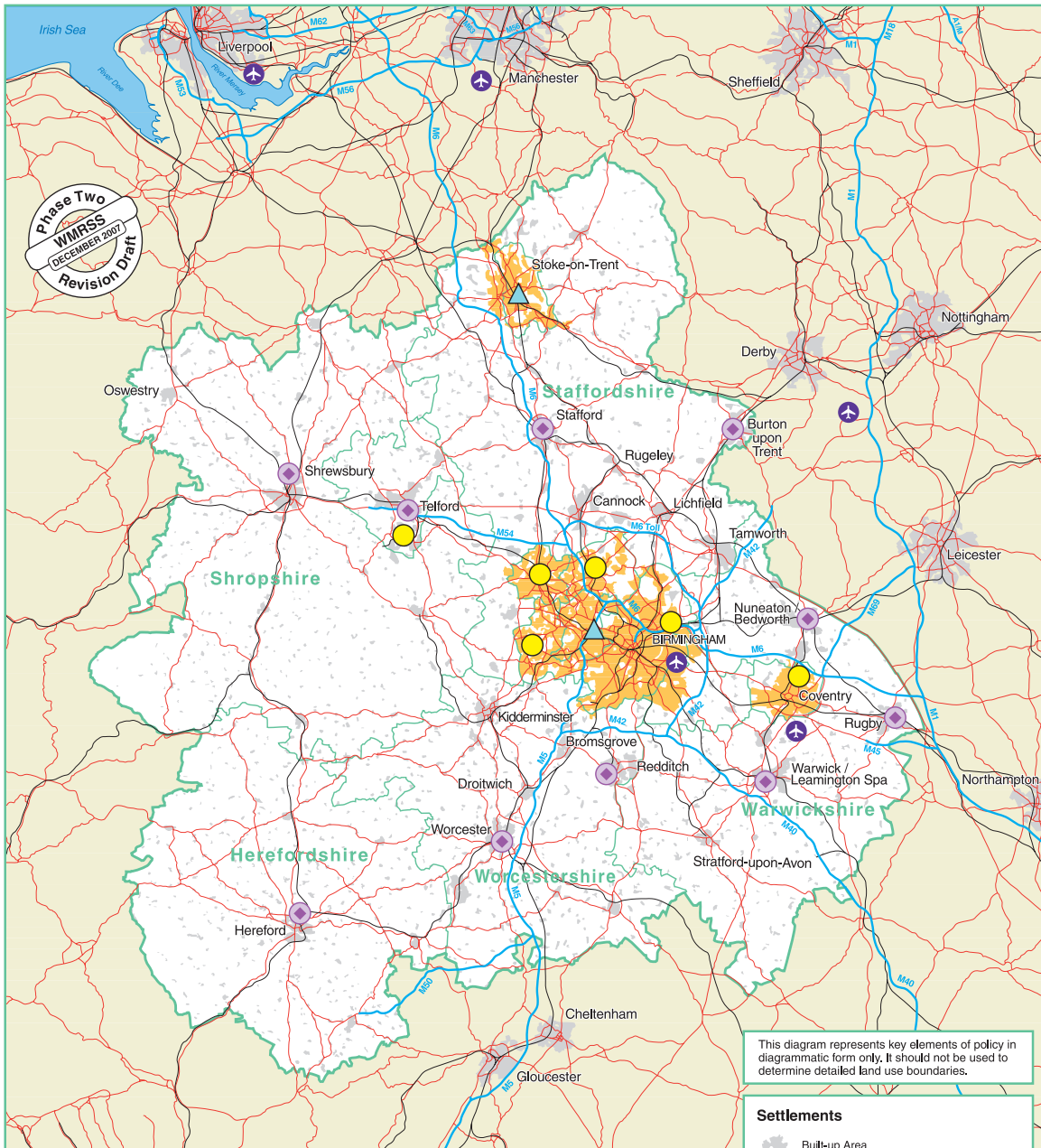
# Communities for the Future

- 6.62 *Within the Region, currently over half of all housing completions are on windfall sites while the proportion for some of the MUAs rises to around 80%. Completions on such sites and future supply are important in supporting urban renaissance both within the MUAs and across other towns within the Region. This significant contribution is likely to continue in the future. For example during 2005-6, over 70% of all new capacity identified came from windfall sites.*
- 6.63 *There are circumstances within the West Midlands which require an acknowledgement of the important role of windfall sites in future land supply contrary to the general advice in PPS3. Such sites make a vital contribution to urban renaissance and encourage patterns of sustainable development by, for example, encouraging mixed use development, particularly near town centres and within residential areas without the need for urban extensions. Most windfall sites are on previously developed land. Densities also tend to be high on windfall sites encouraging the maintenance of existing services and public transport provision.*
- 6.64 *The economy of the West Midlands Region has seen extensive restructuring over the last few decades with the loss of mining and other extractive industries and much of the manufacturing sector. The loss of manufacturing industry is projected to continue over the next 20 years. Many of these sites are not suitable for modern employment uses. Policies in Chapter 7, Prosperity for All, seek to retain the most important and versatile employment land for new employment uses but there are still large areas of previous employment land that are more suitable for housing development. There is also on going restructuring of many service industries, releasing sites for redevelopment. These sites, together with vacant and underused land and land in other 'suboptimal' uses are an important source of land for redevelopment to support urban renaissance. It is not always easy to identify the potential of such sites, during the preparation stage of the LDD, particularly*
- where a site is still in active employment use and/or provides services to the local community. However, once the current use ceases and the site is more suitable for housing development, it is important that it is brought back into active use as soon as possible. This can be handled through the development control process and the site therefore becomes a windfall site. Many windfall sites are small, but in terms of overall potential capacity, a few medium to large sites, in each local authority area can make a significant contribution to housing supply within urban areas and help create sustainable patterns of development.*
- 6.65 *There are still major uncertainties relating to the future restructuring of the economy and services within the West Midlands. It is not always possible to provide a timely response to such uncertainties through action area plans and site allocation plans. The use of windfalls provides flexibility to respond to these changes while limiting the use of peripheral greenfield sites, the development of which could undermine the actual regeneration the strategy is seeking to deliver.*
- 6.66 *The RPB will monitor permitted supply and demand on a sub-regional basis including the contribution of supply from windfall sites (together with an indication of the source of the windfalls) and provide an opportunity for the results to be discussed with other stakeholders at an annual seminar. The seminar will address the qualitative and quantitative impacts of the housing developments on the delivery of the WMRSS.*
- 6.67 *The RPB will then issue advice to local planning authorities on whether there need to be any short-term changes in supply in particular areas to reinforce the Spatial Strategy. The RPB should also comment on the extent to which any policies may need to be reviewed or more strongly enforced.*
- 6.68 *The results of this monitoring process will also inform any decision on the need for a review of the WMRSS.*



# Communities for the Future

## Communities for the Future



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 (Changes as at December 2007)



# Chapter 7

## Prosperity for All



## Introduction

- 7.1 Critical to the success of the Spatial Strategy will be the future performance of the Region's economy. There is a clear and direct link between economic performance and quality of life, particularly for disadvantaged groups and communities who may suffer from high rates of unemployment *and worklessness* and poor access to employment opportunities. Improving factors such as housing, environmental quality, transport and access to leisure facilities, will also enhance the attractiveness of the Region to inward investment.
- 7.2 The West Midlands lags behind other regions of the UK and Europe in terms of economic performance, particularly on measures of *GVA*. This reflects a number of factors including levels of productivity, investment and the Region's industrial structure. The *spatial* policies in this Chapter *are designed to dovetail with the West Midlands Economic Strategy to* encourage the development of new high growth employment sectors and the modernisation of the Region's economy, whilst ensuring that the opportunities for *sustained sustainable economic* growth are linked to meeting needs and reducing social exclusion *and at the same time contribute to tackling climate change*.
- 7.3 The approach taken is to *ensure the continuing provision of an appropriate* portfolio of sustainably located employment sites *reflecting the priorities set out in the Spatial Strategy*, attractive to developers and operators and appropriate to market needs. Spatial focus is given to *linking new economic growth with population and housing growth* through, among other things, the identification of regeneration zones, high technology corridors and a network of strategic town and city centres. The centres identified will form the basis of a multi-centred Region and provide an important strategic focus for social, cultural, economic, commercial and regeneration activity.

- 7.4 The policies in this Chapter must be considered in the context of the full *WMRSS*. The Urban and Rural Renaissance and Quality of the Environment Chapters are particularly relevant considerations.

## Prosperity for All

- 7.5 The policies in this Chapter will contribute *to the Sustainable Communities growth agenda through the* maintenance of high and stable levels of economic growth as a key element of the overall strategy for sustainable development by helping to support improvements both in the environment and the quality of life for everyone who lives in the Region. The policies *have been revised in tandem* with the Regional Economic Strategy *Review and are key to the implementation of that strategy*.
- 7.6 The diversification of the Regional economy will be encouraged through the promotion of high value-added businesses and the attraction of inward investment. Existing economic activities in the Region will be encouraged to modernise, both to stay competitive and to embrace the opportunities offered by new technologies and ICT, particularly through improvements and innovations in products and processes. The potential for existing industries to apply *and develop* new *technologies* to help address the implications of global climate change *is a clear opportunity for the Region*.



## Policy PA1 Prosperity for All

- A. *The Major Urban Areas (MUAs) will be the primary focus for additional investment in sustainable economic growth with an emphasis on creating greater opportunities for development and support for existing economic activities within agreed regeneration areas. Sustainable economic growth will also be promoted in the rest of the Region including the Settlements of Significant Development to ensure an appropriate balance between new housing and new employment land provision. The rural areas of the Region will also be supported through the sustainable modernisation and diversification of the rural economy.*
- B. In the development of related (but essentially non-land-use) policies and programmes, local authorities, AWM and other agencies should:
- i) ensure that conditions in ‘areas of need’ are addressed so that they also become ‘areas of opportunity’. Particular emphasis in this approach should be given to the Regeneration Zones (PA2, RR2). To the extent that needs and opportunities cannot be matched, then beneficial economic linkages should be developed between areas of economic opportunity and more economically vulnerable areas of employment need
  - ii) maintain and improve *sustainable* transport accessibility – both of goods and people – by all modes into, within and through all parts of the Region
  - iii) ensure that the environmental and cultural assets are maintained and enhanced to help attract and develop business activity;
  - iv) *reduce worklessness* by developing the skills and abilities of the West Midlands people by improving access to training, higher education, ICT and employment opportunities *and*
- v) *encourage developers to adopt sustainable construction techniques wherever practicable and to locate economic activities in locations which minimise environmental impact including climate change emissions (QE3 and T2).*
- C. Where growth opportunities are provided outside the MUAs, emphasis should be given to locating *economic* development where *it can meet at least one of the following criteria:*
- i) it can help meet the needs of the MUAs and promote positive economic linkages with them in areas accessible by sustainable forms of transport
  - ii) *it can help create more sustainable communities by generally providing a better balance between new housing and new employment and limit the need for commuting*
  - iii) it can help meet the needs of rural renaissance, especially of market towns and
  - iv) it can serve the needs of the local regeneration areas.
- D. Any development proposed on the edge of the MUAs or on other greenfield sites should meet the following criteria:
- i) there are no suitable alternatives available on previously developed land and buildings within built up areas
  - ii) the development should be capable of being served by rail or high quality public transport within easy access of centres and facilities and
  - iii) the development respects the natural environment, built environment and historic heritage in accordance with policies QE1-9.



- 7.7 With regard to the criterion Bi), development plans should examine the potential for strengthening economic and transport links between areas of need and opportunity particularly within the high-technology corridors (PA3). The aim should be to encourage greater levels of development within the MUAs through a positive relationship with areas of opportunity beyond.
- 7.8 In all cases, the scale and nature of development should be controlled to ensure that it meets local needs and does not encourage a further decentralisation of people and jobs from the MUAs.
- 7.9 Implementation of this policy will require partnership working between all those involved in development and local transport plans, economic development, the environment and education and skills.

## Urban Regeneration Zones

7.10 In order to focus action, the *West Midlands* Economic Strategy identifies six Regeneration Zones (RZs), five urban and one rural (see policy RR2) covering approximately one third of the Region's population and more than half of its unemployed. While the Zones cover the areas of greatest need they also contain substantial opportunities.

## Policy PA2 Urban Regeneration Zones

In order to encourage urban renaissance and help reverse long-standing trends of decentralisation of economic activity and population and to encourage the regeneration of economies, policies and programmes of local authorities, AWM, local economic partnerships and other agencies should focus investment within the following Regeneration Zones:

- i) East Birmingham and North Solihull
- ii) North Black Country and South Staffs (Future Foundations)
- iii) North Staffordshire
- iv) Coventry and Nuneaton and
- v) South Black Country and West Birmingham (Arc of Opportunity).

- 7.11 These Zones are diverse in nature and local partnerships will identify – in Prospectuses and Action Plans – strategic priorities including spatial targeting of investment within each Zone.
- 7.12 Development plans and local transport plans should draw upon the work of the Regeneration Zone Partnerships in setting out priorities for investment in terms of employment land, housing and the renewal of infrastructure provision. Regeneration Zones will be the primary focus for meeting much of the Region's new development needs and where supporting infrastructure should be concentrated.
- 7.13 Within the Regeneration Zones in the MUAs, particular emphasis should be given to the provision of high quality employment sites, the regeneration of town centres and other opportunity areas. In appropriate circumstances, compulsory purchase powers will be used to assemble sites and to create regeneration opportunities.





# Prosperity for All

- 7.14 Where adequate employment opportunities to meet the needs of the Regeneration Zones within the MUAs cannot be provided within these Zones, emphasis should be given to encouraging development in locations accessible to them by public transport.
- 7.15 Specific measures should be introduced in the Regeneration Zones to enhance employment and training opportunities arising from new investment in these areas.
- 7.16 Monitoring procedures *have been* established by the RPB and AWM in order to assess the progress being made in each Zone and a programme established for regular reviews of performance.

## High-Technology Corridors (HTC)

- 7.17 *The High Technology Corridors were established to counter structural changes within the Region's manufacturing industries especially in the automotive sector. Within the three identified corridors long-term strategies for the development of high technology clusters of activity have been established.*

### Policy PA3

#### High-Technology Corridors

- A. In order to encourage the diversification of the Regional economy, three High-Technology Corridors (HTC) are identified within which cluster developments, closely linked to the Region's critical research and development capabilities and advanced technologies, will be promoted:
  - i) Birmingham to Worcestershire (Central Technology Belt)
  - ii) Coventry, Solihull and Warwickshire and
  - iii) Wolverhampton to Telford.

- B. In land-use terms, new developments within the HTCs should be focused on the MUAs and at specific nodes shown on the Prosperity for All Diagram.
- C. In order to reduce pressure for the development of greenfield sites, it is particularly important that scarce land resources within the HTCs should be used for developments which will reinforce the potential of the particular corridor. Development plans should consider the use of appropriate conditions, legal agreements, or other implementation mechanisms, such as landlord control, to help achieve this.

- 7.18 The term 'corridor' reflects the functional linkages between activities. It does not imply any form of ribbon development will be permitted. Local authorities, AWM, local economic partnerships and other agencies should work together to identify a portfolio of sites and premises (in line with policies PA6-7) to meet the needs and realise the potential within each corridor. This should include the provision of incubator space in close proximity to the critical research bases within each corridor, such as QinetiQ at Malvern, the universities and their related science parks.
- 7.19 The provision of other land and premises for more mature and growing firms who do not need to be in such close proximity to the research base should be provided within the key nodes. Sites should be attractive to business and have, or be capable of being served by, good quality public transport links. In identifying appropriate sites, account should first be taken of appropriate existing employment land allocations, subject to the re-assessment of sites set out in PA6B, followed by other redevelopment opportunities on previously developed land.



- 7.20 Overall, corridor developments should be at key nodes well served by public transport, where there is a high quality environment and supporting infrastructure, including higher education, research facilities, leisure and cultural facilities and attractive housing. The corridors should also provide a focus for transport improvements particularly where this can help enhance links and accessibility within, to and from Regeneration Zones. An example of this is the M54-M6 Toll link which *will* benefit the Wolverhampton-Telford HTC and the North Black Country and South Staffs Regeneration Zone.
- 7.21 It is important that these arrangements also consider the longer-term potential to ensure that the HTCs are a force for Regional prosperity throughout the period covered by this *WMRSS*.
- 7.22 Implementation of this policy will require partnership working between all those involved in development and local transport plans, economic development, the environment and education and skills. Monitoring procedures *have been* established by the RPB and AWM in order to assess the progress being made in each corridor and a programme established for regular reviews of performance.

## Innovation and Cluster Development related to Research and Higher/Further Education Establishments

- 7.23 Clusters are defined by the common technology or end product of a group of companies linked through customer and supply chains and associated training, finance and research – unlike sectors that relate to a particular business or industry classification. Innovation is encouraged in all sectors, but in most cases development should be accommodated within the employment land portfolio (PA6).

- 7.24 The Region's higher education and research establishments are important sources of innovation and critical to the future of the Region's economy. Development plans should facilitate their appropriate expansion and the close location of new, emerging and as yet unforeseen forms of economic activity where there is a need for physical proximity to the research or educational establishment.

## Policy PA4 Development related to Higher/Further Education and Research Establishments and incubator units

- A. Development plans should facilitate the needs of higher/further education institutions and research facilities to grow and expand. They should facilitate the development of businesses supportive to the *West Midlands* Economic Strategy cluster priorities that are linked to higher/further education institutions and research facilities by the provision of sites, premises and supporting infrastructure, taking into account:
- i) the locational and operational requirements of the businesses
  - ii) the likely scale and rate of growth
  - iii) providing employment opportunities, particularly for disadvantaged groups and communities
  - iv) existing or proposed sustainable forms of transport, particularly good quality public transport and
  - v) the opportunities to develop previously developed land and the need to protect and enhance the environment.



- B. Sites identified to serve a particular higher/further education institution or research establishment should be reserved for that use through specific designation and the imposition of appropriate conditions or the use of legal agreements.
- C. *A high technology hub based around Keele University in North Staffordshire has been identified and will be promoted, to maximise the benefits of the research and development capacity of the higher education sector in North Staffordshire to the economy of the wider North Staffordshire MUA.*

- 7.25 Development plans should consider the need for the physical enhancement and expansion of existing educational and research facilities to ensure that the educational, training and research potential of the Region can be realised.
- 7.26 In the case of universities, particular emphasis should be given to developing their research and development capabilities and the further encouragement of links with business, particularly with knowledge-based industries.
- 7.27 Implementation of this policy will require partnership working between local planning authorities, the relevant education and research establishments and those involved in economic development. The land-use requirements will vary considerably and should be addressed in detail by development plans. Inward investment agencies should support these efforts through targeted marketing of particular sites to appropriate businesses and supporting activities.

## Employment Areas in Need of Modernisation and Renewal

- 7.28 There is an urgent need to renew many existing employment areas whose worn-out and untidy appearance discourages new investment and encourages further decline.

## Policy PA5 Employment Areas in Need of Modernisation and Renewal

- A. Local authorities, AWM, local economic partnerships and other agencies should work together at a local level to improve significantly and maintain the physical and business environment of the Region's established employment areas.
- B. To assist in this process local planning authorities should consider the designation of those employment areas within their areas which are in particular need of improvement. These areas should then be reflected in development plans and backed up by implementation plans drawing on relevant powers and funding regimes.
- C. Existing companies should be especially encouraged to participate in the revival of their local business 'communities' and to establish local partnerships. Where appropriate, local authorities and AWM should use their powers of land assembly in order to encourage the renewal process through such partnerships.

- 7.29 These initiatives should form part of the "toolkit" for local definition and intervention, along with other mechanisms such as those set out in the Urban Renaissance Chapter (4.12). Local strategic partnerships, the local business community and other stakeholders should play an important role in this process.

## Provision of Employment Land and Premises

- 7.30 Ensuring the provision of employment land *and premises* in the right amounts, of the right type and in the right places *for all types and sizes of business* is a key part of the Spatial Strategy. However, experience has shown that certain types of site are very difficult and time-consuming to provide. The “portfolio” of employment sites set out in policy PA6 is intended to ensure that desirable employment development is not lost due to lack of site availability. However, any proposals for employment development should be subject to the other policies of the *WMRSS* including those which seek to protect the environment.
- 7.31 It is important that accessible employment opportunities and attractive sites for developers are provided to support the urban renaissance and Spatial Strategy. Should there be insufficient sites on previously developed land of sufficient size, quality and location, to support the diversification and modernisation of the Region’s economy, some greenfield development for employment purposes may be necessary. The RPB should monitor the scale and distribution of employment land allocations and permissions to ensure that it supports the Spatial Strategy.
- 7.32 Local planning authorities should provide a range of sites, but not necessarily the whole portfolio. Regionally and sub-regionally significant, strategic sites will have cross-boundary implications and should be brought forward and monitored by the RPB. To avoid over-provision where strategic sites are

located within an authority’s area then these should be reflected as part of the portfolio for that authority.

- 7.33 Only sites where development is a realistic possibility should be included in the portfolio. To inform the review of this guidance the RPB should review the Regional employment designations and, in preparing their development plans, local planning authorities should review all their employment sites for market realism and sustainability in terms of accessibility by public transport.
- 7.34 *It is also very important that a range of businesses premises are available to meet the needs of business – including SMEs – throughout the Region and local authorities will want to maintain information on the supply, and where necessary intervene directly or indirectly to make sure there is an adequate choice to meet the needs of their areas.*

### Policy PA6 Portfolio of Employment Land<sup>1</sup> and Premises

- A. Local authorities, AWM, local economic partnerships and other agencies should aim to provide and maintain a range and choice of readily available<sup>2</sup> employment sites *as well as ensuring an appropriate stock and supply of business premises of all types and sizes* to meet the needs of the Regional economy. *The portfolio of employment land* should be developed in accordance with the Spatial Strategy and will include the following hierarchy of sites:

<sup>1</sup> *Employment land for the purposes of policies PA6, PA6A and PA6B, is defined as land suitable for development within use classes B1 (except offices located in town centres which are covered by PA11), B2 and B8 and also some sui generis uses such as waste management facilities which have characteristics and require land and property requirements which would normally only be found in employment areas. See also paragraph 7.36.*

<sup>2</sup> *Readily available: A site is defined as readily available if ALL the following conditions are met:*

- *The site EITHER has planning permission AND/OR is allocated for economic development in the development plan AND/OR is committed by an appropriate Council resolution*
- *No major problems of physical condition*
- *No major infrastructure problems in relation to the scale of development/ activity proposed*
- *The site is being actively marketed.*





i) First tier sites/locations of Regional significance including:

Regional Investment Sites (RIS) – see policy PA7

Major Investment Sites (MIS) – see policy PA8

Regional Logistics Sites (RLS) – see policy PA9.

ii) Second tier, locally-significant employment for which development plans should establish, *within the context provided by PA6A*, the level and distribution for their areas within the following categories:

**Sub-regional Employment Sites** – high-quality attractive sites, generally 10 to 20 hectares in size in sustainable urban locations – including market towns – with potential to meet both cluster priorities and local needs. Sites in this category should be suitable to attract clients with an international/ national/ regional choice of location. Land in this category would usually need to be located on or have a direct link to the strategic highway network and be, or proposed to be, well served by public transport.

**Good Quality Employment Sites** – good quality sites suitable for locally based investment. Sites in this category are likely to exceed 0.4 hectares in size. This category may include larger sites which are some distance from the strategic highway network as well as sites within rural areas.

**Other Employment Sites** – land likely to be of interest only to local investors. Sites in this category are likely to be either very small (less than 0.4 hectares in size) or only likely to be suitable for marginal or ‘bad neighbour’ activities. This category may also include small sites within rural areas.

*B. Local authorities should maintain information on the supply of premises and where necessary intervene to ensure there is an adequate choice to meet the needs of business including SMEs within their areas.*

7.35 To ensure that strategic sites are identified, re-assessed for their appropriateness and implemented, progress on RIS, MIS and RLS should be monitored on a continuing basis by the West Midlands Employment Land Advisory Group (WMELAG) on behalf of the RPB. The RPB should encourage the active participation of a broad range of interests, including representatives from the *business sector* and other interests, in this process.

Footnotes to accompany Table 4 (page 99):

The amounts of employment land in this table do not include RIS (Policy PA7), MIS (Policy PA8) and RLS (Policy PA9).

(a) In these districts the five year reservoir is to be regarded as a minima.

(b) In these districts discussions will be required to ensure that cross-boundary issues are resolved.

(c) Proposals for the development of employment land on the site of the former Drakelow Power Station in South Derbyshire should be taken into account during the preparation of the Core Strategy for East Staffordshire.

(d) There is unlikely to be sufficient land within Coventry to meet employment land requirements over the plan period. Joint discussions will be required between, Coventry CC, Rugby BC, Nuneaton & Bedworth DC and Warwick DC to ensure continuity of supply. Due to its size and strategic significance Coventry’s employment land needs should be taken into full account when proposals for the redevelopment of the site of the former Peugeot Assembly plant are considered.

(e) Includes 50% share of Warwick University expansion.

(f) Of which 8 ha will be provided within Bromsgrove and/or Stratford the distribution to be determined through discussions and agreement on preparation of Core Strategies.

(g) Of which 24 ha will be provided within Bromsgrove and/or Stratford the distribution to be determined through discussions and agreement on preparation of Core Strategies.

(h) Of which 9 ha will be provided within Malvern and Wychavon, the balance to be determined by a joint Core Strategy.

(i) Of which 27 ha will be provided within Malvern and Wychavon, the balance to be determined by a joint Core Strategy.

## **Policy PA6A** **Employment Land Provision**

*Local Planning Authorities should make provision for a continuing five-year reservoir of readily available employment land outside town centres throughout the plan period. In order to ensure the availability of land to meet this requirement Local Planning Authorities in preparing their development plan should also take account of, and where appropriate, make provision for likely longer-term employment land requirements taking account of the need to control the release and identification of land through the Plan, Monitor, and Manage process. In meeting both the five-year reservoir and longer-term requirements priority should be given to the identification and development of brownfield land in accordance with Policy PA1. Full consideration of anticipated brownfield recycling should be taken into account.*

*Table 4 includes district level requirements of both new and redeveloped employment land for the five-year reservoir across the Region and indicative amounts of land required in the longer term. In respect of the latter the amounts have been set cautiously to avoid the unnecessary release of large amounts of land. Local Planning Authorities should, however, see these longer term requirements as indicative and subject to testing and possible revision as part of Core Strategies. In the MUAs the five-year reservoirs should be seen as minima. The amounts of employment land reflect the need to balance new housing and population change with new employment.*

*There are a small number of circumstances where employment land provision might need to be made in an adjoining authority's area. Such circumstances are identified in the table and the relevant authorities will be required to hold cross-boundary discussions throughout the preparation of Core Strategies to ensure that such requirements are satisfactorily met.*

*In some areas existing commitments significantly exceed likely future employment land needs. To address this issue the relevant Local Planning Authorities must carefully reconsider land allocations and the appropriateness of renewing extant planning permissions.*

*In preparing their development plans, local authorities, in conjunction with AWM, should take account of:*

- i) the needs of existing businesses and take account of the needs of inward investors*
- ii) the need to ensure that employment opportunities are accessible to areas of significant new housing development*
- iii) the strategic priority given to Regeneration Zones and High Technology Corridors in meeting employment needs within the Region*
- iv) the potential for the maximum use of recycled land for employment purposes to meet these needs but to recognise that the use of some greenfield land may be required where all other alternatives have been considered*
- v) that in all cases land allocations should take account of the need to protect and enhance the Region's natural, built and historic environment*
- vi) a classification of employment sites within their areas according to the hierarchy in PA6 both in development plans and for the purposes of regional monitoring through the RELS database*
- vii) any deficiencies in the supply of land, especially within the MUAs, and action required to remedy this and*
- viii) the extent to which office developments should be restricted on certain sites (in accordance with PA11).*

**Table 4 - Employment Land Provision**

<b>Consideration</b>	<b>Rolling five-year reservoir (ha)</b>	<b>Indicative long-term requirements (ha)</b>
Birmingham <sup>(a)</sup>	130	390
Black Country <sup>(a)</sup>	185	555
Coventry <sup>(a) (b)</sup>	82 <sup>(d)</sup>	246 <sup>(d)</sup>
Solihull <sup>(a)</sup>	15	45
Metropolitan Area	412	1,236
Telford & Wrekin	50	150
Herefordshire	37	111
Stoke-on-Trent <sup>(a)</sup>	55	165
Bridgnorth	6	18
North Shropshire	22	66
Oswestry	8	24
Shrewsbury & Atcham	28	84
South Shropshire	8	24
Shropshire	72	216
Cannock Chase	28	84
East Staffordshire	50 <sup>(c)</sup>	150 <sup>(c)</sup>
Lichfield	33	99
Newcastle <sup>(a)</sup>	28	84
South Staffordshire	8	24
Stafford	40	120
Staffordshire Moorlands	6	18
Tamworth	14	42
Staffordshire	207	621
North Warwickshire	11	33
Nuneaton & Bedworth <sup>(b)</sup>	32	96
Rugby <sup>(b)</sup>	36	108
Stratford <sup>(b)</sup>	17	51
Warwick <sup>(b)</sup>	30 <sup>(e)</sup>	90
Warwickshire	126	378
Bromsgrove <sup>(b)</sup>	7	21
Malvern Hills <sup>(b)</sup>	11	33
Redditch <sup>(b)</sup>	17 <sup>(f)</sup>	51 <sup>(g)</sup>
Worcester <sup>(b)</sup>	27 <sup>(h)</sup>	81 <sup>(i)</sup>
Wychavon <sup>(b)</sup>	23	69
Wyre Forest	11	33
Worcestershire	96	288
MUA	495	1,485 (47%)
Non-MUA	560	1,680 (53%)
Region	1,055	3,165



## **Policy PA6B** **Protection of Employment Land and Premises**

*Employment land and premises are a valuable resource to the economy of an area and should be protected from competing uses where it can be demonstrated that they make an important contribution to the portfolio within an authority's area.*

Local planning authorities, in conjunction with the relevant strategic authority and AWM, should regularly review existing employment land and the development pipeline within their area to establish (a) the continued suitability of sites for employment development and (b) to ensure the continuing supply of readily available and attractive sites. Such reviews will form an important part of the evidence base for Core Strategies. This assessment should take account of:

- i) the physical suitability of the use of the land for employment purposes
- ii) a realistic assessment of the market attractiveness *and viability* of the site for employment purposes, irrespective of the attractiveness of the land for alternative, higher-value uses
- iii) whether the site is or can be served by high-quality public transport and
- iv) the *potential contribution of the land to the* level of employment land required over the plan period (see PA6A).

Where the *employment land* review establishes that existing employment sites have no realistic prospect of development under current market conditions in their current physical state within the plan period, careful consideration should be given *in priority order* to:

- i) what remedial action/infrastructure works will be required to justify the retention of the site within the portfolio
- ii) identification/re-allocation of the site *for mixed uses and*
- iii) identification/re-allocation of the site *for an alternative use.*

*In considering development proposals that involve the loss of business premises, local planning authorities should ensure there is an adequate range of premises to meet the needs of business in their area.*

*In the event of the unexpected closure of a large employer over 10 hectares in size or other threshold, to be determined through the preparation of Core Strategies, then the redevelopment of the land for non-employment uses should not be permitted in advance of the development plan process.*

7.36 *Policies PA6, PA6A and PA6B* do not cover land suitable for employment purposes within town centres. In accordance with PA11 and PPS6, large-scale office developments (Class B1(a), more than 5,000m<sup>2</sup> gross floorspace) should be located *in the first instance* within the network of strategic town and city centres. Where large-scale office developments are proposed, particularly outside strategic centres *a conformity assessment will be required unless the proposal has been identified in an up-to-date Development Plan*. Such proposals should be made explicit and justified through the development plan process.



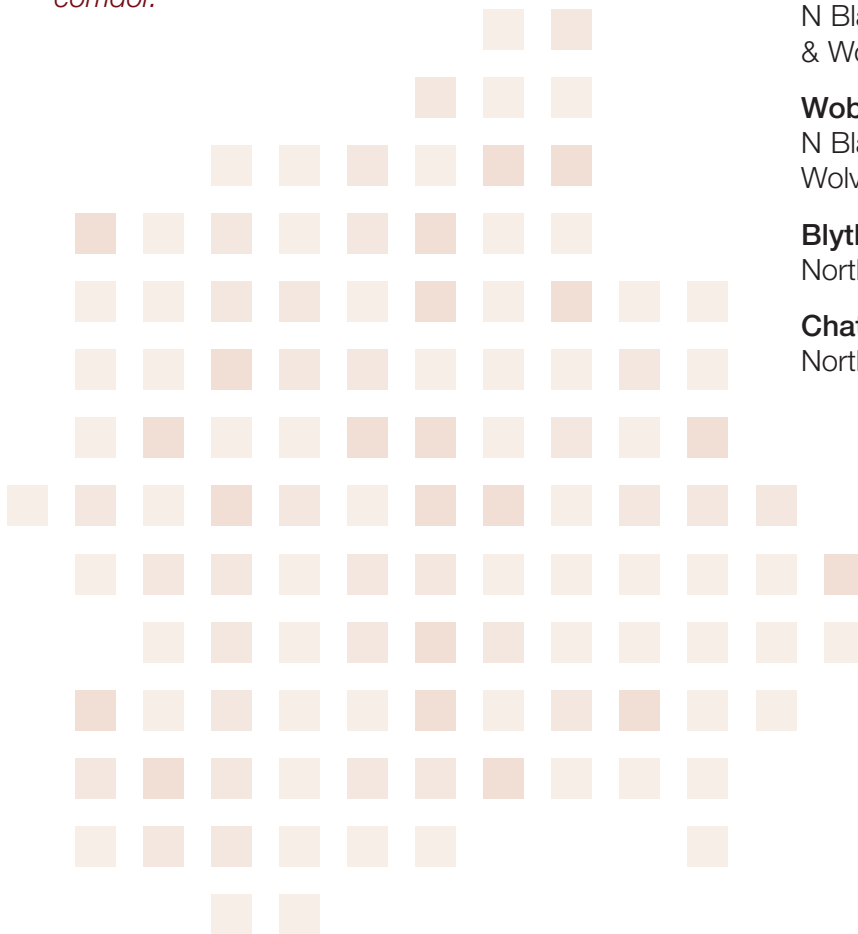


## Policy PA7 Regional Investment Sites

- A. Within the portfolio of employment sites, provision should be made for a series of Regional Investment Sites (RIS) the purpose of which will be to support:
- i) the diversification and modernisation of the Region's economy; and in particular
  - ii) the development of the Region's cluster priorities as identified in the *West Midlands Economic Strategy*.
- B. Regional Investment Sites will be identified within development plans. The RPB should be consulted on such proposals. Sites should be:
- i) *in the order* of 25–50 hectares
  - ii) high-quality sites attractive to national and international investors
  - iii) served or capable of being served by multi-modal transport facilities and broadband IT infrastructure
  - iv) *possess good quality public transport links, or be capable of having such links provided*
  - v) well related to the motorway and trunk road network
  - vi) located within, or close to, the areas of greatest need and
  - vii) accessible to effective education and training opportunities to ensure that the employment benefits are available to the local workforce.
- C. Taking account of current *provision* (set out below), at least one RIS should be made available within or linked by public transport to:
- i) each of the Urban Regeneration Zones and
  - ii) each of the High-Technology Corridors.
- D. In some circumstances, a particular RIS may serve the needs of more than one Zone/Corridor.
- E. New RIS will be required to meet the needs of the following High-Technology Corridors/Regeneration Zones:
- i) Birmingham to Worcestershire HTC *and*
  - ii) South Black Country and West Birmingham RZ.
- F. Additional provision may be required *to serve the needs of* the *Coventry and Nuneaton Regeneration Zone and East Birmingham and North Solihull Regeneration Zone*.
- G. The potential for bringing forward proposals within the Regeneration Zones should be considered first. Development proposed on the edge of MUAs or on other greenfield sites should meet the criteria set out in policy PA1.
- H. *Joint working between the relevant local authorities and key partners including AWM should identify how the gaps and potential gaps in provision set out in E. and F. above are to be filled. The outcome of the joint working should then be taken forward through the relevant Core Strategies.*

7.37 Developments on RIS will be strictly controlled to ensure that they support the objectives of the Spatial Strategy *and be of the highest quality falling within Classes B1 and, where appropriate, B2*. In particular, large-scale speculative office development which can be more appropriately accommodated within town centres and warehousing-only developments will not be permitted.

7.38 The following areas are currently considered to be adequately served by RIS; the North Staffordshire RZ; North Black Country and South Staffs RZ; Wolverhampton to Telford HTC; *and Coventry-Solihull-Warwick HTC*. *In respect of the Birmingham to Worcestershire HTC, the emerging Longbridge Area Action Plan proposes an RIS which would serve this corridor.*



7.39 Current *RIS* where development has commenced or is identified in an adopted development plan *or taken forward through the development control process*:

**Ansty**

*Coventry Solihull Warwickshire HTC & Coventry Nuneaton RZ<sup>3</sup>*

**Birmingham Business Park**

Coventry Solihull Warwickshire HTC & E Birmingham/N Solihull RZ

**Blythe Valley Park & extension**

Coventry Solihull Warwickshire HTC

**Hilton Cross**

N Black Country & S Staffs RZ & Wolverhampton to Telford HTC

**Wolverhampton Business Park**

N Black Country & S Staffs RZ & Wolverhampton to Telford HTC

**Wobaston Road**

N Black Country & S Staffs RZ & Wolverhampton to Telford HTC

**Blythe Bridge**

North Staffordshire RZ

**Chatterley Valley**

North Staffordshire RZ

<sup>3</sup> The changes made in respect of Ansty are proposed on the understanding that the site is to be taken forward as a site with multiple occupiers (i.e. an RIS) in accordance with the extant planning permission rather than a single user MIS as previously proposed in RPG11.



## Policy PA8 Major Investment Sites

- A. Within the portfolio of employment sites, provision should be made for *up to* two Major Investment Sites (MIS) the purpose of which will be to meet the need for accommodating very large-scale investment by single users with an international choice of locations in order to help diversify and restructure the Regional economy.
- B. The MIS will be identified within development plans. The RPB should be consulted on such proposals. Sites should be:
- i) in the order of 50 hectares
  - ii) high-quality sites
  - iii) served or capable of being served by multi-modal transport facilities and broadband IT infrastructure;
  - iv) possess good quality public transport links, or be capable of having such links provided*
  - v) well related to motorway and trunk road network, but avoiding sites immediately adjacent to motorway junctions where this is likely to exacerbate congestion problems
  - vi) located in areas close to a large pool of labour with employment needs
  - vii) accessible to effective education and training opportunities to ensure that the employment benefits are available to the local workforce and

viii) supported by the RPB.

- C. The Region should at all times have *up to two* sites readily available for development in order to respond quickly to demand. Development proposed on the edge of MUAs or on other greenfield sites should meet the criteria set out in policy PA1.
- D. *One* MIS *has* already been identified at Wobaston Road (north of Wolverhampton), and the Regional priority will be to direct suitable investments to *this* location.
- E. *In the event that development of the MIS at Wobaston Road is committed then a further site will need to be identified and brought forward as a matter of urgency.*

- 7.41 MIS should be located within or close to the MUAs and have good quality existing or potential public transport links to areas of employment need.
- 7.42 Development on MIS will be strictly controlled to ensure that they support the objectives of the Spatial Strategy. In particular, large-scale, speculative development, which can be more appropriately accommodated within town centres and warehousing-only developments, will not be permitted.
- 7.43 In the event that a MIS is released for a development significantly smaller than 50 hectares, then the balance of the land allocated should remain undeveloped pending either expansion by the user or for its consideration through the development planning process.

## Warehousing and Distribution

7.44 Warehousing and distribution is an important and fast growing sector within the Regional economy accounting for almost 9% of all jobs. However, traffic generation, particularly from large distribution facilities can make their location within urban areas problematic.

