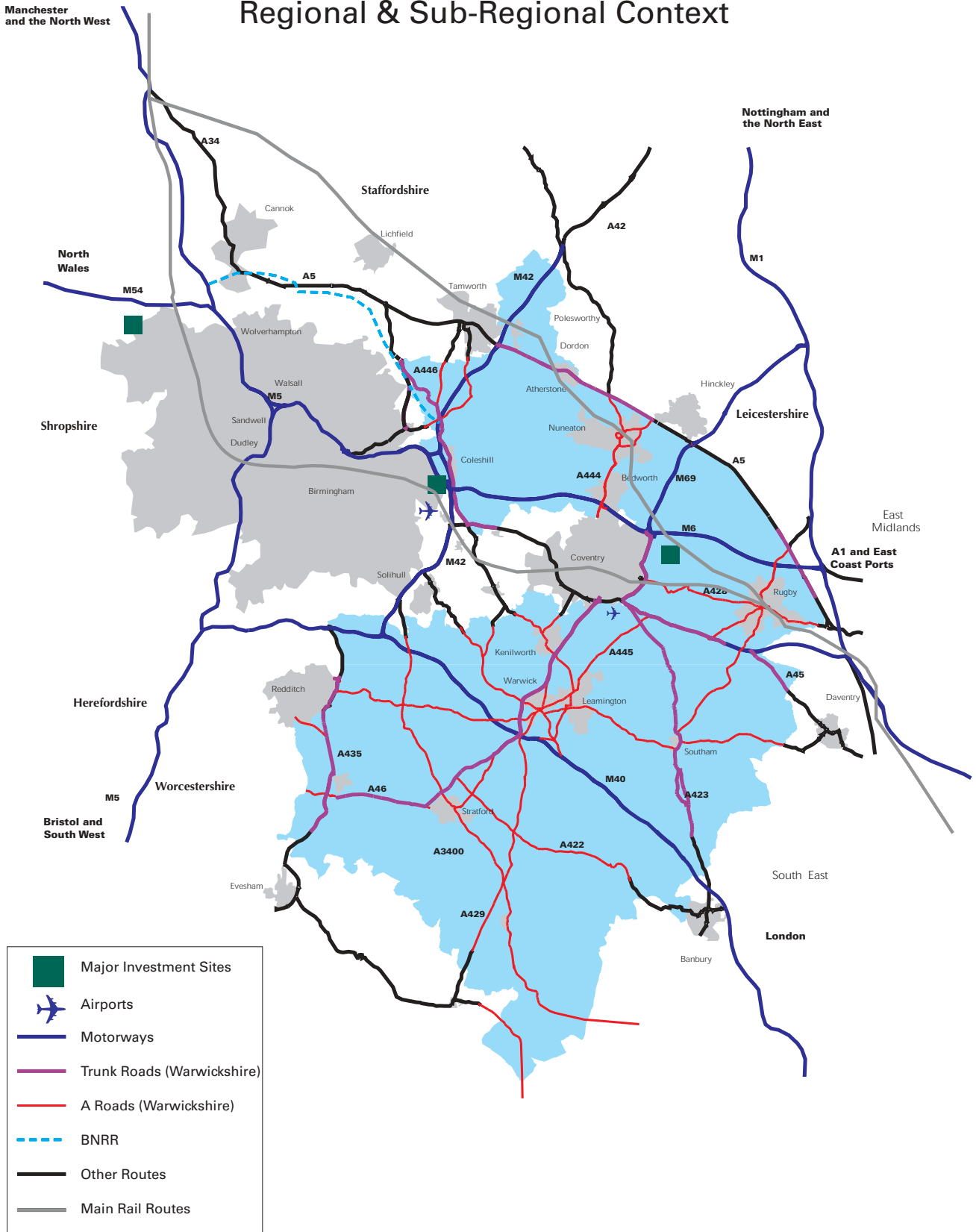




Warwickshire
Structure Plan
1996 – 2011



Regional & Sub-Regional Context



Contents



Foreword

1.Introduction	1
2.General Development Strategy	3
3.Rural Area Policies	24
4.Housing Policies	33
5.Industrial Policies	54
6.Transport Policies	74
7.Town Centre Policies	107
8.Environmental Resource Policies	117
9. Monitoring	137
10.Glossary	144
Key Diagram	154
Appendices	156

Foreword



I have great pleasure in providing this Foreword to the County Council's new strategic land use plan, the Warwickshire Structure Plan 1996-2011.

As the strategic planning authority for Warwickshire, the County Council is committed to plan on the basis of the needs, interests and aspirations of the people we represent. This will mean working closely with others to secure the Structure Plan's implementation, especially the five district authorities in the County, respecting the different needs of each locality and maintaining strong links with the other authorities and agencies in the Coventry, Solihull & Warwickshire Sub-Region and the West Midlands Region.

In addressing the pressures and opportunities that we are likely to be faced with over the period to 2011, we have emphasised the need to:

- work within the evolving framework of Government's Regional Planning Guidance to which the Council continues to make a significant contribution through the West Midlands Local Government Association;
- sustain the environmental quality of the sub-region with a focus on regenerating the older urban areas of our County towns;
- view much of the Sub-Region as a single housing and jobs market with complementary development land requirements;
- focus significant development activity on the north-south crescent of main urban areas and the town of Rugby;
- achieve a closer balance between industry and housing to minimise journey lengths and maximise use of public transport; and
- value the Green Belt as an asset which will play its part in stimulating the regeneration of urban areas as well as maintaining the identity, character and rural setting of our towns and villages.

We are committed to meeting current development requirements in a way that does not inhibit future generations meeting their own needs. The balancing of environment, economic and social issues to ensure a better quality of life for everyone, now and for generations to come, is a theme that runs throughout the Structure Plan. I hope you will agree that the Structure Plan is a significant achievement moving towards the goal of sustainable development in Warwickshire, and I commend it to you.



County Councillor Mrs June Tandy
Cabinet Member (Regeneration & Planning)
Warwickshire County Council
August 2002

1. INTRODUCTION

- 1.1 This new Warwickshire Structure Plan for the period 1996-2011 was adopted by the County Council on the 20th August 2001, following an Examination-in-Public (EiP) in April and May 1999 and the publication of subsequent modifications. It replaces the previous Warwickshire Structure Plan Alterations 1989-2001. With changes in European, UK and West Midlands planning policy, it makes sense to start afresh on a strategic land use plan to take us into the 21st Century.
- 1.2 The Structure Plan, which comprises policies and proposals and a Key Diagram, is the strategic land use plan for Warwickshire and forms part of the statutory development plan for the county. The rest of the development plan comprises the district-wide local plans prepared by the five district/borough councils (North Warwickshire, Nuneaton & Bedworth, Rugby, Stratford-on-Avon and Warwick), and the County Council's Minerals and Waste Local Plans. The two prime purposes of the development plan are to allocate land to meet, for example, future housing and employment needs and to contain policies that seek to influence the direction of development as well as providing the context within which decisions on planning applications are made.
- 1.3 Both the Structure Plan and local plans have to be prepared within the context of the Government's national planning policy guidance (PPGs) and Regional Planning Guidance (RPG11) that was approved by the Secretary of State in 1998.
- 1.4 The principal role of the Structure Plan is to reflect this national and regional guidance in policies and proposals that attempt to balance county-wide issues, concentrating on those matters that transcend individual district/borough areas. As such, they deal in the main with those issues of strategic significance at county level.
- 1.5 The County Council's overriding aim in producing this new Structure Plan is to promote a pattern of development that enables the housing, employment, leisure, recreation and transport needs of the community to be met without reducing the capacity of the environment to satisfy the needs of present and future generations. Specifically, its objectives are to:
 - a. provide homes to meet the needs of the community including households moving into the County from Coventry and Birmingham;
 - b. support enterprise and competitiveness and to provide for a variety of employment opportunities to meet local needs;
 - c. concentrate development in towns,

- preferably on land previously developed;
- d. reduce the distances people need to travel, whilst acknowledging the continuing role of commuting in the County and the need to facilitate this through transport improvement;
 - e. protect the integrity of the Green Belt through an acknowledgement of its established aims;
 - f. use development to strengthen all communities and to encourage a sense of community;
 - g. protect from unnecessary harm, the environment and our cultural, historical and social heritage;
 - h. make towns attractive, convenient and safe places to live in, work in, and use, and to establish them as the collective centres for a variety of uses;
 - i. support walking, cycling and public transport as alternatives to the private car;
 - j. maintain and improve a regional and county strategic transport network;
 - k. support agriculture and the rural economy;
 - l. encourage new tourism, recreation and leisure initiatives where these are compatible with the built and natural environment; and
 - m. encourage the use of renewable natural resources, and conserve non-renewable resources.

Please Note:

For the convenience of readers, this document comprises:

- The Warwickshire Structure Plan 1996 - 2011 Policies and Proposals that have statutory force, are shown in bold type in 'policy boxes'

Adopted wording of policies and proposals are set out like this

Where appropriate, adopted policies and proposals are illustrated on the Key Diagram.

- All other material in this document comprises the Explanatory Memorandum that includes the explanation for the adopted policies and proposals in terms of the intent, the context and the way they are expected to be applied. The Explanatory Memorandum does not have the same status as policy.

General Development **Strategy**



2. GENERAL DEVELOPMENT STRATEGY

2.1 Overriding Purpose

Policy GD.1 OVERRIDING PURPOSE

The overriding purpose of the Structure Plan is to provide for a pattern of development which:

- (a) allows homes and jobs to be provided to meet the needs of the whole community including households moving into the County from Birmingham and Coventry during the plan period;
- (b) promotes greater use of public transport, walking and cycling, to avoid restricting future generations of Warwickshire residents to a style of living which depends on use of a car to get to work, school, shop or for leisure;
- (c) nurtures Warwickshire's legacy of distinctive towns and villages, countryside, environmental wealth and heritage which continue to make it an attractive place in which to live, work and visit;
- (d) enables the economy to grow and change, diversifying in rural areas in ways appropriate to the location, bringing new industry to the towns where old ones have been in decline, and ensuring that disadvantaged communities share more fully in the County's prosperity;
- (e) emphasises the benefits of town centres as places to live and work, as well as re-asserting their role as the main providers of shops, financial and professional services and places of entertainment; and
- (f) conserves resources of land and energy, including minerals and water, and makes maximum use of renewable energy resources.

INTENT

2.1.1 Policy GD.1 explains the underlying principles of the Structure Plan and sets them out as a matter of land use policy.

CONTEXT

2.1.2 These principles reflect the Council's key objectives which are set out in the introduction to the Plan. They are based on national and regional policy guidance issued by Government through Planning

Policy Guidance notes (PPGs), and on local aspirations that were identified in the early stages in the preparation of this Plan.

OPERATION

2.1.3 Because GD1 is an overarching policy, the other more specific policies in this Plan are related to it, and the principles it sets out will provide the basis for assessing the extent to which the Plan succeeds in future years.

2.2 Regional and National Role

Policy GD.2 REGIONAL AND NATIONAL ROLE

The County will continue to play an important part in the West Midlands Region and the Nation following regional planning guidance (RPG11) and national planning policy guidance (PPGs). In particular, this means:

- (a) accommodating housing for people moving from Birmingham and Coventry, amounting to about 18,400 new dwellings within the overall total of 31,100 new dwellings needed in Warwickshire over the period 1996-2011;
- (b) providing up to 768 hectares of land for industrial development (Use Classes B1, B2 & B8) which includes an allowance for one possible major investment project which would serve regional and national economic needs;
- (c) balancing mineral extraction to meet national and regional as well as local needs for energy and building and construction, with environmental and transport constraints; and
- (d) promoting waste recycling to reduce waste imports as well as locally generated waste which has currently to go to landfill.

INTENT

- 2.2.1 Policy GD.2 identifies the contribution that the Plan will make in implementing regional and national policy guidance.

CONTEXT

- 2.2.2 The strategic planning context for this Plan is set out in Regional Planning Guidance for the West Midlands (RPG11):

- Paragraph 9.1 of RPG11 sets out the additional dwellings to be constructed in each county and metropolitan district area in the Region over the period 1991-2011.

For Warwickshire, 40,700 dwellings are required to be constructed within that period. However that figure was derived from an updated assessment of housing need over the 1996-2011 period and it is these updated figures that are shown in Policy GD2(a). Within the total of 31,100 referred to in the policy, 18,400 new dwellings are needed to meet the migrant need from Coventry and Birmingham, with 12,700 meeting local needs arising from Warwickshire, after account has been taken of inter-regional migration.

- In relation to Policy GD.2 (b), RPG11

directs structure plan authorities to provide a portfolio of employment sites to meet the needs of business. Specifically, it identifies the need for two Major Investment Sites in the Region, not necessarily adjacent to the Metropolitan Area, of a minimum of 50 ha each for development by single large multi-national firms that would bring major benefits to the regional economy. Subsequent work by the West Midlands Local Government Association (WMLGA) identified Ansty as a suitable location within the county for that purpose.

- RPG11 highlights the importance of conserving mineral resources whilst minimising and recycling waste. The Guidance recognises that most of the 12 million tonnes per annum of controlled waste generated in the

Region goes to landfill in the shire counties as exports from the Metropolitan Area. Structure plans are required to set out a broad policy framework for mineral working, in the national and regional context, within which the minerals local plan and the waste local plan should identify detailed policies and proposals. Policy GD2 (c) and (d) provide the context for those plans.

OPERATION

- 2.2.4 Policy GD.2 links the strategy in RPG11 to the overall development strategy set out in Policy GD.3. Changes to the regional development strategy through the review of RPG11 and their effects on the Plan's overall development strategy should therefore be monitored carefully.



2.3 Overall Development Strategy of the Structure Plan

Policy GD.3 OVERALL DEVELOPMENT STRATEGY

Most new development will be directed towards towns of over 8,000 people (at 1991) because they offer the best prospect of expanding public transport and job opportunities across the community. So living in towns should be made more attractive, new housing and industry should be located within easy access of public transport serving the main town centres in the County, and Coventry and Birmingham.