### Policy PA9 Regional Logistics Sites

- A. Within the portfolio of employment sites, provision should be made for Regional Logistics Sites (RLS) the purpose of which will be to provide opportunities for the concentrated development of warehousing and distribution uses.
- B. RLS *with existing or potential for dedicated access to the regional rail and highway networks* will be identified within development plans. The RPB should be consulted on such proposals. Sites should *also*:
- i) be in the order of 50 hectares or more
  - ii) possess good quality public transport links, or *be* capable of having such links provided
  - iii) be served or proposed to be served by multi-modal transport facilities and broadband IT infrastructure
  - iv) have easy access to an appropriate labour supply and education and training opportunities

- v) aim to minimise environmental *impact*
- vi) *have a suitable configuration which allows large-scale high-bay warehousing, intermodal terminal facilities, appropriate railway wagon reception facilities and secure parking facilities for all goods vehicles (see also policy T10) and*
- vii) *be located away from incompatible neighbours allowing 24-hour operations and no restrictions on vehicle movements.*

- C. *Based on a study of the future demand for logistics within the Region it is estimated that at least 150 hectares of land could be required on RLS-type locations to serve the West Midlands in the period up to 2021.*
- D. The Region should have a choice of RLS available at any point in time and consideration and priority should be given to bringing forward *additional land taking account of the following in priority order:*

*To upgrade the existing rail-connected logistics facility at Birch Coppice near Tamworth to a RLS.*

*The scope for the realistic extension of existing RLS within the region and DIRFT which adjoins the regional boundary near Rugby, subject to local environmental and other constraints and recognising the proximity of Hams Hall and Birch Coppice and the need to avoid an over-concentration of RLS development within the same broad location.*





*The potential for new rail-served facilities to serve (a) the needs of the Black Country located in southern Staffordshire and (b) to serve the North Staffordshire conurbation.*

*Discussions between the relevant local authorities and key partners including AWM in the areas identified above should identify how RLS provision will be met and subject to agreement by the RPB the sites should then be taken forward through the relevant Core Strategy.*

*Annual monitoring will be important to ensure that there is adequate provision for this sector throughout the plan period.*

- 7.45 Development uses on RLS will be strictly controlled to ensure that they support the objectives of the Spatial Strategy, with B1/B2 development not being permitted unless it is demonstrated that this is essential to support the primary purpose of the site.
- 7.46 Major concentrations of warehousing and distribution will be discouraged both within urban areas and immediately adjacent to motorway junctions, where a high level of heavy goods traffic would further exacerbate congestion. *There are other important sites within the employment land portfolio within the Region that will accommodate logistics developments. These include Hortonwood, Telford which is rail connected and Fradley. In the longer-run the redevelopment of the former Drakelow Power Station site near Burton-upon-Trent offers potential for logistics-related development which would help serve the West Midlands Region.*

## Tourism and Culture

- 7.47 Local authorities, AWM, the Regional Cultural Consortium, tourism bodies and other cultural agencies should encourage the further development of tourism and culture, including media and sport, as a key element in the diversification of the Regional economy. In so doing, recognition will be given to the important contribution that tourism and culture can make to employment generation, to local business development, environmental quality, educational opportunities and regeneration.
- 7.48 Tourism and culture should be developed in an integrated and sustainable way through a partnership approach, taking into account existing national and Regional policies in the Regional Cultural Strategy and the Regional Sustainable Tourism Strategy to be produced by AWM. In developing policies and programmes, all organisations will be encouraged to contribute to the Region's distinctiveness, diversity and multi-cultural strengths carefully considering the need to balance the needs of visitors and the host community, and to avoid significant damage to the environment.



## Policy PA10 Tourism and Culture

A. Development plans should generally encourage both the improvement of existing provision as well as the creation of new facilities, subject to the capacity of infrastructure and the environment to accommodate the new facilities and visitors associated with them. They should include policies that support the further development and success of key Regional tourism and cultural assets such as:

The National Exhibition Centre.

Birmingham International Airport.

The International Convention Centre and Eastside regeneration in Birmingham.

Historic town and city centres such as Ludlow, Shrewsbury, Worcester and Lichfield.

Stratford-upon-Avon and Shakespeare Country.

Warwick Castle.

The Region's network of live theatre and music venues.

The Malvern Hills and the Marches and the small parts of the Peak District National Park (covered by RPG for the East Midlands) and the Cotswolds that lie within the West Midlands Region.

Black Country Heritage Attractions .

Ironbridge Gorge World Heritage Site, the Severn Valley Steam Railway and West Midlands Safari Park.

Alton Towers and Drayton Manor Park.

Stoke and the ceramics and pottery heritage.

The canal network.

The Region's significant historic sites, buildings and gardens.

The Region's registered museum collections, major libraries and archive collections.

Indoor and outdoor sports stadia and venues of all types.

B. Where large-scale, innovative projects can contribute to the overall "offer" of the Region, these should also be encouraged in suitable locations well served by public transport and where this can make an appropriate contribution to urban or rural regeneration. In this respect it is important that development plans take forward and carefully consider the long-term potential of the National Forest.

C. Within development plans, local authorities should identify those areas where the development of sustainable tourism can be encouraged to the benefit of the local economy and employment without damaging local environment or character. In doing so, they should assess the cumulative impact of tourism on the environmental assets (including biodiversity), character, infrastructure and local economy of each area, and on the needs of local residents. In the light of these factors, it may be necessary to limit development to particular types or scales of tourism. Plans should also include proposals to mitigate any problems caused by existing tourism.

- 7.49 Where it is appropriate to encourage tourism development, plans should identify the facilities needed to support it. These may include, for example, accommodation, improvements to public transport, Regional footpaths or cycle routes, alterations to the rights of way system and opening up of inland waterways. Particular attention should be given to promoting links between urban areas and the countryside.
- 7.50 Proposals for large-scale tourism developments in particular will need to demonstrate that they are compatible with the environment and character of the countryside and the other criteria in the final part of this policy. Those which cannot do so should not be permitted in rural areas.
- 7.51 AWM, local authorities, Visit Heart of England and other industry bodies should continue to develop aspects of the tourism package of the Region and encourage the development of networks of complementary attractions and facilities in an effort to maximise the value of visitors to the Region. The quality of the natural, built and historic environment and the availability of cultural facilities, including sport, and recreation are important aspects of this policy and regard should be had to the relevant sections of the Quality of the Environment Chapter.

## Town and City Centres

- 7.52 Town and city centres are at the heart of communities throughout the Region and their future health and attractiveness will be a major determinant of the quality of life for everyone. *The accessibility of centres by all forms of transport, including walking, cycling and particularly by public transport, is also a key attribute. A strong network of strategic centres, providing the main focus for higher level retail, commercial, cultural and service activities, balanced by a network of smaller town, district and local centres providing for day-to-day needs, offers the best prospect for ensuring that everyone continues to enjoy good access to shops and other services while at the same time addressing the climate change challenge.*
- 7.53 Policies PA11 to PA13C together with UR2 and UR3 address the key strategic issues affecting town and city centres and the location of development. The network of town and city centres in policy PA11 should be seen as a network within the polycentric concept of complementary centres rather than one of centres competing with each other. *It is intended that each of the strategic centres should play its part in the sustainable development of the Region, with growth and development shared between them in a way which enables a more effective network of centres to be maintained.*



## Policy PA11 The Network of Town and City Centres

A. The following network of strategic town and city centres across the Region is identified:

*Tier 1: Birmingham.*

*Tier 2: Brierley Hill, Coventry, Stoke-on-Trent, Wolverhampton.*

*Tier 3: Burton, Hereford, Leamington Spa, Shrewsbury, Solihull, Telford, Walsall, Worcester.*

*Tier 4: Cannock, Kidderminster, Lichfield, Newcastle-under-Lyme, Nuneaton, Redditch, Rugby, Stafford, Stratford-upon-Avon, Sutton Coldfield, Tamworth, West Bromwich.*

B. This network of 25 town and city centres will be the *preferred location* for:

i) major retail developments (i.e. *where the comparison retail element exceeds 10,000 m<sup>2</sup> gross – see also PA12A*)

ii) uses which attract large numbers of people including major cultural, *indoor sport*, tourist, social, *leisure* and community venues (see also PA10 and UR3) and

iii) large scale office (Class B1a) developments (i.e. those of 5,000m<sup>2</sup> or more gross floorspace – *see also PA13A*).

*Developments which will generate additional visitor numbers should be accompanied by measures to minimize their potential to create or add to congestion or poor air quality on the highway network.*

7.54 Town and city centres are the drivers of the Regional and sub-regional economies and are of crucial importance to the Region's economic and social well-being and to the achievement of a sustainable pattern of development. Centres should be a key focus for future regeneration activities. *As transport hubs they also provide an opportunity to encourage the use of public transport and maximise the benefits of any investment. The RTS contains a number of policies which will improve sustainable access to centres – particularly T1-T7.*

7.55 Local authorities should take a proactive approach through their town centre strategies to identifying potential sites and premises for development within these centres, including, where necessary and appropriate, the wider use of compulsory purchase powers. Priority should be given to encouraging balanced development of a wide range of town centre uses and thereby avoiding the vulnerability associated with excessive reliance on a single function. *Mixed use developments incorporating a range of uses, including residential, should be encouraged.* Where major education or health institutions, public administration or other community uses are located within or in close proximity to town or city centres particular attention should be paid to facilitating their retention and expansion (UR4). *Town and city centres should also be the preferred location for major strategic indoor community, cultural and sporting venues.*





# Prosperity for All

7.56 *The town and city centres included within the strategic network vary significantly in terms of their size and character. This is reflected in the division of the network into four tiers. These tiers reflect the current size of the centres, as measured by their comparison retail turnover. This division is intended to be helpful, as a guide to the current role and status of individual centres. However it should be emphasised that it is not intended to impose a formal hierarchy of distinctive roles for the strategic centres – other than to recognise the unique character of Birmingham as the Regional capital and a global city (PA12). It is recognised that individual centres will need to develop and change in-line with their particular needs, and also to respond to changes in the distribution of population within the Region. This is reflected in the indicative requirements for additional comparison retail floorspace and offices set out in PA12A and PA13A. It is also recognised that the relative position of centres within the network may change over time.*

7.57 The following factors are of particular importance in developing strategies for individual centres:

- a) the ten centres in the network within the MUAs (Birmingham, *Brierley Hill*, Coventry, *Stoke-on-Trent*, Newcastle-under-Lyme, Solihull, Sutton Coldfield, Walsall, West Bromwich and Wolverhampton), have a key role to play in achieving Urban Renaissance *and should be priorities for investment to support this, particularly in the Black Country in-line with the strategy for that area*
- b) *the centres outside the MUAs should play a complementary role, and should support growth where this is required by the strategy. This will be particularly important in the Settlements of Significant Development (Worcester, Telford, Shrewsbury, Hereford, Rugby, Burton*

*upon Trent, Stafford, Nuneaton/Bedworth, Warwick/Leamington Spa and Redditch) and also those centres which serve the local regeneration areas identified in UR2*

- c) strategies for all the major town and city centres within the Regional network will be expected to have regard to their potential complementary roles in providing supporting services and activities for each other
- d) *strategies should seek to maintain the competitiveness of centres by building on their local distinctiveness and addressing weaknesses in their offer. This will be particularly important in those centres which have performed less strongly in recent years, including Cannock, Lichfield, Newcastle-under-Lyme, Nuneaton, Rugby, Stafford, Sutton Coldfield, Tamworth, Telford, Walsall and West Bromwich.*

7.58 *The Regional Centres Study has identified no need for any centre (other than Brierley Hill in place of Dudley) to be upgraded to strategic status.*

## **Birmingham's Role as a Global City**

7.59 Birmingham City Centre sits at the heart of the West Midlands Region and provides many important facilities and services for the wider Region. It is recognised that, as a Regional capital, it has a special role to play in the network of centres and should continue to be developed as a major Regional capital of European and *Global* standing.

## Policy PA12 Birmingham's Role as a Global City

- A. Birmingham should continue to be developed as a major Regional capital of European and international standing by providing further development opportunities and supporting infrastructure, including telecommunications, and by:
- i) the further expansion and development of Birmingham City Centre as a focus for international financial and business services
  - ii) the development of Birmingham as a major centre for business tourism and major cultural, sporting and other tourist *facilities and* activities
  - iii) maintaining and enhancing the provision of a network of supporting facilities and activities across the wider Region (examples include the Regional cultural and tourism assets identified in policy PA10) maintaining Birmingham City Centre's role as the Regional shopping centre in line with policy PA11
  - iv) maintaining the accessibility of the City within the Region and strengthening its international links by air and rail
  - v) significantly improving major transport interchange facilities and overcoming capacity constraints at Birmingham New Street Station and
  - vi) the provision of high-quality residential environments, with supporting high-quality health and education services, promoting the attractions and benefits of "city centre living".
- B. Policies and proposals in development plans across the Region should support this policy, whilst having regard to policies QE3

and QE4.

- 7.60 Within the context of creating the balanced network of centres set out in policy PA11, *and in line with the requirements set out in PA12A and PA13A*, Birmingham City Council, with the support of authorities across the Region and other key partners, should continue to secure development and investment that will further enhance the City's status as a *global* city.
- 7.61 The City Council should work closely with immediate neighbours, particularly Solihull MBC in relation to the Birmingham International Airport and National Exhibition Centre. Wider Regional partnerships will be significant, for example in relation to the delivery of transport improvements, to ensure that the benefits are shared as widely as possible.

## Merry Hill

*To include wording from the WMRSS Phase One Revision.*

## Comparison Retail Development

- 7.62 *Significant growth is forecast in comparison retail expenditure. Some of this growth will be absorbed by existing commitments, the expansion of internet shopping, and through efficiency improvements in the use of existing retail floorspace. However, even taking full account of this, there will be a need for additional comparison retail floorspace over the period to 2026. In-line with the principle of PA11, the major proportion of this should be planned for within the network of strategic town and city centres.*



## **Policy PA12A** **Comparison Retail Floorspace** **Requirements 2006-2026 (m<sup>2</sup>)**

Local authorities should plan for the construction of the following amounts of additional gross comparison retail floorspace within each centre within the network of strategic town and city centres:

*In the current round of LDF preparation local authorities should aim to make provision for the 2006-2021 requirement and should also have regard to the 2021-2026 requirement. However, planning permission for developments intended to meet requirements arising after 2021 should not be granted before 2016.*

Consideration	2006-2021	2021-2026
<i>Tier 1</i>		
Birmingham	225,000	130,000
<i>Tier 2</i>		
Brierley Hill	65,000	30,000
Coventry	95,000	55,000
Stoke-on-Trent	80,000	40,000
Wolverhampton	70,000	30,000
<i>Tier 3</i>		
Burton	40,000	25,000
Hereford	40,000	20,000
Leamington Spa	35,000	25,000
Shrewsbury	50,000	30,000
Solihull	55,000	25,000
Telford	50,000	20,000
Walsall	60,000	25,000
Worcester	55,000	30,000
<i>Tier 4</i>		
Cannock	25,000	10,000
Kidderminster	25,000	10,000
Lichfield	25,000	10,000
Newcastle-under-Lyme	25,000	10,000
Nuneaton	25,000	10,000
Redditch	30,000	20,000
Rugby	25,000	15,000
Stafford	30,000	20,000
Stratford-upon-Avon	25,000	10,000
Sutton Coldfield	35,000	15,000
Tamworth	25,000	10,000
West Bromwich	45,000	20,000



# Prosperity for All

- 7.63 *These floorspace requirements are based on the West Midlands Regional Centres Study and Update undertaken by Roger Tym and Partners. They take account of a number of factors, including:*
- population projections, adjusted to reflect the WMRSS strategy on the distribution of new housing within the Region*
  - per capita expenditure projections*
  - the growth of internet shopping*
  - continued increases in floorspace efficiency*
  - local capacity constraints*
  - the urban renaissance focus of the WMRSS strategy*
  - the principle of accessibility – i.e. that where possible local needs should be met locally*
  - commercial viability.*
- 7.64 *The floorspace requirements are inclusive of commitments at April 2006. These are significant in the case of some centres.*
- 7.65 *The WMRSS Phase One Revision proposed floorspace requirements for the four Black Country centres (Brierley Hill/Merry Hill, Walsall, West Bromwich and Wolverhampton). These have been reviewed and re-assessed on a consistent basis with the rest of the Region. This re-assessment has however maintained the distribution of comparison floorspace growth between these centres agreed through the WMRSS Phase One Revision.*
- 7.66 *It is recognised that the delivery of town centre redevelopment projects can be a lengthy process, and that the financial viability of projects may require a minimum scale of development. For this reason it is not proposed that there should be any general*
- phasing of requirements for the period 2006-2021 but it is recognised and accepted that individual planning authorities may wish to introduce local phasing policies through their own LDFs.*
- 7.67 *However, it is also important to recognise there are considerable uncertainties in projecting future comparison retail requirements, and that these uncertainties increase over time. In view of this, it is not considered appropriate that development proposals aimed at meeting the requirements identified for the 2021-2026 period should be committed at this stage. These requirements should be treated as indicative only and will be subject to revision through future reviews of the WMRSS.*
- 7.68 *The floorspace requirements set out in this policy should be treated as specific to each centre and should not normally be exceeded. However, it is expected that local authorities will wish to review them in the context of the preparation of their Core Strategies and it is accepted that this may lead to some variation, in the light of local circumstances. Any significant variations (i.e. by more than 5,000m<sup>2</sup>) should be justified on the basis of clear evidence, and if higher figures are proposed it should be demonstrated that this would not be at the expense of the health of and investment in other strategic centres in-line with this policy and the overall WMRSS strategy for urban and rural renaissance.*
- 7.69 *In bringing forward new retail schemes to meet these floorspace requirements, local authorities should seek to ensure the strategic centres maintain and improve the diversity and choice of their retail offer. This should include premises suitable for occupation by small shops and independent retailers as well as large stores and the national multiples.*





## Centres outside the Strategic Network

7.70 *The majority of centres within the Region fall outside the network of strategic town and city centres. These include large District Centres within the MUAs, market towns, and smaller local centres in many locations across the Region. Collectively these centres are of great importance because they are the places which people use regularly to satisfy their day-to-day needs.*

### Policy PA12B Non-Strategic Centres

There are many other centres within the Region that meet local needs and *local authorities* should identify *those centres* and develop policies *to* meet local needs. Local authorities should be proactive in encouraging appropriate development to maintain and enhance their function as town and district centres (UR3, RR3), *in particular*:

*convenience shopping*

*local service and facility provision*

*day-to-day comparison shopping.*

*Any proposals for an increase of 10,000 m<sup>2</sup> gross comparison retail floorspace or more in a non-strategic centre should be accompanied by evidence to demonstrate the following:*

*there is a clear local need for the scale of development proposed*

*the proposal would not have an adverse impact upon or put at risk the delivery of development within a strategic centre in accordance with PA12A*

*there is satisfactory public transport access to the centre from all parts of its catchment area either already in existence or to be provided as part of the proposal.*

7.71 *The emphasis on **strategic** centres should not preclude development plans identifying **smaller town, district and** local centres (UR3 and RR3) where similar local strategies and town centre management approaches might be developed, particularly where this can support urban and rural regeneration.*

7.72 *The main focus of the non-strategic centres will be on meeting local needs, in particular convenience shopping, the provision of local services (such as banks, post offices, local health care facilities sports centres, libraries and restaurants) and a limited amount of comparison shopping.*

7.73 *However it is recognised that some non-strategic centres may be at the heart of sizeable communities, and in these cases there may be a justification for a more extensive level of provision. In this respect the key consideration is that the level of provision should be commensurate with local needs and the scale and function of the centre. It is also essential that there should be satisfactory levels of public transport access.*

7.74 *As a general principle it is not expected that requirements for additional comparison retail floorspace in non-strategic centres will exceed 10,000 m<sup>2</sup> gross, but this figure should be seen as indicative and subject to local testing.*

## Out-of-Centre Retail Development

7.75 *The network of town and city centres set out in PA11 is an important element of the Spatial Strategy. The role and regeneration of these centres should not be undermined by large-scale out-of-centre retail development. A dispersed pattern of retail development will also be less capable of being well served by public transport and is likely to encourage more trips and in particular more trips by car. In the interests of promoting a more*



*sustainable pattern of development and combating climate change, further significant retail development outside existing town and city centres is to be avoided.*

## **Policy PA13 Out-of-Centre Retail Development**

It is not envisaged that any further large-scale (10,000m<sup>2</sup> gross) out-of-centre developments or extensions to existing developments will be required during the period covered by this *WMRSS to meet comparison retail needs*. Smaller-scale out-of-centre *comparison* retail proposals should be considered in the light of policies and proposals in development plans and take full account of Government guidance *and in particular the tests which this specifies should be applied to out-of-centre retail proposals*.

7.76 *It is considered that there is sufficient capacity within the network of strategic centres and in non-strategic centres to provide for the vast majority of comparison retail development needs which will arise over the WMRSS period. There will therefore be no need for large-scale out-of-centre comparison retail developments.*

7.77 *However, it is recognised that local circumstances vary, and requirements, which cannot be met in-centre, may occasionally arise. In these cases the general principle should be that such proposals are considered against the tests for out-of-centre development established in national policy, and any additional local criteria set out in Local Development Frameworks.*

## **Offices**

7.78 *National planning policy identifies offices as a town centre use, and seeks to direct new office development to in-centre locations. Office development is also an economic driver, and the promotion of office development can be an important part of the restructuring and diversification of local economies away from a dependency on manufacturing.*

7.79 *Despite national policy, in 2003 – 2005 only 31% of office completions in the West Midlands were in town centre locations, and at April 2005 only 28% of office commitments were in-centre. Many of these developments and commitments are in greenfield locations with poor public transport access. In the interests of moving towards a more sustainable pattern of development, and combating climate change, it is important to shift the focus of new office development towards town centres or at least to locations within the urban area accessible by pedestrians, cyclists and public transport, as proposed in T2, and to implement accompanying traffic management measures as envisaged in Chapter 9.*

7.80 *However in practice it must also be recognised that there are some office developments which are unlikely to be attracted to centres, and if the Region fails to make provision for this, the investment may simply be lost to other areas, to the detriment of the regional economy and without any overall benefit in terms of climate change. An element of out-of-centre office development is therefore likely to continue to be required.*



## **Policy PA13A Office Development Requirements 2006-2026**

Local authorities should plan for the construction of the following amounts of new office development (square metres gross) within or on the edge of each of the centres within the network of strategic town and city centres for the period 2006-2026.

<b>Tier 1</b>	
Birmingham	590,000
<b>Tier 2</b>	
Brierley Hill	220,000
Coventry	250,000
Stoke-on-Trent	85,000
Wolverhampton	220,000
<b>Tier 3</b>	
Burton	30,000
Hereford	45,000
Leamington Spa	45,000
Shrewsbury	20,000
Solihull	50,000
Telford	110,000
Walsall	220,000
Worcester	55,000
<b>Tier 4</b>	
Cannock	30,000
Kidderminster	40,000
Lichfield	30,000
Newcastle-under-Lyme	60,000
Nuneaton	30,000
Redditch	45,000
Rugby	30,000
Stafford	45,000
Stratford-upon-Avon	20,000
Sutton Coldfield	20,000
Tamworth	30,000
West Bromwich	220,000

7.81 *If there is to be a shift in the focus of investment in new office floorspace away from out-of-centre locations and into town and city centres, it is essential that a supply of high quality in-centre office floorspace is provided. Priority should therefore be placed on addressing this supply-side deficiency. This will involve a pro-active approach to bringing forward office development opportunities, but will also require measures to improve the attractiveness of the strategic centres to office investment. The quality of public transport access, car parking, the quality of the environment and the range of supporting facilities, such as restaurants, bars and leisure facilities will be particularly important in this respect.*

7.82 *A number of the strategic centres have capacity constraints, and it is recognised that in these cases there may be difficulties in accommodating all of the office requirements set out in this policy in-centre. In these circumstances sites in edge-of-centre locations with good pedestrian links to the centre should be identified.*

7.83 *The figures contained in this policy have been derived from the baseline estimate of future office requirements contained in the West Midlands Regional Centres Study. However the figures have been further adjusted to reflect:*

*the policy objective of substantially increasing the proportion of in-centre development. It is assumed that 65% of uncommitted office developments outside the Black Country will be in-centre. This figure allows for some continued office development in other locations, including centres outside the strategic network. It is an 'aspirational' target, but one which is capable of being achieved;*



*the need to promote diversification of the local economy in areas with high levels of manufacturing employment;*

*the existence of capacity constraints in some centres; and*

*the distribution of new housing proposed in this WMRSS.*

7.84 *In the case of the four Black Country centres (Brierley Hill, Walsall, West Bromwich and Wolverhampton), the figures are based on those agreed through the WMRSS Phase One Revision but they have been updated to relate to the 2006-2026 period.*

7.85 *It is expected that over the period of this WMRSS, this policy will result in about 65% of office development taking place in or on the edge of the strategic centres. However, this figure will be lower in the early years because of the number of outstanding out-of-centre commitments, and will increase over time.*

7.86 *The requirements proposed in this policy should be seen as broad estimates and it is recognised that it will be necessary to review them through the process of preparing Core Strategies. However, within the MUAs and the Settlements of Significant Development they should be seen as lower limits, and if lower figures are proposed, clear evidence to justify this position will be required.*

## **Policy PA13B** **Large-scale Office** **Development outside the** **Strategic Centres**

*In line with PA11, large-scale office developments (5000 m<sup>2</sup> gross and above) should be located in or on the edge of the strategic centres.*

*Proposals for large-scale office developments outside the strategic centres will be permissible only where all the following conditions are satisfied:*

*a clear need for the proposal has been demonstrated, and this need could not be satisfied within a strategic centre*

*there would be no adverse impact on the prospects of committed office development schemes proceeding within a strategic centre*

*adequate public transport access exists to all of the intended catchment or will be provided as part of the proposal and*

*there would be no unacceptable adverse environmental effects.*

*Where the first two of these conditions are met, consideration should first be given to sites in or on the edge of town or District centres outside the strategic network and secondly to other locations enjoying high levels of public transport accessibility.*

*For the avoidance of doubt the sequential approach as set out in PPS6 should continue to be applied to all office proposals outside town centres, including those falling below the threshold set in this policy. Where, in combination with other proposals, committed developments or recently completed schemes, a proposal below the threshold would be likely to have wider effects, care should be taken to ensure that any potential impact on strategic centres is taken into account.*

*Where planning permission is granted for general employment development (B1/B2/B8), this should be subject to a condition excluding B1(a) floorspace, other than that required for ancillary purposes. Any exceptions to this should be justified in accordance with the criteria set out in this policy.*





- 7.87 *Alongside positive measures to promote office development in centres, there is also a need to adopt a more careful approach to proposals for further office development in out-of-centre locations.*
- 7.88 *It is accepted that there may be occasions where it will continue to be necessary to allow additional out-of-centre office development. Examples may include those locations where capacity constraints limit the potential for in-centre development so that some local needs can only be met out-of-centre, and the need to make provision for certain types of office activity which may in practice not be attracted to in-centre locations. Where such proposals come forward, it is important that they are clearly justified and that they are not at the expense of in-centre development. In applying the sequential approach to office schemes care should be taken to ensure that all the strategic centres which could reasonably accommodate the development, including those in other local authority areas, are assessed before other locations are considered.*
- 7.89 *In the past, out-of-centre office development has sometimes come about as a result of planning permissions being granted for the development of general employment sites for B1, B2 and B8 uses, with no restrictions on the amount of B1(a) floorspace. In the future it is important that any such permissions are appropriately conditioned to ensure that they are consistent with the objectives of this policy and the other policies in this Chapter, including PA6A, para 7.36 and PA7.*

## Regional Casinos

- 7.90 *The Gambling Act 2005 introduced a new context for the gaming industry and in particular a new range of casinos. This includes the concept of 'regional casinos' – which would have a minimum total floorspace of 5,000m<sup>2</sup> and would provide a large number of gaming machines offering unlimited prizes.*
- 7.91 *There are uncertainties over how many such casinos will ultimately be permitted, but in view of the Regional character of these facilities it is important that guidance is provided on the factors to be taken into account in considering suitable locations for any proposals which do emerge.*

### **Policy PA13C** **Regional Casinos**

*Any proposals for regional casinos within the Region should be considered in relation to the following:*

*the extent to which the proposal would promote the urban regeneration objectives of the WMRSS strategy*

*the consistency of the proposal with national guidance on the location of casinos contained in PPS6*

*the extent to which the proposal would complement existing leisure, sport or tourism facilities, and be consistent with PA10*

*the extent to which the proposal would be satisfactorily served by public transport from all parts of its catchment.*



7.92 *One of the main arguments in favour of regional casinos is their potential contribution to urban regeneration. The primary factor in considering the location of any regional casino proposal within the Region should therefore be that it should generate the maximum regeneration benefits. In addition, regard should also be had to the policies for tourism and leisure contained within PA10, and to national policy in PPS6, which identifies casinos as a town centre use, and to public transport accessibility.*

## The Rural Economy

7.93 In rural areas, particularly those not within reach of jobs in or close to urban areas, the economic development priorities are to broaden the economic base, reduce over-reliance on traditional employment and provide a wider range of local job opportunities. The emphasis should be on *regenerating local communities, so as to create sustainable and modern local economies, rather than attracting business or jobs away from urban areas.*

## Policy PA14 Economic Development and the Rural Economy

- A. Development plans and other strategies should support the sustainable diversification and development of the rural economy through the growth of existing businesses and the creation of new enterprise. This should be undertaken in ways that meet local employment needs, maintain viable and sustainable local communities, conserve and enhance environmental assets and respect local character and distinctiveness.
- B. Development plans should ensure that, subject to policy PA15, most economic development is concentrated in towns and other large settlements accessible to their rural hinterlands. Development should be consistent with the character and environment of the settlement.
- C. Priority should be given to: economic activity with strong links to the rural area, including for example food and drink processing, tourism and leisure, the environmental economy and businesses ancillary to farming and forestry; and to sustainable new activity which will strengthen *and diversify* the Region's rural economy.
- D. Encouragement will be given to the provision of affordable broadband services in rural areas to aid the development of businesses using ICT, including increased opportunities for home working *and live work units*.



- 7.94 The land-use planning system has only limited influence on the nature of new economic development. It is important that local planning authorities work with those responsible for rural development, for example AWM and local economic partnerships, through the England Rural Development Programme, and through the use of European Structural Funds to give priority to the types of economic activity identified in the policy.
- 7.95 ICT will be particularly important to rural economic development. It can often help existing businesses to develop and diversify and allow the introduction of new enterprises. Local authorities should take account of AWM's Regional ICT strategy which includes the extension of broadband services to the Region's rural areas and encourages the use of ICT to develop the skills base in those areas.

## Agriculture and Farm Diversification

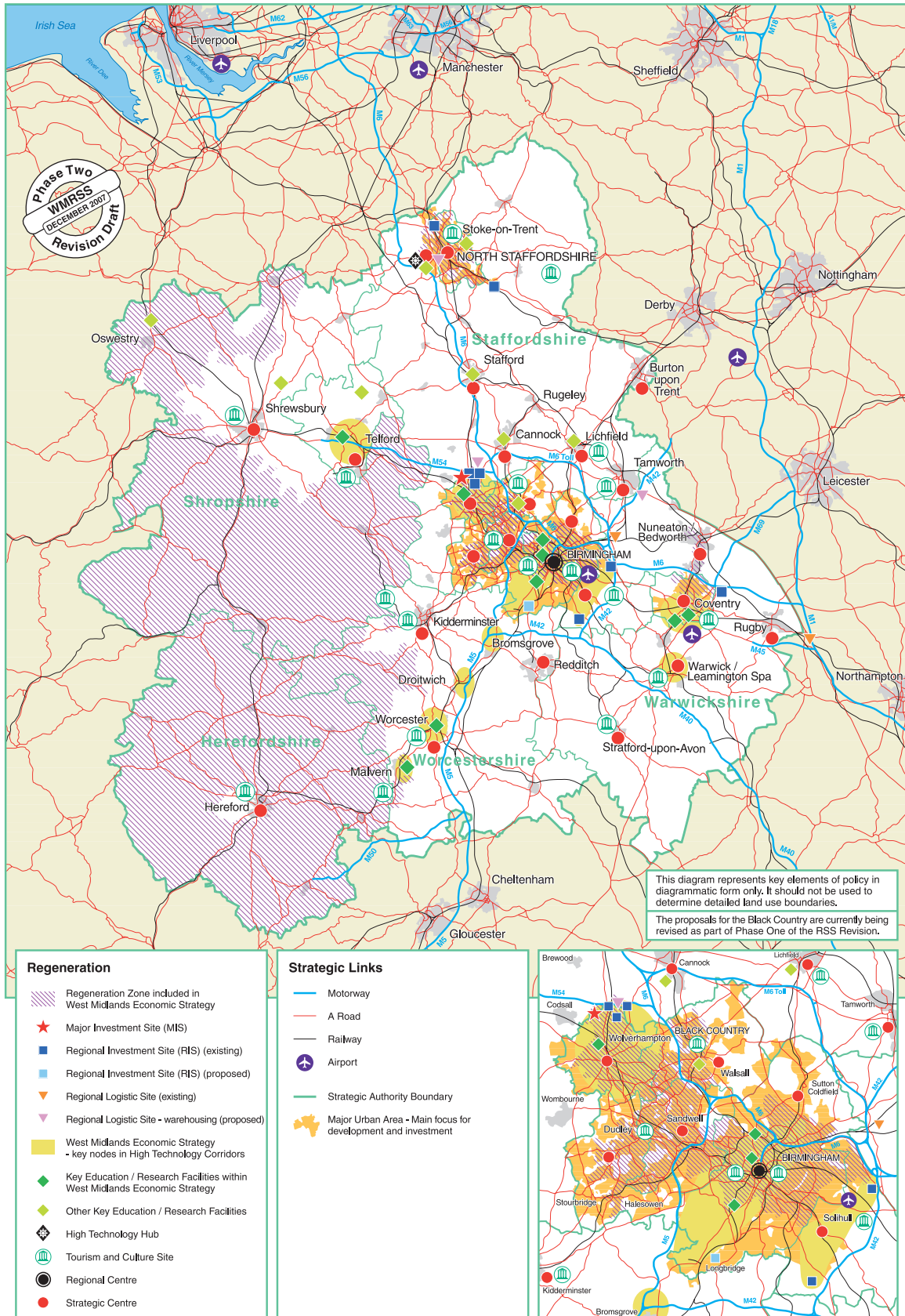
- 7.96 Agriculture remains one of the most important activities in the Region's rural areas and has strong inter-dependency with many other sectors.

## Policy PA15 Agriculture and Farm Diversification

Development plans and other strategies should recognise the continuing importance of the agricultural sector in the Region. Development plans should include positive policies to promote agriculture and farm diversification through the development of innovative business schemes including sustainable tourism, environmentally sustainable farming, forestry (QE8) and land management, new and innovative crops, on-farm processing adding value to existing production and the promotion of local marketing and supply chains. Any development should be appropriate in scale and nature to the environment and character of the locality.

- 7.97 Farm diversification, both agricultural and non-agricultural, covers a wide range of potential activity which can add value to agriculture and supplement farm incomes. Of particular significance to the Region will be the continued development of Regional and local food products, organic produce, local supply chains and marketing and links to the Region's strong and growing environmental economy and tourist industry. Guidance on the reuse of buildings in the countryside is given in PPG7.
- 7.98 Forestry and woodland planting and management (QE8) can make an important contribution to the economy, environment and community life of the rural West Midlands.
- 7.99 Other policy documents relevant to agriculture and farm diversification include 'A new Direction for Agriculture', the Action Plan for Farming, the England Rural Development Plan and the Rural White Paper.

## Prosperity for All





# Chapter 8

## Quality of the Environment





# Quality of the Environment

## Introduction

- 8.1 Conserving the quality of the environment and prudent use of natural resources are key elements in the achievement of sustainable development and the implementation of the Spatial Strategy and Regional vision. To fulfil this role requires losses of environmental quality to be minimised and a planned approach to securing higher environmental quality outcomes. Resource utilisation must recognise environmental limits, employ sound management practice and enable an on going reduction in waste and harmful side effects.
- 8.2 This Chapter sets out a range of policies on different aspects of the environment, all of which should be considered together as there are many inter-linkages between them. The underlying philosophy is that, whilst in some instances the environment may act as a constraint on certain types of development, overall it should be regarded as a major asset to the Region supporting wider economic and social aspirations and acting as a key component in regeneration.
- 8.3 The Region's "countryside character", "natural areas", and "historic landscapes" defined by the Countryside Agency, English Nature, and English Heritage provide an important context for the Spatial Strategy. These embrace the wide range of natural, cultural and historic elements of the landscape together with more aesthetic and qualitative aspects such as tranquillity.

- 8.4 The policies within this Chapter are set out in four sections as follows:

### Part 1 – Environment Policies

### Part 2 – Energy Policies

### Part 3 – Minerals Policies

### Part 4 – Waste Policies

## Part 1 Environment Policies

- 8.5 The West Midlands contains a wide variety of environmental assets, both natural and cultural. Environmental assets describes the range of features and components of the natural, historic and built environment which are deserving of conservation intrinsically and for the benefits they contribute to the quality of life. The majority of these are not covered by any formal designation but nevertheless make an important contribution to the quality of life in the Region. The effect on these assets and the need to create new ones will be an important consideration in implementing policies elsewhere in this *WMRSS*, in particular those concerning housing, employment, transport, energy, minerals and waste.
- 8.6 The assets include part of the Peak National Park (covered by RPG8 for the East Midlands), five areas of Outstanding Natural Beauty (AONBs), Ironbridge Gorge World Heritage Site and numerous listed buildings, archaeological sites, conservation areas and sites of special scientific interest (SSSIs).





# Quality of the Environment

## Policy QE1 Conserving and Enhancing the Environment

- A. Environmental improvement is a key component of the Spatial Strategy in order to underpin the overall quality of life of all areas and support wider economic and social objectives.
- B. Local authorities and other agencies in their plans, policies and proposals should:
- i) support regeneration, by restoring degraded areas, conserving existing environmental assets, including the reuse of redundant and under-used buildings of merit, and creating new, high quality, built and natural environments, particularly within the MUAs
  - ii) conserve and enhance those areas of the Region, where exceptional qualities should be reinforced by sustainable use and management, including the Peak National Park, the five Areas of Outstanding Natural Beauty, the European wildlife sites, and the World Heritage Site (see Environmental Assets Diagram)
  - iii) protect and where possible enhance other irreplaceable assets and those of a limited or declining quantity, which are of fundamental importance to the Region's overall environmental quality, such as specific wildlife habitats (Annex B), historic landscape features and built heritage, river environments and groundwater aquifers

iv) protect and enhance the distinctive character of different parts of the Region as recognised by the natural and character areas (*Figure 6*) and associated local landscape character assessments, and through historic landscape characterisation.

- C. In bringing forward development, all agencies and developers should adopt high standards for sustainable natural resource use and management in-line with policies such as QE3, QE9, EN1-2 and M3.

## Environmental Assets

- 8.7 Certain environmental assets in the wider landscape, including features of historic value and particular habitats of nature conservation interest, cannot be replaced. Their protection should have a high priority. However, where there are over-riding social or economic reasons for development, some reduction of less sensitive assets may be justified providing wherever possible appropriate measures are taken to mitigate and/or compensate for the loss.
- 8.8 The RPB should work with partners to identify specific regionally and sub-regionally significant assets and areas for improvement and enhancement. The identified assets and areas should provide the focus for cross-boundary and cross-sectoral investment and action. This may involve sub-regional studies into, for example, the urban fringe, Regionally significant networks or corridors of environmental assets, transport corridors and areas of urban dereliction. In carrying out this work the RPB should have regard to the







# Quality of the Environment

wider economic, social and environmental benefits that might arise from these assets and should seek to develop criteria to enable an integrated approach to consideration of these benefits.

8.9 In preparing development plans local authorities should also work with partners to identify locally significant environmental assets and assess their contribution to the broader quality of life indicators. Local authorities should identify those assets considered to be irreplaceable in the development plan and provide appropriate protection. In other cases development plans should provide guidance on where mitigation and/or compensation will be required.

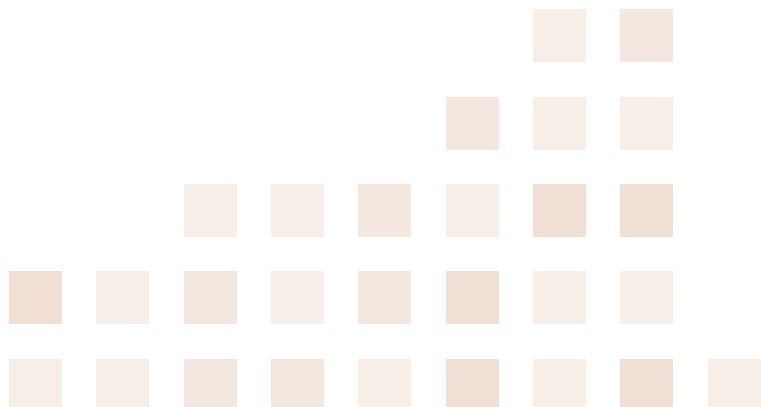
## Restoring Degraded Areas and Managing and Creating High Quality New Environments

8.10 The Spatial Strategy and its emphasis on the urban renaissance places a high priority on the reuse of derelict land (CF5). This is particularly important in the MUAs where much of the derelict land is located.

### Policy QE2 Restoring degraded areas and managing and creating high quality new environments

A. Local authorities, other agencies and local communities should work together to develop strategies and programmes that optimise the contribution that the natural, built and historic environment can make to the physical, economic and social regeneration of the West Midlands. Regeneration schemes should capitalise on the quality and distinctiveness of the Region's urban and rural environment.