- (a) This urban development should be planned in a compact and disciplined form, as far as possible avoiding the Green Belt, and controlled to use previously developed land and buildings and greenfield land in the proportions indicated in this Plan.
- (b) New housing and industry should be developed in tandem with supporting integrated transport, education, leisure, sport and other necessary facilities in the same broad location.
- (c) Developments should be planned so that provision for all of the necessary supporting infrastructure and services can be secured.

INTENT

2.3.1 Policy GD.3 aims to apply to Warwickshire the regional development strategy set out in RPG11. The sub-regional strategies within RPG11 provide specific guidance on the approach to be taken in this Plan:

- In relation to the northern part of the County, including Nuneaton, Bedworth and Rugby, RPG11 concludes that employment growth should be encouraged to the extent that it is compatible with the character of the area and in those locations, particularly in the north of the sub-region, where it can

contribute to environmental improvement. Housing growth in the sub-region should take place in balance with employment growth. In considering locations for growth, RPG11 directs that authorities should concentrate development on existing larger settlements rather than at free-standing locations adjacent to motorways and trunk roads. Development in Nuneaton and Bedworth should be considered in association with the scope for reintroducing through services on the Nuneaton-Leamington rail line. Rugby is likely to have an important role in this part of the Sub-Region, and has potential for growth as a balanced community.

- The towns of Warwick, Leamington, Stratford-upon-Avon and north-west Warwickshire are regarded by RPG11 as part of the 'Central Crescent' of towns around the metropolitan core of the Region. They have seen rapid growth in recent years and, despite urban regeneration policies, RPG11 expected a continuing, but reduced, need for this area to accommodate migrant households from the metropolitan area. These households will continue to work in the metropolitan area, and should thus be accommodated within the Central Crescent in order to keep commuting distances to a minimum. Strategic authorities are therefore directed by RPG11 to decide where it is reasonable to make housing provision, having regard to public transport corridor studies. Employment provision in the Central Crescent should be in the larger settlements in the Central Crescent to match the employment needs of the area and contribute to a better balance between housing and employment. It should not be at a level, or of a type, which will undermine the regeneration activities of the Metropolitan Area, which will continue to be the centre of manufacturing (and other) activity.

2.3.2 Policy GD.3 directs most housing and employment development to the nine

main towns in Warwickshire, as illustrated on the key diagram. This strategy offers the best opportunity of achieving a sustainable balance in the growth of housing and industry, minimising the need for commuting in large numbers over long distances by private car, of utilising previously – developed land and achieving the economies of scale to provide the choice of housing and level of services needed by the whole community in the future. The Policy is intended to divert most if not all development pressures from rural areas where housing and industrial development beyond very modest local needs would be bound to result in significant levels of commuting by private car, with poor levels of public transport provision and support facilities, and the attendant social exclusion of vulnerable sections of the community.

CONTEXT

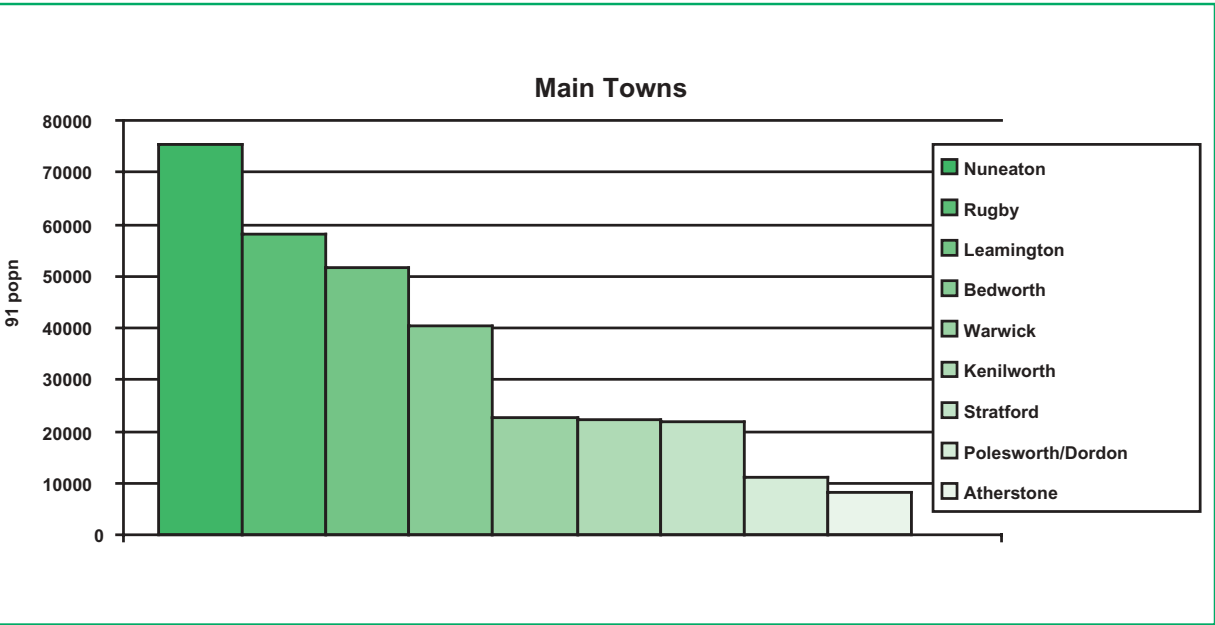
2.3.3 Warwickshire has been subject to comprehensive planning control for 50 years and in that time the strategic approach taken to development has consistently been to direct most new housing and employment towards the main towns and to plan that urban development in a compact and disciplined form. This has been reinforced by an approved Green Belt in the last 25 years. As a result, the

essential character of Warwickshire, as a County of separate and distinct towns and villages set in a gently rolling countryside, remains with us to enjoy today - even though it has accommodated a population increase of nearly 50%. Two-thirds of the County's 500,000+ population and 200,000+ jobs are located in the nine main urban areas that occupy less than an eighth of its land area.

2.3.4 In guiding the future pattern of development within the County, Policy GD3 takes account of Government policy and the pattern of development that is already established in Warwickshire. The policy is underpinned by the need to achieve sustainable development, to maximise the use of previously-developed land, and to reduce the need to travel. The integration of land use and transport

objectives set out in PPG13 and the change in housing policy contained in PPG3 is a key consideration. However, the application of the Government's sequential approach to housing development, set out PPG3 (Housing), has to be considered in relation to the nature and distribution of the County's settlements. Warwickshire has no pre-eminent centre and is essentially made up of a small number of main towns - Nuneaton, Rugby, Leamington, Bedworth, Warwick, Kenilworth, Stratford-upon-Avon, Atherstone and the settlements of Polesworth and Dordon - and then a far larger number of relatively small market towns and villages which are predominantly rural in character.

2.3.5 In 1991, two-thirds of Warwickshire's population lived in the nine towns with populations of 8,000 to 75,000 people.



The remainder lived in 185 settlements of less than 8,000 at 1991, with only 5 of these settlements accommodating 4,000 to 8,000 people. These nine towns stood out as significantly larger and of a more urban character than the rest of the settlements in the County, including the five with populations between 4,000 and 8,000. However, despite the predominant size of these nine towns, between 1989 and 1999, only about 58% of housing growth has been directed to these towns. In Stratford-on-Avon District, for example, less than 20% of the new housing growth has been in the town of Stratford-upon-Avon. Of the housing development identified in local plans that remains to be built, at 1999 only 50% is to be in the main towns identified in the Structure Plan (WCC Housing Information Monitor H99/1).

2.3.6 The level of 58% of development in main towns is in itself a concern, yet with only 50% of the remaining housing to be found in main towns this level is set to fall further. This represents an increasingly worrying trend towards decentralisation and the reinforcement of unsustainable development patterns.

2.3.7 There may be a case in particular instances for limited growth outside of the main towns. The justification for such development will be based on local needs and should not impinge on the

thrust of this Policy to direct most housing and industrial development to the main towns. Any proposed development in these circumstances will need to meet the criteria set out in the Rural Area Policies of this Plan.

2.3.8 Directing development to these smaller settlements, as a matter of strategic policy, would be likely to increase the dispersal of population and facilities. It may well also compromise the ability to maximise the use and support of existing communities and facilities and, consequently, endanger regeneration objectives both within Warwickshire and in neighbouring authorities. Bearing in mind the relatively limited level of development left to be provided for in each local plan and the introduction of the "plan, monitor, manage" approach, it would be imprudent and contrary to Government policy to direct development to the least sustainable locations in Warwickshire.

2.3.9 Following the advice given in RPG11 that strategic authorities assess the scope for development in transport corridors, the Warwickshire Transport Corridors Study was published in 1997 which, on balance, favoured growth directed towards the Central Crescent towns and the towns of north-east Warwickshire. RPG11 indicated that within corridors a sequential approach be adopted, giving priority to

accommodating development within the metropolitan area and, next, at free-standing towns beyond the Green Belt, and only in exceptional circumstances should locations within the currently defined Green Belt be identified, and then only if there is a significant reduction in travel needs. The logical follow-through of RPG11's housing distribution would be to direct the Plan's housing provision towards the main urban areas. Although this has had a significant influence on the preferred direction and form of development advocated in the Plan, the process of consideration of this issue took account of four options to test the robustness of a strong urban focus.

2.3.10 Consideration of growth options was based on assessments against the following criteria:

- Consistency with RPG11's urban focus: Making the most of the existing housing stock and previously developed land and buildings within built-up areas before using greenfield land; growth proportionate to urban population; and directing migrant growth to the Central Crescent towns in public transport corridors;
- Local needs first and closest: Making provision for local housing needs as close as possible to

where that need arises;

- Funding the delivery: Maximising developer contributions to the provision of transport facilities, infrastructure, services and affordable housing;
- Environmental impact: Minimise impact of development in terms of Green Belt, 'town-cramming' and greenfield land; and
- Balancing where we live and where we work: Minimise journey-to-work length, out-commuting and the export of local housing need especially in the north of the County.

2.3.11 Appendix B sets out the four options for the basic development strategy of the Structure Plan that were considered: 'Windfall Plus', 'New Settlements', 'Conurbation Edge' and 'Urban Expansion'. It was concluded that 'Urban Expansion' is the option which:

- Responds best to the pressures for commitment to meeting housing needs where they arise;
- Reflects the importance of transport corridors and the potential for re-using previously developed land and buildings;
- Addresses the issue of out-commuting in a manner consistent with the principles underlying RPG11's strategic housing

- distribution; and
- Reduces the impact on the Green Belt and the risks posed in terms of traffic congestion and town-cramming which should be manageable.

The time is still appropriate for continuing the growth of Warwickshire through urban expansion and, although the supply of available land may run out in some places after 2011, continuation of this policy avoids the risk of an early commitment to new settlements which may be the appropriate response to housing needs as we approach 2021. The Examination-in-Public Panel supported this conclusion and recommended no change to the basic strategy that underpins the distribution of development and associated policies in the Structure Plan. The Structure Plan and Commuting Patterns in Warwickshire Technical Paper sets out the estimates of future commuting patterns used to assess the impact of the Structure Plan's basic development strategy.

OPERATION

2.3.12 In sustainable development terms, Policy GD.3 is the single most important policy in the Structure Plan. It will be applied to local plan reviews

and, where necessary, to individual development proposals. It will be for the district/borough councils through their local plan reviews to justify their interpretation of 'most development' in the context of this Policy. The County Council interprets 'most development' as meaning all the equivalent of the migrant component of the housing provision for each district and, at the very least, the equivalent of the local growth of the relevant town or towns.

2.3.13 In order to illustrate the County's interpretation of 'most development', the example below uses the housing requirement, which is the main driver of the Plan's basic development strategy.

Worked Hypothetical Example: for District X:

Assume a total Structure Plan housing requirement (1996-2011) of 10,000 dwellings, made up of:

- Coventry/Birmingham migrant element 4,000 and
- a local needs element (including effect of inter-regional migration) of 6,000 (see Housing chapter).

If the main town(s) of District X had 1996 population(s) representing 50% of the District X population @ 1996, then at the minimum, 'most' new housing in terms of GD.3 would

be the migrant provision $4,000 + 50\%$ of the local need $(3,000) = 7,000$.

Consequently, the maximum provision for new housing in rural areas of District X would be 3,000 dwellings over the Plan period 1996-2011.

In addition, if there are villages - say with a total population amounting to 25% of the 1996 District X population - located close to the main town(s), the opportunity should be taken to provide for all (or a significant proportion) of their local needs in the main town(s).

This option would then take the minimum housing provision in the main town(s) to 8,500 and maximum housing provision in the rural areas to 1,500.

2.3.14 It follows that the very maximum housing provision to be made in the rural areas beyond the main towns should be the equivalent of the local growth in households attributable to the rural community in any rural location. Any lesser degree of concentration would perpetuate past trends towards an unsustainable dispersed pattern of development. Where possible, main towns should accommodate the local housing growth from surrounding rural areas within reasonable travelling distance by public transport. Only where rural areas already have community facilities and public transport should the level of the housing growth planned approach the equivalent of the locally generated household growth.



2.4 Strategic Constraints

Policy GD.4 STRATEGIC CONSTRAINTS

The allocation of land for development in local plans must take the following strategic constraints into account:

- (a) The Cotswold Area of Outstanding Natural Beauty (AONB), and any other area or feature with national or international statutory protection.
- (b) The West Midlands Green Belt which, in Warwickshire: serves to prevent the spread of the built-up urban areas of Coventry and the Birmingham Conurbation into open countryside; maintains a rural setting for the towns in Warwickshire; preserves the special character of historic towns and areas of open countryside, and supports urban regeneration.
- (c) Conservation areas, Areas of Restraint, special landscape areas, and areas of acknowledged importance for their natural or heritage value.
- (d) The ability of settlements to absorb long term growth without a fundamental adverse change in their character.
- (e) The feasibility of securing the substantial reconstruction of town centres, major transport network improvements or the large scale provision of community facilities.
- (f) Proven and potentially workable mineral deposits which represent valuable finite resources which should not be sterilised by other development.
- (g) The best and most versatile agricultural land, which includes grades 1, 2 and 3a.
- (h) Sources of ground and surface water.