- B. Development plans and other strategies should:
- i) contain policies that promote environmental improvements as a means of regenerating areas of social, economic and environmental deprivation
  - ii) promote the restoration and remediation of derelict and contaminated sites and reuse of buildings, having regard to the Region's biodiversity and historic assets
  - iii) initiate programmes of physical regeneration in areas suffering from inadequate investment in the built and natural environment and
  - iv) aim to provide measures which reduce the impact of the environmental problems associated with transport growth and bring forward environmental improvements particularly along major transport routes.
- C. In implementing this policy the need to make the most efficient use of previously developed land should take into account the need to preserve buildings of historic value (QE5) and preserve and create open spaces for recreation, community health and natural habitats (QE4, QE7-9).







# Quality of the Environment

## Creating a High Quality Built Environment for All

- 8.11 Good design can contribute to creating high quality environments where more people want to live, work and invest. Flagship projects can often change the image of an area giving renewed confidence.
- 8.12 Both within new developments and in the reuse of land and buildings, the aim should be to create distinctive built environments that provide a sense of identity and place to which local communities can relate and in which they can have pride. Policy QE5 which deals with the historic environment and the advice for residential areas in the Communities for the Future Chapter are also important in this respect.
- 8.13 Attention should also be paid to securing safer neighbourhoods and discouraging crime. The importance of greenspace in the built environment is dealt with in policy QE4 and urban forestry in QE8.

### Policy QE3

#### Creating a high quality built environment for all

- A. Development Plans and other strategies should promote the creation of high quality built environments as part of urban and rural renaissance and the regeneration strategies for the Region's cities, towns and villages.
- B. Particular attention should be given to:
  - i) securing a high quality of townscape, urban form, building design and urban spaces, through the use of architecture, urban design and landscape design, which respects Regional and local character, culture and history
  - ii) promoting public art

- iii) incorporating sustainability considerations such as energy and water efficiency, use of renewable energy, sustainable construction and drainage, building orientation, use of recycled materials, minimisation of waste, construction materials, and prolonging the lifespan of buildings

- iv) assessing and minimising the impacts of noise and light pollution as a result of development

- v) creating safer environments which discourage crime and

- vi) promoting community safety.

C. Regard should be had to how land and buildings could be reused to achieve this objective.

8.14 Local authorities, other agencies and developers all have a role to play in creating more sustainable built environments. This will only be achieved through multi-agency/ multi-disciplinary approaches and with the involvement of local communities.

## Urban Greenspace

8.15 Access to quality greenspace can contribute greatly to the Region's urban renaissance, improving the quality of life in urban areas by providing opportunities for sport and recreation and supporting biodiversity. Maintaining, enhancing and, where appropriate, increasing the amount of greenspace is, therefore, an important factor in considering the most efficient use of land. In doing so, regard should be paid to English Nature's guideline of people in towns and cities having accessible greenspace within 300 metres of their homes (Annex B). Urban forestry is promoted in policy QE8 and at a smaller scale, the opportunities for creating landscape frameworks reflecting local landscape character for example, by using local native species, should be encouraged.



## Policy QE4 Greenery, Urban Greenspace and Public Spaces

- A. Local authorities and other agencies should undertake assessments of local need and audits of provision, and develop appropriate strategies for greenspace to ensure that there is adequate provision of accessible, high quality urban greenspace with an emphasis on:
- significantly improving the overall quality of public space, especially in city and town centres
  - enhancing the setting of local residential neighbourhoods in built-up areas
  - increasing the overall stock of urban trees
  - improved accessibility and community safety and
  - maintaining and enhancing sports, playing fields and recreation grounds.
- B. Development plan policies should create and enhance urban greenspace networks by:
- ensuring adequate protection is given to key features such as parks, footpaths and cycleways, river valleys, canals and open spaces
  - identifying the areas where new physical linkages between these areas need to be forged and
  - linking new urban greenspace to the wider countryside to encourage the spread of species.

- C. Local authorities and others should also encourage patterns of development which maintain and improve air quality and minimise the impact of noise upon public space. Artificial lighting should be used sensitively to aid safety whilst minimising pollution.

- 8.16 In implementing this policy, consideration should be given to how under-investment in the management of existing urban parks, a number of which are now registered as historic parks and gardens, should be reversed. The longer-term management and maintenance of landscaping and public spaces generally, should be addressed at the outset when new developments are being implemented, for example by negotiating commuted sums.

## Recreational Resources

- 8.17 Recreational resources are an important component in the overall quality of life of the Region. The Spatial Strategy emphasises the need to make the most efficient use of land, in doing so development plans should set out appropriate policies and proposals to maintain and enhance provision taking into account policy PA10 and the provisions of PPG17, which includes guidance on playing fields, the treatment of major sporting facilities, the urban fringe and rights of way.
- 8.18 Working with partners the RPB should assess the distribution and provision of Regional and sub-regionally significant recreational facilities with a view to identifying and addressing any strategic gaps in provision.



## Protection and enhancement of the Historic Environment

- 8.19 The distinctiveness of different parts of the Region is largely a function of their past history and changing cultural traditions. The West Midlands State of the Historic Environment Reports show that whilst the Region's most valued historic heritage is protected by statutory designations it is also important to consider historic landscapes and townscapes as a whole to understand what gives an area its sense of place and identity.
- 8.20 A Force for the Future, the Government's statement on the historic environment, sets out its potential for regeneration, tourism and social inclusion as well as for conservation. Birmingham's Jewellery Quarter and Ironbridge Gorge are existing examples of how this can occur. The Regional priorities and opportunities for other such initiatives are set out in the policy below.

### Policy QE5 Protection and enhancement of the Historic Environment

- A. Development plans and other strategies should identify, protect, conserve and enhance the Region's diverse historic environment and manage change in such a way that respects local character and distinctiveness.
- B. Of particular historic significance to the West Midlands are:
- i) the historic rural landscapes and their settlement patterns
  - ii) historic urban settlements, including market towns and cathedral cities

- iii) listed buildings, scheduled and unscheduled ancient monuments, conservation areas, historic parks and gardens, all in their settings, and battlefields
- iv) areas of industrial heritage such as the Birmingham Jewellery Quarter
- v) the historic transport network
- vi) strategic river corridors (Severn, Wye, Trent, and Avon) and
- vii) Ironbridge Gorge World Heritage Site.

- C. Development plans and other strategies should recognise the value of conservation led regeneration in contributing to the social, spiritual and economic vitality of communities and the positive role that buildings of historic and architectural value can play as a focus in an area's regeneration.
- D. In particular, strategies should explore the regeneration potential of:
- i) redundant or under-used industrial and commercial buildings
  - ii) rural settlements and market towns outside the MUAs
  - iii) Victorian and Edwardian commercial centres particularly in the MUAs
  - iv) traditional buildings of the countryside
  - v) existing church buildings and their potential community uses
  - vi) 19th and early 20th century urban housing
  - vii) the canal network.



# Quality of the Environment

- 8.21 In implementing this policy, action to protect and enhance the Region's historic environment and to manage change should include:
- a) developing an increased understanding and enjoyment of the historic environment, for example, through the use of character based approaches (8.3) and involving the community in decisions about its regeneration;
  - b) protecting the resource from insensitive change, exploitation or detrimental visitor pressure (PA10) whilst enhancing its contribution to local character and distinctiveness; and
  - c) providing appropriate resources and guidance to secure the long-term preservation, conservation and interpretation of the historic environment.
- 8.22 Local authorities and other agencies should provide appropriate support for the specialist skills and the availability of traditional materials needed to maintain the historic environment through the operation of appropriate planning policies.

## **The Conservation, Enhancement and Restoration of the Region's Landscape**

- 8.23 The special qualities of Cannock Chase, the Cotswolds, Malvern Hills, Shropshire Hills and the Wye Valley are nationally recognised by their statutory designation as (AONBs) (the Peak District National Park is covered by RPG8 for the East Midlands). This status must be reflected by the level of protection given to them in development plans. Detailed guidance on the treatment of AONBs and local countryside designations is set out in PPG7.
- 8.24 Beyond these designated areas, the character and distinctiveness of the wider countryside must also be respected and opportunities to enhance and restore the quality of existing landscapes should be actively pursued (QE7).
- 8.25 In this context the urban fringe is recognised in PPG7 as being subject to particular pressures. For many residents of urban areas it represents their nearest countryside and is a highly valuable resource for leisure and recreational opportunities as well as nature conservation. Local authorities and their partners should take a proactive and integrated approach to its planning and management having particular regard to Policies QE2, QE4, and QE8.







## **Policy QE6 The Conservation, Enhancement and Restoration of the Region's Landscape**

Local authorities and other agencies, in their plans, policies and proposals should conserve, enhance and, where necessary, restore the quality, diversity and distinctiveness of landscape character throughout the Region's urban and rural areas by:

- i) ensuring that a consistent approach is taken to landscape and character issues, particularly where they cross local planning authority boundaries
- ii) establishing a positive and integrated approach to the use, management and enhancement of the urban fringe
- iii) supporting the Community Forest and National Forest programmes
- iv) protecting and, where possible, enhancing natural, man-made and historic features that contribute to the character of the landscape and townscape, and local distinctiveness
- v) considering other factors that contribute to landscape character including tranquillity and the minimisation of noise and light pollution and
- vi) identifying opportunities for the restoration of degraded landscapes including current and proposed minerals workings and waste disposal sites.

8.26 In implementing this policy local authorities should consider with the RPB the potential for adopting and developing, through local assessments, character based approaches (8.3) in the preparation of their development plans and other strategies.

## **Protecting, Managing and Enhancing the Region's Biodiversity and Nature Conservation Resources**

8.27 The areas for biodiversity enhancement identified on the Quality of the Environment Areas of Enhancement diagram offer some of the best prospects for retaining environments with a rich and resilient biodiversity resource. Within these areas ecological integrity should be reinforced by:

- a) supporting existing biodiversity and landscape enhancement projects
- b) buffering habitat units from adverse impacts
- c) restoring and re-creating locally characteristic habitats
- d) expanding and linking isolated habitat units
- e) promoting social and economic benefits by investing in linked facilities for sustainable access, enjoyment and education, and in businesses that contribute to and capitalise on a high quality natural environment.





# Quality of the Environment

8.28 The UK Biodiversity Action Plan's (UKBAP) targets have been developed, through a Regional Biodiversity Audit<sup>1</sup>, into the Regional Priority Habitat Targets set out in Annex B. Local Biodiversity Action Plans (LBAPs) will carry forward these targets on a sub-regional basis. Their implementation requires cross-sectoral collaboration and must be reflected in all partnerships and strategies. Planning conditions and agreements, agri-environment schemes, management agreements, land acquisition for nature reserves and projects such as the Forest of Mercia or the Meres and Mosses project are valuable tools to assist in achieving the targets.

8.29 The natural area profiles for the West Midlands<sup>2</sup> (see Figure 6) and an understanding of the local status of Regionally important landscape features for biodiversity (Annex B) should inform development plan policies addressing wildlife conservation needs in the wider landscape.

<sup>1</sup>West Midlands Regional Biodiversity Forum, 2001 'West Midlands Regional Biodiversity Audit

<sup>2</sup>English Nature, Natural Areas in the West Midlands Region 1999.



# Quality of the Environment

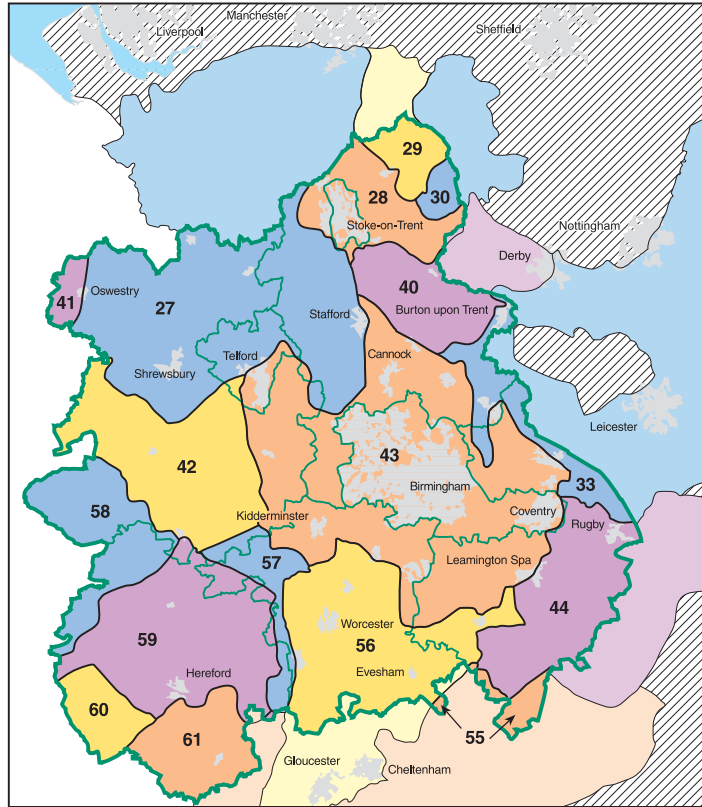
### Figure 6: Natural and Character Areas in the West Midlands

#### Natural Areas

- Natural Areas
- Strategic Authority Boundaries
- Built-up Areas

Code	Natural Area Name
27	Mosses and Meres
28	Potteries and Churnet Valley
29	South West Peak
30	White Peak
33	Trent Valley and Rises
40	Needwood and South Derbyshire Claylands
41	Oswestry Uplands
42	Shropshire Hills
43	Midland Plateau
44	Midland Clay Pastures
55	Cotswolds
56	Severn and Avon Vales
57	Malvern Hills and Teme Valley
58	Clun and North West Herefordshire Hills
59	Central Herefordshire
60	Black Mountains and Golden Valley
61	Dean Plateau and Wye Valley

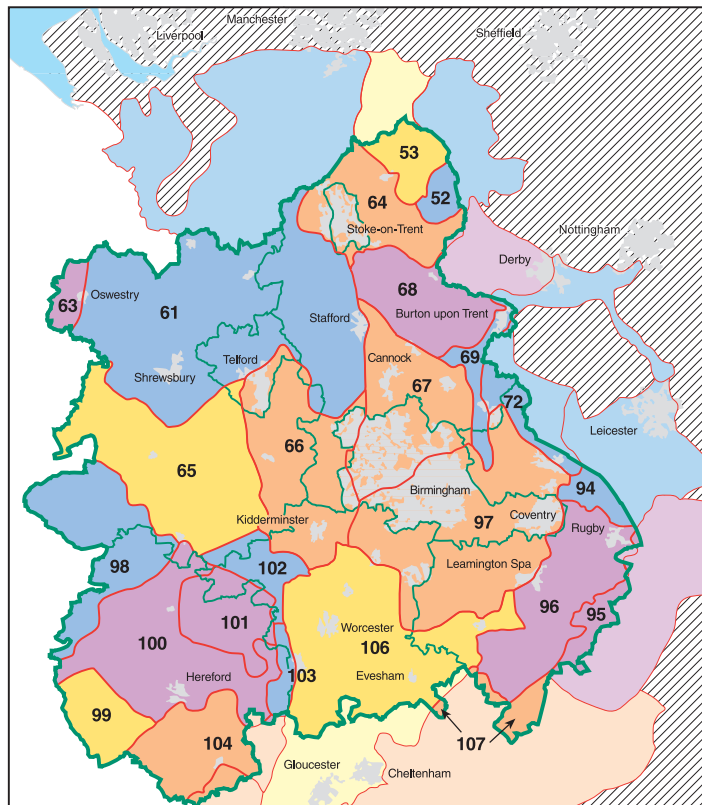
Data supplied by English Nature



#### Character Areas

- Character Areas
- Strategic Authority Boundaries
- Built-up Areas

Code	Character Area Name
52	White Peak
53	South West Peak
61	Shropshire, Cheshire and Staffordshire Plain
63	Oswestry Uplands
64	Potteries and Churnet Valley
65	Shropshire Hills
66	Mid Severn Sandstone Plateau
67	Cannock Chase and Cank Wood
68	Needwood and South Derbyshire Claylands
69	Trent Valley Washlands
72	Mease / Sence Lowlands
94	Leicestershire Vales
95	Northamptonshire Uplands
96	Dunsmore and Feldon
97	Arden
98	Clun and North West Herefordshire Hills
99	Black Mountains and Golden Valley
100	Herefordshire Lowlands
101	Herefordshire Plateau
102	Teme Valley
103	Malvern Hills
104	South Herefordshire and Over Severn
105	Forest of Dean and Lower Wye
106	Severn and Avon Vales
107	Cotswolds



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## **Policy QE7 Protecting, Managing and Enhancing the Region's Biodiversity and Nature Conservation Resources**

All the plans and programmes of local authorities and other relevant agencies should:

- i) encourage the maintenance and enhancement of the Region's wider biodiversity resources, giving priority to:
  - the protection and enhancement of specific species and habitats of international, national and sub-regional importance as identified in the West Midlands Regional Biodiversity Audit, Local Biodiversity Action Plans (LBAPs) and other BAPs
  - those that receive statutory protection and
  - the biodiversity enhancement areas shown on the QE Areas of Enhancement Diagram
- ii) include policies and proposals which enable the West Midlands to achieve its minimum share of the UK Biodiversity Action Plan (UKBAP) targets as set out in Annex B and the targets of local partnerships and other BAPs
- iii) take a common approach to biodiversity and nature conservation issues which cross local planning authority and Regional boundaries, especially those relevant to:-
  - the strategic river corridors and tributaries of the Severn, Trent, Avon and Wye, river catchments, and issues in current local Environment Agency plans and
  - priorities derived from English Nature's Natural Areas Framework and associated Area Profiles and the West Midlands Biodiversity Audit.

8.30 The quality of biodiversity on most sites depends on good management. Both through development processes and generally, all relevant parties should work with landowners/managers to achieve favourable management of biodiversity assets within their care.

## **Forestry and Woodlands**

- 8.31 Woodlands form an important part of the Region's biodiversity (QE7) and its Priority Habitat Targets (Annex B). The England Forestry Strategy and the West Midlands Regional Forestry Framework (in preparation) provide the basis for a steady and targeted increase in woodland cover.
- 8.32 Tree planting can make important contributions to health, recreation, and regeneration as demonstrated through the National Forest, Forest of Mercia Community Forest and the Black Country Urban Forest initiatives and should be encouraged particularly in urban and urban fringe areas (QE2, QE4, QE6).
- 8.33 Where semi-natural woodlands are small and fragmented priority should be given to expanding and linking them by planting native species.
- 8.34 Development plans should encourage increases in tree cover and prevent the loss of woodland, setting out in what circumstances loss would be acceptable and how this should be compensated for. The encouragement of tree cover should not, however, result in planning permission being granted for development which is otherwise unacceptable or contrary to national or local policies.
- 8.35 Tree planting and woodland management can be a significant economic activity as well as providing a range of other benefits. The by-products of woodland management and wood processing together with species such as willows are increasingly important as fuel for renewable energy production in the Region.





## Policy QE8 Forestry and Woodlands

- A. Development plans, other strategies and programmes should encourage tree cover in the Region to be increased, where it is appropriate to the character of the area, taking account of the Regional Forestry Framework, and in ways that reinforce and support the Spatial Strategy by:
- i) designing new planting and woodland expansion so as to maintain and enhance the diversity and local distinctiveness of landscape character within the Region, ensuring that new planting does not adversely impact on the biodiversity of a site
  - ii) replacing woodland unavoidably lost to development with equivalent areas of new woodland preferably in the same landscape unit
  - iii) realising the potential for creating larger multi-purpose woodlands, woodlands along transport corridors and reducing fragmentation of ancient woodlands
  - iv) encouraging the development of forestry and woodland industries where they can contribute to the rural economy particularly where suitable facilities are available, or can be provided, for local processing
  - v) ensuring that woodland expansion and management, and the development of any associated facilities, observe sustainable development principles and minimise environmental impacts
  - vi) promoting urban and community forestry, including the continuing development of the National Forest, the Forest of Mercia and the Black Country Urban Forest
- vii) promoting, where appropriate, opportunities for short rotation coppice as a raw material and where this can provide a renewable energy resource and
- viii) involving local communities wherever possible.
- B. Development plans and other strategies should seek to conserve and protect woodlands, especially ancient and semi-natural woodlands, by:
- i) prohibiting the conversion of semi-natural woodland (as defined in the UK Forestry Standard Notes) to other land uses unless there are over-riding conservation benefits
  - ii) increasing the protection of ancient woodland sites or ancient semi-natural woodland through consultation with the Forestry Commission over any planned application within 500m and
  - iii) exercising a general presumption against the conversion of any woodland to other land uses unless there are overriding public benefits.
- 8.36 Planting should meet the requirements of the UK Forestry Standard and Environmental Guidelines, thereby safeguarding other habitats, landscape character and local distinctiveness.
- 8.37 The Forestry Commission (FC) should be consulted (as a non-statutory consultee) on a consistent basis by local authorities for all planning applications within 500 metres of ancient semi-natural and ancient woodland sites, except where the proposed development clearly has no effect on the woodland.



## Protection of Agricultural Land

- 8.38 Agricultural land quality must be considered by local authorities in the preparation of plans and consideration of development proposals. Agricultural land quality is defined in accordance with DEFRA's Agricultural Land Classification of England and Wales. Land is graded 1, (best), to 5, (worst). Further guidance is set out in PPG7. In preparing development plans and proposals local planning authorities should also take into account the aims and objectives of the Soil Strategy for England.
- 8.39 The West Midlands has a higher proportion of grade 1 land than England but the distribution between counties is uneven, with a higher proportion in Herefordshire and Shropshire and lower proportions in Staffordshire and Warwickshire. To inform the review of this guidance the RPB should investigate the implications of the pattern of agricultural land quality for the distribution of development.

## The Water Environment

- 8.40 Development plans should recognise the multi-functional nature of rivers, lakes and canals, contributing to the quality of landscapes and townscapes while providing important habitats, recreational facilities, opportunities for education, and often proving attractive to developments assisting in regeneration.

## Policy QE9 The Water Environment

- A. Development plan policies and plans of the Environment Agency and other agencies should be co-ordinated, where necessary across local authority and Regional boundaries, to:
- i) protect or improve water quality and where necessary significantly reduce the risk of pollution especially to vulnerable surface and groundwater in order to improve health and well-being
  - ii) manage demand, conserve supply, promote local recycling of water and the multiple use of water resources
  - iii) protect and enhance wetland species and habitats, particularly those subject to local biodiversity partnerships
  - iv) ensure that abstraction from watercourses and aquifers does not exceed sustainable levels
  - v) reduce any adverse effects of development on the water environment by encouraging consideration of sustainable drainage systems where appropriate at an early stage in the design process
  - vi) ensure the timing and location of development respects potential economic and environmental constraints on water resources and
  - vii) maintain and enhance river and inland waterway corridors as key strategic resources, particularly helping to secure the wider regional aims of regeneration, tourism and the conservation of the natural, built and historic environment.
- B. Development that poses an unacceptable risk to the quality of groundwater or surface water in this or other regions should therefore be avoided.



# Quality of the Environment

8.41 The Environment Agency's (EA) 25 year Water Resources Strategy sets out how it will deal with the needs of public water supply, agriculture, commerce and industry as well as the environment. In preparing development plans, local authorities should take advice from the EA, at the earliest possible stage, on the implications for their plans of the Water Framework Directive, which is being implemented progressively from 2003. In particular they should seek advice from the EA on those areas in the Region most at risk from over abstraction and pollution and where these are already detrimental to the environment. Development plans should also promote the efficient use of water in order to maximise the use of existing supplies.

## Development and Flood Risk

8.42 The implications of climate change for the severity of floods is uncertain but the most realistic approach is to accept that flooding is an inevitable process. PPG 25 Development and Flood Risk sets out detailed guidance on how flood risk should be considered at all stages of the planning and development process, including a sequential approach to locating development. Local authorities should also consider local EA plans, Catchment Flood Management Plans and indicative floodplains (Quality of the Environment – Assets Diagram).

8.43 For the review of this *WMRSS* the RPB with the EA and other partners should identify where flooding issues are likely to be of Regional significance, assess their implications for the distribution of development and where appropriate, set out appropriate policies and measures to address them. This could include defining areas where sustainable drainage systems would best contribute to reducing flood risk, and improving water quality where the need to improve the performance of the floodplain, attenuate flows and provide local treatment

of polluted run-off is greatest. However it should be borne in mind that sustainable drainage systems are unlikely to provide the complete answer to problems associated with large-scale river flooding episodes; in the longer term they can help attenuate flows and reduce the risk of flooding in urban areas downstream.

8.44 When considering the possible risks, implications and steps needed to prevent general flooding affecting new development, the potential for sewer flooding should also be considered by developers and planning authorities. Large new developments may require some new or updated infrastructure in the existing sewer network and treatment works in order to cope with the additional load. Sustainable drainage systems can, in the correct conditions, help alleviate sewer flooding problems by preventing surface water from entering the sewerage system.

## Air Quality

8.45 The Environment Act 1995 provides a statutory framework for local air quality management (LAQM). Local authorities are required to review and assess air quality in their areas against objectives set out in the National Air Quality Strategy for England, Scotland, Wales and Northern Ireland. Although air quality in the Region is improving, local authorities with poor air quality may need to declare Air Quality Management Areas (AQMA) and to produce action plans to reduce air pollution to meet national standards. Reducing the need to travel will play a key part in this and Regional and local planning policies, together with local transport plans, must play their part in helping reduce air pollution throughout the Region. In developing these plans consideration should be given to how any adverse effects from development on air quality might be mitigated, such as by appropriate tree planting (see policy QE8).



# Quality of the Environment

- 8.46 Local and sub-regional air quality reviews and assessments, Air Quality Management Areas and action plans need to be taken into consideration in developing planning policy. For the review of this *WMRSS* the RPB should identify the areas where air quality issues are likely to be of Regional significance, assess their implications and where appropriate, set out policies and measures to address them.

## Part 2 – Energy Policies

### Greenhouse Gas Emissions

- 8.47 As recognised in Chapter 2 the need to respond to climate change is a key challenge facing the Region particularly given the concentration of manufacturing industry with high levels of energy use. The “greenhouse effect” caused by carbon dioxide emissions is a major contributor to climate change. Both energy conservation measures and energy generation from renewable sources can help to reduce emissions, minimise adverse change and support measures to address climate change.
- 8.48 The Region should aim to contribute as far as possible towards the achievement of the UK’s legally binding target under the Kyoto Protocol to reduce greenhouse gas emissions by 12.5% below 1990 levels over the period 2008-2012 as part of a wider European Community commitment, and the UK’s domestic goal to reduce emissions of carbon dioxide to 20 per cent below 1990 levels by 2010.

### Energy Generation

- 8.49 The Region should aim to contribute as far as possible towards the achievement of the national energy target – 10% of electricity produced from renewable energy by 2010, with an aspiration to double renewables’ share of electricity between 2010 and 2020.
- 8.50 In 2000, the Region generated less than 0.1% of its consumption from renewable sources and had installed capacity to deliver some 30MW from combined heat and power (CHP). In both cases there is scope for major increases. The Regional Energy Strategy should include targets for renewable electricity generation, CHP and heat production from renewable sources, having regard to the changing European and national context.
- 8.51 Technical studies have indicated substantial Regional potential for renewable energy generation over the coming decades from biomass, solar, waste and wind sources. Together these could provide in excess of 15% of Regional needs with potential as follows:
- a) Biomass – energy crops, forest management wastes and animal wastes – can be used mainly in rural areas and the urban fringe within both large installations generating electricity for the National Grid and smaller ones providing electricity or heat for local use. These developments can help to diversify the agricultural base and provide rural employment thus supporting Rural Renaissance policies.
  - b) Solar energy can, in the short term, be used throughout the Region mostly for passive heating of buildings and for domestic water heating. Planning authorities should ensure that development plans facilitate the use of photovoltaic electricity generation technology as this becomes more economic.





# Quality of the Environment

- c) Energy from waste (EfW) developments are already established in the MUAs and can contribute to the value-recovery targets of policy *W3*. Planning authorities should consider EfW where options higher up the waste management hierarchy (as set out in the National Waste Strategy) are not available. Opportunities may also exist to increase use of methane from landfill sites and by coal measures that are not otherwise being exploited.
- d) Energy from wind is likely to become more feasible as technological advances widen potential areas for use. Both major multi-turbine developments and smaller installations supplying power directly to housing or businesses may become possible throughout the Region. Local co-ownership of these may assist community regeneration, supporting policies RR1 and UR3.
- e) Other types of development, for example small water turbines, could also contribute to local energy supply.

## Policy EN1 Energy Generation

Local authorities in their development plans should:

- i) encourage proposals for the use of renewable energy resources, including biomass, onshore wind power, active solar systems, small scale hydro-electricity schemes and energy from waste combustion and landfill gas, subject to an assessment of their impact using the criteria in iii) below. Specific policies should be included for technologies most appropriate to the particular area
- ii) provide locational guidance through supplementary guidance as necessary on the most appropriate locations for each renewable energy technology, having regard to resource potential, the desirability of locating generation sites close to or within areas of demand, and landscape character assessment where appropriate
- iii) identify the environmental and other criteria that will be applied to determining the acceptability of such proposals including:
  - a) impact on the landscape, visual amenity and areas of ecological or historic importance
  - b) impact on surrounding residents and other occupiers
  - c) traffic implications, and proximity to transport infrastructure
  - d) the environmental impact of any additional transmission requirements
  - e) the extent to which the proposal helps to achieve wider environmental benefits such as reducing harmful emissions to the atmosphere
  - f) the way in which the proposal assists in achieving national targets of new electricity generating capacity from renewable energy sources



# Quality of the Environment

- g) the extent to which there has been community involvement in developing the proposal and
- h) the extent to which the proposal supports other policies in the development plan; and

iv) facilitate, where proposals come forward, the construction and upgrading of fossil fuel power stations that incorporate clean coal technology, the dual use of fossil and renewable resources, good quality combined heat and power or significant emissions abatement technologies in line with national policies for abatement at source.

8.52 The location of renewable energy facilities is a cross-boundary, sub-regional and Regional issue. If energy targets are to be met, it is important that development plans where possible incorporate policies to help facilitate the realisation of the energy generation potential from all the above sources. The Energy White Paper has highlighted the importance of decision-making at local and Regional level, including planning, to deliver energy policy objectives, and has indicated the Government's intention to ensure that a strategic approach to energy is developed and implemented by each English region. The RPB should take account of the targets and objectives of any future Regional energy strategy and undertake work to address its spatial implications including, where appropriate, identifying unacceptable and preferred areas for particular sources of energy. In identifying such areas, any protective designations are an important consideration to be taken into account.

## Energy Conservation

8.53 Appropriate design and construction of buildings can avoid energy loss; minimise energy demand through use of natural lighting, heating and cooling; allow on-site generation of heat or electricity from renewable sources of energy; and can help reduce running costs. The housing development at Lyng (West Bromwich) based on the "integer" design is an example of this.

8.54 The simultaneous generation of usable heat and power, or combined heat and power (CHP) is applicable in a wide range of circumstances from large scale industrial, commercial and housing developments to smaller community and domestic facilities. The incorporation of energy-efficient materials and technologies such as CHP can particularly support policy *CF7* by improving the affordability of housing and also Prosperity For All policies by lowering business overheads. A good example is Stechford Cascades Leisure Centre (Birmingham) whose CHP unit also serves 150 adjacent houses. Suitable layout and orientation, especially of housing developments, can maximise these benefits.





## Policy EN2 Energy Conservation

Development plans should include measures to:

- i) minimise energy demands from development, redevelopment and improvement by encouraging the use of sustainable construction techniques, best practice in energy efficient design, and orientation of all building types to maximise passive solar gain; and
- ii) encourage the use of good quality combined heat and power systems and district heating schemes for developments, particularly major new mixed use developments.

8.55 In implementing this policy local planning authorities may develop more detailed advice as appropriate.

## Part 3 – Minerals Policies

8.56 Mineral extraction is an important part of the Region's economy and an adequate supply is necessary to meet society's needs. The Government's planning policy for minerals is set out in its minerals planning guidance notes (MPG). The relationship between mineral exploitation and the environment is an important one and due regard should be paid to the Quality of the Environment policies in this *WMRSS*.

## Mineral Working for Non-Energy Minerals

8.57 The West Midlands contains areas where there are deposits of Etruria marl, gypsum and silica sand which are nationally important minerals, along with limestone important in the production of cement. There are also significant reserves of aggregates, building stone, shale, coal and other clays, including fireclays. Some are of Regional significance, for example building stone, and brickshale and fireclay which are important to the Region's brick industry. Whilst there are pockets of metalliferous minerals, these are not significant and are not subject to current or future proposals for exploitation.

8.58 In line with national guidance, the aim of Regional policies is to encourage the prudent use of available mineral resources and to maintain an appropriate on-going supply.

8.59 There can be particular advantages in providing sites in and on the periphery of the MUAs where integrated material supply facilities for future construction activity can be developed. This can reduce traffic journeys, provide materials close to the point of use, encourage recycling and reuse of minerals and help create markets for recycled materials to meet Regional needs. In identifying such sites, local planning authorities should take into account the extent to which such proposals will be consistent with Greenbelt objectives.





## **Policy M1 Mineral Working for Non-Energy Minerals**

- A. Appropriate provision should be made in the West Midlands for the supply of nationally and Regionally significant minerals. In making this provision, account will be taken of the following:
- i) the need to secure the best balance of community, social, environmental and economic interests, consistent with the principles of sustainable development
  - ii) the need to maintain landbanks of permitted reserves of non-energy minerals
  - iii) the contribution that alternative sources of material or imports from outside the Region should make
  - iv) other national and Regional policies and
  - v) the provision made for aggregates in policy M2.
- B. Development plans should:
- i) identify and safeguard mineral resources to ensure that appropriate levels of planned and future supplies can be maintained, including reviewing the continued appropriateness of unpermitted allocations in mineral local plans
  - ii) indicate sites/areas where future mineral working would or would not be appropriate having regard to the environmental capacity of the area and the impact on the local community
  - iii) include policies to indicate the circumstances under which mineral working might be permitted

- iv) identify and safeguard opportunities for the transportation of minerals by rail or water, including the maintenance of existing, and the provision of new, railhead facilities
- v) include policies to safeguard mineral resources from other forms of development
- vi) subject to Greenbelt policies, identify and safeguard sites on the periphery of and within MUAs for the development of integrated material supply facilities and
- vii) protect and seek improvements to biodiversity during the operational life of workings and include policies requiring that the restoration of mineral workings should contribute to local/regional biodiversity targets.

8.60 In implementing this policy, development plans should ensure that an appropriate provision is made to meet the Region's future needs for a minimum of 10 years from adoption. For certain non-energy minerals this may require a "landbank" of planning permissions to be provided to ensure that there is continuity of production. The landbank may vary according to the minerals worked.

8.61 Where the environmental sensitivity of a particular location has significantly changed, where more sustainable sites come forward, or where there is no longer the particular need upon which the working was originally permitted, there may be a case for reviewing allocations in mineral local plans, particularly inactive sites. In some cases the amortisation of plant or the need for specialist minerals might be relevant considerations in permitting workings.





# Quality of the Environment

8.62 The working and restoration of mineral sites will need to be carried out to the highest possible environmental and operational standards if sustainable development objectives are to be met. This should include wherever possible the delivery of minerals and mineral related products by sustainable transport but proposals for rail or water borne transport must be realistic and capable of being delivered. Before drafting plans for mineral working, it will be essential to assess the likely generation of traffic and its impact upon the local highway network.

8.63 In restoring sites, there may be opportunities to increase and enhance woodland cover, biodiversity and habitats (see policies QE6-7), public access and in some cases provide sports and recreation provision. Where there are extensive mineral workings in river valleys, this may have the potential to make significant contributions to retaining and improving landscape character and meeting local and Regional biodiversity targets.

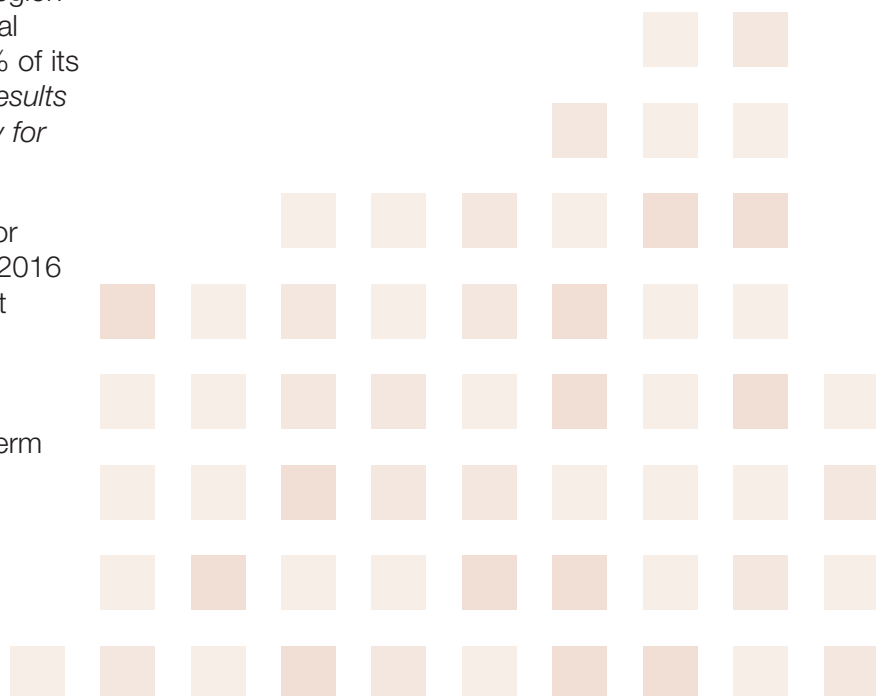
## Minerals – Aggregates

8.64 Aggregates such as sand and gravel, crushed rock and a range of secondary and recycled materials used for construction purposes are the most widely used minerals found within the West Midlands. The Region nevertheless relies on imports of material from other regions and Wales for 23.3% of its requirements (*source: Collation of the results of the 2001 aggregates minerals survey for England and Wales, January 2003*).

8.65 The National and Regional Guidelines for Aggregates Provision in England 2001-2016 published in June 2003 sets out current Government guidelines for aggregates provision from 2001-2016, based on technical advice from the Regional Aggregates Working Parties and long-term

demand studies. It identifies a need for 255 million tonnes of aggregate materials to be provided from primary land won sources within the West Midlands, with an additional 104 million tonnes from other sources, including imports from outside the Region and from Wales and secondary and recycled materials. The projections also provide for the export of primary aggregates to other regions.

8.66 These revised Guidelines for the supply of land won primary aggregates, together with the arrangements for monitoring and review and the performance indicators, should be used to guide mineral planning authorities in making appropriate provision in their development plans for the future supply of aggregates in the West Midlands. The figures shown in Table 1 of Policy M2 reflect the situation in the West Midlands County Area where in approximately 3-4 years time reserves of crushed rock will be exhausted. The West Midlands County Area apportionment has been redistributed from 2006 onwards between the counties of Warwickshire and Shropshire on the basis that these counties have similar rock types and are therefore more likely to be able to meet any shortfall in the local market.





## Policy M2 Minerals - Aggregates

Mineral planning authorities should continue to work together to make provision for land won primary aggregates to 2016 on the basis of the apportionment agreed by the RPB, taking into account the National and Regional Guidelines for Aggregates Provision in England 2001- 2016 (June 2003) as set out below:

### Apportionment of the Regional Guidelines 2001 - 2016 (million tonnes)

	Annual Apportionment 2001-2016	Annual Apportionment 2001-2005	Annual Apportionment 2006-2016
	Sand & Gravel	Crushed Rock	Crushed Rock
Hereford	0.283	0.424	0.424
Worcestershire	0.871	0.163	0.163
Shropshire	0.820	2.662	2.949
Staffordshire	6.602	1.395	1.395
Warwickshire	1.043	0.593	0.88
West Midlands County	0.506	0.575	0
<b>Regional Total</b>	<b>10.125</b>	<b>5.812</b>	<b>5.812</b>
<b>Regional Total 2001-2016</b>	<b>162</b>	<b>93</b>	

Source: WMRAWP sub-regional apportionment October 2003.



- 8.67 The apportionment of the new Guidelines should help sustain economic growth in the Region during the period of the Guidelines. The reduction in the level of land won resources required should also ensure that the Region's resources are managed in a sustainable way and its environmental assets are protected.