INTENT

2.4.1 Policy GD.4 is intended to act as a guide to the strategic development constraints that local plans should take into account in formulating policies on the allocation and release of land for development.

CONTEXT

2.4.2 Although this Policy relates to Warwickshire, it reflects regional and national planning policy guidance set out in RPG11 and PPGs.

2.4.3 There is a statutory obligation that falls on local authorities to protect international areas or features such as

the Cotswold Area of Outstanding Natural Beauty which, because of their environmental or cultural value, attract development pressures that in many instances threaten to undermine that value. Other areas and features that do not have the same degree of statutory protection also play an important role in defining and enriching the character of the County and warrant appropriate protection in local plans.

2.4.4 The role of the Green Belt is important to the character and identity of Warwickshire and to Warwickshire's role in the Region. The Green Belt should act as a strong constraint on 'inappropriate development' as defined in PPG2, because it represents a considerable asset to the character of the County. The Structure Plan provides no remit for the general review of the Green Belt boundaries in local plans.

2.4.5 The nine main towns, and in particular the town centres, have an important role in fulfilling the Structure Plan's strategy for promoting a more sustainable pattern of development. Town centres offer the best opportunity to:

- maximise the re-use of previously developed land and buildings,

- promote alternative modes of travel to the car, and
- reduce the need to travel.

However, the physical structure of many of those town centres is based on an historic fabric and street pattern that contributes much to the character of Warwickshire. In these circumstances, the main towns may be constrained in their ability to absorb long-term growth or major town centre construction, and this needs to be carefully investigated in local plan reviews.

2.4.6 The County's resources of land have an asset value in terms of agricultural quality, mineral value and use as ground and surface water supply. The unnecessary depletion or sterilisation of these resources could have implications that extend well beyond the County. For this reason they are strategic constraints that need to be taken into account.

OPERATION

2.4.7 Local plan reviews should reflect these strategic constraints and demonstrate how they have been taken into account in the formulation of policy on the allocation and release of land for development.

2.5 Development Location Priorities

Policy GD.5 DEVELOPMENT LOCATION PRIORITIES

Each district local plan will provide for most new housing and employment development to be accommodated in a combination of the following locations, in the following order of priority:

1. within the existing built up areas of towns of over 8,000 people (at 1991), that lie within recognised transport corridors
2. the identified broad locations;
 - a. in Nuneaton & Bedworth Borough: Keresley, in association with the redevelopment of Coventry Colliery; and
 - b. in Rugby Borough: East of Rugby, and for a Major Investment Site (MIS) at Ansty.
3. locations, including existing local plan allocations, meeting the following criteria:
 - i. adjacent to the built up areas of towns of over 8,000 people (at 1991), that lie within recognised transport corridors, where they can be integrated into the fabric of the town; and are
 - ii. outside of the Green Belt; and are
 - iii. easily accessible to town centre services and facilities; and are
 - iv. well served, or can be made to be well served, by public transport.

In considering the allocation and release of land, local plans should have regard to the availability of previously developed land and buildings and allocate and provide for sites to come forward where they meet these criteria. Where there are no appropriate sources of previously-developed land and buildings, or they have become exhausted, local plans should then provide for the release of greenfield sites that meet the criteria of this policy.

INTENT

2.5.1 Policy GD.5 directs local plans as to how they should go about allocating specific sites and framing criteria based locational policies in a way which is

consistent with the overall strategy set out in Policy GD.3. In broad terms, this is to direct most new housing and industrial development to the County's nine main towns. All of these locations are nodes on transport corridors and

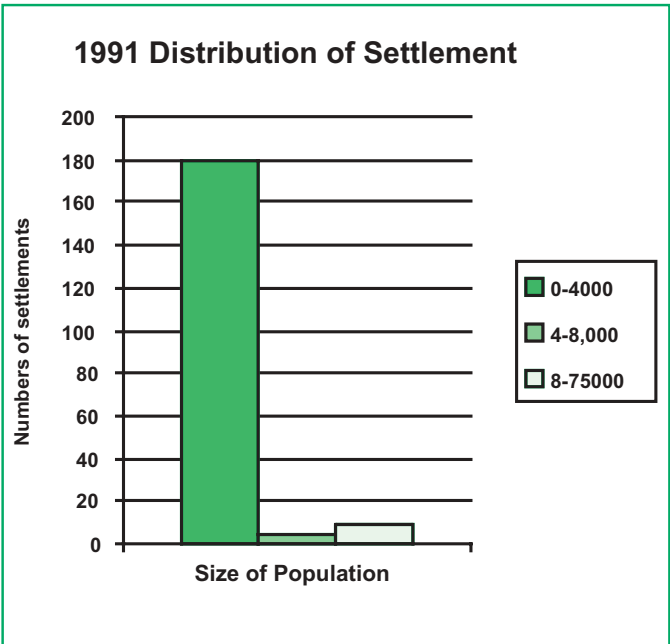
have a significant range of facilities and services.

2.5.2 These main towns were the only settlements in the County to have a population of over 8,000 in 1991. However, this figure is not a threshold and if other towns in the County reach a population of 8,000 post-1991 this would not qualify them as being a main town for the purposes of this Plan.

CONTEXT

2.5.3 The diagram below shows the very large proportion of small settlements in the County. Consequently, policies which do not focus development tightly on the main towns would almost certainly have the effect of increasing the dispersal of people, services and facilities.

2.5.4 Dispersal is a continuing problem since



the creation of low population densities makes it difficult to provide commercial or public services, making access to a private car a priority and giving rise to problems of social exclusion. By focusing development in the main towns Policy GD.5 prevents the continued dispersal of development which might otherwise reinforce existing unsustainable development patterns, or set in motion momentum to create new ones.

OPERATION

2.5.5 In the general application of policy GD5 through local plans, district/borough councils will be expected to undertake exhaustive search of the development possibilities at each priority level, giving preference to previously developed land and buildings over greenfield land, before considering the next tier of opportunities. At each level, local plans should apply the relevant current Government policies, in seeking to maximise the use of previously-developed land and buildings and minimise the use of greenfield land whilst securing transport sustainability. This would apply to the recycling of previously-developed land and buildings in the smaller settlements where, for example, housing and employment development may be required to meet locally generated needs.

2.5.6 In all instances local plans will be expected to pursue the general policy goals in PPG3 that are not expressly covered in Policy GD.5. These relate to: the capacity of existing and potential infrastructure to absorb further development; the ability of proposed new developments to build communities which support new physical and social infrastructure and provide sufficient demand to sustain appropriate local services and facilities; and the physical and environmental constraints on development.

2.5.7 When considering development possibilities in third priority locations, local plans should have regard to the definition of urban extensions as set out in 'Planning for Sustainable Development: Towards Better Practice' (DETR 1998). In particular, the term 'adjacent' in Policy GD5 should be interpreted as referring to locations which have 'a landscape structure incorporating and building on existing

assets and creating a distinct edge to the urban area'.