## The Use of Alternative Sources of Materials

- 8.68 A key objective of national aggregates policy is to ensure that the proportion of supply from primary land won sources in England is minimised. The National and Regional Guidelines for Aggregates Provision in England 2001-2016 are based on the assumption that recycled and alternative materials will meet, nationally, 23% of total demand for aggregates over the period to which they apply.
- 8.69 The Guidelines assume that in the West Midlands 88 million tonnes (24.5%) of the 359 million tonnes will come from recycled and alternative sources. This amounts to 5.5 million tonnes per annum throughout the period of the Guidelines.
- 8.70 In 2001 it was estimated that around 5 million tonnes of recycled and other alternative materials were re-used in the West Midlands (*source: Symonds Group surveys for 2001*). In order to increase this figure to the required level of 5.5 million tonnes and thus minimise the risk of needing to exploit additional primary aggregates sources, the amount of construction and demolition material that needs to be recycled per capita must rise across the Region from 0.7 tonnes per annum to 0.8 tonnes per annum, assuming that supplies from other sources such as road planings and secondary aggregates, for example power station ashes, remain constant.

## Policy M3: Minerals - The Use of Alternative Sources of Materials

- A. Local authorities, minerals and construction industries, the West Midlands Regional Aggregates Working Party and the West Midlands Regional Technical Advisory Body should work together to reduce the reliance on land won primary aggregates by increasing the contribution of alternative sources of material in meeting the Region's requirements by:
- i) developing better systems to monitor the level of usage and the way in which alternative sources of materials are used in construction projects
  - ii) developing targets for local authorities and for the construction industry to increase the use of alternative sources of materials in construction projects and
  - iii) encouraging local authorities and developers to recycle and reuse materials on site in construction projects having regard to the environmental implications of any proposed operations and their overall acceptability.
- B. Development plans should:
- i) identify sites or policy criteria to secure an appropriate provision of recycling plants in appropriate locations for example on the fringes of MUAs and
  - ii) include policies to increase the contribution of alternative sources of material, including adopting methods of operations that will assist reuse and recycling in construction projects.



# Quality of the Environment

8.71 The use of secondary and recycled aggregates is increasing within the Region, but it remains difficult to collect reliable quantitative information. To maintain and improve on the rate of use it will be important to improve the level of information available for strategic monitoring purposes. This will help ensure that the targets set at the Regional level are capable of being measured and delivered at the local level.

8.72 To sustain economic growth levels without increasing the use of land won aggregates it is vital that the assumptions contained in the Guidelines are met. It is recognised, however, that it will not be possible to utilise all potential sources of alternative material because of environmental, planning and technical constraints. Some examples of where improvements could be made are:

- ▶ local authorities utilising secondary and recycled aggregates in their own construction projects. A project audit should be undertaken of the level of usage of such materials and the way in which they are being used and the information supplied to MPAs for collection and collation;

- ▶ local authorities and developers could adopt methods of operations that will assist reuse and recycling and use wherever possible sustainable construction techniques;

- ▶ developers utilising secondary and recycled aggregates in development projects. Contractors to keep records of all usage of materials and to supply the information to LPAs for collection and collation at the end of the project;

- ▶ developers supplying information on proposed waste utilisation and utilisation of secondary and recycled aggregates; and

- ▶ maximising the opportunities for temporary recycling at both construction and demolition sites.

## Energy Minerals

8.73 There are significant reserves of unworked coal in the West Midlands along with other hydrocarbon resources. In some areas, previous coal mining has left a legacy of untreated and unrecorded mineshafts, surface methane venting, minewater drainage arrangements and vegetated colliery spoil heaps. As land use changes, this legacy will diminish but the venting of methane and greenhouse gases to the atmosphere contributes to climate change. Using the methane to supply local energy needs could reduce this impact whilst also helping to release land for development.

8.74 Coal remains important as a main contributor to the diversity and flexibility of UK electricity production into the foreseeable future. Whilst access to the UK's coal resource by conventional mining is declining, other cleaner coal technologies are emerging such as coalbed methane (CBM) and underground coal gasification. These may extend the life of the Region's coalfields, may contribute to future energy needs and will need to be taken into account in the drafting of future plans.

8.75 MPG3 provides advice to mineral planning authorities and the coal industry in England on how to ensure that the development of coal resources and the disposal of colliery spoil only takes place in accordance with the full and proper protection of the environment and the principles of sustainable development. Paragraph 8 indicates that there will normally be a presumption against coal extraction unless the proposal meets stringent environmental and policy tests.





## Policy M4 Energy Minerals

Development plans should include policies which:

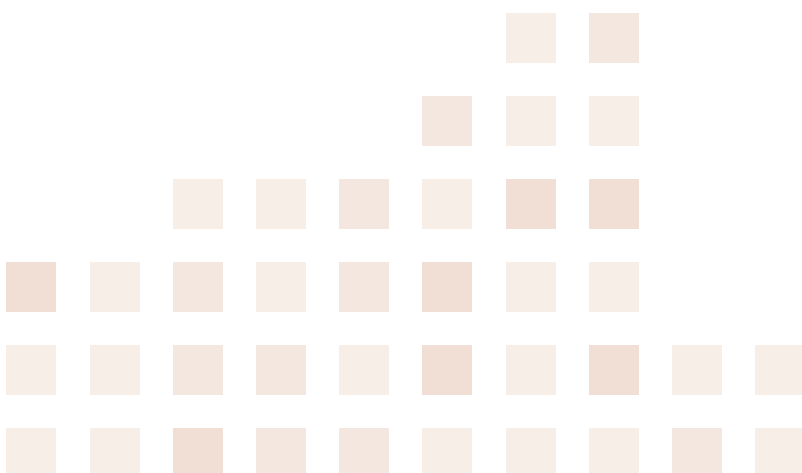
- i) recognise that energy minerals are of national and regional importance
- ii) recognise the contribution that the exploitation and utilisation of energy minerals can make to meeting the Region's future energy needs in the medium to long term
- iii) recognise the development and role of new technologies in releasing sources of energy from worked and unworked coal resources in the Region for local use and
- iv) take account of existing national guidance in relation to coal mining, emerging guidance on oil and gas and new technologies and revisions to national energy policy.

8.76 In implementing this policy, development plans should recognise the importance of the Region's indigenous coal and hydrocarbon resources for meeting future energy needs. They should ensure that the resources are exploited and utilised sustainably where there is a clear and demonstrable case and where this will not lead to an unacceptable impact on local communities or their amenities or damage the Region's environmental assets.

## Part 4 – Waste Policies

8.77 *When it is approved by the Secretary of State, the revised WMRSS will become the Regional Waste Strategy for the West Midlands. PPS10 sets out how the planning system can contribute to sustainable waste management “by providing sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time”. The WMRSS proposes to “deliver sustainable development through driving waste management up the waste hierarchy, addressing waste as a resource and looking to disposal as the last option”. It also “provides a framework in which communities take more responsibility for their own waste” by seeking to be self-sufficient on a 'net' basis in its waste management as a Region and by requiring each Waste Planning Authority to manage an equivalent tonnage of waste to that arising within its boundary.*

8.78 *The importance of considering waste as a resource at every level of the hierarchy cannot be over emphasised with the current concern about ‘sustainability’ and ‘climate change’. The work of organisations like the National Industrial Symbiosis Programme (NISP), which acts as a facilitator between businesses with surplus and residual material and businesses which can utilise those materials as a raw material and resource, is vital to the continued economic prosperity of the Region. Each level of the hierarchy needs to be taken into account from waste minimisation and the development of reprocessing of materials to recovering energy from the minimum residual material that remains after the maximum re-use, recycling, and processing.*





## Policy W1 Waste Strategy

*Waste should be considered as a resource and each Waste Planning Authority, or sub-region, should allocate enough land in its LDDs to manage an equivalent tonnage of waste to that arising from all waste streams within its boundary, taking into account the Waste Hierarchy. In addition to facilities to reprocess, reuse, recycle and recover waste an allowance will need to be made for waste transfer stations and where appropriate for landfill.*

8.79 The policies in this guidance have been informed by *a series of background papers and studies which are available on the WMRA website. Using these studies as a base, the WMRSS provides “a distribution of waste tonnage requiring management, a pattern of waste management facilities of national, regional or sub-regional significance, and identifies the tonnages of waste requiring management for the following waste sectors:*

 commercial and industrial; and

 municipal.”

It apportions these tonnages by Waste Planning Authority (WPA) area, or to sub-regions comprising more than one WPA, in the case of Staffordshire and Stoke-on-Trent; where these WPAs have indicated they intend to work jointly on their development plan documents. *The policies take into account the guidance in PPS11 (paragraph 1.17) on broad locations and the geography*

*of the West Midlands Region with half of the population and economic activity in a single MUA. Around the conurbation are the three counties (Staffordshire, Worcestershire and Warwickshire) with the largest ‘gap’ in waste management facilities. To the north, east and south of the conurbation, within these counties, is a ring of Settlements of Significant Development and other large settlements which are connected by motorways and principal roads. These areas facilitate a mutual interdependence between the conurbation and major settlements. Towards the edge of the Region is another free standing MUA to the north, Stoke-on-Trent and Newcastle-under-Lyme, and a series of large settlements which serve hinterlands extending across the regional border to the east and the west.*

8.80 Data shows the Region is largely self-sufficient in terms of meeting its own needs for waste treatment and disposal *and movements across the Regional boundary are balanced.* However, the acknowledged net flow of household and *commercial* and industrial waste and *construction and demolition waste* from the metropolitan area to landfill in the shire counties and the reverse flow of *metal, waste electrical electronic equipment (WEEE), end of life vehicles (ELV), paper and hazardous wastes and other material* means there is continued importance in co-ordinating waste planning at the Regional level. Thus *providing more facilities to maximise its potential as a resource and to manage waste, close to where it arises, further up the waste hierarchy.*





# Quality of the Environment

- 8.81 The way in which waste is managed will need to change in response to *existing and emerging* waste management legislation. This involves the full implementation of the Waste Framework Directive, the Landfill Directive and any emerging legislation. In order to meet the requirements of the Landfill Directive, there will be a need for significant initiatives to *pre-treat waste and to* provide facilities for the recovery and treatment of all waste streams, including municipal, commercial and industrial. The Waste Strategy for England 2007 *sets out targets for diverting waste from landfill and the approach which should be taken to providing facilities and the priority in providing different types of facility.*
- 8.82 The RPB *has undertaken an SA/SEA to ensure that the RSS policies are sustainable. Chapter 2 of this WMRSS incorporates the principles of the waste hierarchy and ensures that* priority should be given at the Regional *and local* level, by both individual authorities and other stakeholders, to initiatives and facilities which will encourage and promote waste reduction and the reuse of materials and products across all sectors in the West Midlands. These principles should also be communicated to businesses and members of the public.
- 8.83 Local authorities and industry and commerce are encouraged to apply the principles of life cycle assessment to ensure that the full range of environmental as well as other costs and benefits have been taken into account. *The Environment Agency has replaced its model for calculating the impact of various municipal waste management practices (Wizard) with a more accurate tool (WRATE).*

## Targets for Waste Management in the Region

- 8.84 The Region must play its part in delivering the *more stringent targets and challenges* set out in the Waste Strategy for England 2007. *The Government has, in parallel, introduced more challenging fiscal and regulatory measures through the sharp increase in the Landfill Tax Escalator and the Landfill Allowance Trading Scheme (LATS) allowances for local authorities.* Given the present overall performance in the Region and the need for new contracts and investment in infrastructure in the short and medium term, *it is essential that at a minimum the targets in the WMRSS and LDDs conform to national planning guidance for diverting and recycling/recovering municipal waste. Without this policy framework the waste infrastructure projects needed to deliver this strategy are less certain to receive planning approval.* It is therefore proposed that the national targets are adopted *to indicate the direction of travel to minimise waste production and to provide new facilities to reprocess and manage waste in the West Midlands. The calculations for the quantities of municipal waste which need to be diverted from landfill and which can be landfilled in each WPA are based on the proposed housing figures in Chapter 6 and the LATS allowance allocated to each Waste Disposal Authority by Defra.*





# Quality of the Environment

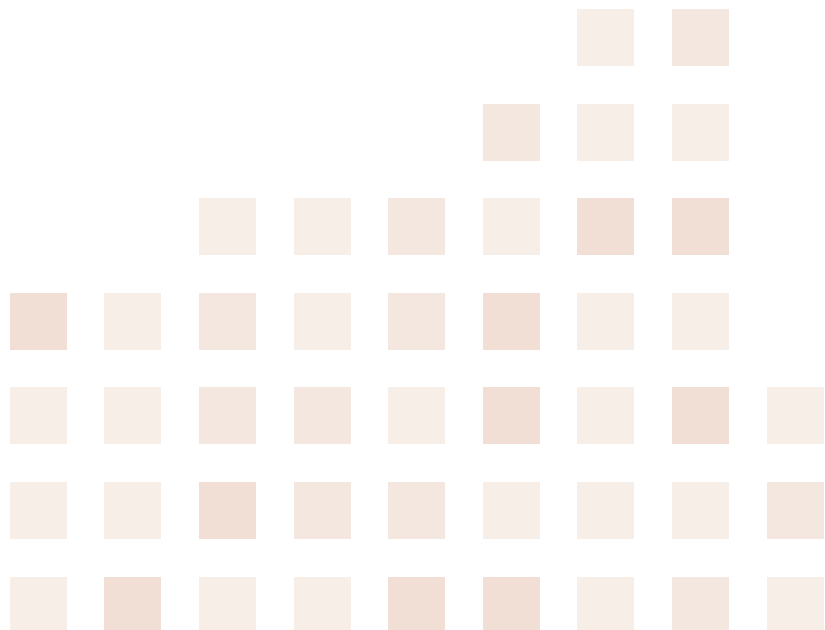
The WMRSS policy for Commercial and Industrial Waste is based on a premise that reflects more waste being managed as a resource, and being managed by authorised recyclers or facilities further up the waste hierarchy, and at a greater level of change than that which is proposed in the Waste Strategy for England. This anticipates a higher level of diversion that will arise from the increase in the Landfill Tax Escalator from £3 per tonne to £8 per tonne and from producer responsibility obligations.

## Landfilling as a % of total Commercial and Industrial Waste

2002	2010	2015	2020	2025
42%	35%	30%	25%	25%

## Policy W2: Targets for Waste Management

Each Waste Planning Authority, or sub-region, through their LDDs, will need to plan for a minimum provision of new facilities to reprocess and manage waste in accordance with the tonnages set out below in five year bands, at sites distributed across their areas.







# Quality of the Environment

**Table 5 - Municipal Waste Minimum Diversion by Waste Planning Authority**

Municipal Waste Management	2005/6		2010/1		2015/6		2020/1		2025/6	
	Min. Diversion from Landfill	Max. Landfill	Min. Diversion from Landfill	Max. Landfill	Min. Diversion from Landfill	Max. Landfill	Min. Diversion from Landfill	Max. Landfill	Min. Diversion from Landfill	Max. Landfill
Birmingham	498,000	62,000	551,000	57,000	575,000	53,000	602,000	46,000	612,000	56,000
Coventry	150,000	29,000	185,000	15,000	200,000	14,000	213,000	16,000	221,000	23,000
Black Country	388,000	237,000	504,000	177,000	565,000	139,000	615,000	114,000	632,000	122,000
Solihull	83,000	11,000	93,000	8,000	96,000	6,000	100,000	5,000	101,000	6,000
<b>Met Area Total</b>	<b>1,244,541</b>	<b>362,218</b>	<b>1,475,015</b>	<b>274,482</b>	<b>1,583,618</b>	<b>227,126</b>	<b>1,683,766</b>	<b>193,291</b>	<b>1,721,456</b>	<b>220,981</b>
Herefordshire	24,000	68,000	43,000	59,000	60,000	48,000	69,000	45,000	74,000	46,000
Shropshire	60,000	118,000	109,000	85,000	194,000	10,000	206,000	10,000	217,000	10,000
Staffordshire & Stoke-on-Trent	379,000	280,000	491,000	227,000	559,000	185,000	613,000	158,000	636,000	163,000
Borough of Telford & Wrekin	26,000	78,000	64,000	57,000	88,000	46,000	108,000	40,000	121,000	42,000
Warwickshire	92,000	223,000	181,000	165,000	236,000	126,000	272,000	107,000	288,000	110,000
Worcestershire	78,000	234,000	160,000	181,000	212,000	143,000	242,000	127,000	254,000	130,000
<b>Shire Area Sub-Total</b>	<b>533,310</b>	<b>978,345</b>	<b>906,151</b>	<b>756,612</b>	<b>1,201,752</b>	<b>543,212</b>	<b>1,356,219</b>	<b>475,909</b>	<b>1,434,545</b>	<b>488,750</b>
<b>West Midlands Region Total</b>	<b>1,777,850</b>	<b>1,340,563</b>	<b>2,381,167</b>	<b>1,031,094</b>	<b>2,785,369</b>	<b>770,338</b>	<b>3,039,985</b>	<b>669,199</b>	<b>3,156,001</b>	<b>709,731</b>

**Table 6 - Commercial & Industrial Waste Diversion by Waste Planning Authority**

Industrial & Commercial Waste	2005/6		2010/1		2015/6		2020/1		2025/6	
	Min. Diversion from Landfill	Max. Landfill	Min. Diversion from Landfill	Max. Landfill	Min. Diversion from Landfill	Max. Landfill	Min. Diversion from Landfill	Max. Landfill	Min. Diversion from Landfill	Max. Landfill
Birmingham	613,000	444,000	698,000	376,000	869,000	373,000	1,191,000	397,000	1,191,000	397,000
Coventry	216,000	156,000	246,000	132,000	306,000	131,000	419,000	140,000	419,000	140,000
Black Country	943,000	684,000	1,074,000	578,000	1,338,000	572,000	1,832,000	611,000	1,832,000	611,000
Solihull	99,000	71,000	111,000	60,000	139,000	59,000	190,000	63,000	190,000	63,000
<b>Met Area Total</b>	<b>1,871,000</b>	<b>1,355,000</b>	<b>2,129,000</b>	<b>1,146,000</b>	<b>2,652,000</b>	<b>1,135,000</b>	<b>3,632,000</b>	<b>1,211,000</b>	<b>3,632,000</b>	<b>1,211,000</b>
Shropshire	211,000	153,000	241,000	129,000	300,000	128,000	410,000	137,000	410,000	137,000
Telford & Wrekin	198,000	144,000	226,000	121,000	281,000	121,000	386,000	128,000	386,000	128,000
Staffordshire & Stoke-on-Trent	868,000	628,000	987,000	531,000	1,229,000	526,000	1,684,000	561,000	1,684,000	561,000
Warwickshire	353,000	256,000	402,000	216,000	501,000	214,000	686,000	228,000	686,000	228,000
Worcestershire	441,000	320,000	503,000	271,000	627,000	268,000	858,000	286,000	858,000	286,000
Herefordshire	97,000	71,000	110,000	59,000	137,000	59,000	188,000	62,000	188,000	62,000
<b>Shire &amp; Unitary Authorities Total</b>	<b>2,169,000</b>	<b>1,571,000</b>	<b>2,469,000</b>	<b>1,327,000</b>	<b>3,075,000</b>	<b>1,316,000</b>	<b>4,212,000</b>	<b>1,402,000</b>	<b>4,212,000</b>	<b>1,402,000</b>
<b>West Midlands Region Total</b>	<b>4,040,000</b>	<b>2,926,000</b>	<b>4,598,000</b>	<b>2,473,000</b>	<b>5,727,000</b>	<b>2,451,000</b>	<b>7,844,000</b>	<b>2,613,000</b>	<b>7,844,000</b>	<b>2,613,000</b>



# Quality of the Environment

8.85 *In order to maintain Regional self-sufficiency and Government targets for different forms of waste management, the Region's progress will be closely monitored through the Annual Monitoring Reports at Regional and Waste Planning Authority level and through monitoring the adoption and content of the LDDs. Relevant stakeholders will, through their involvement in the RTAB on Waste, contribute data that will be presented in an annual report to the RPB. The RPB will also need to consider how these targets relate to particular sub-regions and monitor progress to achieving the targets.*

## The Need for Waste Management Facilities by Sub-Region

8.86 *Following the guidance in PPS10 the RPB has "considered the need for additional waste management capacity of regional or sub-regional significance and will reflect any requirement for waste management facilities identified nationally." The RPB has not been notified of the need to make provision for any facilities to meet a national need. The RPB has through the RTAB carried out technical work to determine a broad indication of the needs for reprocessing, recycling/composting and recovery facilities for all waste streams in the West Midlands. It has taken into account that there may be a need for facilities of a regional and sub-regional nature arising from the economies of scale to manage certain waste streams and the technical requirements to locate some waste management facilities at a distance from "sensitive receptors". The work takes into account the extent to which existing, and consented waste management capacity, not yet operational, would satisfy any identified need.*

8.87 *A number of authorities have been identified as having a significant shortfall in facilities to manage an equivalent tonnage of waste to*

*that arising in their area. These particular authorities should make provision for larger facilities of a regional and sub-regional nature in the MUAs, Settlements of Significant Development or the other large settlements identified in the Broad Locations for Waste Management Facilities Diagram, or, depending on the characteristic of the waste management facility, in close proximity to these locations, by identifying a range of sites of different sizes and in a variety of locations to assist in meeting the shortfall in the tonnages which have been indicated. The broad locations are described in paragraph 8.79.*

8.88 *In managing waste, the characteristics and properties of the material and the proximity to economic quantities of material are more important than the source of the material as municipal or commercial and industrial waste. To allocate specific waste streams or technologies to particular locations would stifle the opportunity for innovation in managing waste as a resource, therefore the sites which are identified in the LDDs should be capable of accommodating a variety of technologies and size of facility. The changes in the Landfill Tax are already having a significant impact in making it viable to introduce and to develop new markets to utilise what is currently considered to be waste as a resource. Over the life of the WMRSS there will be a 'sea change' in 'resource management' and the waste scene as it is today will rapidly be overtaken as business and local authorities seek to avoid paying the Landfill Tax and LATS penalties. There is no evidence base to support the allocation of facilities to manage particular waste streams or apply particular technologies to any one broad location and by being too rigid and specific in allocating specific technologies to sites the WMRSS could have an adverse affect on the introduction of new developments in resource management and innovation and enterprise.*



**Table 7 - Gap analysis by WPA utilising the estimated projected capacity plus quantifiable expansion plans (million tonnes)**

Projection Option - C&I High - MSW 3	Treatment Capacity Required	Projected Throughput + Quantified Expansion	Treatment Gap
Birmingham	1.81	1.27	0.54
Coventry	0.62	0.36	0.26
Shropshire	0.61	0.45	0.15
Staffordshire & Stoke-on-Trent	2.39	1.13	1.25
Borough of Telford & Wrekin	0.54	0.05	0.49
Warwickshire	1.04	0.45	0.60
Worcestershire	1.22	0.31	0.91

A Table showing the 'Treatment Gap' for all WPAs in the West Midlands is available on the Assembly web site at <http://www.wmra.gov.uk/page.asp?id=121>  
Final WMRTAB Report May 2007.

## **Policy W3** **The Need for Waste Management Facilities**

Authorities which have a 'Treatment Gap' in facilities to manage waste should make provision in their LDDs for a pattern of sites and areas suitable for new or enhanced waste management facilities in, or in close proximity to, the MUAs, Settlements of Significant Development, and other large settlements identified in the Broad Locations for Waste Management Facilities Diagram. In addition to meeting local needs, these locations are well placed to accommodate facilities of a regional and/or sub regional scale to reprocess, re-use, recycle or recover value from waste, allowing for the requirements of different technologies.

These settlements include:

➤ Birmingham, Coventry, Dudley, Sandwell, Solihull, Walsall, Wolverhampton, Stoke-on-Trent, Newcastle-under-Lyme, Hereford, Rugby, Shrewsbury, Telford, Worcester, Bromsgrove, Burton-upon-Trent, Cannock, Droitwich, Kidderminster, Lichfield, Nuneaton and Bedworth, Redditch, Rugeley, Stafford, Stratford-upon-Avon, Tamworth, Warwick and Leamington Spa.



## **Criteria for the Location of Waste Management Facilities**

8.89 *Given the need for a major investment programme in new waste management facilities it is important to safeguard the sites of existing waste management facilities. The only exception to this is where such facilities are in locations which do not meet current environmental and amenity considerations of local, national or European importance, or they are required for more appropriate land uses, in which case they should normally be relocated, not extinguished. It is also important to protect these sites from residential development and community facilities being developed very close to their boundaries which may subsequently result in complaints from the new neighbours.*

### **Policy W4 Protection of Existing Waste Management Facilities**

*Waste Planning Authorities should safeguard and/or expand suitable sites with an existing waste management use, provided that they meet local environmental and amenity criteria, and do not pose risks to European and National protected sites. Waste Planning Authorities should not allow the continued operation of existing sites to be compromised by new development on adjoining land.*

8.90 *Waste management facilities are generally classified as 'sui generis', i.e. they do not fall within any of the Use Classes in the Town & Country Planning Use Classes Order, and therefore a specific planning permission is required to operate each waste management facility. However, some waste management activities might be considered to be 'not materially different' from an industrial activity which took place in the building or on the land immediately prior to the proposed waste management activity. In these circumstances it might be held that a specific planning permission is not required. It is probable that each case will need to be considered on its own merits and no general guidance can be given as to whether planning permission is required or not.*

8.91 *Circumstances across the Region vary from densely populated urban areas to very sparsely populated rural areas and the level of investment in infrastructure to handle and dispose of waste differs. Provision will need to be made in LDDs for sufficient land to provide facilities to manage waste. In some cases this may involve identifying specific sites which are suitable for particular waste management facilities but more frequently it will be a case of identifying which particular industrial areas are suitable for waste management facilities, provided that they meet a range of environmental and amenity criteria and have good transport connections, and ensuring sufficient land is available on a range of sites of different sizes and locations, either within or on the edge of settlements, or at a distance from sensitive receptors.*





## **Policy W5** **The Location of New Waste Management Facilities**

Where there is evidence that additional capacity is required the basis on which WPAs identify additional sites should be based on the following criteria:

- ▾ ensuring a range of sites of different size and geographical distribution and
- ▾ good accessibility to the source of waste arisings and/or end users and
- ▾ good transport connections including, where possible, rail or water.

In the first instance such sites should be either:

- ▾ Sites with current use rights for waste management purposes
- ▾ Active mineral working sites or landfills where the proposal is both operationally related to the permitted use and for a temporary period commensurate with the permitted use of the site
- ▾ Previous or existing industrial land
- ▾ Contaminated or derelict land
- ▾ Land within or adjoining a sewage treatment works or
- ▾ Redundant agricultural or forestry buildings and their curtilage.

In every case the proposal should be capable of meeting local environmental and amenity criteria, and not pose risks to European and National protected sites.

- 8.92 *The management of waste in rural areas can pose particular problems due to the dispersed nature of settlements. This will be exacerbated by the increase in the quantity of controlled waste that will arise due to the reclassification of agricultural waste as controlled waste meaning much of it will now need to be managed at licensed facilities.*
- 8.93 *The number of facilities which manage 'green waste', whether from gardens or from kitchens and retail and catering premises, are increasing. The Environment Agency may require a health risk assessment for bio-aerosols for certain categories of waste facility such as 'open windrow' and 'in-vessel' composting where these are within 250 metres of 'sensitive receptors'. The requirement to locate these facilities away from 'sensitive receptors' means they are frequently located in the open countryside and sometimes in the Greenbelt (and in adjoining authorities) if they are to be close to and to serve the MUAAs and major settlements. In many cases these facilities will not have any greater visual or amenity impact than agricultural activities which are an integral part of maintaining the Greenbelt in an attractive and economically sound basis. The policy for locating facilities on open land must respect the need to keep that land open whilst at the same time allowing facilities to manage green waste and waste arising in rural areas in a sustainable way.*



## **Policy W6** **Sites outside the Major Urban Areas and Other Larger Settlements**

All Waste Planning Authorities outside the MUAs should identify sites for the treatment and management of waste arising from areas of low population and scattered communities and for facilities which need to be at a distance from 'sensitive receptors'. Additional sustainable waste management capacity in rural areas for waste recovery or recycling should be based on:

- ▾ effective protection of amenity and the environment and
- ▾ the proposed activity being appropriate to the area proposed.

Businesses, including agricultural undertakings, should adopt sustainable waste management practices, and where relevant, best agricultural practice, with regard to their waste arisings.

## **Policy W7** **Waste Management Facilities and Open Land**

Waste management facilities should only be permitted on open land, including land within the greenbelt:

- ▾ where they are close to the communities producing the waste and
- ▾ where there are no preferable alternative sites and
- ▾ where it would not harm the openness of land, or the objectives of greenbelt
- ▾ where it can be demonstrated to be necessary to support an existing essential activity and to facilitate other key development
- ▾ would assist in agricultural diversification or
- ▾ would not adversely affect the biodiversity and geodiversity value of the area.

## **Hazardous Waste**

8.94 The West Midlands Region, although traditionally a relatively more industrialised region than elsewhere, does not generate proportionately more Hazardous Waste than other regions. The Region produced 665,000 tonnes of Hazardous Waste in 2003 and is a net importer, treating more hazardous waste than it generates. There are various generic types of Hazardous Waste which need to be managed in different ways. There are only two sites in the UK which treat highly volatile liquid wastes, and there has been no indication from national government that there is a need for a new facility of national importance in this Region, or elsewhere, to manage this waste.



# Quality of the Environment

- 8.95 *Since the change in name, from Special Waste, and the change in definition of Hazardous Waste, the construction and demolition sector has been much more careful about the categorisation of which wastes on a site are hazardous, and which are not. As a consequence the quantity of Hazardous Waste arising from construction and demolition projects has reduced significantly and more contaminated soils are being treated 'in situ' rather than being removed from site and landfilled. There has also been a reduction in the number of landfill sites accepting Hazardous Waste and, because of the increasing costs of disposal and transport, alternative methods of managing Hazardous Waste have been developed, substantially reducing arisings, and greater care is being taken by the industry in categorising waste as hazardous.*
- 8.96 *It has not been possible to estimate a figure for the facilities that will be required to manage Hazardous Waste as the industry is still adjusting to the changes in regulation. Without information on tonnages, discussions are taking place with the Environment Agency and Government Office for the West Midlands to make sure that adequate and safe provision will be made for Hazardous Waste arising within the Region.*
- 8.97 *WMRSS policies focus development in the MUAs and by definition these areas are already developed. In the majority of cases any new development will involve demolition of existing buildings. In some cases the ground must be stabilised and decontaminated, depending on the previous use, before the sites can be redeveloped.*
- 8.98 *In order to meet the housing proposals more land will be required for residential development. In addition to brownfield sites this will, in some authorities, include*
- greenfield sites, due to the limitations of urban capacity. The quantity of Construction and Demolition Waste arising from new housing development will grow in proportion to the number of new houses if there is an increase in demolitions outside the MUAs or the use of contaminated or uncontaminated previously developed land. The construction industry also has improved site supervision resulting in less waste being generated and more being re-used and recycled.*
- 8.99 *The management of Construction and Demolition Waste can either take place on-site or off-site. The decision on which course of action to follow has usually been made by developers, based on the perceived time that it will take to process the material on-site and the cost. If the material is managed on site there are potential consequences in terms of noise, dust and odour from the activities. If the material is taken off-site there is the potential problem of intensive heavy goods vehicle (HGV) traffic movements on roads which may be unsuited to such movements, as well as potential problems in where the material is taken.*
- 8.100 *If developers adhere to 'considerate construction' practices, the recycling of demolished structures which takes place on the demolition site need not cause nuisance to adjoining occupiers. In calculating the amount of employment land that will be required in the future, and how much existing employment land can be redeveloped for housing, the need for recycling sites, and urban quarries to accommodate 'off-site' recycling should be taken into account by WPAs. Urban quarries are modern sites for recycling Construction and Demolition Waste for use as recycled aggregates with very little material going to landfill and which can be located in the built up area without causing a visual or environmental nuisance.*



# Quality of the Environment

8.101 *Two regionally significant facilities reprocessing Hazardous Waste are already located in the Black Country. The residues from these processes are further treated, but a large proportion of the residual material is landfilled. On the basis of current information these plants are well placed to manage the Region's Hazardous Waste and they could be expanded, if required. However, there remains a need to make provision for additional facilities to manage contaminated soils arising from redevelopment activity in the Region.*

8.102 *The redevelopment of 'brownfield sites' in the Region will produce some waste which cannot be recycled on site because of its hazardous nature. However it can be treated at specialist facilities to remove or neutralise the hazardous substances and allow it to be used again. Authorities at the centre of the West Midlands and North Staffordshire MUAs, where most of the contaminated soils are likely to arise, would therefore be the most appropriate and sustainable locations for any new facilities which are required to manage contaminated soils arising in these broad locations. In preparing their Joint Core Strategy for Waste, the Black Country Councils and Staffordshire and Stoke-on-Trent should give specific priority to identifying new sites for facilities, to store, treat and remediate contaminated soils.*

## **Policy W8 Hazardous Waste – Safeguarding Sites**

*Waste Development Frameworks and Local Development Frameworks should safeguard existing sites for the treatment and management of Hazardous Waste, where they meet local environmental and amenity criteria, and do not pose risks to European and National protected sites.*

## **Policy W9 Construction and Demolition Waste**

*All Waste Development Frameworks and Local Development Frameworks should give specific priority to identifying new sites for facilities, to store, treat and recycle soils and Construction and Demolition waste.*

*More Construction and Demolition Waste should be recycled through:*

- a) maximising 'on-site' recycling and*
- b) promoting 'urban quarries' where material can be recycled to a high standard where there is evidence that there is a need for additional facilities.*







## **Policy W10** **Sites for Contaminated Soils**

*The Core Strategies for the Black Country Councils and for Staffordshire and Stoke-on-Trent should give specific priority to identifying new sites for facilities, to store, treat and remediate contaminated soils.*

8.103 A survey of existing *landfill* facilities shows that depending on the success in diverting waste from landfill no additional landfill capacity is necessary until between 2016-2022, unless it is a means of achieving other essential planning objectives. *In order to protect groundwater, the Environment Agency has introduced new guidelines which are set out in Regulatory Guidance Note 3 (RGN3). Whilst there is a shortage of landfill capacity in the west of the Region (Herefordshire and Shropshire), the geology of the West Midlands is such that it is very unlikely that any site which is not on the Etruria Marls, which are located in the north east of the Region (Staffordshire and its immediate surroundings), would obtain a Permit from the Environment Agency. On the basis of this information it is not proposed to require individual Waste Planning Authorities to identify any new landfill sites in the LDDs. There will, however, be a significant need for additional waste management, recovery and treatment facilities throughout the Region.*

8.104 *There is only one landfill in the Region which is licensed to receive “Stabilised non-reactive hazardous waste”. If the Region is to continue to be largely self sufficient in its waste management, additional facilities to receive this category of waste will need to be provided. It arises either from hazardous waste treatment facilities, where the hazardous waste is stabilised to become non-reactive, or it is collected at a limited number of waste transfer stations which receive such material as cement asbestos. This material is packaged in such a way that it can be landfilled in separately appropriate engineered cells on a wide range of landfill sites without posing a risk. Each WPA with landfills should look to provide some dedicated cells on the sites within their area.*





## **Policy W11** **New Sites for Landfill**

*Waste Development Frameworks and Local Development Frameworks should restrict the granting of planning permission for new sites for landfill to proposals which:*

- a) are necessary to restore despoiled or degraded land, including mineral workings*
- b) are otherwise necessary to meet specific local circumstance*
- c) are supported by robust evidence of suitability and need arising from a shortage of local capacity that exists in the plan period and*
- d) where geological conditions are suitable for landfill operations.*

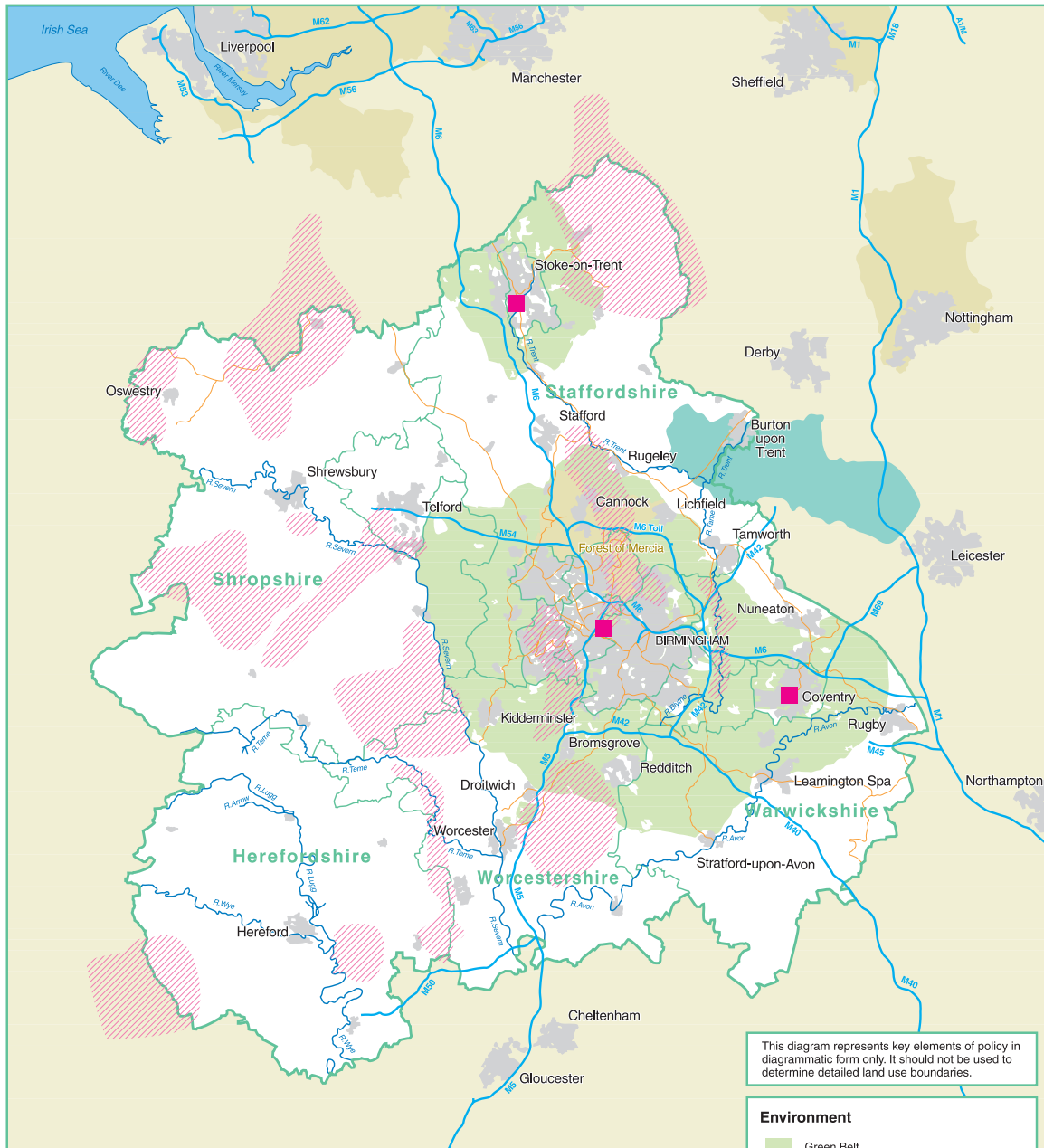
## **Policy W12** **Hazardous Waste – Final Disposal Sites**

*Waste Development Frameworks for the non MUAs, should identify final disposal sites for Hazardous Waste, including where necessary encouraging the creation of separately appropriate engineered cells in landfills for Stabilised Non-Reactive Hazardous Waste, where the geological conditions are suitable.*



# Quality of the Environment

## Quality of the Environment – Areas of Enhancement



This diagram represents key elements of policy in diagrammatic form only. It should not be used to determine detailed land use boundaries.

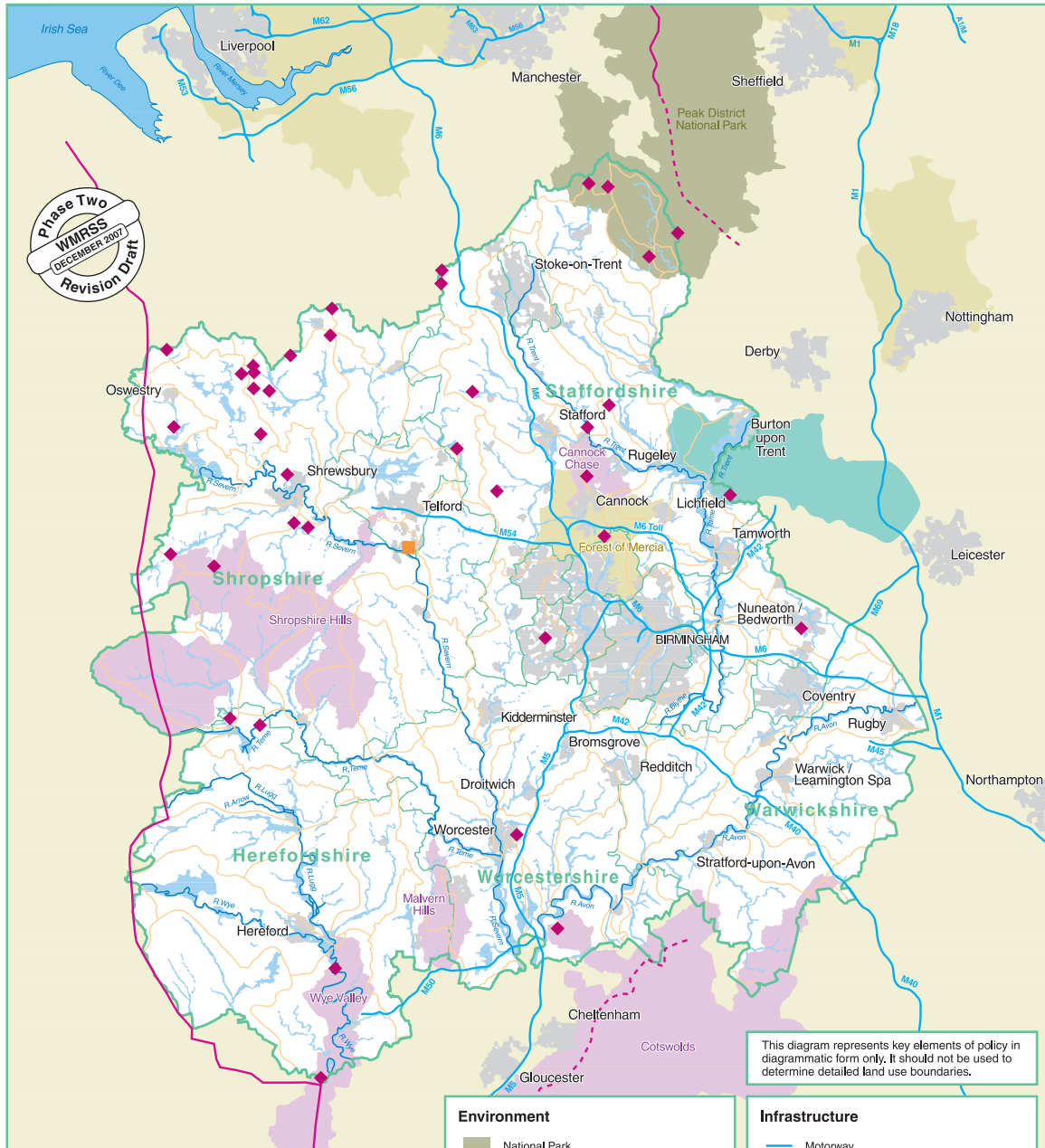
Environment	
	Green Belt
	National Forest
	Community Forest
	Area for Concentrated Bio-Diversity Enhancement
	Strategic River Corridor for Enhancement
	Major Urban Environmental Improvement Initiatives
Infrastructure	
	Motorway
	Canal
	Built-up Area
	Strategic Authority Boundary

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# Quality of the Environment

## Quality of the Environment – Assets



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 (Changes as at December 2007)

This diagram represents key elements of policy in diagrammatic form only. It should not be used to determine detailed land use boundaries.

Environment	Infrastructure
National Park	Motorway
Area of Outstanding Natural Beauty	Built-up Area
Strategic River Corridor	Strategic Authority Boundary
Flood Plain* (West Midlands Region only)	
River Basin Catchment Area	
National Forest	
Community Forest	
European Wildlife Site (West Midlands Region only)	
World Heritage Site	
National Trail	
National Trail approved but not yet open	

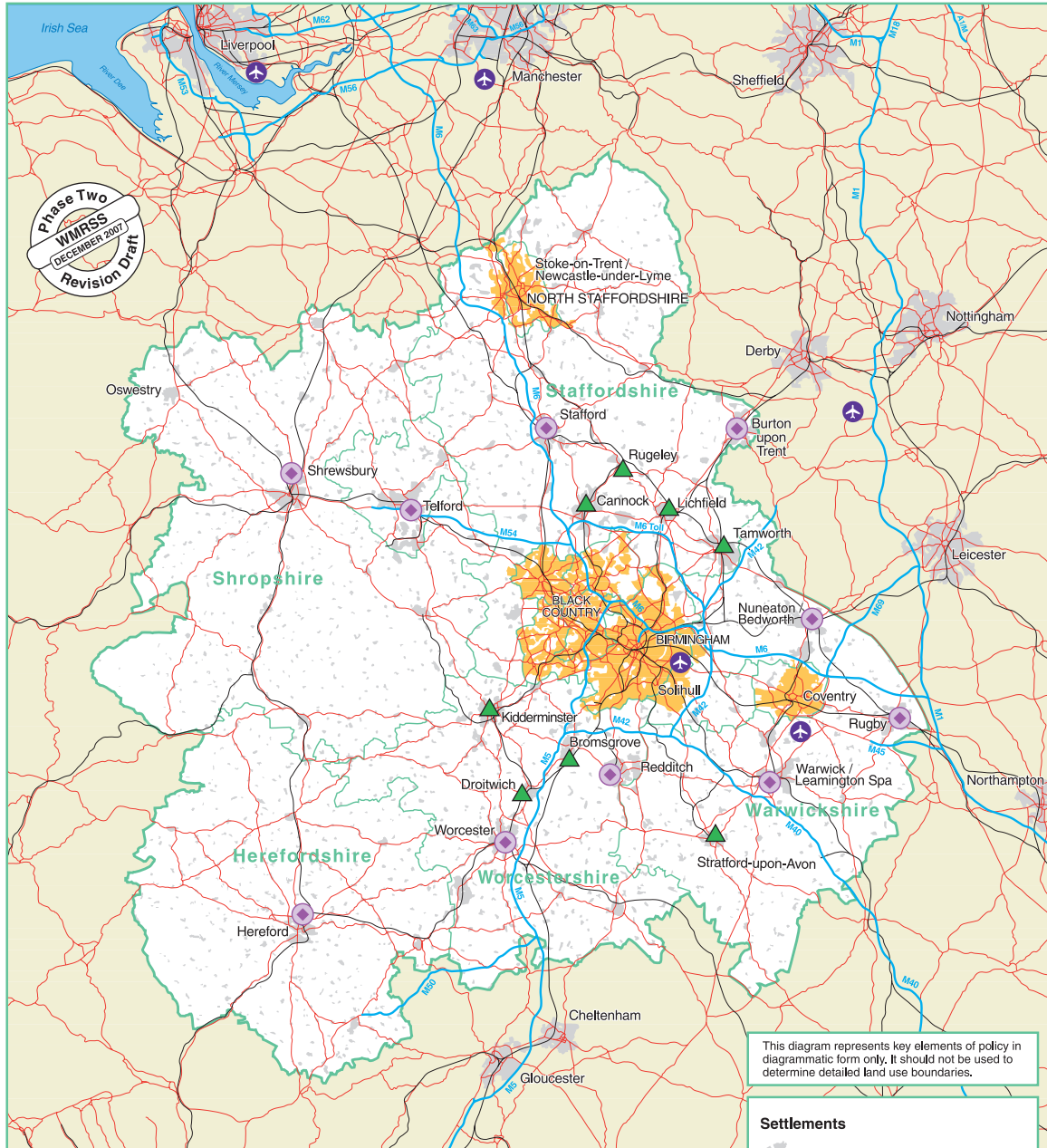
\* EA defines floodplains as all land adjacent to a watercourse over which water flows in the time of flood, or would flow but for the presence of flood defences where they exist.





# Quality of the Environment

## Broad Locations for Waste Management Facilities



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To be read in conjunction with paragraph 8.79 and 8.87 and Policy W3.

**Settlements**

- Built-up Area
- Major Urban Area - Main focus for development and investment  
BIRMINGHAM  
BLACK COUNTRY  
COVENTRY  
NORTH STAFFORDSHIRE  
SOLIHULL
- Settlement of Significant Development beyond MUAs
- Other large settlement

**Strategic Links**

- Motorway
- A Road
- Railway
- Airport
- Strategic Authority Boundary



# Chapter 9

## Transport and Accessibility





# Transport and Accessibility

## Introduction

9.1 *This chapter sets out the West Midland's Regional Transport Strategy (RTS). It provides the context for transport in the Region; the policy framework that needs to be followed, which is supported by the priorities for investment and concludes with the indicators that need to be monitored. The RTS provides the regional framework for regional and Local Transport Planning within the Region.*

9.2 *Transport is a key cross cutting theme and as such it is also included within wider regional policies and objectives, particularly those that support sustainable development, address the challenges of climate change and housing and economic growth.*

9.3 *The RTS builds on national transport policy and guidance within the context of the needs of the West Midlands. National and local policies are referred to when appropriate. The strategy is not intended to cover every transport issue in the Region. The aim is to provide a framework for policy and issues that need to be considered at a regional level.*

9.4 *The RTS takes its lead from the WMRSS Guiding Principles.*

d) to promote accessibility to everyday facilities for all, especially those without a car and

e) to promote the integration of all forms of transport and land use planning, leading to a better, more efficient transport system.

9.6 *In the intervening period national policy has continued to evolve with the publication of White Papers on Air Transport, The Future of Transport, and The Future of Rail. These have been supported by a number of studies and guidance. In 'Transport 2010: Meeting the local transport challenge' the DfT demonstrates the importance of integrating transport policy with policies addressing social inclusion, regeneration, and the environment, to deliver:*

*more choice*

*better integration*

*better access*

*better quality services*

*reduced impacts of traffic on the environment and*

*safer and more reliable journeys.*

## The Strategic Context for Transport

### The National Context

9.5 *The Government set out five over-arching objectives for transport in its "Transport 2010 – The Ten Year Plan" (published in 2000). These were:*

a) to protect and enhance the built and natural environment

b) to improve safety for all travellers

c) to contribute to an efficient economy and support sustainable economic growth in appropriate locations

9.7 *The long-term links between transport and the UK's economic productivity, growth and stability were demonstrated in the 'Eddington Transport Study'. The study has had a significant influence on the content of the draft Local Transport Bill and the Planning White Paper. In addition, the 'Stern Report' has highlighted the economic implications of climate change and the importance of transport in tackling the challenges arising from climate change.*





# Transport and Accessibility

## The Regional Context

- 9.8 *The objectives set out in the RTS support the wider requirements of both the WMRSS and the West Midlands Economic Strategy (WMES). The RTS also supports sustainable growth whilst making a major contribution to reducing emissions and addressing climate change.*
- 9.9 *The development of a better transport system is essential for key components of the Spatial Strategy. In particular:*
- a) *Concentrating development and investment in the Major Urban Areas (MUAs) will require accessibility and mobility in these areas to be maintained and, in some areas, significantly enhanced*
  - b) *Diversifying and modernising the regional economy will require improved access for goods and services, particularly across national networks within and beyond the Region*
  - c) *Urban and rural renaissance will only be successful if fully supported by appropriate transport policies, as highlighted in Chapters 4 and 5, where improved access must be a key component of an improved quality of life*
  - d) *Conserving and enhancing the environment will require land use decisions which reduce the need to travel, behavioural change initiatives to encourage more sustainable patterns of travel, and adequate mitigation for any unavoidable effects of building new infrastructure. Any transport proposals must be considered in the context of the Quality of the Environment Chapter (Chapter 8).*
- 9.10 *Economically, as a major centre for manufacturing and innovation, the development of an efficient transport system is a key priority for the Region's economy. This is reflected by the inclusion within the WMES of an objective to improve transport and accessibility to support competitiveness. The WMES focuses on closing the Region's output gap by improving economic structure and productivity whilst also addressing economic exclusion. Improved transport and accessibility will contribute to both of these. In addition improved accessibility, particularly between areas of need and opportunity, and training provision will contribute to reducing economic exclusion and improving skills levels.*
- 9.11 *A major transport challenge for the Region is balancing the needs of new housing and the economy against increasing levels of congestion on the strategic network. Congestion impacts negatively on transport capacity and performance. This in turn creates adverse impacts on the environment, the economy and society as a whole. As a consequence a cross-cutting theme of the RTS in the West Midlands is the need to manage the increasing demand for travel. Locational policy as set out in Chapter 3, has a key role to play in maximising the use of public transport with residents of urban areas being significantly more likely to use this mode. The importance of changing travel patterns generally has been clearly demonstrated in various multi-modal studies and other regional/sub-regional technical work. Achieving the major changes needed requires a holistic approach supported by a coherent package of measures including:*



# Transport and Accessibility

*measures to reduce the need to travel*

*provision of good quality, well designed walking and cycling facilities*

*promotion of travel awareness initiatives*

*a significant improvement in public transport*

*well-designed park and ride facilities*

*better management of public and private car parking*

*appropriate demand management measures and*

*better management of transport networks.*

9.12 *All of these measures will help to reduce pressures on the transport system. However there will continue to be a need for targeted improvements to the strategic transport network, particularly where they affect Settlements of Significant Development.*

9.13 *The RTS provides the strategic framework for Regional and local transport planning in the West Midlands by:*

*ensuring better integration between transport policies and priorities and the wider WMRSS policies*

*contributing to the economic ambitions of the Region as set out in the WMES and*

*steering the development of Local Transport Plans and policies in Local Development Documents.*

## A Transport Strategy for the Region

9.14 *The West Midlands has a unique location at the centre of the national transport system. Our transport systems, including the roads, railways and Birmingham International Airport, are critical to the success of the UK, and the West Midlands. For instance, Birmingham New Street acts as the hub of the nation's rail network. Given the complexity of through and sub-regional movements, the strategy considers national and sub-regional issues in turn.*

9.15 *In broad terms, there are two main national corridors: South West to North East and South East to North West, North Wales, Scotland and Ireland. There are also a number of regionally significant corridors; on the West through the Marches, East/West between North Staffordshire and Derby, and to the East of England and Europe. In some cases, these corridors provide important connections between the MUAs in the Region.*

9.16 *The international importance of the network is reflected by the inclusion of the West Coast Main Line and the Ireland/UK/Benelux countries road link (A5/M54/M6/A14) in the priority Trans-European Transport Network (TEN).*

9.17 *National, regional and sub-regional policies need to be integrated to tackle congestion and improve accessibility and mobility. The policies must be sustainable and implemented in such a way that they provide improved accessibility (to improve the competitiveness of the Region) whilst reducing dependence on the car (to improve the quality of life) and improving mobility for those without access to the car (tackling social exclusion).*



# Transport and Accessibility

*A variety of research and studies, as set out in the bibliography, have influenced the RTS, the key messages from this evidence are the need to:*

*bring about significant behavioural change*

*reduce the relative cost differences between public and private transport and*

*where necessary provide new infrastructure.*

## National and Regional Networks

9.18 *The RTS identifies a network of strategic corridors, important routes to/from, within and across the West Midlands. Currently the majority of the M6, significant sections of the M42 and M5, and a part of the A5 are amongst the most unreliable motorways and trunk roads in England in 2005. It is possible that by 2021 network stress will exceed 100% on the whole of the M6 and the M40 which runs through the Region, and parts of the M5, M42, M54, A5, A46, A49, A50, and A500. This could have a consequent impact on the competitiveness of the Region given its current reliance on manufacturing.*

9.19 *The RTS supports the objective of maintaining accessibility along these corridors, which include strategic road and rail routes that need to be managed as part of a national and inter-national network. Many of the Region's strategic roads and railways fulfil a variety of roles. These roles need to be balanced and wherever possible locations avoided that exacerbate existing problems e.g. PA8 Major Investment Sites. The RTS policies need to be considered in the context of the national and international, regional and sub-regional roles of the transport system, the main features are set out below.*

9.20 *Figure 7 demonstrates the main components making up each of the strategic transport corridors and their key features are set out below:*

### a. South East–North West, North Wales, Scotland and Ireland

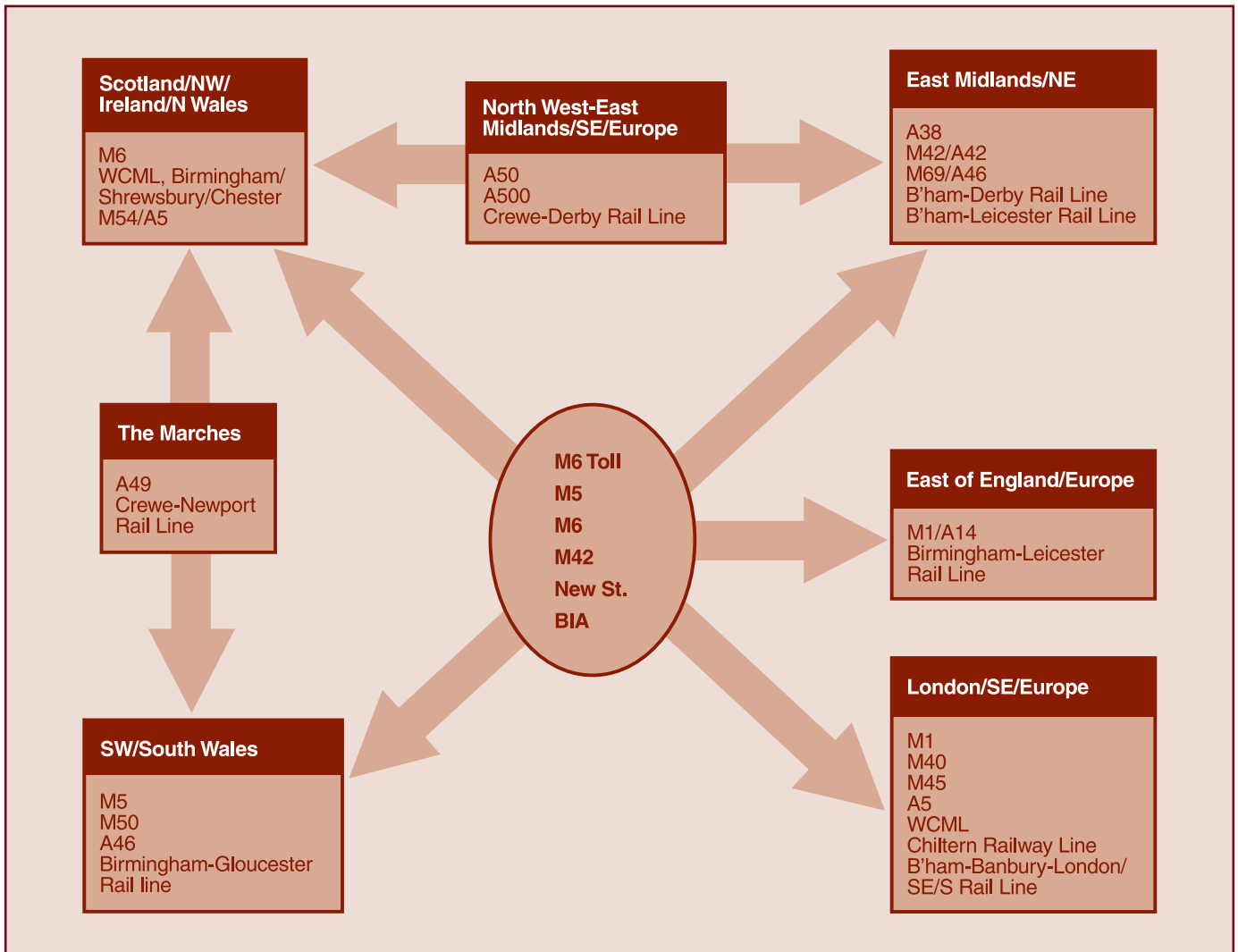
9.21 *This corridor includes, M6, M6 Toll, M40, M5, M42, M54 and A5 along with the West Coast Main Line, Chester to Birmingham via Shrewsbury, and Birmingham-Banbury-London/South railway lines. Elements of this corridor form part of the priority TEN.*

9.22 *Overall, the objective is to maintain accessibility along this broad SE/NW corridor as an important inter-regional link across the Region.*

9.23 *The general approach proposed for the strategic highway routes is to manage them as part of a national and international network. The most important highway requirements in this corridor are for the extension of Active Traffic Management and the provision of additional capacity on the M6 north of J11A.*

9.24 *The West Coast Main Line upgrade is nearing completion and will provide faster and more frequent services between London, Birmingham via Birmingham International Airport, Coventry, Stoke and the North West as well as other key inter-city stations. The Birmingham-Banbury-London/South line is also being upgraded and will also provide faster and more frequent London to Birmingham services. In addition the rail freight route to Southampton needs to be upgraded. The capacity and operational performance at Birmingham New Street station is critical for the success of delivering rail growth in the Region and beyond.*

**Figure 7: Key Transport Corridors**



9.25 To support the RSS, specifically the Wolverhampton-Telford High Technology Corridor (PA3) and settlements of Significant Development, *improved rail services are needed* between Telford and the Birmingham/Black Country conurbation with services to Shrewsbury and beyond. *Accessibility* within this *High Technology Corridor* will also be improved by the provision of a new road link between the M54 and the M6/M6 Toll.

**b. South West to North East**

9.26 This broad corridor comprises the M5, M42/A42, A38 north of Birmingham, A46 and M69, together with the railway route between South Wales/Bristol-Birmingham-Derby and Birmingham-Leicester. The corridor encompasses two High Technology Corridors (PA3) and also other local corridors where the aim is to improve links between areas of opportunity and need. This includes the A38 north which is intended to be managed (with some improvements) to support the regeneration of Birmingham as well as providing a nationally significant connection.





# Transport and Accessibility

9.27 Whilst the areas adjacent to the core routes are generally well served by public transport and can support the above policies, other areas are less accessible by this mode, particularly those adjacent to the M42. This has led to considerable peak-time congestion on parts of the M42, and the Highways Agency *has successfully trialled* hard shoulder running at peak periods as part of the Active Traffic Management pilot between junctions 3a and 7. *This scheme is to be extended to further sections of the motorway network and a feasibility study commissioned to further extensions.* Further consideration of the need for full widening of this section of the M42 will be given by the Secretary of State for Transport in the light of this pilot, recognising the importance of adequate strategic access to the key Regional assets of Birmingham International Airport (BIA) and the National Exhibition Centre (NEC). In order to ensure the limited capacity of the M42 is safeguarded and not taken up by local movements, public transport must be improved along with a general restraint on development that is not directly related to the above Regional assets or has no Regional or national significance.

9.28 With regard to other components of this broad SW/NE corridor, it is proposed that the M69/A46 should be protected as an inter-regional route outside of the MUAs supported by improvements at A45/A46 Tollbar End, A46/M40-Longbridge, and A46 Alcester-Stratford.

## c. The Marches

9.29 *The corridor between Shrewsbury, Hereford and Wales provides strategic links in the west of the Region. The road and rail networks in this corridor should be managed, developed and enhanced in a way that supports access and mobility but recognises the importance of balancing protecting the landscape, natural, built and historic environment of the corridor with the promotion of regeneration and links areas of opportunity (RR2).*

9.30 The A49 in Hereford is subject to increasing congestion. This has implications for sub-regional land use development and regeneration. A local multi-modal study has identified a potential package of measures to *relieve congestion and* accommodate development and regeneration, to allow Hereford to fulfil its *WMRSS role as one of the Settlements of Significant Development.*

## d. North Staffordshire-Derby

9.31 The A500 through North Staffordshire and the A50 to Derby and the M1 form part of a key route between the M1 and M6. They should be managed to protect their strategic role whilst facilitating regeneration in north Staffordshire and links between areas of opportunity and need within this corridor.

9.32 The Crewe-Stoke-Derby *rail route* is an important cross-country link. Improvements are needed to *improve reliability*, reduce journey time, increase frequencies *and improve the quality of the stations.*

## e. East of England/Europe

9.33 The M6 *and* A14, together with the rail routes to Leicester via Nuneaton, provide important connections between the *West Midlands' markets* and the East Coast ports of Felixstowe and Harwich. *Improved access for freight to and from these ports needs to be supported.*



## Sub-Regional Networks

- 9.34 *Many transport issues are common across sub-regions. For example, congestion on the motorways or in towns and cities is extending over an increasing proportion of the working day. This is exacerbated by the impacts of accidents and incidents. Traffic attempting to avoid congestion diverts to unsuitable routes, resulting in a deterioration of conditions across a wider area. This widespread congestion has a major impact on businesses as goods cannot be transported reliably and people have difficulty in getting to their place of work.*
- 9.35 *The West Midlands' MUAs (North Staffordshire, Birmingham/Solihull, the Black Country, and Coventry) and many of the Settlements of Significant Development are directly adjacent or in close proximity to the national transport networks. This RTS must balance the competing needs and interests of a diverse range of users, particularly the demand generated by the housing and economic growth potential, both in the West Midlands and other regions nearby.*
- 9.36 *To help to integrate the RTS with other policies in the WMRSS, this section describes the Region's transport in relation to the:*

*Major Urban Areas*

*Other Urban Areas and*

*Rural Areas.*

## Major Urban Areas

- 9.37 *Within each of the four MUAs (North Staffordshire, Birmingham/Solihull, the Black Country, and Coventry) improving the quality of transport will make significant contributions to reducing social exclusion, improving economic performance and facilitating a more sustainable pattern of development. Enhancing accessibility and mobility are vital components of urban renaissance and tackling congestion is a key priority. With a greater concentration of population in the MUAs, there are better opportunities for public transport to provide a viable, attractive alternative to the car. The close proximity of people to services and facilities can result in shorter journeys, offering opportunities for walking and cycling.*
- 9.38 *The bus will continue to be the main public transport mode. Within the Birmingham/Solihull, Black Country, and Coventry MUAs (the West Midlands Passenger Transport Authority area) there are plans for a high quality, comprehensive bus network. The bus network will be complemented by service improvements to local rail and light rail networks.*
- 9.39 *In the North Staffordshire MUA an integrated high quality public transport network needs to be developed to improve accessibility and support the major regeneration and housing renewal programmes. This network needs to include improvements to connections to nearby towns, cities and rural areas. This network needs to be complemented by an improved quality of the environment for pedestrians and cyclists.*
- 9.40 *Demand for highway space will need to be managed, particularly in the peak periods and there remains a need for some targeted highway schemes to provide a balanced network or support regeneration, particularly in the Regeneration Zones (T8 and T9).*



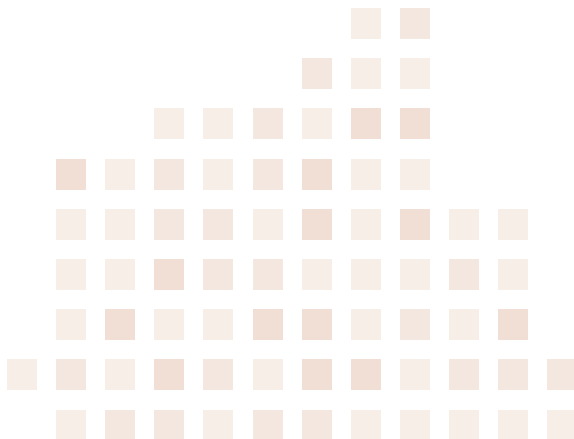
# Transport and Accessibility

## Other Urban Areas

- 9.41 In many of the Region's larger settlements, market towns and *Settlements of Significant Development (CF2)* improving the quality of transport will make significant contributions to reducing social exclusion, improving economic performance and facilitating a more sustainable pattern of development.
- 9.42 Integrated transport improvements to rail, bus, walking and cycling will provide better accessibility, more choice and increased mobility, reducing the effects of social exclusion. Combined with quality living environments close to employment areas, this will help to encourage a reduction in longer distance journeys. Proposed solutions will depend on local circumstances. This needs to be reflected in the Local Transport Plans.
- 9.43 Where significant development is proposed as identified in CF2 it will also be necessary to provide the necessary highway and other infrastructure to access sites and mitigate the transport impact.
- 9.44 Many larger settlements and market towns are also the focus of activity for extensive rural hinterlands. Whilst the car will continue to play an important role, especially in remote rural areas, the retention and enhancement of existing public transport network is important. There is a need to improve accessibility for these places. This includes the provision of community transport.

## Rural Areas

- 9.45 The nature of the West Midlands' rural areas has changed considerably. This is recognised in the Rural Renaissance Chapter (Chapter 5). These changes have resulted in some pockets of deprivation and a major change in travel patterns. This is reflected in higher car ownership and longer travel distances for people to gain access to employment, services and facilities.
- 9.46 Efforts are being made to sustain and invigorate local rural economies e.g. tourism, and this must continue (PA10, PA14-15). This has to be done sensitively, particularly in areas characterised by their natural beauty and environmental sensitivity where there are risks including those from the harmful effects of car use. Some businesses in these areas are frequently serviced by large vehicles that cause damage to roads and raise perceptions of safety concerns. Taken as a whole, all of these factors have led to an increase in traffic on the Region's rural roads. Highway improvements will need to be developed within the context of Policy T9.
- 9.47 Developing sustainable transport in rural areas is a major challenge, given the diverse nature of travel patterns, the relatively small number of people and the major differences in character between places. An innovative approach is needed that provides services that are sustainable in the long term, supported by land use policies that seek to retain employment, the local provision of rural services, and reduce social exclusion (RR1).





# Transport and Accessibility

9.48 Local authorities and other partners need to *adopt sustainable* transport solutions that *provide access to other rural areas and market towns, without encouraging increased commuting from the rural areas into the MUAs.*

## Delivering the RTS

9.49 *Delivering the policy framework set out in the RTS requires action by a wide range of partners. It also requires higher levels of revenue and capital investment (from the public and private sectors). These partners (including local and central government, national and regional agencies, transport providers, local communities and individuals) need to share the responsibilities and demonstrate leadership, to ensure co-ordinated and effective delivery.*

## Developing Accessibility and Mobility within the Region

9.50 Policy T1 provides the overarching framework for the *RTS*. At its heart is the importance of improving accessibility *and mobility, whilst avoiding past trends of increased car traffic and longer journeys.*

9.51 *The policy sets out the various measures needed to deliver the objectives of the RTS, with an emphasis on awareness raising, through education campaigns, to bring about behavioural change and creating the right conditions to encourage people with jobs to choose to live in close proximity to their workplace.*

## Policy T1 Developing accessibility and mobility within the Region to support the Spatial Strategy

- A. Access within and across the Region will be improved in a way that supports the Spatial Strategy, reduces the need for travel, expands travel choice, tackles congestion, improves safety and protects the environment.
- B. This will be achieved by:
  - i) measures to improve significantly accessibility and mobility within the MUAs, including the development of high quality sustainable and public transport, so that they are able to accommodate greater levels of development, retain population and attract new jobs
  - ii) measures to improve accessibility and mobility in other urban areas, market towns and rural areas so that more sustainable means of travel are encouraged and local regeneration initiatives are supported
  - iii) measures to improve national road and rail networks to ensure that strategic links to external markets are maintained and the Region does not become a transport bottleneck undermining national economic growth
  - iv) measures to encourage behavioural change across the entire Region and
  - v) measures to improve the safety and security of the transport system.







## Reducing the Need to Travel

9.52 Land use changes can have significant implications for the demand for transport. The Spatial Strategy aims to develop balanced communities with appropriate levels of housing, jobs and services. In preparing local development plans authorities can influence the level of transport demand likely to be generated by developments. High density developments should be encouraged in locations well served by public transport.

### Policy T2 Reducing the Need to Travel

Local authorities, developers and other agencies should work together to reduce the need to travel, especially by car, and to reduce the length of journeys through:

- i) encouraging those developments which generate significant travel demands to be located where their accessibility by public transport, walking and cycling is maximised, including close to rail and bus stations and Metro stops. High-density development will be supported in such locations in accordance with policy CF6
- ii) promoting patterns of development which reduce the need for travel (UR4), including a more balanced provision of different uses in larger settlements including the *Settlements of Significant Development (CF2)*

- iii) encouraging those developments which generate significant freight and commercial movements to locate close to suitable inter-modal freight terminals, rail freight facilities, or roads designed and managed as traffic distributors
- iv) encouraging the use of telecommunications for the purposes of business and for other service provision and
- v) supporting the retention and enhancement of local service provision, especially where public transport provision is poor.

## Walking and Cycling

9.53 Walking and cycling are the most sustainable *and healthy* means of travel *and have the greatest potential for positive impact on our quality of life. The DfT's Walking and Cycling Action Plan demonstrates that by substituting* some car journeys, especially for short trips, walking and cycling will contribute towards improving the general health of the population and help to reduce congestion, pollution, noise and severance of heavy traffic. But pedestrians and cyclists are vulnerable to accidents, and it is vital that action is taken to improve the environment for these modes.

9.54 *Increased walking and cycling depends on action at the local level, although cumulative action can have an influence on congestion, pollution and quality of life at the Regional level.* Local walking and cycling strategies will, therefore, need to be developed across the Region in partnership with local communities.





## Policy T3 Walking and Cycling

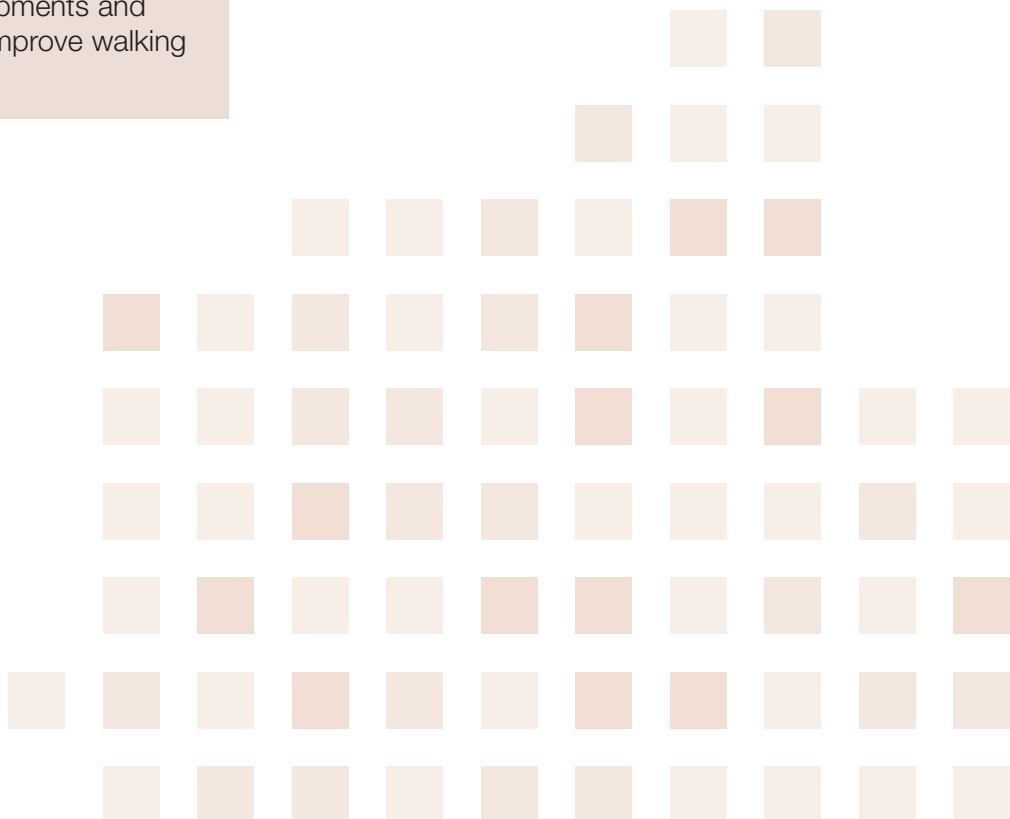
Development plans and local transport plans should provide greater opportunities for walking and cycling by:

- i) developing safe, secure, direct, convenient and attractive networks which connect town centres, local facilities, educational premises, public transport interchanges, residential and employment areas
- ii) giving pedestrians and cyclists priority in residential areas and town centres
- iii) providing links between smaller settlements and centres and development of greenways and quiet roads
- iv) developing the National Cycle Network
- v) making the most effective use of canal towpaths
- vi) expanding 'cycle & ride' and cycle carriage on public transport and
- vii) ensuring that new developments and infrastructure proposals improve walking and cycling access.

## Promoting Travel Awareness Initiatives

9.55 It is vitally important that the awareness of the impact of individual travel decisions is raised. Whilst most of the necessary action must be at the local level there is a need to address cross-boundary issues in a co-ordinated and effective manner. Past trends have resulted in lifestyles which are highly car dependent, often involving lengthy commuting into the MUAs.

9.56 Improved cross boundary information, services, and ticketing will expand the available choices for individuals. Sub-regional campaigns and personal travel advice will help to increase awareness of the alternatives to the car. Regional campaigns aimed at business can address the alternatives to business travel and the scope for home/tele-working. *The WMES is also seeking to improve the Region's Information and Communication Technology infrastructure which will also contribute to reducing the need to travel.*



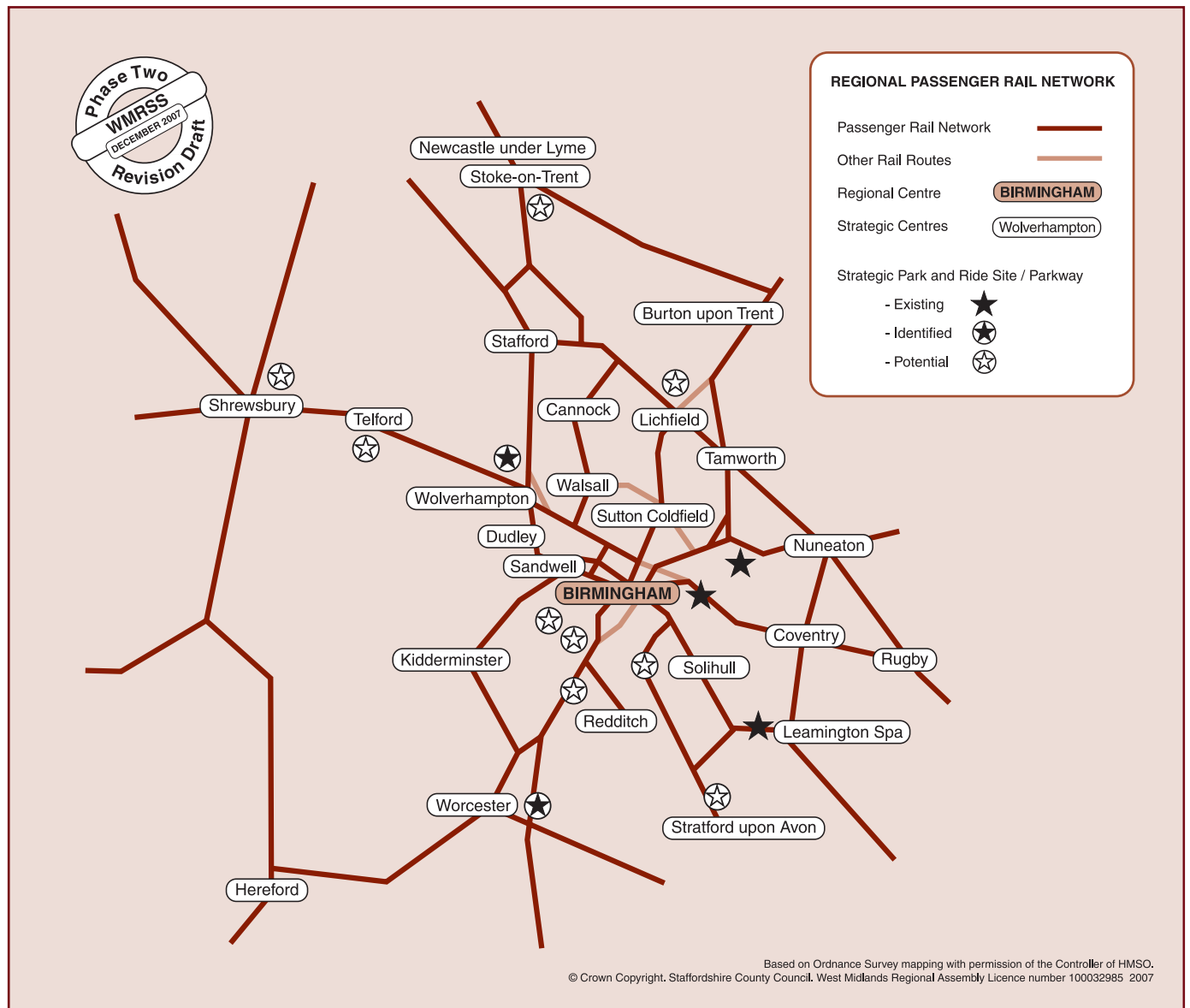
## Policy T4 Promoting travel awareness

A. Local authorities and transport operators should work together and with schools, businesses and other appropriate organisations to develop travel and transport strategies and plans that increase the awareness of alternative travel choices and reduce current levels of car use. Strategies should be implemented in a co-ordinated way across the Region.

B. Development plans should support this approach by requiring all planning applications involving significant travel demands to include transport assessments in line with the advice in PPG13 and provide proposals for travel plans.