2.5.8 In relation to the second priority locations, the sites at Keresley and Ansty have already been identified, but an East of Rugby site has not. It will be a matter for the Borough Council in their review of the Rugby Local Plan to assess and take into account local site constraints on development in determining the nature, design, extent and timing of development within the framework of the Structure Plan policies. The Plan does not make development in the 'East of Rugby' location mandatory on the Borough Council. However, if, for example, convincing evidence was available in the context of the Review of the Borough Local Plan to the effect that the scale of development was insufficient to support the infrastructure requirement, this could justify looking to make the provision elsewhere on the edge of the town.

2.6 Green Belt

Policy GD.6 GREEN BELT

The Green Belt will continue to cover the area adjoining the West Midlands Conurbation, broadly extending to Alcester, Stratford upon Avon, Warwick, Leamington Spa, Rugby, Nuneaton and Kingsbury. It should exclude land for industrial provision at Keresley in association with redevelopment of the former Coventry Colliery. Land associated with either the extant Premium Employment Site permission or a Major Investment Site permission under Policy I.6 at Ansty, should only be excluded from the Green Belt if and when the site is completed. The general location of the Green Belt is indicated on the Key Diagram, and the detailed boundaries should be defined in local plans which should, in accordance with PPG2, specify policies for the restriction of inappropriate development in the Green Belt.

INTENT

2.6.1 Policy GD 6 confirms the broad extent of land in Warwickshire that will continue to be subject to Green Belt policy, as illustrated on the Key Diagram. Detailed boundaries are set out in current local plans. In the review of these plans, the policy argues that in strategic terms there are no grounds for change in the extent of coverage with the exception of the sites stated. Local plans will be expected to include policies, in line with Government guidance, that seek to control development in the Green Belt.

CONTEXT

2.6.2 Government policy on the establishment of and control of development in Green Belts is set out in Planning Policy Guidance 2 on 'Green Belts' (PPG2). This offers the five purposes for the creation of Green Belts and also lays down a national code for the control of development within them. The main thrust of this is a general presumption against inappropriate development that, by definition, is harmful to the Green Belt. The Guidance lays down the limited forms of development, such as the construction of buildings for agriculture or forestry, which may be considered as appropriate development, and this should be reflected in local plans.

2.6.3 A Green Belt in the County was first proposed in 1960 and eventually approved by the Secretary of State for the Environment in 1975. Whilst the Structure Plan proposes the general extent of the Green Belt, the drawing of detailed boundaries is a matter for the district-wide local plans prepared by the district/borough councils.

2.6.4 PPG2 advises that once the general extent of a Green Belt has been approved it should only be altered in exceptional circumstances. It also implies that opportunities for development within the urban areas contained by the Green Belt and those that lie beyond it should be considered before any changes are made to existing Green Belt boundaries. Regional Guidance (RPG11) echoes PPG2 and advises that there is no case for a fundamental review of the Green Belt in the Region, although it does concede that in many cases boundaries remain too tightly drawn round built-up areas. It considers that in order to achieve sustainable development objectives, authorities may exceptionally need to review the boundaries of settlements excluded from and on the edge of the Green Belt. This could apply particularly where development might contribute significantly to the objective of reducing the need to travel.

- 2.6.5 In line with PPG2, local planning authorities are expected to take account of the need to promote sustainable patterns of development and to relate any proposals for changes to the Green Belt to a time-scale which is longer than that normally adopted for other aspects of the plan. In some cases this will mean safeguarding land between the urban area and the Green Belt that may be required to meet longer-term development needs.
- 2.6.6 Given the thrust of national and regional planning advice and its acceptance of the Structure Plan's basic development strategy, the EiP Panel took the view that, despite the appeal to take a longer-term view (especially in the context of tightly drawn boundaries) and to consider sustainable development objectives, changes to the Green Belt should be considered only exceptionally, and only if other options have been exhausted. In this sequential-type approach, the Panel noted the County Council's view that adequate development land is available within the County without recourse to the Green Belt. Given this view, the Panel concluded that it was understandable that the County Council had not undertaken a thorough review of the Green Belt to identify any possible land releases. Nor did it appear to the EiP Panel that the longer term options suggested by the County Council of establishing new settlements or expanding certain existing settlements were invalid and that therefore future development patterns would have to involve land between the urban edge and the Green Belt. As the required objective (set out in RPG11) of reducing the need to travel has not been proven in any instance, the EiP Panel did not consider that land should be released from the Green Belt.
- 2.6.7 Policy GD.6 recognises the redevelopment proposal at the former Coventry Colliery at Keresley and the consequent exclusion of land from the Green Belt, a position that was supported by the EiP Panel. In accepting the case for the Ansty MIS proposal, the EiP Panel was aware of the extant permission for a Premium Employment Site (PES) on a slightly smaller site and concluded that it was likely that one or other of these will be developed. However, until such time as development for the defined purpose or purposes has been completed, the site will be afforded Green Belt protection to prevent its development for an alternative purpose.
- 2.6.8 Taking into consideration the ability of Coventry to provide for its own

employment needs, the need to find further employment land in the County and the implications for the replacement of the PES at Ansty if the MIS goes ahead, there is no requirement for the Green Belt to be altered to provide for further land release on the Coventry fringe, a position accepted by the EiP Panel. Furthermore, the Panel accepted that, in view of the emerging proposals of the Worcestershire Structure Plan, there is no need to provide for the employment needs of Redditch, a situation supported by Regional Guidance. In relation to smaller rural settlements, there is no evidence that the Green Belt needs to be revised to permit their expansion in order to

maintain local services and, as stated earlier, PPG2 advises that options within urban areas should be considered first.

OPERATION

2.6.9 Policy GD.6 is intended to inform the local plan review process of the strategic Green Belt considerations that apply to the allocation and release of land for development. In certain instances, this Policy would be an important consideration in the development control process, for example in the specific instances referred to above, pending the completion of local plan reviews.

2.7 Other Large Scale Previously-Developed Sites

Policy GD.7 PREVIOUSLY-DEVELOPED SITES

The redevelopment of very large unallocated areas of previously-developed land and buildings for a strategically significant purpose, will only be acceptable where:

- (a) the development does not provide for needs accommodated elsewhere in the Plan or prejudice the redevelopment or regeneration of urban areas, subject to provisions laid out in Policy I.8 or the RA Policies; and
- (b) there is no adverse impact on the Cotswolds Area of Outstanding Natural Beauty (AONB) or any other feature with national or international statutory protection; and
- (c) the travel demands for the development are, or can be made to be, satisfactorily accommodated by existing transport infrastructure taking into account the mix of development; and
- (d) it can be demonstrated that the benefits of the development have been thoroughly assessed and clearly outweigh the benefits of developing other sites; and
- (e) a development brief is agreed by the County Council and the district councils.

INTENT

2.7.1 Policy GD.7 is aimed at circumstances where very large areas of previously-developed land become redundant, when the location may conflict with Policy GD3, but where re-use has to be considered through the planning process. The policy seeks to guide that process and ensure consistency across the County.