C. Authorities should include in their next local transport plans targets for work and school travel plans in accordance with the targets in this *WMRSS*.

**Figure 8: A Strategic Framework for Public Transport**





## Public Transport

- 9.57 *The draft Local Transport Bill ‘Strengthening Local Delivery’ offers significant potential to deliver the WMRSS public transport policy. It builds on partnerships and empowers local authorities to take appropriate steps to meet local transport needs in the light of local circumstances, with opportunities to reform the way local transport is managed in the major conurbations.*
- 9.58 *In-line with the DfT’s ‘Guide to Producing Regional Transport Strategies’ (2006), this revised RTS provides a strategic framework for public transport. This is a combination of the policies for public transport and strategic park and ride (T5 and T6). However, the delivery of these policies needs to be integrated with land use, economic and other transport policies. The main components of the strategic framework for public transport are shown in Figure 8.*
- 9.59 Better public transport is vital if everyone in the Region is to have real travel choices. Those without access to a car can potentially face social exclusion if public transport is inadequate. Public transport improvements across the West Midlands are consequently crucial to supporting regeneration and enhancing the quality of life for both urban and rural communities.
- 9.60 The bus is by far the most common form of public transport in the West Midlands, with 405 million journeys made in 2005/6. Although perceptions of buses can be poor, experience has shown that bus patronage can be increased by more than 30% through better quality services, infrastructure, and higher frequencies.
- 9.61 The level and nature of bus provision will inevitably differ across the Region. The greatest opportunities for patronage increase are in the MUAs, *but it will also be vital to improve bus services in other urban areas particularly where there is likely to be significant growth. In some places, particularly where there are larger numbers of passengers due to high density populations or economic activity, it may be appropriate to provide bus rapid transit or light rail.*
- 9.62 *In rural areas the bus often performs a vital service, providing access to jobs and services, particularly for those without a car. An innovative approach is needed in rural areas to recognise the needs of communities and to be sustainable. For example, the work of the ‘Access to Services Partnerships’ provides a useful focus for implementing innovative approaches based upon local needs. It is likely these issues will be considered further in the WMRSS Revision Phase Three.*
- 9.63 *Rail continues to play a key role in the West Midlands. This is demonstrated in the increase in rail patronage at a rate above the national average. WMRSS annual monitoring shows there has been significant growth in the West Midlands’ Rail Patronage Index (from a base of 100 in 1995/6 to 149 in 2004/5) and the government predicts further growth of nearly 14% (annual passenger kilometres) in the West Midlands, between 2008/9 and 2013/14 (‘Delivering a Sustainable Railway’ White Paper).*





- 9.64 *The expansion of the regional rail network is very much dependent upon capacity improvements in the West Midlands Metropolitan Area. The West Midlands Rail Planning Assessment, Route Utilisation Strategy and 'The Future of Rail' and 'Delivering a Sustainable Railway' White Papers set the national steer for the future of rail over the period of this plan. The focus is on providing more carriages, longer platforms, improved access to the railway and removing 'bottle-necks' (in the context of this RTS, Birmingham New Street station is named). The DfT has recently agreed new franchises for the period 2007-2014, for routes within the West Midlands and those connecting the West Midlands to the rest of the country.*
- 9.65 *The public transport policy will need to be implemented by a wide range of partners, including the Department for Transport, local authorities, Centro, Network Rail, the Highways Agency, and other transport providers. The RPB has a critical role in ensuring that these partners deliver the RTS.*

## Policy T5 Public Transport

- A. The development of an integrated public transport network where all people have access to high quality and affordable public transport services across the Region is a key element of the regional vision.
- B. Local authorities, transport operators and other agencies, including the *Department for Transport*, should work together towards achieving this vision thereby providing attractive and reliable alternatives to the use of the private car.
- C. An integrated hierarchy of public transport services will be developed with the highest priority being given to investment in infrastructure and services to support the regeneration of the MUAs. This will include investment in:
- i) the development of high quality public transport systems, building upon the existing Metro system within Birmingham, Solihull and the Black Country
  - ii) improved rail services on key routes, including new rolling stock and capacity enhancements
  - iii) the development of integrated networks of high quality bus services, including the further extension of bus quality partnerships and the introduction of bus lanes and priority measures, re-allocating roadspace where necessary, with road and junction widening where there is no other practicable solution and
  - iv) improved interchange facilities both within and between different modes of travel, including the provision of further 'park & ride' facilities (T6).



- D. Outside the MUAs, an integrated hierarchy of public transport services should be developed with priority given to the improvement of services and interchanges within urban areas, and the development of links with catchment areas. In rural areas, priority should be given to the development of community and public transport services, particularly those providing links from rural hinterlands to key local service centres.
- E. In all cases, the aim will be to achieve a frequent, reliable, affordable, secure and attractive public transport service which takes into account the needs of all users, including disabled people and others with reduced mobility. Local authorities, the PTE and transport providers should work towards the provision of integrated public transport services with an emphasis on travel information and ticketing arrangements, particularly across boundaries and modes.

## Park & Ride

- 9.66 *Providing people with sustainable travel alternatives is central to the RTS and Park and Ride can provide an attractive alternative to the car particularly where the journey is to a centre.*
- 9.67 *With continued growth in rail usage there is a need to improve and expand our existing park and ride sites and provide new opportunities across the network. The importance of park and ride has been acknowledged in recent rail franchises for the West Midlands and Cross Country routes. On the West Coast Main line (the most strategic, national route in the West Midlands, connecting the Region with London and Manchester) there are already some 4,000 parking spaces at the nine stations in the Region, with a further 2,840 spaces proposed.*
- 9.68 *The majority of existing park and ride facilities in the West Midlands are on the rail network. However, there are an increasing number of bus-based sites providing a local service. Existing facilities vary in size, quality and cost. For example, most of the car parks at rail stations in the West Midlands Metropolitan Area are free to use and many have been designed to high standards for security. However, there are charges at some stations, either to deter town centre parking e.g. Sutton Coldfield, or because of the franchise agreement e.g. Solihull and Wolverhampton. By contrast there are charges at all major rail park and ride facilities in the Shire and Unitary authorities.*
- 9.69 *Park and Ride serves a range of purposes, for example, people parking at Sandwell and Dudley may travel to Birmingham City Centre or London. These journeys may be considered local and strategic. Therefore the RTS includes policies for local and strategic park and ride.*



# Transport and Accessibility

- 9.70 *Local park and ride provides opportunities to interchange across the network, and generally close to the origin of the trip. Opportunities to develop such facilities should be considered when local authorities are preparing development plans and local transport plans. Policy T7 encourages the development of local park and ride sites.*
- 9.71 *For strategic park and ride it is important to have a regional policy that balances the benefits and impacts across boundaries. Strategic park and ride facilities are expected to be:*
- readily accessible from the strategic highway network*
  - served primarily by a frequent, rapid, rail, light rail (or possibly bus) service to a major centre and*
  - generally have a minimum of 500 parking spaces.*
- 9.72 *Local authorities and key representative regional organisations continue to work together to examine the potential of strategic park and ride, attempting to develop sites that are:*
- adjacent to congested sections of the motorway network to provide travel choice and improve accessibility to strategic centres (within and beyond the West Midlands)*
  - contribute to addressing congestion within the MUAs*
  - provide additional parking at key stations to improve choice and accessibility and*
  - meet the needs of business in the area e.g. services are available throughout the working day, not just at peak periods.*
- 9.73 *Local Planning Authorities should ensure that the case for the proposed strategic park and ride has considered the:*
- net congestion benefits, including air quality/climate change*
  - public transport offer is attractive enough to get people out of their cars*
  - facilities have been designed to take account of local traffic issues and they are sympathetic to the local area*
  - opportunities for providing a ‘hub’ interchange with buses and/or coaches*
  - impact on other public transport services and*
  - need for adequate infrastructure such as track work, signalling or bus priority.*
- 9.74 *In most instances the WMRSS prioritises the use of previously developed land, but with strategic park and ride it is more likely that other criteria will take precedence, e.g. the proximity to the motorway network and high quality public transport services.*
- 9.75 *New and expanded locations should be assessed in accordance with the criteria set out in the WMRSS policy and national guidance, particularly if a Greenbelt location is considered to be the most sustainable option (PPG2: Greenbelt and PPG13: Transport).*
- 9.76 *The WMRSS policy will be implemented by the rail industry partners, including Network Rail, train operating companies, Centro and local authorities. Opportunities to develop park and ride across the West Midlands should be examined by local authorities in their local development plans and local transport plans, Network Rail in its business plan and train operating companies in their franchise agreements.*



## Policy T6 Strategic Park & Ride

- A. Locations should be considered against the following criteria:
- i) congestion benefits
  - ii) frequency, capacity and quality of the public transport offer
  - iii) environmental, design and traffic impact
  - iv) potential for interchange with other public transport services and
  - v) implications for the wider public transport network.
- B. Strategic locations are identified at:
- i) Brinsford, north of Wolverhampton and
  - ii) Worcester Parkway at the crossing of the Worcester / Oxford and Birmingham / Cheltenham railways.
- C. Potential locations have been identified at:
- i) Bromsgrove
  - ii) in the vicinity of the M40/M42
  - iii) East of Shrewsbury
  - iv) Longbridge (Birmingham)
  - v) in the vicinity of the M5 Junction 3
  - vi) north of Stratford
  - vii) Telford
  - viii) Lichfield Trent Valley and
  - ix) in the vicinity of Stoke Station.

## Car Parking

- 9.77 The WMRSS Revision for the car parking policy is only for maximum standards for new developments, i.e. T7 A and B. The WMRSS policies for the management of car parking (T7 C and D) have not been revised.
- 9.78 The availability of car parking has a major influence on the means of transport people choose for their journey and their ultimate destination. To support the WMRSS in encouraging development in *sustainable* locations accessible by public transport,

land required for car parking for new developments should be kept to a minimum.

- 9.79 For land uses other than residential, the DfT requires a regional approach for parking standards. The DfT expects RPBs to make the national guidance (set out in PPG13: Transport) more regionally specific. However, this is not the case with residential development, where standards need to be developed within the context of the national guidance in PPS3: Housing.
- 9.80 Regional guidance on parking standards is necessary to overcome the adverse effects of 'competition' between regional centres, particularly those that are very close to their nearest 'neighbour'. Local authorities are best placed to understand these relationships and they will be responsible for delivering the parking policy.
- 9.81 The RPB guidance is for local authorities to work with neighbouring authorities to produce sub-regional maximum parking standards for new developments. When adopting local parking standards local authorities should assess the risks and benefits to:
- promote more sustainable travel choices by discouraging use of the private car
  - help to reduce congestion
  - support sustainable economic growth
  - avoid deterring investment in neighbouring town centres
  - create more pleasant town/city centres.
- 9.82 Well integrated sub-regional parking standards will make a major contribution to delivering the WMRSS policies for sustainable development, climate change, and the environment. Local authorities will therefore need to demonstrate that they have addressed the criteria set out in Policy T7 when developing standards.





## Policy T7 Car Parking Standards and Management

### Maximum Standards

- A. *Local authorities, working together, should develop sub-regional maximum standards for car parking associated with new developments that support sustainable economic growth, whilst minimising the demand for travel by car and reducing congestion.*
- B. *In developing car parking standards local authorities should:*
- i) consider the need for more restricted standards within congested areas as part of a sustainable strategy to manage travel demand*
  - ii) assess the need to make the most effective use of available land*
  - iii) maintain and enhance economic viability of town and city centres and*
  - iv) take care to avoid deterring investment in town and city centres.*

### Management of Car Parking

- C. Local authorities, working together, should manage their car parking to reduce congestion and encourage more sustainable forms of travel by:
- i) managing the supply, location, and price of parking in town and city centres to limit the provision of long-stay spaces, where this is necessary to reduce congestion

- ii) co-operating with each other to avoid using car parking charges as a tool for competition between centres
  - iii) using additional income to support the development of more sustainable forms of travel
  - iv) securing an adequate supply of car parking at railway stations and other transport interchanges
  - v) securing local Park and Ride sites as an alternative to town centre parking and
  - vi) developing a network of strategic Park & Ride sites, generally at railway stations, to meet the needs of the Region (T6).
- D. Local authorities should work with private sector operators to encourage a consistent approach within centres. Where car parking is provided it should be safe and secure with appropriate provision for people with disabilities. Local authorities should also consider the adoption of decriminalised parking enforcement powers in order to secure more effective management of car parking and demand management measures.



## Demand Management

9.83 The demand for travel is such that it will not be possible to meet it in full, even with increased investment in infrastructure. It is therefore necessary to manage the demand for travel, *particularly for travel by car at the busiest times of day*, in order to *overcome the negative and detrimental impacts of traffic congestion*.

9.84 The demand for travel is influenced by *many factors including:*

*journey purpose – why is the person travelling, e.g. to work*

*cost – relative differences between alternatives, e.g. bus fares and car parking*

*convenience of different modes – frequency, speed, comfort*

*location – particularly the relationship between home and work.*

9.85 *In addition to these ‘traditional’ influences there is now a greater potential to introduce local road charging in the Region to help to manage future travel demand. ‘Managing Our Roads’, the Future of Transport Act and the draft Local Transport Bill have paved the way for local authorities to introduce local charging schemes. Several local authorities in the West Midlands are exploring the potential of linking advance investment in the transport network with the possible introduction of local charging schemes.*

9.86 *However, there are a range of other demand management measures which can also be applied more easily locally. When developing sub-regional approaches it is important to ensure that these support the WMRSS policies for sustainable development, climate change and the environment, as demand management has significant potential to support these objectives.*

9.87 *The Transport Act 2000 contains powers for local authorities to introduce local charging schemes and the government has proposed, in a draft Local Transport Bill, provisions that would give authorities greater local freedom. The proposals would allow decision making on schemes to be taken at the local level and clarify that all revenues from local charging schemes must be spent on local transport policies.*





## Policy T8 Demand Management

- A. Local authorities should work together *with relevant national and Regional partners* to identify the measures needed to manage demand on congested parts of the highway network. *This is likely to include the motorways and trunk roads, town and city centres identified in the WMRSS.*
- B. Initially local authorities and others should consider the *use of parking standards and management of car parking, park and ride* and the management and re-allocation of highway space *for public transport (T5, T6, T7 and T9).*
- C. Local authorities should be encouraged to bring forward local charging schemes in the more congested *areas, taking account of the impacts on the:*
- i) environment – including sustainability and climate change*
  - ii) economy – including the relevant local area and across the Region*
  - iii) community – including residents and businesses*
  - iv) renaissance – both urban and rural and*
  - v) capacity – pressure on other parts of the transport network – including roads and public transport.*

## Management and Development of the Highway Network

- 9.88 The *transport* network must be maintained and managed in a way that preserves strategic routes, and supports business efficiency *which is* critical to the competitiveness of the Region. Excessive demand for car travel *results in* sections of the strategic road network, such as the M6, M5 and M42 *suffering from* severe congestion at peak times and other routes are predicted to have similar problems in the near future.
- 9.89 Increasing highway capacity can generate additional traffic so any *proposed* road *schemes* will have to be introduced as part of a *transport* strategy which supports the Spatial Strategy, and *this* may include demand management measures.





## Policy T9 The Management and Development of National and Regional Transport Networks

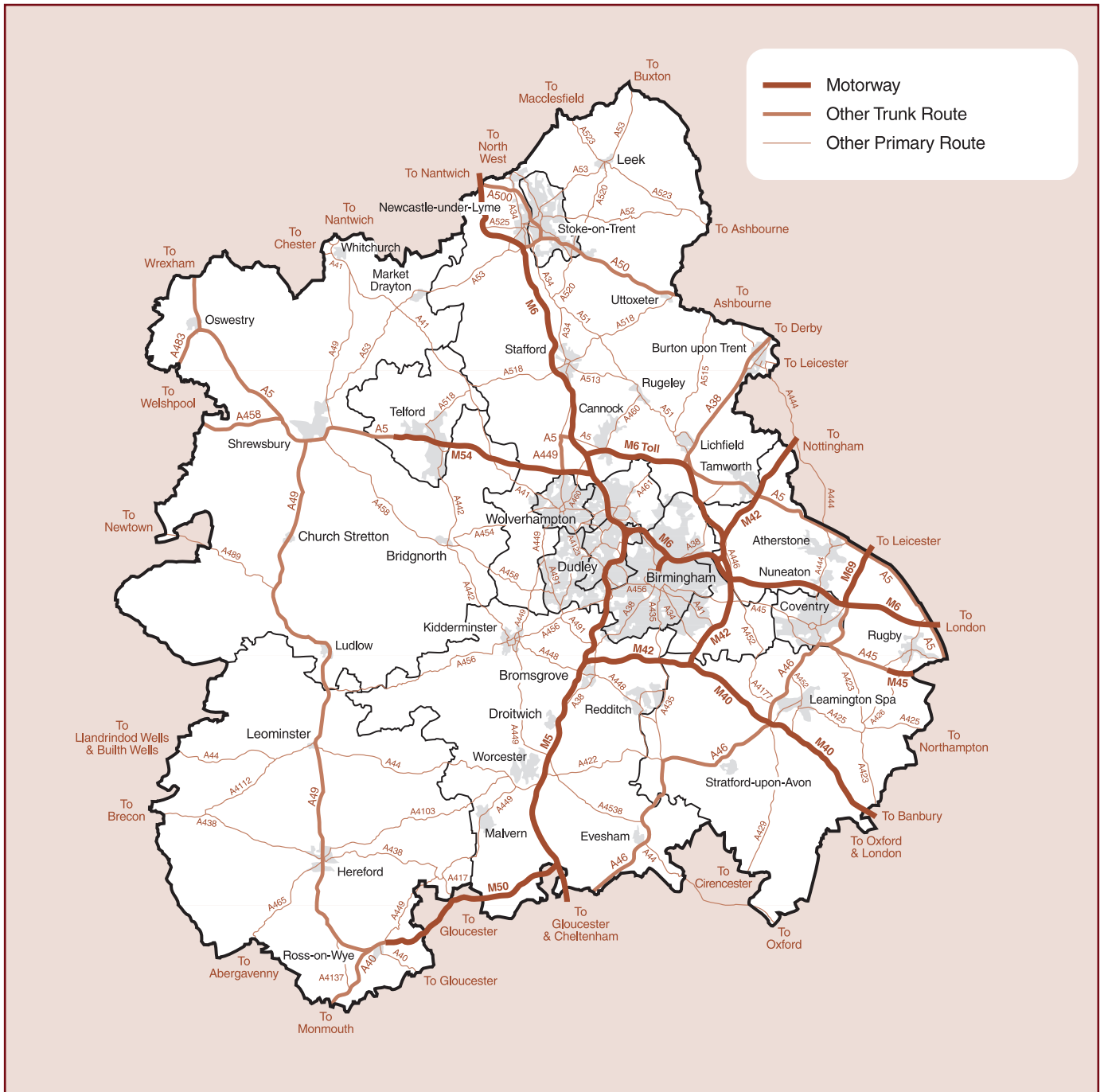
- A. The Primary Route Network (PRN) within the Region will consist of motorways, trunk roads and other primary routes as identified in Figure 9.
- B. Local authorities and the Highways Agency will give high priority to investment in the maintenance, management and selective improvement of this network in order to maintain accessibility for essential movements, including freight, within and through the Region. This includes those parts of the Trans European Road Network which pass through the Region.
- C. Local authorities, the Highways Agency, transport operators and other agencies should work together to provide and maintain a strategic transport system which:
- i) enhances the competitiveness of the Region by providing journey time reliability
  - ii) provides improved links and accessibility both within the Region and to other UK and European regions and beyond and
  - iii) supports the Spatial Strategy, particularly by providing improved accessibility in those parts of the Region in greatest need of regeneration.
- D. In bringing forward detailed policies, proposals and programmes, consideration should be given to:
- i) optimising the use of existing infrastructure across all modes;
  - ii) ensuring capacity is safeguarded by appropriate selection of development location, minimising the need for local movements to use the strategic network (T1)
  - iii) adopting the priorities for investment in strategic networks (T12) to support the objectives and policies of *the WMRSS*, and ensuring the investments are not undermined by inappropriate development
  - iv) ensuring that motorways and trunk roads are managed and improved to operate effectively as part of the national transport network, including the use of appropriate demand management techniques to improve journey time reliability
  - v) road building only after all other solutions have been examined and where proposals support other objectives of the *WMRSS*; and
  - vi) ensuring the Region is provided with an improved and integrated rail network to encourage greater use of rail, particularly for longer distance travel both within the Region and beyond.
- E. New accesses on the PRN will not be encouraged and should not inhibit the strategic function of these routes. Where development proposals impact on the PRN, local planning authorities should ensure that transport and environmental impact assessments are undertaken to ensure that the function of the network is maintained and appropriate financial contributions to improvements are made.





# Transport and Accessibility

**Figure 9: Regional Primary Route Network**





## Freight

- 9.90 The efficient movement of freight is a key component of a successful regional economy, particularly where a significant proportion of employment is based on manufacturing. *With nearly 10% of the UK's population the West Midlands is a major market for buying and selling goods and services. Sustainable freight is critical for our economic well being and supporting our quality of life.*
- 9.91 Of the 2.4 million working population in the Region, *nearly 600,000 (25%)* are in manufacturing. The Region accounts for 11% of UK manufacturing and 25% of manufacturing exports. *As a result, the Region generates significant volumes of freight for transport within the West Midlands and to other locations in Britain and abroad. There is also a significant service and knowledge based economy in the Region. Increasing levels of consumption in these sectors, combined with the large logistics sector present within the region – due to its strategic location – also result in large inward flows of freight.*
- 9.92 *Distribution accounts for around 9% of all jobs in the Region. Many of the major retailers and logistics providers have located large distribution centres in the West Midlands to serve both the regional and national market. In 2000 approximately 160 million tonnes of freight was carried in the West Midlands for delivery in the Region and to other UK and international markets. Two-thirds of these had a destination within the West Midlands. Therefore the Region regards keeping the costs of freight movement under control as important to regional competitiveness.*
- 9.93 Freight movement is often thought of solely in terms of manufacturing, construction and retailing sectors where its involvement is often highly visible and understood. However, the totality of the business sector through, for example, office related services *are* a massive generator of freight trips which can be by lorry, van, car and motorcycle.
- 9.94 *In addition to the large volumes of freight the Region generates and attracts, a significant volume of UK freight passes through the Region. Freight flows between the other large producing/consuming regions of Britain, i.e. North West/Scotland to/from the South East have to pass through the West Midlands. In 2002 around 14 million tonnes of goods passed through the Region by road in each direction between the North West/Scotland and the South East. Consequently Britain's most important national transport infrastructure is centred on the West Midlands Region.*
- 9.95 *The M6 motorway is the primary north-south trunk route through the Region for freight moved by road. The section of the motorway through Birmingham is one of the most heavily used motorways in Europe. The M6 Toll Road was built to provide extra capacity at this section of the national road network, but it currently carries relatively few Heavy Goods Vehicles (HGV's). The M6 Toll traffic comprises 7% HGVs compared with a typical 30% on the parallel M6.*





## Policy T10 Freight

- A. The reliable movement of goods and services is the lifeblood of the West Midlands economy. Development plans, local transport plans and the economic strategy should aim to improve the efficiency of freight movement and support the development of Regional Logistics Sites (PA9), by:
- i) addressing problems for freight vehicles on the Primary Route Network to improve reliability of journeys
  - ii) addressing delivery and servicing problems through traffic management
  - iii) encouraging the development of local and Regional Freight Quality Partnerships
  - iv) encouraging the use of rail and inland waterways for freight
  - v) safeguarding existing and disused railway lines and sidings which could be used for rail traffic in the future
  - vi) encouraging the development of new rail freight terminals and improving access to existing terminals
  - vii) encouraging developments that generate significant amounts of freight in locations that have good access to the rail network
  - viii) encouraging local sourcing.

## Airports

9.98 *The Air Transport White Paper (ATWP), published in 2003, and the ATWP Progress Report set out the government's strategic framework for the development of aviation in the United Kingdom over the next 30 years and the roles of the airports in the Midlands. The ATWP includes the aim of reducing the number of air passengers travelling to and from the Midlands, via airports in the South East, and increase the passenger numbers at the two major Midlands' airports, i.e. Birmingham International Airport (BIA) and Nottingham East Midlands Airport (NEMA).*

9.99 *In the West Midlands, the ATWP acknowledges that the central location of the West Midlands results in the use of other UK airports by people and businesses from within the Region (particularly Manchester and East Midlands together with those located in the South East) and identifies BIA as the preferred location for a new runway to meet the growth in passenger demand. It also considers the three smaller airports in the Midlands: Wolverhampton Business Airport, Coventry Airport, and RAF Cosford as follows.*

*"Wolverhampton Business Airport should continue in its role of serving business and general aviation. The airport could be capable of delivering commercial services on a limited scale, but should do so only in-line with regional planning and transport priorities, and the scale of development at the site must take account of the constraints imposed by the lack of strategic road access. With this in mind, any such development should be a matter for decision locally."*





# Transport and Accessibility

*“Coventry Airport currently serves a specialist role within the Region, catering for business aviation, air mail and some freight, and can continue to perform this role within existing constraints. There is a current planning application for a terminal development at the airport. However, in the light of our conclusions on capacity elsewhere in the Midlands, and having regard to potential surface access, environmental and airspace constraints, we would not envisage any significant further development being appropriate beyond the level of passenger throughput in the current application.”*

*“There could be potential for the commercial use of RAF Cosford, but this is dependent on the RAF’s decisions on spare capacity. If the RAF decided to make capacity available, it would be for local and regional planning bodies in the first instance to decide on the appropriate scale of development.”*

- 9.100 *The most recent comparisons produced by the Civil Aviation Authority show BIA as being used by 9.04m and Coventry Airport by 0.616m passengers per annum. Freight movements comprised 1,299 tonnes at Birmingham, and 608 tonnes at Coventry in 2007. Data for the other airports and airfields in the Region is not currently published.*
- 9.101 *The WMES identifies BIA as an enviable asset which can sustain and accelerate further growth. This is supported by an economic delivery framework that identifies the runway extension as a project that will support business competitiveness. BIA has recently published its Interim Master Plan Statement. This indicates that a second runway will not be needed before 2030.*
- 9.102 *The ATWP makes it clear that BIA will continue to be developed as the West Midlands’ principal international airport with appropriate facilities in order to increase the extent to which it serves a wider range of global destinations to meet the Region’s needs. BIA presents the greatest opportunity to provide for more of the Region’s air transport needs for business, social and leisure purposes.*
- 9.103 *BIA’s Master Plan and associated Surface Access Strategy will address transport demand and sustainable surface access. However the Airport’s Interim Statement proposes a mode share target of 35% for public transport, by 2030 which exceeds the 25% target in the ATWP. The WMRSS Annual Monitoring Report (2006) shows a public transport mode share at BIA of 19.1% (2005). The RPB considers that the 25% public transport target should be achieved by 2012. Thereafter BIA should work to deliver minimum of a 30% mode share by 2020.*
- 9.104 *Whilst BIA is the only airport required to produce a Master Plan, the RPB encourages other airport owners/developers in the West Midlands to produce statements of their long term plans. The production of the statement should not be onerous but relevant to the scale and scope to their proposals for development to inform the Local Planning Authority’s Area Action Plans.*
- 9.105 *Local Planning Authorities need to work together to manage the pressure for parking related to Airports and to ensure that any new developments contribute towards the increasing use of public transport.*
- 9.106 *The ATWP endorses the important role of regional airports in supporting regional economic development. However, airport expansion can have positive and negative impacts on the regional economy. In mitigating these it is important to link employment opportunities to need and develop the necessary skills within the region.*



# Transport and Accessibility

9.107 *Air transport has a major impact on the environment and climate change. Nationally and inter-nationally the government and the aviation industry are working to minimise these negative impacts. Regionally it is important that airport policy is strongly linked with environmental and climate change policies. Any new developments must be designed to take full account of the sustainable development principles.*

9.108 *RAF Cosford will not be available for commercial development within the WMRSS period.*

## Policy T11 Airports

A. *The roles of Birmingham International Airport, Coventry Airport, and Wolverhampton Business Airport are outlined in the 2003 Air Transport White Paper.*

B. *Birmingham International Airport (BIA) will continue to be developed as the Region's principal passenger airport. It is expected to accommodate future growth to serve more distant international destinations. This will require an extension of the main runway and associated facilities. Beyond the period of this WMRSS it may be necessary to provide a second shorter runway. Development plans in Solihull and neighbouring authorities should include policies to provide for the assessment of any expansion proposals. Criteria for such proposals should include the requirement that they are subject to rigorous assessment and must demonstrate:*

*i) that social, economic and environmental impacts (positive and negative) have been considered in-line with the principles of sustainable development*

*ii) that unavoidable harm will be reduced through mitigation*

*iii) where harm cannot be avoided or mitigated, it should be compensated for.*

C. *BIA should achieve a minimum modal share by public transport of 25% (passengers, employees and visitors) by 2012 and 30% by 2020. The targets and the actions required to deliver them should be made clear and monitored, in the Airport Surface Access Strategy and Local Transport Plans.*

D. *The further development of Coventry Airport and Wolverhampton Business Airport and the other airfields in the Region should be in accordance with the roles set out in the ATWP and should complement the role of BIA as the Region's principal passenger airport. Development plans for the relevant local planning authority (and neighbouring authorities where appropriate) should include policies for the assessment of expansion proposals, with criteria the same as those set out in T11B and mode share targets that are challenging and deliverable.*

E. *Developments to support airport expansion should demonstrate good practice in resource and energy efficiency measures, sustainable design and construction and aim to be carbon neutral.*

F. *The Region should also work with other regions to develop improved public transport access to other key airports beyond the region, as appropriate.*



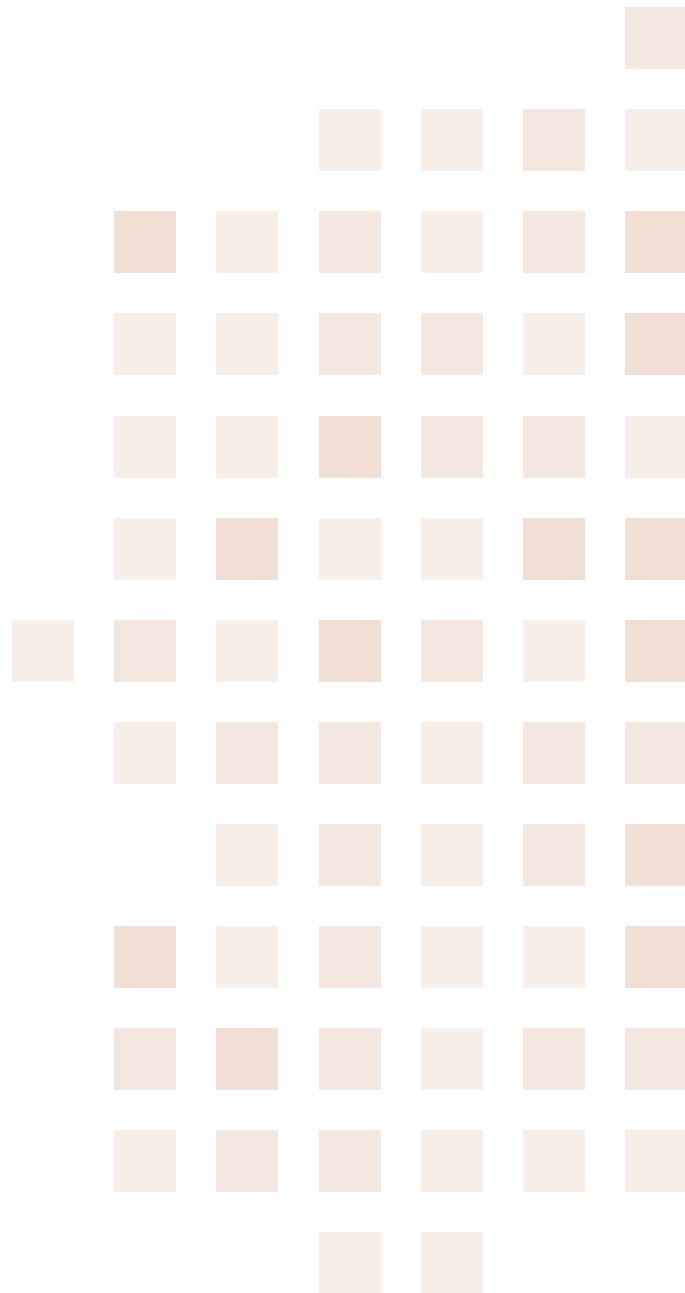
## Priorities for Investment

9.109 The following policy illustrates the wide range of investment that is needed to improve accessibility and mobility across the Region *and to support the economic and community growth that the Region aspires to*. The results of *many studies* have highlighted that there is no single solution to transport problems and that a balanced package needs to be implemented. The delivery of this programme requires funding and action by a wide range of partners over the period of this *WMRSS*. The overall Spatial Strategy relies heavily on the implementation of an integrated investment programme. *A Draft Implementation Plan has been developed* which considers this matter in more detail. *The priorities in this policy* will need to be kept under review as *they are developed in detail and funding secured*.

9.110 *The priorities have been updated to reflect the progress set out in the West Midlands Transport Delivery Plan (2007), and the Region's response to the request by Government for advice on Regional Funding Allocations. The Region's RFA advice is likely to be reviewed in 2008.*

9.111 When an individual project is identified, it is intended to support the Spatial Strategy and policies, and is seen as being regionally significant. The highway improvements identified under National and Regional priorities relate to the core trunk road and motorway networks.

9.112 *The delivery of these priorities will require funding and action by central government, Growth Points, Highways Agency, Network Rail, rail operators, public transport operators, local authorities, income from local charges, Birmingham International Airport, Advantage West Midlands, developers, and other partners.*





## Policy T12 Priorities for Investment

### National and Regional Priorities

Scheme	Key Policy Links	Status as of April 2007	Delivery Mechanism	Key Delivery Role	Support Delivery	Implementation Period		
						2007-2010	2011-2015	Post 2015
Measures aimed at achieving behavioural change	T1, T2, T3, T4, T5, UR2, RR2, PA11	Various	LTP, Operators and Developers	LA and operators	Other agencies			
West Coast Mainline Strategy	T5, T9, T10	C	West Coast Mainline Strategy	DfT	Operators			
Upgrading rail freight routes to Felixstowe and Southampton	T10	FA	TIF	NR				
M6 widening J11a – J19	T9	FA	HABP	HA				
M40 J15 Longbridge	T9	C	HABP	HA				
M42 widening J3-7	T9, T11	UI	HABP	HA				
M54 – M6/M6 Toll link	T9, PA3	FA	HABP	Private Sector and HA				
Active Traffic Management for M5/M6/M42 motorway box	T9	FA	HABP	HA				
A38 Streethay – A50 Improvements	T9	FA	HABP	HA				
A45/A46 Tollbar End	T9	C	HABP	HA				
West Midlands Rail capacity and performance enhancement	T5, UR2, RR2, CF2	Various	NRBP/TIF/RFA/LTP	NR, LA	Operators			
Passenger capacity enhancement Birmingham New Street	T5, T6, T9, T10, UR1, UR2, UR3, PA1, PA2, PA10, PA11, PA12	FA	DfT/NRBP/RFA/LTP	NR	AWM/Birmingham City Council, Centro, Private			
BIA, development of services and improved surface access, especially by public transport	T11	Various	HABP/NRBP/RFA/LTP/Private Sector	AWM/BIA/NR/HA/LA/Centro	National Exhibition Centre			





## Sub-regional Priorities in support of MUAs

Scheme	Key Policy Links	Status as of April 2007	Delivery Mechanism	Key Delivery Role	Support Delivery	Implementation Period		
						2007-2010	2011-2015	Post 2015
Quality bus networks including Bus Rapid Transit in appropriate key corridors	T5, UR2, PA2	Various	TIF/RFA/LTP	Centro and LA	Operators			
Red Route network development	T5, T8, T9, UR2, PA2	Various	TIF/RFA/LTP	LA				
Metro extension Birmingham city centre to Five Ways	T5, UR1, UR2	FA	TIF/RFA/LTP/ Private Sector	Centro	LA, Operators			
Metro extension Wednesbury to Brierley Hill	T5, UR1, UR2	FA	TIF/RFA/LTP/ Private Sector	Centro	LA, Operators			
Further Metro extensions in Birmingham / Black Country conurbation	T5, UR2	FA	LTP	Centro	LA, Operators, Developers			
Strategic Park & Ride – Brinsford	T5, T6, T7, PA3	FA	RFA / LTP Private Sector	Centro and LA	NR, Operators			
Strategic Park & Ride – Other sites	T5, T6, T7	UI	RFA / LTP Private Sector	Centro and LA	NR, Operators			
Improved transport networks within the Black Country	See T12A	See T12A	T12A	See T12A	See T12A	See T12A	See T12A	See T12A
Improved public transport network in North Staffordshire	T5, UR2, PA2	UI	RFA / LTP	LA, Operators				
Improved access to regeneration sites, and growth areas	PA7, PA8, PA9	Various	RFA/LTP/ Private Sector/ Growth Points	LA	Centro			



# Transport and Accessibility

## Sub-regional Priorities Outside MUAs

Scheme	Key Policy Links	Status as of April 2007	Delivery Mechanism	Key Delivery Role	Support Delivery	Implementation Period		
						2007-2010	2011-2015	Post 2015
Enhancement & development of rural public and community transport, particularly links between market towns and their hinterlands	T5, RR2, CF2	Various	AWM/LTP	RASP, LA	Operators			
Development of improved road network management and prioritisation, including between nodes in High Technology Corridors	T9, PA3	Various	RFA/LTP/HABP	LA, HA	AWM			
Worcester Parkway Strategic Park & Ride	T1, T5, T6, T7, T9, UR2	UI	NRBP/RFA/LTP/Private Sector	NR, LA	Operators			
Improved access to regeneration sites	PA7, PA8, PA9	Various	RFA/LTP/Private Sector	LA, Developers	AWM			
Improvements to the transport networks in the following Settlements of Significant Development to support their growth, i.e. Burton upon Trent, Hereford, Nuneaton / Bedworth, Redditch, Rugby, Shrewsbury, Stafford, Telford, Warwick / Leamington and Worcester	CF2	Various	RFA/LTP / Private Sector/ Growth Points	LA, Developers				



## Notes

### Status

*C (Committed) – schemes approved by the Secretary of State for Transport and included in the relevant programme, although powers may still be required.*

*FA (Further Appraisal Work Needed) – schemes identified in a MMS or relevant Business Plan but requiring further appraisal work*

*UI (Under Investigation) – appraisal work is underway*

*Various – combination of the above due to long term programme*

### Organisations

*AWM – Advantage West Midlands (Regional Development Agency)*

*Centro – West Midlands Passenger Transport Authority/Executive*

*DfT – Department for Transport*

*HA – Highways Agency*

*LA – Local Transport Authorities*

*NR – Network Rail*

### Delivery

*HABP – HA Business Plan*

*NRBP – NR Business Plan*

*LTP – Local Transport Plan*

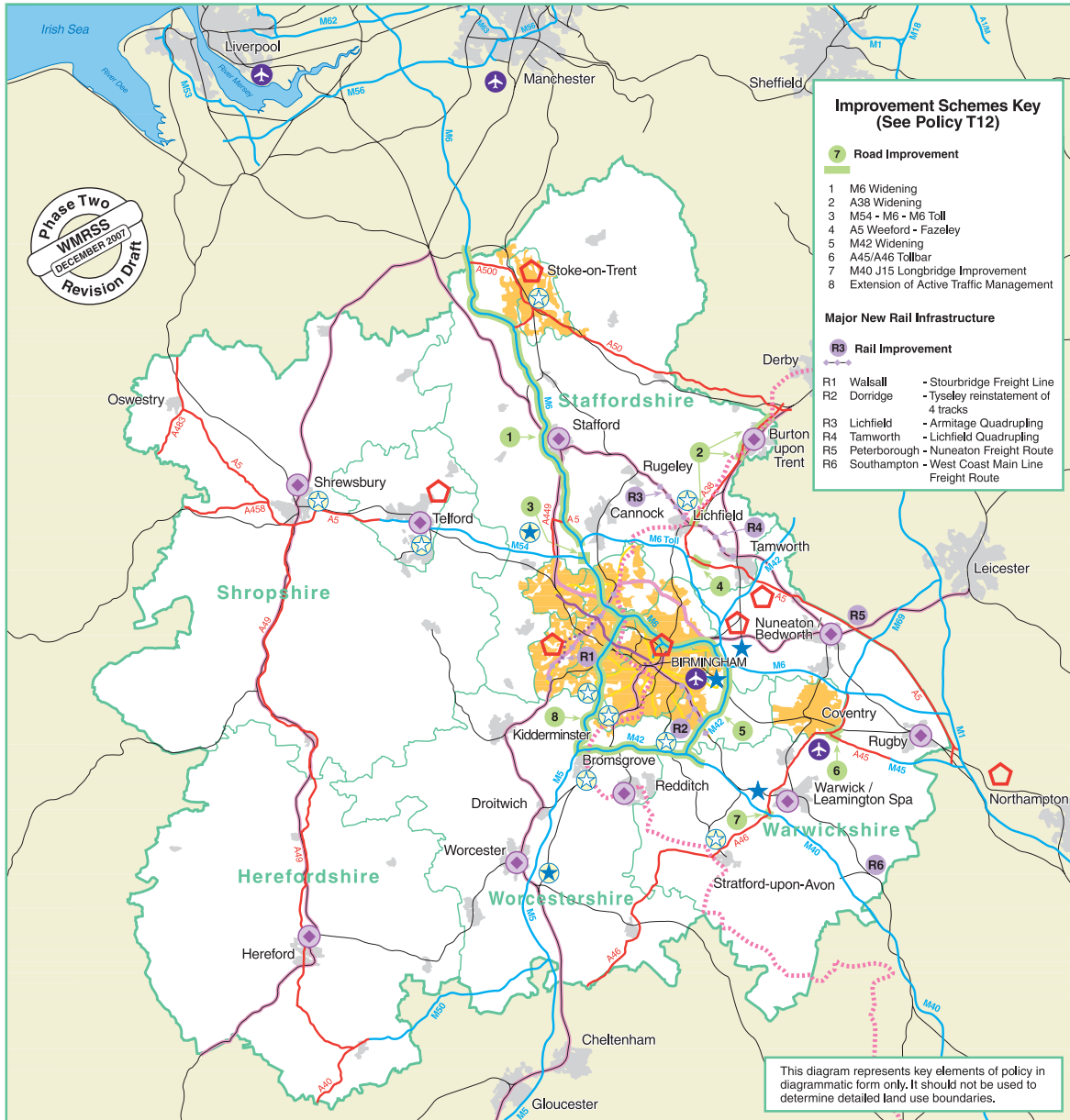
*RASP – Rural Access Service Partnership*

*RFA – Regional Funding Allocation*

*TIF – Transport Innovation Fund*



# Transport and Accessibility

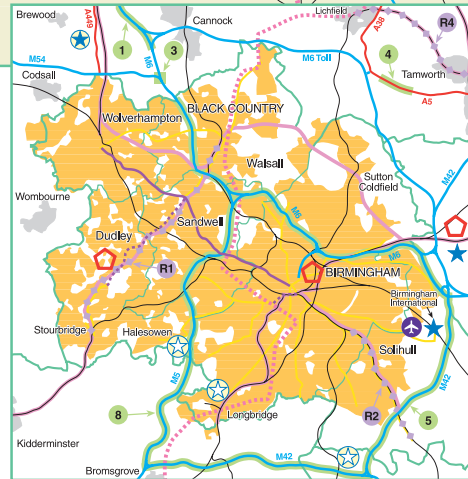


### Transport Infrastructure

- Motorway
- Core Trunk Road
- Railway
- Railway Line contributing to Strategic Rail Freight Network
- Midland Metro Line 1
- Metro Extensions (Brierley Hill & Edgbaston)
- Other high volume corridors with potential for enhanced public transport
- National Cycle Millennium Route
- Airport
- Strategic Park & Ride Site / Parkway:
  - Existing
  - Identified
  - Potential
- Important Freight Terminal

### Settlements

- Built-up Area
- Major Urban Area - Main focus for development and investment
- Settlement of Significant Development beyond MUAs
- Strategic Authority Boundary



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# Chapter 10

## Implementation and Monitoring

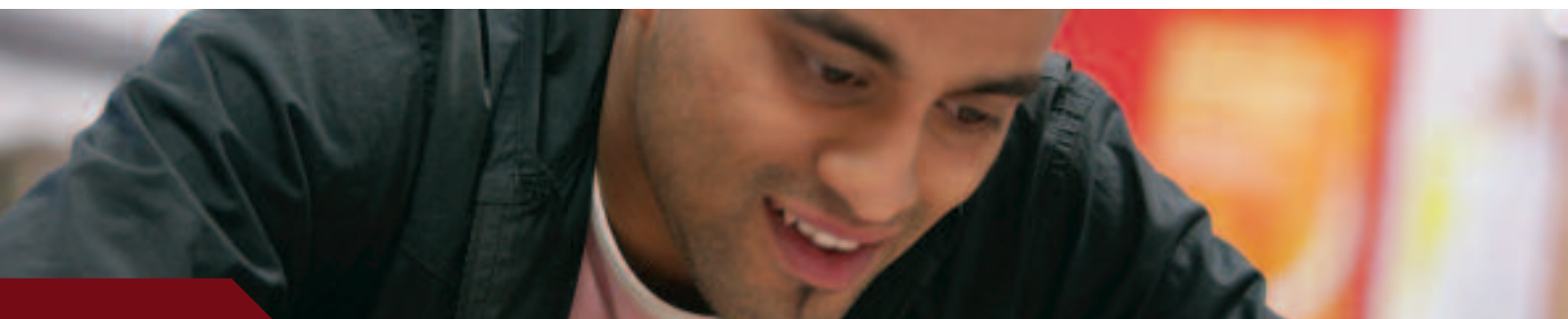




# Implementation and Monitoring

## Implementation

- 10.1 The policies in this *WMRSS* will be implemented by numerous mechanisms. Many of these are set out in the preceding Chapters but it is expected that these will necessarily change and evolve over time.
- 10.2 To realise *this Spatial Strategy* will require the contribution and active participation of many partners and stakeholders at Regional and local levels. In producing the *WMRSS Phase Two Revision*, the RPB maintained the previously established principles of an inclusive process to encourage participation. *PPS11* emphasises the importance of implementation measures and recent *Examinations in Public* have reinforced this importance. A Draft Implementation Plan has been prepared to demonstrate the deliverability of the *WMRSS*. In doing this, a considerable amount of work has been undertaken to identify constraints to and opportunities for development and to ensure a high degree of synergy with other regional strategies and locally based initiatives.
- 10.3 The West Midlands has a history of partnership working at the Regional level. An important recent example being the Regional Concordat between the Regional Assembly, AWM, GOWM, WMLGA and a wide range of other Regional Partners. This sets out a framework for Regional working and provides a strong base for the integration of the *Regional Economic and Spatial Strategies* as envisaged by the *Sub National Review*.
- 10.4 There is already a close relationship between the *West Midlands* Regional Economic Strategy (*WMRES*), prepared by AWM, and the *WMRSS*. *This relationship is being further strengthened by the current parallel Revisions of these Strategies*. The Regional Housing Strategy (RHS) is a key document prepared in the context of the *WMRES* and *WMRSS*. Both the *WMRES* and the RHS indicate the direction of significant resources and consequently play an important role in helping to implement *the WMRSS*.
- 10.5 Local *Development Documents* have a key role by giving local expression to *the WMRSS*. The RPB will play a crucial part in assessing *LDDs* and other plans and strategies which implement the *WMRSS* and accord with its spatial principles. It should give its views on regionally significant development proposals. The RPB's findings and actions should be set out in the annual monitoring report.
- 10.6 The working groups of the RPB will be important in providing advice on progress with implementing *the WMRSS*, such as transport, employment land and town centre development. These groups should wherever possible continue to incorporate representatives from industry, statutory agencies, other public sector organisations and interest groups. It is important that all authorities within the Region take advantage of opportunities for sub-regional, joint-working arrangements to ensure that administrative boundaries do not obstruct strategic planning objectives.





# Implementation and Monitoring

- 10.7 The engagement of a broader range of organisations is critical to the delivery of *the WMRSS* and an important move in *achieving* greater integration with non land-use planning matters. For the Spatial Strategy to be a success the RPB should actively promote the spatial principles of this *WMRSS* with other stakeholders, to increase understanding of its purpose and to influence the strategies and investment programmes of other agencies, including health, education and private house building.
- 10.8 At a more local level, local strategic partnerships will provide a general platform for cross sector input into *the WMRSS* implementation, but more specific groupings such as Regeneration Zone and High Technology Corridor partnerships will also be appropriate to focus action on a specific issue or locality.

## Monitoring

- 10.9 *PPS11* emphasises the importance of regular monitoring of the implementation of the *RSS* strategy so that its effectiveness can be kept under review. The ODPM *updated and published its latest guidance on monitoring RSS in December 2005*<sup>1</sup>. *A set of National Core Output Indicators for Regional Planning were published by the ODPM in March 2005*. These have been taken account of in the preparation of this *WMRSS*. *The National Core Output Indicators are currently under review, some indicators may therefore require revision once the new set is finalised*. National indicators which do not relate to a policy in this *WMRSS* have not been included, but the RPB will *report and monitor upon them where the data is available*.
- 10.10 It is the responsibility of the RPB to carry out this monitoring and review in liaison with GOWM and *regional* partners. The latter, which among others include AWM, the Regional Observatory and the statutory agencies, have important roles to play in monitoring the progress of *the WMRSS*. Their roles should be co-ordinated by the Assembly so that, where possible, a common evidential base is created and duplication avoided.
- 10.11 Indicators are set out below. These monitor the context of general conditions in the Region, the implementation of the processes, and the tangible outputs of policies. *A set of significant effects indicators is set out at the end of this chapter. These will be used to monitor the significant intended and unintended consequences of the plan. An*

<sup>1</sup> *Regional Spatial Strategy Monitoring: A Good Practice Guide. December 2005*







# Implementation and Monitoring

*initial set of indicators were recommended through the Sustainability Appraisal process which have subsequently been reviewed and refined. Indicators have not been assigned to individual policy chapters because many are cross-cutting in nature. ‘Headline Indicators’ to measure overall progress towards urban and rural renaissance are also included.*

- 10.12 *The determination of indicators has taken into account the need to balance an adequate measurement of progress towards the WMRSS policies with the resources which are available within the Region to undertake monitoring activities. The monitoring framework has been developed so that it is not unduly burdensome to the Region and its stakeholders.*
- 10.13 *The indicators and targets have been developed in consultation with regional partners through established officer groups in the Region. Alignment with indicators and targets in other regional plans and strategies has been undertaken where relevant. Further refinement of the indicators and targets will need to be undertaken with stakeholders as other regional plans and policies develop and national indicators are revised.*
- 10.14 *Targets have been quantified wherever possible; in other cases a direction of travel has been set. It is not considered appropriate to identify new targets within the monitoring framework which are not set in regional policy, strategies or action plans elsewhere, because there is no regional sign up to their delivery.*
- 10.15 *Indicators will be measured and reported upon at a regional and, where appropriate, sub-regional level. It is considered important to monitor progress of the sub-regional aspects of the strategy.*
- 10.16 *Data collection will be co-ordinated by the Assembly but will be undertaken in partnership with stakeholders through the Regional Monitoring Officers Group and other officer groups. Data will be gathered from a number of national sources and Regional surveys. Annual regional land availability surveys will be undertaken to collect information from Local Planning Authorities.*
- 10.17 *The RPB will publish an annual monitoring report and will hold monitoring seminars with stakeholders to disseminate information and advise on the implications of monitoring for the Spatial Strategy and the application of policies. These will also have a role in informing the refinement of indicators and targets.*
- 10.18 *In line with Government policy, a ‘plan, monitor, manage’ approach will be fully integrated into the monitoring process. This will be based on a cycle whereby; the Annual Monitoring Report in February will identify any emerging issues in relation to policy that need to be addressed. Following this an action programme will be developed over the summer to tackle the identified issues. The Annual Stakeholder Monitoring Seminar will provide the opportunity to discuss the identified issues and actions, and a review of the actions taken will be reported in the following year’s Annual Monitoring Report.*







# Implementation and Monitoring

## **Revision and Review**

10.19 *The WMRSS Phase Three Revision started in November 2007 with the publication of a Draft Project Plan. That Phase of the Revision will examine a range of issues:*

*Critical Rural Services*

*Sites for Gypsies, Travellers and Travelling Showpeople*

*Culture, Sport and Tourism*

*Environment, including an integrated approach to the management of environmental resources, flood risk, renewable energy, Greenbelt and air quality and*

*Minerals.*

*Beyond this, it is likely that the need for further revisions or reviews will be determined by decisions taken in the context of the Sub-National Policy Review and proposals contained within this for developing Integrated Regional Strategies. Such decisions will also take into account the results of monitoring and wider changes in government policy.*





# Implementation and Monitoring

## Significant Effects Indicators

WMRSS Objective	Effect to Monitor	Indicator	Source of Information
a,b,e	An improvement in the level of housing affordability in the Region	Housing Affordability ratio (income to house price ratio)	Survey of Mortgage Lenders/Annual Survey of Hours and Earnings
a,e	A reduction in the level of outward migration from the MUAs to the rest of the Region	Out-migration from the West Midlands Major Urban Areas to the rest of the Region	NHSCR migration data
a,b,f	To narrow the gap between the regional level and the national average	GVA per head of population	National Statistics
d,g	To preserve the greenbelt in accordance with national, regional and local policy	Hectares of greenbelt, by local authority	Annual Regional Greenbelt survey
a,b,g	To be developed	Climate change indicator to be developed <sup>1</sup>	To be developed
a,b,g	To improve air quality levels for No <sub>2</sub> and PM10	Ambient air quality (No <sub>2</sub> PM10)	National Air Quality Archive
a,b,g	To improve water quality levels in the Region	Water quality: % rivers poor or bad quality (for biology, chemistry, nutrients)	Environment Agency
a,b,g	To ensure an adequate supply of water to meet the Region's needs	Water resources: Annual security of water supply index by Water Resource Zone <sup>2</sup>	OFWAT
a,b,g	To maintain the integrity of the European Biodiversity sites	Integrity of European biodiversity sites (SPAs, SACs and RAMSAR) <sup>2</sup>	Natural England
a,b,g	To increase the levels of recycling and recovery of waste	Recycling and recovery rate of waste	BVPI/DEFRA
a,b,c,e,f,h,i,j	To see an increase in patronage in both bus and rail patronage	Number of bus and rail passengers	Regional Transport Statistics, Department of Transport
a,b,e	Improvement in access to key services in the Region	Access to services <sup>2</sup>	Commission for Rural Communities
a,b,f,h,j	To restrain the growth in motor vehicle traffic	Motor vehicle traffic – kilometres, flows	National Traffic Survey, Department for Transport
a,b,f,h,j	To at least maintain year on year the average speed of traffic. To see no increase in the average delay of traffic and variability of travel time	Road reliability: (a) average speed of traffic, (b) average delay of traffic, (c) variability of journey time	IT IS vehicle satellite tracking data, Department for Transport

<sup>1</sup>A climate change indicator and target is to be developed following the outcome of the West Midlands Climate Change Action Plan. 'CO<sub>2</sub> emissions' has been put forward by the Sustainability Appraisal, this will be investigated alongside any alternatives.

<sup>2</sup>The deliverability of this indicator is subject to discussions on data collection with local planning authorities and regional partners.



# Implementation and Monitoring

## Headline Indicators to Monitor Progress Towards Urban and Rural Renaissance

WMRSS Objective	Indicator	Source of Information
a,b	Ratio of housing and employment development between the major urban areas and other areas	Annual Regional Land Availability Surveys
a,b,c,e	Pattern of housing development across the Region	Annual Regional Residential Land Availability Survey
a,b,c	Housing Affordability ratio (income to house price ratio)	Survey of Mortgage Lenders/Annual Survey of Hours and Earnings
a,b,c	Changes in house prices, relative to the regional average	Survey of Mortgage Lenders
a	Socio-economic mix of the population	2011 Census
a,b	Population change (numbers and age split)	Annual Mid Year Population Estimates
a,b,e	Patterns of inter and intra – regional migration	NHSCR Migration Data
a,b,c,e,f	Pattern of employment development across the Region	Annual Employment Land Availability Survey
a,b,f	GVA per head of population	National Statistics
a,b,c,e,f	Changes in the number and types of jobs in different parts of the Region over time	Annual Business Inquiries, National Statistics
a,b,f	Changes in the percentage of the population who are economically active in different parts of the Region over time	Annual Population Survey, National Statistics
b,f	Income levels	ASHE, National Statistics
b,f	Job density – number of jobs as a percentage of resident economically active population	NOMIS, National Statistics
b,c,e	Pattern of development within and between town centres	Annual Regional Land Availability Surveys
e,f,l,j	Health of town centres (yield of centre)	Valuation Office Agency
a,b,g	Proportion of land area classified as greenspace	DCLG, Generalised Land Use Database
a,b,f,g	Changes in the amount of derelict land and amount reclaimed	Annual Regional Derelict Land Availability Survey
a,b,h	Access to public transport and key services	DfT/Commission for Rural Communities
b,f	GCSE achievements (A* to C)	Department for Children Schools and Families (DCFS)
b,f	Qualification levels in workforce	APS, National Statistics
a,b,f	The patterns of deprivation across the Region	Index of Multiple Deprivation
a,b	Change in the level of crime and people's perception of crime	Crime and Disorder Audits, British Crime Survey
a,b,g	Percentage of residents satisfied with living in their local community	DCLG Best Value Surveys
a,b	Life Expectancy	National Statistics



# Implementation and Monitoring

## Towards a More Sustainable Region – Monitoring

Policy		Target	Indicator	Source of Information
<b>Output / Outcome Indicators</b>				
SR1	Climate Change	To be developed	1. Climate change indicator to be developed <sup>3</sup>	To be developed
SR2	Creating Sustainable Communities	All new housing developments meeting the Building For Life 'good' standard. All medium and large scale developments meeting the 'very good' standard	2. Percentage of housing developments meeting the CABE building for life 'good' standard and 'very good' standard <sup>4</sup>	CABE Housing Audit
SR3	Sustainable Design and Construction			
SR3	Sustainable Design and Construction	100% of medium and large developments accompanied by a sustainability statement	3. Percentage of planning applications* accompanied by a sustainability statement <sup>4</sup> *Medium/large developments. Greater than 10 residential units or 1,000 square metres	Annual Regional Land Availability Surveys
SR3	Sustainable Design and Construction	For new homes to work towards energy efficiency standards at level 3 of the Code for Sustainable Homes by 2010, level 4 by 2013 and zero carbon level 6 before 2016  For all new homes to meet the water conservation standards at level 4 of the Code for Sustainable Homes	4. Number of new housing developments meeting levels 3,4,5 and 6 (separately) of the Code of Sustainable Homes for: (a) energy efficiency standards and (b) water conservation standards <sup>4</sup>	BRE / Annual Regional Land Availability Surveys
<b>Contextual Indicators</b>				
SR4	Improving Air Quality for Sensitive Ecosystems	To improve air quality levels for NO <sub>2</sub> and PM10	5. Ambient air quality (NO <sub>2</sub> PM10)	National Air Quality Archive

<sup>3</sup>Climate change indicator/s and target/s to be developed following the outcome of the West Midlands Climate Change Action Plan.

<sup>4</sup>The feasibility of the delivery of this indicator is subject to discussions on data collection with local planning authorities and regional partners.





# Implementation and Monitoring

## Communities for the Future – Monitoring

Policy		Target	Indicator	Source of Information
<b>Outcome Indicators</b>				
CF1	Housing within the Major Urban Areas	An overall increase in the population of the Major Urban Areas	1. Population change	Annual Mid Year estimates of population
CF3	Levels and Distribution of new housing development			
CF3	Levels and Distribution of new housing development	An improvement in the level of housing affordability	2. Ratio of lowest quartile incomes: lowest quartile house prices	Survey of Mortgage Lenders / Annual Survey of Hours and Earnings
CF7	Delivering affordable housing			
<b>Output Indicators</b>				
CF1	Housing within the Major Urban Areas	To build dwellings in the Region in accordance with the rates set out in Table 1 of policy CF3	3. Housing completions and conversions (Net): a) totals by planning area and 'Settlements of Significant Development' b) Completions in Major Urban Areas / Other Urban Areas  4. Housing commitments 5. Housing trajectory (net basis)	Annual regional residential land survey
CF2	Housing beyond the Major Urban Areas			
CF3	Levels and Distribution of new housing development			
CF4	Phasing of new development	To build dwellings in the Region in accordance with the phasing assumptions in policy CF4	6. Housing completions and conversions (net) by area specified in CF4	Annual residential land survey
CF5	The re-use of land and buildings for housing	To achieve the pdl land proportions set within policy CF5	7. Percentage of housing completions and conversions (net) on previously developed land	Annual residential land survey
CF6	Making efficient use of land	Each local planning authority to achieve an indicative minimum average density of at least 30 dwellings per hectare	8. Total completions (net) in a planning authority area divided by total hectare of land developed in that area  (N.B. the National Core Output Indicator will also be reported upon)	Annual residential land survey  (N.B. Revision needed to collect this indicator)
CF7	Delivering affordable housing	A minimum of 6,000 affordable housing completions / conversions to be built each year, with a minimum of 1,000 in South HMA 3,800 in Central HMA 700 in West HMA 500 in North HMA	9. Affordable housing completions and conversions (as per PPS3 definition)	Annual residential land survey



# Implementation and Monitoring

## Communities for the Future – Monitoring (continued)

Policy		Target	Indicator	Source of Information
<b>Process Indicators (additional conformity checks)</b>				
CF8	Delivering mixed communities	100% of LDD core strategies to make reference to local and sub-regional housing needs assessments to help determine an appropriate mix of new housing developments	10. Percentage of core strategies making reference to local and sub-regional housing needs assessments to help determine an appropriate mix of new housing developments	Conformity checks
CF9	Gypsies and travellers	100% of LDD core strategies to contain reference to provision for gypsies and travellers accommodation	11. Percentage of core strategies to contain reference to provision for gypsies and travellers accommodation	Conformity checks
CF10	Managing housing land supply	100% of LDD core strategies to contain appropriate phasing policies	12. Percentage of core strategies containing appropriate phasing policies	Conformity checks
<b>Contextual Indicators</b>				
CF3	Levels and distribution of new housing development	To monitor any reduction in vacancies and to assess whether this has implications for land allocation policies	13. Change in the number of vacant dwellings by tenure and location.	Rating records
CF5	The re-use of land and buildings for housing			
CF3	Levels and distribution of new housing development	To monitor the actual level of demolitions and replacement ratios and to assess whether this has implications for land allocation policies	14. Number of demolitions and replacement ratios	Annual residential land availability survey
CF3	Levels and distribution of new housing development	To monitor the level and proportion of housing completions & conversions (net) on windfall sites compared with those on allocated sites and to assess the implications for land allocation policies	15. Number and proportion of housing completions and conversions on windfall sites	Annual residential land survey
CF10	Managing housing land supply		16. Number and proportion of housing completions and conversions on allocated sites	
CF8	Delivering mixed communities	In-line with the need identified in housing market assessments / local circumstances	17. The size and type of dwellings being completed by local planning authority area	Annual residential land survey



# Implementation and Monitoring

## Prosperity For All – Monitoring

Policy		Target	Indicator	Source of Information
<b>Outcome Indicators</b>				
PA1	Prosperity for All	To increase employment levels, particularly in the Major Urban Areas	1. Employment rate. (Number of people in jobs as a percentage of the working age population)	Annual Population Survey/Labour Force Survey, ONS
<b>Output Indicators</b>				
			2. Amount (hectares) of land developed for employment by type; (B1a, rest of B1, B2 and B8 all separately): (This is based on the National Output Indicators)	Annual Employment Land Monitoring Systems
PA6	Portfolio of Employment Land and Premises	(a) To meet the <i>employment land provision figures set out in PA6A</i>	(a) total	
PA6A	Employment Land Provision	(b) To maximise development on previously developed land	(b) previously developed land	
UR1	Implementing Urban Renaissance – The MUAs	(c) Increase the amount of development within Major Urban Areas	(c) in Major Urban Areas	
PA2	Urban Regeneration Zones	(d) Increase the amount of development within Regeneration Zones	(d) in Regeneration Zones	
RR2	The Rural Regeneration Zone			
PA3	High-Technology Corridors (HTC)	(e) Increase the amount of development within High Technology Corridors	(e) in High Technology Corridors	
PA7	Regional Investment Sites		(f) the amount developed for Regional Investment Sites, Major Investment Sites and Regional Logistics Sites	
PA8	Major Investment Sites			
PA9	Regional Logistics Sites			
			3. Employment land supply by type (B1a, rest of B1, B2 and B8 all separately): (This is based on the National Output Indicators).	
PA6	Portfolio of Employment Land and Premises	(a) To maximise development on previously developed land	(a) total	
PA6A	Employment Land Provision	(b) In line to meet Table 4 of PA6A	(b) previously developed land	



# Implementation and Monitoring

## Prosperity For All – Monitoring (continued)

Policy		Target	Indicator	Source of Information
<b>Output Indicators (continued)</b>				
UR1	Implementing Urban Renaissance – The MUAs	(c) In line to increase the amount of development in the Major Urban Areas and a balance of development in favour of the MUAs	(c) in Major Urban Areas	Annual Population Survey/Labour Force Survey, ONS
PA2 RR2	Urban Regeneration Zones The Rural Regeneration	(d) An adequate supply within the Regeneration Zones to meet objectives	(d) in Regeneration Zones	
PA3	High-Technology Corridors (HTC)	(e) An adequate supply within the HTCs to meet objectives	(e) in High Technology Corridors	
PA7 PA8 PA9	Regional Investment Sites Major Investment Sites Regional Logistics Sites		(f) The amount allocated for Regional Investment Sites, Major Investment Sites and Regional Logistics Sites	
			4. The amount and proportion of floorspace developed for <i>employment by type</i> (separately for B1a, rest of B1 and B2); and for B8 (indicators a-c only): (This is based on the National <i>Output Indicators</i> )	Annual Employment Land Survey
PA6 PA6A	Portfolio of Employment Land and Premises Employment Land Provision	(a) To meet the needs of the regional employment land portfolio as set out in policy PA6 (b) To maximise the use of previously developed land	(a) total (b) previously developed land	
UR1	Implementing Urban Renaissance – The MUAs	(c) Increase the amount of development within Major Urban Areas	(c) in Major Urban Areas	
PA2 RR2	Urban Regeneration Zones The Rural Regeneration	(d) Increase the amount of development within Regeneration Zones	(d) in Regeneration Zones	
PA3	High Technology Corridors	(e) Increase the amount of development within High-Technology Corridors	(e) in High-Technology Corridors	
PA6B PA6	Protection of Employment Land and Premises Portfolio of Employment Land	To maintain an adequate supply of land to support the portfolio of land set out in PA6	5. Loss of employment land to alternative uses (hectares)	Annual Employment Land Survey





# Implementation and Monitoring

## Prosperity For All – Monitoring (continued)

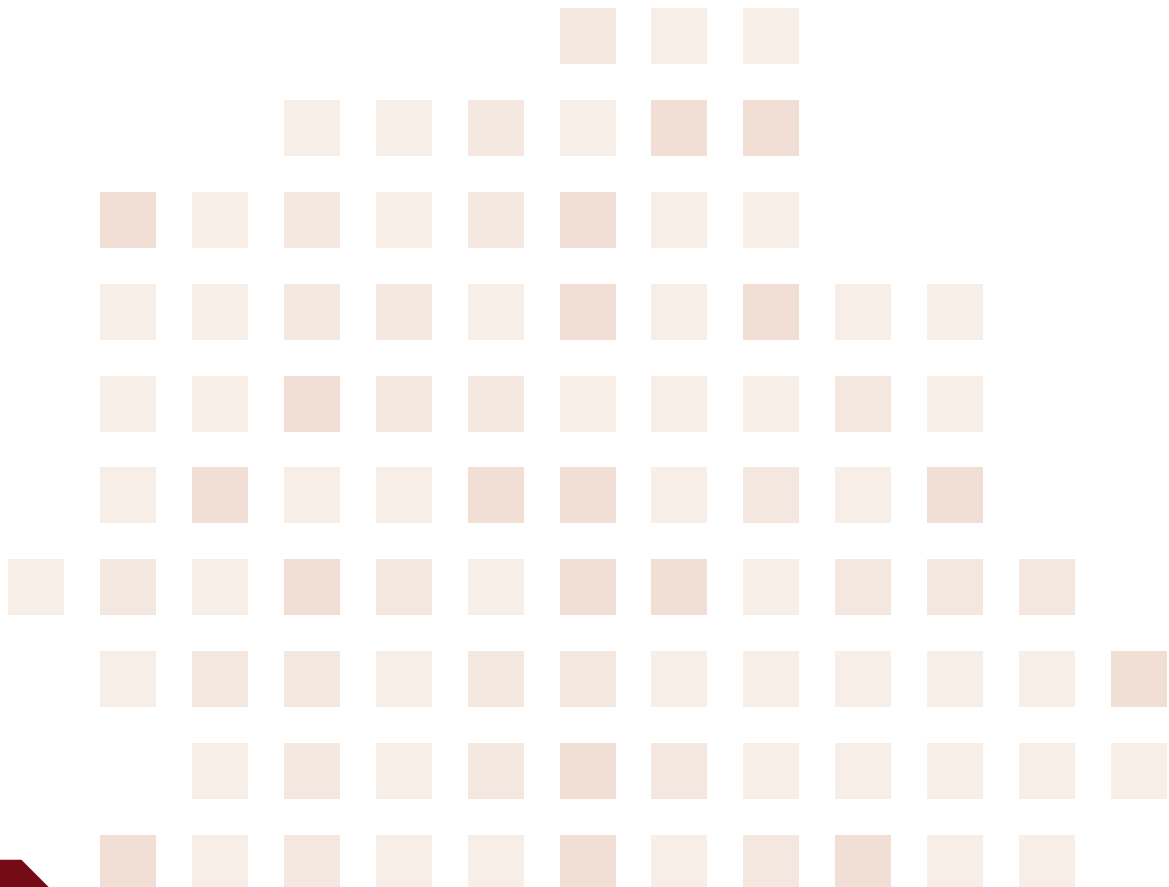
Policy	Target	Indicator	Source of Information	
<b>Output Indicators (continued)</b>				
PA11 PA13A	<i>The Network of Town and City Centres</i>  <i>Office Development Requirement 2006-2026</i>	a. Locations in line with PA11  b. to meet the provision for new office development in strategic centres as set out in PA13A	6. Square metres of B1a office development: (a) total and on previously developed land (b) within strategic town centres, within other town centres, within edge of centre and outside town centres  7. Square metres of retail development completed: (This is based on the National Indicators, see Chapter 10)	Annual Office Survey  Annual Retail Survey
PA11	The Network of Town and City Centres	(a) Locations in line with PA11	(a) total	
PA12 UR3 PA12A	Birmingham's Role as a <i>Global City</i>  Enhancing the role of City, Town, and Local Centres  <i>Comparison Retail Development</i>	(b)  (i) Locations in-line with policy PA11. No further large scale out of centre retail developments  (ii) To meet the provision of comparison retail floorspace requirements within strategic town centres as set out in PA12A	(b) within the strategic town centres, within other town centres, within edge of centre and outside town centres	
PA13	Out-of-centre Retail Development		8. Square metres of leisure development completed: (This is based on the National Output Indicators)	Annual Leisure Survey
PA10	Tourism and Culture	(a) Locations in-line with PA11	(a) total	
PA12	Birmingham's Role as a Global City	(b) Locations in-line with policy PA11	(b) within the strategic town centres, within other town centres, within edge of centre and outside town centres	
			9. Availability and location of investment sites:	Development Plans
PA7	Regional Investment Sites	(a) At least one RIS within or linked by public transport to each Regeneration Zone, and at least one within each High Technology Corridor	(a) Regional Investment Sites (RIS) in relation to each Regeneration Zone and High Technology Corridor	
PA8	Major Investment Sites	(b) Up to two MIS in the Region at any time	(b) Major Investment Sites (MIS)	
PA9	Regional Logistics Sites	(c) A choice of RLS in the Region <i>in line with PA9</i>	(c) Regional Logistics Sites (RLS)	



# Implementation and Monitoring

## Prosperity For All – Monitoring (continued)

Policy		Target	Indicator	Source of Information
<b>Output Indicators (continued)</b>				
PA4	Development related to Higher/Further Education and Research Establishments and incubator units	Increase the amount of High-Technology Incubator Space developed across the Region	10. Amount of High-Technology Incubator Space developed	
<b>Process Indicators</b>				
			11. Development Plan conformity:	Conformity checks
PA5	Employment Areas in Need of Modernisation and Renewal	(a) 100% of development plans to consider and identify where appropriate	(a) Whether, if appropriate, they identify economic renewal areas	
		Any adjustments to Greenbelt boundaries to follow the application of the Prosperity for All policies	12. Monitor land released for development through the redefinition of Greenbelt boundaries	Development plans





# Implementation and Monitoring

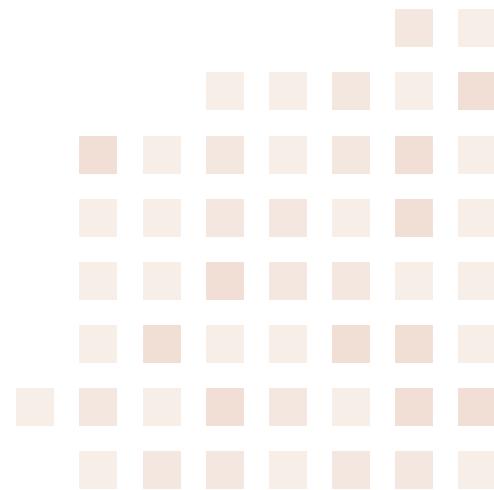
## Environment – Monitoring

Policy		Target	Indicator	Source of Information
<b>Output Indicators</b>				
QE2	Restoring degraded areas and managing and creating high quality new environments	Increase proportion of derelict land reclaimed	1. Amount of derelict land reclaimed:  (a) In total and as a proportion of the outstanding supply of derelict land  (b) By end use (particularly soft end uses)	Annual Derelict Land Survey
QE3	Creating a high quality Built Environment for all			
QE4	Greenery, Urban Greenspace and Public Spaces			
QE8	Forestry and Woodlands	Increase amount of woodland planting	2. Area of new woodland planting: (a) In total (b) Amount and proportion on derelict, contaminated and former industrial land  3. <i>Area and proportion of plantations on ancient woodland that have been returned to semi-natural woodland</i>	Forestry Commission. Additional data from the National Forestry Unit, National Forest and Forest of Mercia
QE2	Restoring degraded areas and managing and creating high quality new environments	<i>Increase quality of ancient woodlands</i>		
QE5	Protection and Enhancement of the Historic Environment	(a) Reduce the percentage of listed buildings and ancient monuments at risk (b) Reduce the number of listed buildings demolished	4. Protection of listed buildings (a) Number and % of listed buildings and ancient monuments at risk (b) Number and proportion of listed buildings demolished	English Heritage
QE7	Protecting, managing and enhancing the Region's Biodiversity and Nature Conservation resources	(a) No loss of SSSI areas  (b) <i>Targets for the protection, restoration and re-creation of habitats, and for the protection and increase in populations of species</i>	5. Biodiversity: (a) Condition of SSSI habitats – % of SSSIs which are in a favourable condition (by Strategic Planning Authority area) (b) Change (additions and subtractions) by county, district and unitary planning authority due to new development, management programme, and planning agreement in areas (ha) and populations of biodiversity importance, that is: Priority biodiversity habitats and species (by type)	Local Authorities  Biodiversity Action Plan Partnerships Natural England (condition of SSSI units)  Local Record Centres
QE9	<i>The Water Environment</i>	<i>0% of planning permissions granted contrary to Environment Agency advice</i>	6. <i>Number, and size and type, of planning permissions, by local planning authority, granted contrary to the advice of the Environment Agency in flood plains and on grounds of water quality</i>	<i>Environment Agency Local Authorities</i>
<b>Process Indicators</b>				
QE3	Creating a high quality Built Environment for all	(a) 100% of LDFs incorporating design strategies and guidance (b) 100% of Local Authorities to have prepared strategies to match open space provision to local needs and aspirations	7. Development Plan Conformity (a) <i>proportion of LDFs incorporating design strategies and guidance</i>  (b) <i>Number of local authorities that have prepared a strategy to match the provision of open space to local needs and aspirations</i>	Conformity checks
QE4	Greenery, Urban Greenspace and Public Spaces			

# Implementation and Monitoring

## Environment – Monitoring (continued)

Policy		Target	Indicator	Source of Information
<b>Process Indicators</b> (continued)				
QE6	The conservation, enhancement and restoration of the Region's landscape	(c) 100% of LDFs to have considered landscape character assessments. (d) 100% of LDFs to include policies for sustainable drainage systems	(c) <i>proportion of LDFs in which</i> landscape character assessments have been considered (d) <i>proportion of LDFs including</i> policies for sustainable drainage systems	Annual Derelict Land Survey
QE4	Greenery, Urban Greenspace and Public Spaces	100% of local authorities with a Greenspace Strategy, taking account of English Nature's Accessible Natural Greenspace Standard	8. Number of local authorities that have prepared a 'Greenspace Strategy'	Conformity checks
<b>Contextual Indicators</b>				
QE4	<i>Greenery, Urban Greenspace and Public Spaces</i>	<i>No reduction in area of land classified as green space</i>	<i>9. Proportion of land area classified as green space</i>	<i>DCLG Generalised Land Use Database</i>





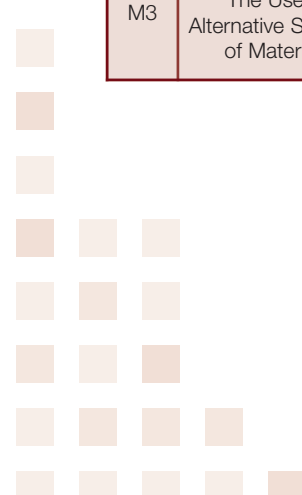
# Implementation and Monitoring

## Energy – Monitoring

Policy		Target	Indicator	Source of Information
<b>Output Indicators</b>				
EN1	Energy Generation	5% of electricity <i>consumption</i> from renewable energy by 2010, with an aspiration to double renewables' share of electricity between 2010 and 2020	10. Provision of new renewable energy capacity (MW) by type.	<i>DTI Energy Trends Regional data source being developed</i>

## Minerals – Monitoring

Policy		Target	Indicator	Source of Information
<b>Output Indicators</b>				
M2	Minerals – Aggregates	(a) Production of primary land-won aggregates over the period of 2016 in line with the sub-regional apportionment as set out in Policy M2	11. Aggregates: (a) Provision for the production of primary land-won aggregates (by Minerals Planning Authority area) in relation to the sub-regional apportionment in Policy M2	Annual Regional Aggregates Survey
M3	Minerals – The Use of Alternative Sources of Materials	(b) Increase production of <i>alternative sources of materials</i> for aggregates	(b) Production of <i>alternative sources of materials</i> for aggregates (by Minerals Planning Authority area)	Private Sector Mineral Operators (process for data collection would have to be established)





# Implementation and Monitoring

## Waste – Monitoring

Policy		Target	Indicator	Source of Information
<b>Output Indicators</b>				
W2	Targets for waste management		12. Amount of waste managed (tonnes) by management type (e.g. recycling, landfill, etc.) by waste planning authority	Environment Agency/Waste Planning Authorities
		(a) To meet the targets as set out in W2	(a) Municipal waste	
		(b) To meet the targets as set out in W2	(b) Industrial and commercial waste	
W3	Need for facilities to close the 'Treatment Gap'	Capacity coming forward which is in line to meet the identified 'Treatment Gap' tonnages	13. Capacity of new waste management facilities by type by waste planning authority area	Annual regional waste survey
W11	Restrict planning permission for new landfill	Restrict the permission of new landfill facilities to proposals which meet the criteria set out in W11		
W8	Protect existing hazardous waste management facilities	To maintain the hazardous waste management facilities currently in operation in the Region	14. Number of hazardous waste management facilities in the Region	DEFRA waste data hub (operator throughput information)
<b>Process Indicators</b>				
W1	The need for waste management facilities – by Sub-Region	(i) Waste Development Frameworks to allocate sufficient land to manage an equivalent tonnage of waste to that arising from all waste streams within its boundary, taking account of the Waste Hierarchy	15. Development plans to make appropriate provision (by type and location) of waste management facilities	Conformity checks of development plans
W10	Facilities for the Waste Management of contaminated soils	(ii) Core strategies for the Black Country and Stoke on Trent to identify new sites for facilities to store, treat and remediate contaminated soils and demolition waste		
W12	Facilities for the final disposal of hazardous waste	(iv) Waste Development Frameworks for the non-MUAs to identify final disposal sites for Hazardous Waste		



# Implementation and Monitoring

## Transport and Accessibility – Monitoring

Policy		Target	Indicator	Source of Information
<b>Output / Outcome Indicators</b>				
<b>1. ACCESSIBILITY</b>				
T1	Developing Accessibility and Mobility within the Region to support the Spatial Strategy	To ensure the balance of development is in favour of the most sustainable locations in the settlement hierarchy, thereby reducing the need to travel	1. Completions and commitments of residential and employment land by WMRSS settlement hierarchy (Major Urban Areas (MUAs), settlements of significant development, other urban areas & rural areas)	Annual Regional Land Availability Surveys
T2	Reducing the need to travel			
		To at least maintain the percentage of the resident population within the specified levels of bus/Metro services	2. Percentage of residents within 10 minutes walk of a 20 minute frequency and 60 minute frequency bus/Metro service for:- (i) Former Metropolitan area (ii) Rest of Region	Regional Accessibility Model
		To at least maintain the percentage of <b>new</b> residential development within the specified levels of bus/Metro services	3. Percentage of new residential development each year within 10 minutes walk of a 20 minute frequency and 60 minute frequency bus/Metro service for:- (i) Former Metropolitan area (ii) Rest of Region	Regional Accessibility Model
		To have no increase in the current level of single occupancy car journeys to school undertaken as a proportion of all modes (equates to the DfT 'minimum satisfactory' LTP 2 target)	4. % Modal split for trips to school (5-16 year olds)	PLASC returns (Pupil Level Annual School Census)/ Regional Transport Statistics - Department for Transport
<b>2. MOBILITY</b>				
T3	Walking and Cycling			
T4	Promoting Travel Awareness	An increased level of walking	5. Annual walking trips and average walking distance travelled per person	Regional Transport Statistics - Department for Transport
T5	Public Transport			
T11	Airports			
		An increased level of cycling	6. Regional cycling levels	Regional Cycling Index derived from Local Authority Data <sup>4</sup>
		To increase overall bus patronage	7. Bus use: journeys by bus	Regional Transport Statistics - Department for Transport
		(a) To deliver 98.6% of timetabled tram services within three minutes of the published time (b) Increase light rail use from 5.1 million trips per year in 2003/04 to 5.8 million in 2010/11 (current LTP target)  N.B: Public transport is defined as non car/ taxi but includes off-site car parking	8. Metro performance: (a) Reliability: percentage of journeys within 3 minutes of the published timetable (b) Number of trips by light rail	Centro

<sup>4</sup>Regional cycling index is calculated from Local Authority Local Transport Plan indices weighted by population using appropriate mid year population estimates.