CONTEXT

2.7.2 RPG11 advises that a key objective of each development plan should be to make the best possible use of previously-developed land and existing buildings. This should have a number of positive benefits, but should avoid unnecessary loss of countryside, reduce the need to travel, and counter long-standing trends of decentralisation. Reference is particularly made to major disused previously-developed sites and RPG11 suggests that the re-use of such sites can make a helpful contribution to meeting housing and employment needs, although proposals should be brought forward through the development plan process. Special considerations apply within the Green Belt (through Annex C of PPG2).

2.7.3 Within that context, policy GD7 relates to very large partially developed sites in the countryside, where the local plan

had not been able to anticipate their release, and where the proposed development would not contribute to any of the needs already provided for. This was evident from the debate at the Examination-in-Public, which largely centred on the examples of two sites at Long Marston and east of Rugby. The EiP Panel accepted that the matter should be covered by a Structure Plan policy, not least because of the huge sites involved and the extent of the potential for large-scale development.

2.7.4 To avoid the risk of allowing large-scale development in the wrong locations, GD7 has been framed as a criteria-based policy, rendering it unnecessary and inappropriate for it to name sites. As such, it addresses any situation where very large areas of previously developed land become redundant and there is a need for their re-use to be considered. It also reflects the EiP Panel's concern that the Policy should not encourage or permit development which has been more appropriately provided for elsewhere in the Plan i.e. proposals that could harm the overall strategy for the County or the Region, especially by prejudicing urban regeneration objectives and ignoring sustainable commitments. However, as an exception to this generalisation, Policy GD.7 recognises that there may be instances where development envisaged under Policy I.8 or the RA

policies could, with advantage, be located on these areas of previously developed land. The EiP Panel supported inclusion in the policy of a sequential approach to previously developed land development, accessibility, the opportunity for mixed or self-contained development, infrastructure, environmental criteria and the benefits of development. It also supported the need to prepare a development brief.

2.7.5 No attempt is made in Policy GD.7 to balance the various criteria in terms of a fixed formula because it is not realistic and could lead to poor decision-making. For example, the retention of local employment and the requirement to reduce the need to travel would be quite different at an intensively-used remote rural site from that at a lightly-used site close to the urban edge. For this reason the EiP Panel rejected the possibility of indicating the relative weight to be given to competing criteria, and considered instead that the matter of balance must be left to the relevant council in any particular case.

OPERATION

2.7.6 Policy GD.7 is activated by the potential windfall proposals relating to large-scale areas of previously-developed land whose approval and development could have strategic implications. The Policy would allow for a mixed-use proposal where it can be demonstrated that the development is not intended to provide for development needs accommodated elsewhere in the Plan. Rather, it represents a major investment opportunity which, because of its particular location, size, character, mix of use and the constraints on other land within the district/borough, cannot realistically and demonstrably be achieved elsewhere.

2.7.7 The exact form of development will, of course, emerge through the local plan review process, which will have regard to the national planning guidance, (especially as contained in PPG3) and Policy GD.7, as well as the particular development circumstances of the district.



Rural Policies



3. RURAL AREA POLICIES

3.1 Development in Rural Areas

Policy RA.1 DEVELOPMENT IN RURAL AREAS

In rural areas, but outside the locations identified in Policy GD5, development, other than for minerals and waste, should be provided for in local plans specifically to meet the needs of the local population and to support rural communities. Development should be aimed at achieving a balance between enhancing and protecting rural life.

3.1.1 Policy RA.1 seeks to prevent development in rural areas other than that which specifically meets the needs of the rural population, rural businesses and agriculture. Development which does take place in rural areas should enhance the wider rural community by supporting local services and facilities without compromising the quality of rural life.

CONTEXT

3.1.2 Policy GD3 directs most of the additional housing and employment development to the nine main settlements in the Country, with populations between 8,000 and 75,000. Within the rural areas there should only be limited growth, and it will be for district/borough councils to decide, taking into account local community assessments, what growth should be provided for in the smaller rural settlements.

3.1.3 There is already a large housing land supply pipeline in rural areas, especially in Stratford on Avon District, and there is no evidence of a strategic need for further significant expansion of settlements in the rural areas outside the nine main towns. Although Policy RA.1 does not preclude growth in larger villages, it does relate growth or development to the needs of the existing local population. Where development in rural areas is unrelated to local needs, it would be likely to increase travel by car, and therefore conflict with sustainability objectives.

3.1.4 Modest growth in rural areas will be acceptable, where this is justified by local needs and in the context of community appraisals in the local plan process. This would satisfy the need to support communities and the rural externally-led development which might, through excessive scale, prejudice community life and the rural environment. This approach is also supported by The Countryside Agency in their document 'Towards

Tomorrow's Countryside' which promotes the view that 'our communities should have the opportunity to develop and grow to provide jobs and homes to meet local needs'.

- 3.1.5 In some circumstances the desire to maintain or increase the range and quality of local services or the vitality of the wider rural community may persuade the district/borough councils that growth to meet more than the immediate housing or employment needs of the local population is desirable and sustainable. Government Policy, in PPG7, recognises the need to improve the viability of existing villages and market towns' as a key element to the delivery of sustainable development.

- 3.1.6 There may be a case for some further sustainable growth in or associated with the smaller (i.e. less than 8000 population at 1991) market towns. They often remain nodes on the public transport network and are reasonably well served by public transport links to the larger towns. They have a wider range of services than the larger villages and have traditionally been centres for the rural hinterland. The Countryside Agency also share the view that 'market towns should be the basis of sustainable rural communities in the future' (Towards Tomorrow's

Countryside, p15). Furthermore, the Rural White Paper (p.73) encourages market towns to be considered as a focus for growth in areas which need regeneration, and more generally as service centres and hubs for the surrounding area, maximising their potential as attractive places to live, work and spend leisure time. Many market towns in Warwickshire are developing and adapting to new roles to maximise their potential, and they also have a key role as service centres serving the surrounding rural hinterland.

- 3.1.7 The scale and timing of the growth should be controlled to avoid overwhelming the distinctive character of the towns. The concept of balancing housing and industrial development in Policy RA.2 might be extended to cover a market town and its hinterland so that employment development in the market town is balanced by housing in the surrounding villages. Sustainable rural growth in transport corridors usually raises issues involving the competing claims of Green Belt objectives and accessibility. The protection of the distinctive character of the existing villages and the countryside are important considerations that need to be assessed carefully in the review of local plans by the district/borough councils.

OPERATION

- 3.1.8 This Policy sets the framework for new development in the rural areas of the County. Local plans should include policies for new development in rural

areas which meet the needs of the local population and support the wider rural community. In doing so, emphasis should be placed on achieving a balance between enhancing and protecting rural life.

3.2 Scale and Distribution of New Housing and Industrial Development

Policy RA.2 SCALE AND DISTRIBUTION OF NEW HOUSING AND INDUSTRIAL DEVELOPMENT

The scale and distribution of new housing and industrial development in rural areas should be in balance and be complemented by the provision of local transport and other community facilities.