# Implementation and Monitoring

## Transport and Accessibility – Monitoring (continued)

Policy	Target	Indicator	Source of Information
<b>Output / Outcome Indicators (continued)</b>			
	Increase in rail patronage	9. Rail patronage	Regional Transport Statistics - Department for Transport
	<p>(a) To increase passenger public transport modal share to 25% by 2012 from a 2005 baseline of 20.8%</p> <p>(b) To increase employee public transport modal share to 25% by 2010/12 from a 2003/05 baseline of 20.3%</p> <p>N.B: Public transport is defined as non car/ taxi but includes off-site car parking</p>	<p>10. Surface access to airports: number and proportion by public transport to:-</p> <p>(i) Birmingham International Airport</p> <p>(ii) Coventry</p>	Civil Aviation Authority/ Birmingham International Airport surveys/ Coventry Airport passenger surveys
<b>3. CONGESTION AND RELIABILITY</b>			
T6 T7 T8 T9 T10	<p>Strategic Park and Ride</p> <p>Car Parking Standards and Management</p> <p>Demand Management</p> <p>The Management and Development of National and Regional Transport Networks</p> <p>Freight</p>	<p>N/A</p> <p>11. Percentage of completed non-residential development complying with the car-parking standards set out in the regional transport strategy</p> <p>[National Indicator currently under review by Department of Communities and Local Government]</p>	The 34 Local Planning Authorities in the Region
	Increase the number of spaces, where appropriate according to Central and Local Government policy	<p>12. Number of parking spaces at rail stations:</p> <p>(i) Former Metropolitan area</p> <p>(ii) Rest of Region</p>	Centro/ Strategic Local Authorities
	Increase the number of spaces, where appropriate according to Central and Local Government policy	13. Strategic Park and Ride Spaces	Strategic Local Authorities
	<p>To at least maintain year on year average speed of traffic</p> <p>To see no increase in the average delay of traffic and variability of travel time</p>	<p>14. Road Reliability [for both all vehicles and Heavy Goods Vehicles] expressed as:</p> <p>(a) Average speed of traffic</p> <p>(b) Average delay of traffic</p> <p>(c) Variability of journey time</p> <p>For</p> <p>(i) Former Metropolitan Area</p> <p>(ii) Rest of Region</p>	ITIS vehicle satellite tracking data, Department for Transport
	Public Performance Measures (PPMs) for franchises should, at the least, not fall below the relevant averages for any financial year overall	<p>15. Rail Reliability: ORR network data for the three most relevant franchises:</p> <p>(i) Govia franchise</p> <p>(ii) Virgin West Coast franchise</p> <p>(iii) Arriva 'Cross Country' franchise</p>	Office of Rail Regulation (ORR)





# Implementation and Monitoring

## Transport and Accessibility – Monitoring (continued)

Policy		Target	Indicator	Source of Information
<b>Process Indicators</b>				
<i>1. ACCESSIBILITY, 2. MOBILITY, 3. CONGESTION AND RELIABILITY</i>				
T12	Priorities for Investment	To achieve the implementation of individual schemes according to programme	16. Progress against programmes for elements identified in T12	West Midlands Regional Transport Stakeholders
		To achieve the implementation of individual schemes according to programme	17. Progress towards priorities from WMRSS Phase One Revision (Black Country)	West Midlands Regional Transport Stakeholders
		Implementation of the target	18. The implementation of a parking management regime at Brierley Hill/Merry Hill, including the use of parking charges, compatible with those in the Region's major centres	Strategic Local Authority
<b>Contextual Indicators</b>				
<i>1. ACCESSIBILITY, 2. MOBILITY, 3. CONGESTION AND RELIABILITY</i>				
	ALL	To Decline	19. Average Commuting Trip Length (miles) (i) Former Metropolitan area (ii) Rest of Region	National Travel Survey – Department for Transport
		To Decline	20. Average educational trip length (school children aged 5-16 years) (i) Former Metropolitan area (ii) Rest of Region	National Travel Survey – Department for Transport
		N/A	21. Miles travelled per person per year (all modes)	National Travel Survey – Department for Transport
		N/A	22. Trips per person per year (all modes)	National Travel Survey – Department for Transport



# Annex A

## Guiding Principles for the West Midlands RPG Review



## Guiding Principles for the West Midlands RPG Review

Through the various stages of consultation a set of Guiding Principles for the Review was defined. Their main role was to provide a framework of values to guide decisions and choices on the content of the WMRSS and subsequent development plans. This approach was adopted in order to help ensure an integrated and sustainable approach to the future planning of the Region.

The agreed framework of the Guiding Principles is outlined below. Although expressed as eight statements, they are linked together combining to guide towards an integrated and sustainable approach to the development of the Region. They are listed in no order of priority.

### Principle A

#### To secure more sustainable patterns of development throughout the Region

stemming the unsustainable decentralisation of people, jobs and other activities away from the Region's major urban areas by improving the quality of the urban environment as a whole

making the best use of existing urban capacity, built environment and infrastructure, while also respecting environmental quality and historical heritage

improving or where necessary replacing existing infrastructure, if it is agreed that it has passed the end of its viable life, and reusing existing buildings

ensuring that development is directed sequentially with priority given to promoting brownfield development in sustainable locations, but not where it is detrimental to the quality of the environment.

### Principle B

#### To encourage a better balance between jobs, houses and services within each part of the Region in order to create more sustainable and stable communities

providing opportunities for an appropriate mix of new development, including mixed-uses in some locations, in order to limit the need for travel

adopting an integrated approach to policy across all regeneration and other development areas and administrative boundaries

using the principles of 'plan, monitor and manage' to control the release of land and achieve more sustainable patterns of development

being sensitive to local requirements and needs in order to achieve a better qualitative, as well as quantitative, balance of development both in location and social terms.



## Principle C

**To encourage economic growth and increased prosperity throughout the RPG period which serves the broad sustainable development needs of the Region**

assisting development plans to enable the Region to meet its longer term economic potential and employment needs in-line with the aims of the West Midlands Regional Economic Strategy and the Regional Sustainability Strategy

encouraging higher quality jobs, particularly where they meet sustainability criteria

providing types of employment suited to the changing needs of the local work force, urban and rural, including wider access to better quality jobs

promoting and enabling new economic activity where it can deliver environmental benefits and social benefits, particularly in areas of need.

## Principle D

**To ensure that regional inequalities in education, employment, health, environment, and social and cultural potential are narrowed**

ensuring that education, employment and health opportunities are accessible to all urban and rural communities, including support for appropriate community development to encourage the take up of such opportunities

promoting the development of appropriately located social, cultural and recreational facilities to meet the needs of communities

ensuring that there is sufficient housing of the right quantity, quality, type, tenure and affordability to meet people's needs locally

addressing environmental inequalities in air pollution, water quality, open space provision and access to wildlife.

## Principle E

**To facilitate appropriate development in rural communities where job and service needs exist**

supporting rural communities by providing appropriate development opportunities in areas with potential for meeting local employment and service needs without encouraging further decentralisation

providing policy support for local initiatives, particularly where they address local needs identified by the community

improving the availability and range of services in rural areas

encouraging the diversification of the rural economy.

## Principle F

**To protect and enhance the quality of the environment, strengthening the interrelationship with economic and social progress and health and well-being**

protecting and enhancing the Region's natural, historic, and cultural assets and recognising the importance of conserving regional character and local distinctiveness

planning environmental enhancements as an integral part of development and ensuring that all significant adverse environmental impacts are mitigated or compensated

ensuring that the integral role the environment plays in achieving economic and social goals is realised

reducing waste, pollution, the unsustainable use of natural resources, and the negative effects of climate change

requiring high quality design in all development and supporting measures that minimise environmental impact

ensuring that the Region meets or exceeds its responsibilities in addressing national and international obligations.

## Principle G

**To ensure that the Region's economic and social potential is not undermined by congestion and inaccessibility, but is supported through the provision of a better balanced and improved transport system**

aspiring to a fully integrated, multi modal transport system serving all parts of the Region

ensuring that the transport infrastructure is developed in ways that support and help drive forward the aims of the Region's regeneration programmes

encouraging more sustainable patterns of living to reduce the need and demand for travel

reducing the impact of transport on the environment.

## Principle H

**To ensure that every part of the West Midlands has a positive role to play in achieving a wider regional vision, and to have full regard to the linkages and relationships that exist between the West Midlands and adjacent areas**

preserving and enhancing the diversity of different sub-regions, incorporating both urban and rural areas, and their potential for contributing to a better West Midlands

promoting consistent policy approaches with adjacent areas in neighbouring Regions, and seeking to manage spatial relationships that cross regional boundaries in a sustainable manner

helping to develop the specific roles of different sub-regions to enhance their regional, national and international standing.

## Annex B

# Targets for the Protection, Restoration and Re-creation of habitats in the West Midlands



## Targets for the protection, restoration and re-creation of habitats in West Midlands Region

Priority habitat type (see Note 1)	Extent of habitat in England (hectares) (see Note 2)	Targets for protection of existing habitats (hectares) (see Note 3)	Targets for restoration of habitats (hectares) (see Note 4)	Targets for re-creation of habitats (hectares) (see Note 5)	Relevant Natural Areas (see Note 6)
Upland oakwood	21,250 ha	Full extent unknown, maintain all examples	450 ha by 2010	350 ha by 2010	<b>28, 29, 30, 42, 43,</b> 57, 58, 60, 61
Lowland beech and yew woodland	27,000 ha	Full extent unknown, maintain all examples	No present target	No present target	56, 57, 61
Upland mixed ashwoods	37,125 ha	Full extent unknown, maintain all examples	250 ha by 2015	350 ha by 2015	<b>30, 42, 57, 58, 29</b>
Wet woodland	19,800 ha	Full extent unknown, maintain current 627 ha	25 ha by 2015	370 ha by 2015	All ( <b>43, 40, 28, 29, 30</b> )
Lowland wood pasture and parkland	22,000 ha	Full extent unknown, maintain current 2,581 ha	250 ha by 2010	Initiate 20 sites by 2005	27, <b>40, 42, 43, 44, 56,</b> 57, 58, 59, 60, 61
Lowland oak and mixed deciduous woodland	429,000 ha	Full extent unknown, maintain all examples	1,700 ha by 2020	1,700 ha by 2020	All
Ancient and/or species- rich hedgerows	138,000 ha	Full extent unknown, maintain all examples	50% by 2005, 100% by 2010	No present target	All ( <b>28, 29, 30, 40, 43,</b> 44, 57, 58, 59, 60, 61)
Cereal field margins	18,309 ha	Full extent unknown. (Total cereal area c271, 400 ha)	1,000 ha by 2010	No present target	All ( <b>28, 40, 44</b> )
Coastal and floodplain grazing marsh	229,000 ha	Maintain current 4,898 ha of wet grassland	250 ha by 2010	40 ha by 2010	<b>27, 29, 40, 43,</b> 44, 56, 59
Lowland meadows and pastures	8,500 ha	Maintain current 1,553 ha	30% by 2005, 100% by 2015	30 ha by 2010	All ( <b>28, 30, 40, 41, 42, 43,</b> 56, 57, 58, 59, 60)
Upland hay meadows	1,000 ha	Full extent unknown, maintain all examples	No present target	No present target	29, 30, 42, 60
Lowland calcareous grassland	38,450 ha	Full extent unknown, maintain current 367 ha	30% by 2005 100% by 2015	30 ha by 2010	<b>30, 40, 41, 42, 43, 44,</b> 56, 57, 58, 59, 60, 61
Upland calcareous grassland	10,000 ha	Maintain current 72 ha (est)	75% by 2005	5-10 ha by 20050	<b>30, 41, 42, 60</b>
Lowland dry acid grassland	20,500 ha	Maintain current 755 ha	30% by 2005, 100% by 2015	50 ha by 2010	<b>28, 29, 30, 42, 43, 56,</b> 57, 58, 59, 60, 61
Upland heathland	270,000 ha	Maintain current 3,726 ha	300 ha by 2015	190 ha by 2010	<b>29, 30, 42, 58, 60</b>
Lowland heathland	41,000 ha	Maintain current 2,987 ha	Improve condition of all existing sites by 2010	300 ha by 2005	27, <b>28, 29, 42, 43,</b> 44, 58, 60, 61
Purple moor grass and rush pastures	11,000 ha	Full extent unknown, maintain all examples	30 % by 2005, 100% by 2015	20 ha by 2010	28, 29, 43, 58, 60
Fens	8,107 ha	Full extent unknown, maintain current 180 ha	Improve quality of degraded sites by 2005	No present target	<b>27, 28, 29, 30, 42, 43,</b> 56, 58, 59, 60
Reedbeds	9,560 ha	Maintain current 33 ha	70 ha by 2010	50 ha by 2010	27, 43, 44, 56
Lowland raised bog	11,419 ha	Maintain current 451 ha of raised bog sites and intact bog	improve condition of degraded sites by 2015	No present target	<b>27, 40</b>
Blanket bog	215,000 ha	Full extent unknown, maintain all sites	1,670 by 2015	No present target	<b>29, 60</b>
Mesotrophic lakes	No data	Full extent unknown, maintain all sites	No present target	No present target	27, 29, 30, 40, 43, 44, 56, 58
Eutrophic standing waters	No data	Full extent unknown, maintain current 234 ha	No present target	No present target	<b>27, 28, 29, 43, 44,</b> 56, 58, 59, 60, 61



## Regionally important landscape features

Priority habitat type (see Note 1)	Extent of habitat in England (hectares) (see Note 2)	Targets for protection of existing habitats (hectares) (see Note 3)	Targets for restoration of habitats (hectares) (see Note 4)	Targets for re-creation of habitats (hectares) (see Note 5)	Relevant Natural Areas (see Note 6)
Rivers and streams	unknown	Full extent unknown, maintain 822 km of main river	No present target	No present target	All
Standing open waters, ponds and canals	unknown	Full extent unknown, maintain current 4,565 ha and 1,585 km of canal	No present target	No present target	All
Hedgerows	All types c329,000 km	Unknown	No present target	No present target	All
Small woodlands	Unknown	Unknown	No present target	No present target	All

## Nature conservation targets in towns and cities

Priority habitat type (see Note 1)	Extent of habitat in England (hectares) (see Note 2)	Targets for protection of existing habitats (hectares) (see Note 3)	Targets for restoration of habitats (hectares) (see Note 4)	Relevant Natural Areas (see Note 6)
Built up areas and gardens	unknown	Full extent unknown, maintain current 8,444 ha	<p>Government-endorsed English Nature standards for accessible natural greenspace (ODPM September 2002):</p> <ul style="list-style-type: none"> <li>• a greenspace of at least 2ha &lt;300m from home</li> <li>• a Local Nature Reserve provision at a minimum of 1ha per thousand population.</li> <li>• at least one greenspace of 20ha within 2km of home, one 100ha site within 5km of home and one 500ha site within 10km of home.</li> </ul>	All

**Note for users.** The priority habitat targets are minimum targets necessary to achieve the England share of UKBAP targets. The targets are dynamic and in some cases are based on incomplete information, which is subject to a process of improvement. Targets may be added where derived from national survey and research. Confirmation of the most current version of a regional target may be accessed from the West Midlands Biodiversity Partnership (WMBP).

**Maintenance** - refers to ensuring the current extent and favourable condition (quality) of the habitat resource.

**Restoration** - refers to restoring/rehabilitating existing areas of habitat currently in unfavourable condition by:

- achieving the specified attributes for favourable condition of all priority habitats occurring in SSSIs
- achieving demonstrable improvements in the condition of the resource outside SSSIs deemed capable of some improvement in quality with conservation management (as defined in the published Habitat Action Plan).

**Re-creation** - refers to creation of new habitat above and beyond what existed in 1995 (the baseline year of the first national habitat action plans) and is achieved when the key elements of the habitat structure and ecological function are in place.

- (1) National priority habitats identified in *'Biodiversity: the UK Steering Group Report. Volume 2: Action Plans'* (UKBSG 1995) HMSO and *'The UK Biodiversity Group Tranche 2 Action Plans Volumes 11 and V1'* (UKBG/English Nature 1998-9).  
Listed as *'Habitats of Principal Importance for the Conservation of Biological Diversity in England'* under Section 74 of the Countryside and Rights of Way act 2000.
- (2) Source: [http://www.ukbap.org.uk/asp/2002\\_LPLLogin.asp](http://www.ukbap.org.uk/asp/2002_LPLLogin.asp) (17 Dec 2002)
- (3) Source: West Midlands Biodiversity Partnership (WMBP) (August 2001) *'West Midlands Regional Biodiversity Audit'*.

(4) Source: Measures, G (November 2000, May 2002. unpub) *Habitat Guidance for Target Setting in Government Regions in England*. English Nature, Peterborough.

(5) Source: As (4).

(6) Source: West Midlands Biodiversity Partnership (August 2001) *'West Midlands Regional Biodiversity Audit'* English Nature (1999) *'Natural Areas in the West Midlands Region'*. English Nature (1997/98) *Natural Area Profiles*.

### Numbered Natural Areas are shown in Figure 6 of this guidance

Natural Areas in bold typeface signify the priority habitat is judged a characteristic or significant feature, whose conservation is key to maintaining the Natural Area's distinctive ecological character (see Figure 6). Normal typeface signifies the habitat is present. The emboldened Natural Areas are the chief but not exclusive localities for achieving the targets for these habitats. At a finer scale, priority localities for target implementation are indicated as 'Biodiversity Enhancement Areas' on the Quality of the Environment – Areas of Enhancement Diagram.

Targets relevant to Natural Areas 29 and 30 are largely addressed through the Peak District National Park Biodiversity Action Plan and East Midlands RPG, with some Staffordshire share.

**Regionally Important Landscape Features** - Landscape features of major importance for wild flora and fauna (other than priority habitats) in the West Midlands Region; in accordance with Regulation 37 of *'The Conservation (Natural Habitats, & c.) Regulations 1994*. Statutory Instruments 1994 No 2716. HMSO.

**Targets for accessible natural greenspace in urban areas are defined in:** Office of the Deputy Prime Minister (September 2002) *'Assessing needs and opportunities, a companion guide to PPG 17'*.

# Annex C

## Glossary of Terms



## Glossary of Terms

This Glossary is intended to assist in the understanding of *this WMRSS*, particularly where it includes technical or unfamiliar terms. Unless stated these are not definitive or legal descriptions.

Term	Abbreviation (Where used)	Meaning
Advantage West Midlands	AWM	The Regional Development Agency for the West Midlands.
Affordable Housing		Low cost market housing and subsidised housing irrespective of tenure, ownership or financial arrangements, available to people who cannot afford to rent or buy houses generally available on the open market.
Agenda for Action		The implementation framework for the West Midlands' RES.
Aggregates		Granular or particulate, material that is suitable for use in construction as concrete, mortar, roadstone, asphalt or drainage courses or for use as construction or railway ballast.
Agricultural Land Classification		Quality grading of agricultural land: 1= best, 5 = worst.
Allocation		The use assigned to a piece of land in a local Development Plan.
Annual Monitoring Report		Report to be prepared each year by <i>WMRA</i> to consider performance against targets and indicators set out in the <i>WMRSS</i> .
Area of Outstanding Natural Beauty	AONB	Site with statutory national Landscape designation to provide special protection of the area's natural beauty. These are designated by the Countryside Agency.
Best Practicable Environmental Option	BPEO	Principle of waste management as defined in PPG10 – i.e. the outcome of a systematic and consultative decision making procedure which emphasises the protection and conservation off the environment across land, air and water.
Biodiversity		The whole variety of life encompassing all genetic, species and ecosystem variations.
Black Country		The area covered by the four boroughs of Dudley, Sandwell, Walsall and Wolverhampton
Centro		The executive arm of the West Midlands Passenger Transport Authority.
Combined Heat and Power	CHP	Use of waste heat from power generation to provide heating for a building or neighborhood.
Cluster		Locational concentration of inter-connected companies, specialised suppliers, service providers, firms in related industries and associated institutions (e.g. universities) in particular fields that compete but also co-operate.
Common Agricultural Policy	CAP	The name given to the European Union's agriculture policy. The basic aim of CAP has been to provide efficient farmers with an income comparable to that of people outside farming, in the service and individual sectors, while ensuring that consumers receive adequate supplies of food at reasonable prices.
Commitments		Land that is the subject of an existing planning permission and other projects or proposals where it is accepted will take place due to financial or other reasons.



Term	Abbreviation (Where used)	Meaning
Community Forest		National programme of major environmental improvements, shaped by local partnership working, which use multipurpose forestry to improve countryside around towns and cities by restoring areas scarred by industrial dereliction to support employment, recreation, education and wildlife.
Community Strategy		Strategies for enhancing the quality of life of the local community which each local authority has a duty to prepare under the Local Government Act 2000. They will be developed and implemented by a local strategic partnership and should include: a long term vision; an action plan; shared commitment to, and proposals for, implementation; and arrangements for monitoring and review.
Conservation Area		Areas designated by the local planning authority which are considered of special architectural or historic interest, the character or appearance of which it wishes to preserve or enhance.
Corridor		Area linking two or more centres, normally focused around transport infrastructure.
Countryside Character Areas		Areas of distinctive landscape, wildlife and natural features as defined by Countryside Agency.
Density		Measure of the number of dwellings per hectare (ha)
<i>Department for Communities and Local Government</i>	<i>DCLG</i>	<i>The Government Department with responsibility for planning issues.</i>
Department for Environment, Food and Rural Affairs	DEFRA	Following the June 2001 Government reorganisation the Department with responsibility environmental, agricultural and rural matters.
Development Plans		<i>These can be Regional Spatial Strategies (RSSs) and Local Development Documents (LDDs) and can also include Unitary Development Plans (UDPs), Structure Plans or Local Plans.</i>
Economic Renewal Area	ERA	Focus to improve significantly and maintain the physical and business environment of the Region's established employment areas.
Employment Land		Land allocated in a Development Plan for business (B1), industrial (B2) and storage/distribution (B8) uses
England Rural Development Programme	ERDP	The ERDP sets out how the Government will implement the Rural Development Regulation (RDR) over the next six years. The RDR provides a set of measures and CAP (q v) funds which EU countries can use, alongside their own funds, to benefit the rural environment, economy and communities.
<i>Environmental Capital</i>		<i>The many benefits to the Region that are provided (either directly or indirectly) by environmental assets.</i>
Environmental Impact Assessment	EIA	Procedure and management technique that ensures that the likely effects of new development on the environment are fully appraised and taken into account before the development is allowed to go ahead.
European Regional Development Fund	ERDF	One of four European Structural Funds. It addresses the needs of specific areas, specifically in terms of Capital projects such as buildings, roads and transport.
European Structural Fund	ESF	One of four European Structural Funds. It generally aims to improve the employability of the workforce, as well as creating employment. ESF projects are particularly focused on training, such as reskilling of the unemployed, upskilling workers and providing support to SMEs.

Term	Abbreviation (Where used)	Meaning
European Spatial Development Perspective	ESDP	An approach to spatial planning intended to achieve the balanced and sustainable development of the territory of the European Union.
Farm diversification		Engaging in new and different economic activity to support existing agricultural businesses and farm incomes, and to make use of surplus land or buildings. Examples include food processing, forestry and tourism.
Flood Plain		Land adjacent to a watercourse over which water flows, or would flow but for defences in place, in times of flood.
Green Belt		Land designated in development plans to be kept open in accordance with PPG2.
Government Office for the West Midlands	GOWM	Combined offices of key Government Departments at the West Midlands level.
Greenfield land		Undeveloped land.
Gross Domestic Product	GDP	Measure of economic wealth generated.
Health Action Zone	HAZ	Government initiative launched in 1997 to tackle persistent health and social problems in disadvantaged areas. The aim is to encourage collaboration between statutory, private, voluntary and community sector bodies and the local community to identify and implement innovative strategies to reduce health inequalities to improve long term health and well being.
Health Improvement Programme	HImp	Government initiative designed to bring together national targets and priorities, and local strategies to deliver the agenda for health improved outlined in the Government White Paper 'Our Healthier Nation - Saving Lives'. HImps provide a measurable programme on which the performance of Health Authorities is judged.
Heavy Rail Transport	HRT	Conventional railway.
Hi-tech (or high tech) industry		Advanced manufacturing, computing or other state of the art industry (e.g. biotechnology).
High Technology Corridors	HTCs	Specific corridors identified, within which cluster development closely related to the region's critical research and development capabilities and advanced technologies, will be promoted.
Homeworking		Relates to the growing practice of working from home, especially when related to the use of ICT.
Incubator/Starter Units		Small scale commercial units, often subsidised, to assist new enterprise. These may be associated with clusters.
Information and Communications Technology	ICT	Telephone, Computing and other technology designed to enable remote working and communication.
Light Rapid Transit	LRT	Light, rail-based system of transport e.g. tram, West Midlands Metro system.
Local Agenda 21		A comprehensive programme of action prepared by local authorities and designed to achieve sustainable development.

Term	Abbreviation (Where used)	Meaning
Local Biodiversity Action Plans		Prepared by public-private-voluntary sector partnerships to implement the UK Biodiversity Action Plan and its associated priority habitat and species plans.
Local Needs		Anticipated requirements (e.g. for housing) generated by local growth or other (e.g. demographic) trends. This specifically excludes demands generated by migration from elsewhere.
Local Plan		Part of the Development Plan that sets out the detailed policies and proposals based on strategic policies in structure plans.
Local Regeneration Areas		Areas outside of the RZs that contain Wards from the most deprived 20% of wards nationally. Such areas commonly face regeneration challenges associated with the decline or restructuring of traditional industries.
Local Strategic Partnership		A locality based partnership of strategic organisations commonly involving social, business and other appropriate interests.
Local Transport Plan	LTP	Plan prepared by Strategic Planning Authorities detailing transport priorities and actions to be taken.
Major Investment Site	MIS	Sites to accommodate large scale investment by single users with an international location choice. Designed to help diversify and restructure the Regional economy.
Major Urban Areas	MUAs	The focus of Urban Renaissance which will underpin the spatial strategy. There are 4 MUAs in the West Midlands: Birmingham; the Black Country; Coventry; and the North Staffordshire Conurbation.
Market Housing		Housing either bought or rented in the private sector.
Market Town		Settlements in predominantly rural areas that serve as a service centre for inhabitants of the town and its hinterlands.
Market Towns Task Group		A West Midlands Group, chaired jointly by Advantage West Midlands and the Countryside Agency, established to set the policy and programme framework to promote the regeneration of market towns in the Region. It consists of a range of sectoral and sub-regional representatives and will meet at least twice a year.
Market Towns Toolkit		An approach developed by the Countryside Agency to assess and improve the vitality of market towns and their surrounding countryside. It involves carrying out a healthcheck to identify the town's economic, social and environmental health and producing an action plan to set out projects and initiatives.
Metro		The name given to the light rapid transport system in the West Midlands conurbation.
Minerals Development		The acquisition and working of minerals by surface or underground methods and associated ancillary business like secondary mineral industries and aggregate handling depots.
Minerals Planning Guidance Note	MPG	Document prepared and issued by Central Government as advice to minerals planning authorities and minerals industry.
Mixed community		Especially in respect of new housing, where there is a cross section of affordable and market, large and small housing available designed to meet the needs of all sectors of the community.
Mixed-use development		A new development that makes provision for a variety of uses – e.g. residential, retail and business. An example of this might be the Mailbox in Birmingham.

Term	Abbreviation (Where used)	Meaning
Multi-Modal Studies	MMS	Transport studies in which consideration is given to problems and solutions affecting all modes of travel. Those in the West Midlands include the area around the West Midlands Conurbation (WMAMMS), the M6 corridor to the North West Region (MIDMAN), and the West – East Midlands Study.
National Forest		Project recreating woodlands in the English Midlands and encouraging alternative land use by farmers and landowners.
National Park		Protected area with statutory designation. Established to protect the most important areas of wildlife habitation and geological formation. The only National Park wholly or partly falling in the West Midlands is the southwestern part of the Peak District National Park.
Neighborhood Renewal Strategy		Government initiative designed to enable the eighty-eight most deprived authorities to improve services, thereby narrowing the gap between deprived areas and the rest of the Country.
Objective 2		ERDF Objective to support Economic and Social conversion of areas facing structural difficulties. Eligible areas in the West Midlands include much of the Welsh Marches, the West Midlands and North Staffordshire conurbations and some other areas.
Other Urban Areas	OUs	Significant settlements outside the MUAs, including Market Towns (to be defined in Development Plans) capable of providing sustainable communities.
Parish Plan		A holistic plan covering all issues of concern to the community living in the parish. It is normally produced by the community itself with help from the Rural Community Council or relevant local authority. It may be eligible for a grant from the Countryside Agency.
Park & Ride		Long stay parking areas at the edge of a built up area linked by frequent public transport links to the city centre.
Plan, Monitor and Manage	PMM	Approach to housing provision involving: <b>Plan</b> for an overall annual rate and distribution of housing; <b>Monitor</b> the proposed provision against targets and indicators; <b>Manage</b> the process.
Planning Policy Guidance Note / <i>Planning Policy Statement</i>	PPG / PPS	Document prepared and issued by Central Government setting out its policy on different aspects of planning. Local authorities must take their content into account in the production of development plans.
Polycentricity		An approach to strategic spatial planning which recognises the diverse multi-centred nature of the West Midlands Region. It gives equal consideration to the circumstances and value of each place and recognises that spatial planning policies should not be determined by a single hierarchy where, for example, all higher order functions have to be focused in higher order places. Instead, polycentric policies address the specific combination of roles that different places play and the dynamic relationships between them.
Premium Employment Site	PES	Sustainably located, high quality peripheral employment land intended for inward investment and to allow for the expansion of existing firms with particular requirements (PA7).



Term	Abbreviation (Where used)	Meaning
Precautionary principle		Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost effective measures to prevent environmental degradation. (Rio Declaration).
Previously Developed Land	PDL	Fully defined at Annex <i>B</i> of <i>PPS3</i> . Land that is or was occupied by a permanent structure (excl. agricultural or forestry buildings) and associated fixed surface structures. The definition covers the curtilage of the development.
Primary Route Network	PRN	Motorways, Trunk Roads and other primary routes identified to be of regional strategic importance.
Proximity principle		Principle of waste management defined in Box 1 of PPG10, i.e. waste should generally be managed as near as possible to its place of production because transporting waste itself has an environmental effect.
Regeneration Zone	RZ	Aspect of RES that directs investment to those areas most requiring it. There are currently five RZs – four Urban and one Rural.
Regional Cultural Strategy		Strategy prepared by the West Midlands Regional Cultural Consortium.
Regional Economic Strategy	RES	10 year economic strategy prepared by Advantage West Midlands to maximise the opportunity for sustainable economic growth in the West Midlands.
Regional Employment Land Survey	RELS	Annually updated database designed to monitor the availability of industrial land in the West Midlands.
Regional Investment Site	RIS	High quality, regionally identified sites of 25-50ha attractive to external investment designed to support the diversification and modernisation of the regional economy especially in relation to the Region's cluster priorities.
Regional Logistics Site	RLS	Regionally identified sites to provide opportunity for the concentrated development of warehousing and distribution uses.
Regional Planning Body	RPB	Institution responsible for the preparation of Draft <i>RSS Revision</i> and the monitoring of <i>the RSS</i> . In this region WMRA now perform this role.
Regional Sustainable Development Framework		Sets out a framework for action where the three priorities of social progress, a better environment and a healthy economy combine to achieve a genuine sustainability.
Registered Social Landlord	RSL	Housing Association or charitable body providing affordable housing on a rented basis.
Renewable energy		Energy flows that occur naturally and repeatedly in the environment (e.g. from sun, wind or wave or fall of water). Plant and some waste materials are also potential sources.
River corridor		Land which has visual, physical or ecological links to a watercourse and which is dependent on the quality or level of the water it contains.
Retail uses		Shops (A1). Professional and Financial Services (A2) and Food & Drink (incl. Hot food takeaways) (A3).
Road Based Study	RBS	A study of problems on a particular section of trunk road.
Rover Task Force		Task Force set up by the Government in the wake of the decision by BMW to sell their interest in Rover cars.

Term	Abbreviation (Where used)	Meaning
Regional Spatial Strategy	RSS	Planning framework to show how the Region should develop over the next 15-20 years. The RSS has replaced RPG and is part of the statutory development plan.
Rural Regeneration Zone		One of six Regeneration Zones designated by Advantage West Midlands in which the majority of its activity and funding will be concentrated over the next ten years. It covers rural areas in Herefordshire, Shropshire and Worcestershire (see Spatial Strategy Diagram) and has a population of some 283,000.
Rural Renaissance		The objective of addressing the challenges facing rural areas in the region and to maintain viable and sustainable rural communities.
Sequential Approach		A search sequence derived from PPGs 3 and 11 designed to guide the allocation and release of land for housing purposes to encourage the use of PDL and sustainable locations.
Single Programme Document	SPD	Document that defines the programme and priorities for the ERDF.
Site of Special Scientific Interest	SSSI	Nationally important sites for wildlife or earth science where proposed development must be given special scrutiny.
Small and Medium Enterprise	SME	Precise definitions vary, but typically allude to employers of 250 or less.
Social Exclusion Unit		Inter-Departmental body employing civil servants and secondees to facilitate the inclusivity of government programmes and promote social inclusion generally.
Spatial strategy		A strategy to provide a clear sense of direction for the longer term spatial development of the Region, influencing the future investment decisions of all sectors, both public and private.
Special Areas of Conservation	SAC	Institution respStatutorily protected European site (under the Habitats Directive) for rare and threatened habitats, plants and animals, on land and at sea.
Special Protection Area	SPA	Statutorily protected European site (under the Birds Directive) for bird habitats and species plans.
Structure Plan		Development plan which sets out strategic planning policies for a particular shire county and forms the basis for detailed policies in local plans.
Sustainability Appraisal		Appraisals of plans, strategies and proposals to test them against the four broad objectives set out in the government's sustainable development strategy.
Sustainable Development		Development that meets the needs of the present without compromising the ability of future generations to meet their own needs (Brundtland 1987).
Traffic management		Measures to control the volume and speed of traffic and to assist road safety.
Tranquility		Freedom from noise and disturbance, as measured by the distance from factors such as major roads, railways and built development. An analysis by the Council for the Protection of Rural England suggests that the area of tranquility in the West Midlands shrank by 21% between the 1960s and the 1990s.
Trans European Networks		Strategic rail and road routes and airports designated by the European Union because of their importance for the future development of Europe.

Term	Abbreviation (Where used)	Meaning
Transport & Works Act	TWA	Defines the statutory procedures to be completed prior to development of rail or light rail schemes.
Unitary Development Plan		Plan prepared by Metropolitan District and some Unitary Local Authorities containing policies equivalent to those in both a Structure Plan and Local Plan.
Urban Capacity Study		Study to determine the potential of an area to accommodate further development, its density and its wider implications for sustainable development.
Urban open space		Parks, play areas, sports fields, commons, allotments, green corridors alongside rivers/canals/railways and other open areas vital to the cultural, aesthetic and historic heritage of urban life.
Urban Renaissance		The objective of addressing the challenges facing urban areas in the region and to maintain viable and sustainable urban communities.
Use Classes Order	UCO	Existing classification of land use by economic activity.
Village Design Statements		A document prepared by the local community to guide the design of new development so that it fits its surroundings and is in keeping with local character. It may contribute to the preparation of a Parish Plan (q v).
Waste hierarchy		Identified by the Government the hierarchy sets the priority to first reduce waste, followed by recycling, energy recovery and then, as a last resort, safe disposal by tipping.
Welsh Marches		The part of the West Midlands Region adjacent to the Welsh border characterised by widespread rural deprivation and a dispersed population. Comprises of parts of Herefordshire, Shropshire and Worcestershire..
West Coast Mainline	WCML	High speed rail line extending from London Euston, via Coventry and Birmingham, towards the North West.
West Midlands		The standard planning region comprising the seven Metropolitan Authorities (Birmingham, Coventry, Dudley, Sandwell, Solihull, Walsall and Wolverhampton), the four Shire Counties (Shropshire, Staffordshire, Warwickshire and Worcestershire) and the three Unitary Authorities (Herefordshire, Stoke-on-Trent and Telford and Wrekin).
West Midlands Area Multi-Modal Study	WMAMMS	See MMS.
West Midlands Local Government Association	WMLGA	Voluntary association of all thirty-eight local authorities in the West Midlands Region.
West Midlands Regional Assembly	WMRA	The Regional Planning Body for the West Midlands.
<i>West Midlands Regional Spatial Strategy</i>	<i>WMRSS</i>	<i>The Regional Spatial Strategy for the West Midlands.</i>
Windfall sites		Sites that have not been specifically identified as available in the local plan process. They comprise previously developed sites that have unexpectedly become available.
World Heritage Site		UNESCO designation of cultural/natural heritage considered to be of outstanding universal value and worthy of special protection.





# Annex D

## References



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**Planning Policy Guidance Notes (PPG), Planning Policy Statements (PPS), and Mineral Policy Guidance Notes (MPG)**

A full list of the current national policy documents can be found at [www.communities.gov.uk/planningandbuilding/planning/](http://www.communities.gov.uk/planningandbuilding/planning/)

#### Background Technical Reports

To support the development of the Spatial Strategy and Policy contained within this **WMRSS** a number of key studies were commissioned.

Details of these studies can be obtained from the West Midlands Regional Assembly  
Albert House  
Quay Place  
Edward Street  
Birmingham  
B1 2RA.

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# Annex E

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## Consultation and Next Steps Public Consultation on the WMRSS Phase Two Revision – Draft

To make **representations** on any part of the WMRSS Phase Two Revision – Draft, please send your response form by post or email, by **28 March 2008** to:

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To make an online response (your response will be sent directly to the Panel Secretary), by 28 March 2008, please visit [www.wmra.gov.uk](http://www.wmra.gov.uk) and follow links to the WMRSS Phase Two Revision.

The WMRSS Phase Two Revision Draft and submission reports are available

- Online at [www.wmra.gov.uk](http://www.wmra.gov.uk)
- As printed documents

This report and the consultation comments on it will be taken into account at the Examination in Public on the WMRSS Phase Two Revision - Draft in September 2008.

All supporting technical documentation is available on the Assembly website [www.wmra.gov.uk](http://www.wmra.gov.uk).

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#### This document forms part of a suite of material:

- 1 Preferred Option Phase Two Revision - Draft
- 2 Overview
- 3 Draft Implementation Plan
- 4 Pre-Submission Consultation Statement
- 5 Sustainability Appraisal

Please direct any requests for translation, interpretation, large text or audio versions of this document to [access@wmra.gov.uk](mailto:access@wmra.gov.uk) or tel 0121 245 0200. All requests will be dealt with on an individual basis.



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