INTENT

- 3.2.1 Policy RA.2 intends to reduce the need to travel, to encourage the use of alternatives to the private car and to support rural services. It aims to seek a balance between new housing and industrial opportunities in rural areas so that people who work in rural areas have the opportunity to live close to their place of employment. Conversely, jobs must be provided for people living in rural areas to reduce distances travelled to get to work. The Policy also aims to ensure that improvements to local transport and community facilities are provided as part of, and proportionate to the scale of new rural development to provide the rural population with alternatives

to the private car and adequate services.

CONTEXT

- 3.2.2 Many parts of rural Warwickshire are in high demand for housing from commuters from the West Midlands Conurbation. This trend has been identified by The Countryside Agency who have recognised that south Warwickshire, in particular Stratford-on-Avon District, acts as a magnet for many moving from the metropolitan areas within the West Midlands, or from other locations further afield' ('The State of the Countryside 2000 - The West Midlands'). As a consequence, house prices in some rural areas have risen significantly and

local people have been unable to afford houses within their locality resulting in a distinct mismatch between housing and employment. The need to travel has increased due to both a rise in commuting from rural areas to the Conurbation and people employed in rural areas being forced to live away from the workplace, emphasising the need for sufficient provision of affordable housing to be made.

- 3.2.3 The Government aims to prevent the continuation of this trend through PPG7 which strives for more sustainable development in rural areas by reducing the need to travel. PPG7 aims to achieve this by 'moving towards a better balance between housing and employment in rural communities'

OPERATION

- 3.2.4 Local plans should include policies to ensure that the scale and the

distribution of new housing and industrial development in rural areas is in balance. Furthermore, local plans should refer to Annex F6 on Transport and Development in the Local Transport Plan and should set out the requirement for improved or new community facilities stemming from any new development. Developer contributions will be sought and secured through Obligations, under Section 106 of the Town & Country Planning Act, 1990, for such provision where appropriate, and this should be clearly set out in local plans. Policy RA.3 refers to new development in rural areas being planned, for those settlements within the settlement hierarchy, so that provision for all the necessary supporting infrastructure and services are secured. In addition, Policy T.3 specifically sets out that the County Council will seek developer contributions for various transport facilities and highway and traffic management schemes.



3.3 New Housing and Industrial Development in Rural Areas and Hierarchy of Settlements

Policy RA.3 HOUSING AND INDUSTRIAL DEVELOPMENT AND HIERARCHY OF SETTLEMENTS IN RURAL AREAS

Housing and industrial development in rural areas should:

- a) be planned in or adjacent to towns and villages;
- b) be related to a hierarchy of settlements as determined by local plans on a scale proportionate to job opportunities, and the availability of public transport and basic social facilities ie at least a school, shop and bus service;
- c) meet local needs as identified by the community in an appraisal or assessment set in the context of the local plan process; and
- d) be planned so that provision for all of the necessary supporting infrastructure and services are secured.

For settlements outside the hierarchy of settlements (ie those without basic facilities) growth levels should be determined by the community in an appraisal or assessment, set in the context of the local plan process

INTENT

3.3.1 Policy RA.3 requires that the bulk of development that takes place in rural areas (i.e. outside of the main towns) should be directed to those settlements which have the basic facilities necessary to provide a reasonable quality of life for all sectors of the community. The larger rural towns should take the majority of rural development as these settlements have a better range of shops, services, community facilities and public transport and have most scope for

sustainable growth. Further down the hierarchy of settlements the focus should be on those settlements which have at least a shop, school and a bus service.

3.3.2 This Policy also aims to ensure that new development in rural areas is in line with local need so that rural settlements do not cater for general housing and industrial need which would be better placed in the main towns rather than detracting from quality of life in rural areas. Allowing for local need also enables

settlements to expand to a size whereby key services can be sustained and such a capability will help to achieve the balance between jobs and homes as sought in Policy RA.2. All rural settlements, regardless of whether or not they fall within the hierarchy should have the ability to satisfy local needs as identified in a community appraisal or assessment as desired or necessary but limited by the local plan if this is considered appropriate.

- 3.3.3 This Policy also supports RA.2 by requiring all necessary supporting infrastructure and services to be secured as part of any development so that rural life is enhanced.

CONTEXT

- 3.3.4 Historically, development in Warwickshire has been less focused on the main towns and has taken place on very much a pro-rata basis with settlements generally receiving new housing and industry on a scale proportionate to their size. This has resulted in unsustainable patterns of growth as in many cases development has gone to locations which do not have basic facilities and services and has often detracted from the quality of life in these areas.

- 3.3.5 The Government is committed to focusing growth in existing settlements which contain a wide range of facilities and services to reduce the need to travel and to create balanced and inclusive communities. The Vital Village initiative and other initiatives are helping to secure and encourage the use of basic local services. The Government recognises that some development will need to go to rural areas but in order to satisfy sustainable development objectives the approach taken in PPG7 is that 'the main focus of new development should be on existing towns and villages'.

- 3.3.6 The involvement of the local community in identifying local needs by an appraisal or assessment set within the local plan review process is of great importance. The recent Rural White Paper also supports the approach of rural communities developing town and village plans setting out for example, how new development can best be fitted in and the facilities and services which the community needs to safeguard for the future; and refers to funding being available to assist 1,000 rural communities nationally to prepare their own town or village plan.

OPERATION

3.3.7 Local plans are required to set out a hierarchy of settlements reflecting employment opportunities, the availability of public transport and basic social facilities. It is anticipated that some smaller settlements will not fall within the hierarchy and within these settlements growth levels should be determined by the community in an appraisal or assessment, set within the local plan review process. For settlements within the hierarchy, local plans should set out the provision that needs to be made for new housing and industrial development that:

- meets local needs as identified with the wider rural community in an appraisal or assessment set within the local plan review process;
- is planned so that provision for all of the necessary supporting infrastructure and services are secured;
- is of a scale that reflects the position of the settlement in the hierarchy; and
- is located firstly, within, or then secondly, adjacent to the settlement.

3.4 Conversion of Existing Rural Buildings

Policy RA.4 CONVERSION OF EXISTING RURAL BUILDINGS.

Where appropriate to the location, local plans should give preference to the conversion of existing rural buildings for employment use.

INTENT

3.4.1 Policy RA.4 focuses mostly on buildings outside of towns and villages in the rural areas. It aims to prevent rural buildings being converted for uses other than employment through local plan policies. Such buildings are generally situated in open countryside and as they do not form part of an existing settlement they cannot be considered to be sustainable locations in which to locate new development, particularly housing, as all trips are likely to require the use of a

private car. Conversion for small business and employment purposes is likely to be one of the more sustainable re-uses for rural buildings which are worthy of retention and can facilitate the achievement of the balance between housing and industrial uses as sought in Policy RA.2. Rural buildings are often particularly suitable for conversion into small workshops and or employment uses which are most likely to provide employment for the indigenous rural population.

CONTEXT

3.4.2 Re-using rural buildings for housing and other non-business uses has exacerbated the current imbalance between housing and employment in rural areas as good potential employment sites and buildings have been lost to other uses. Landowners are often keen to re-use rural buildings for housing as they can fetch high prices which is particularly the case if existing uses are not highly profitable. However, across rural areas this can create a highly unsustainable pattern of development as it may not contribute positively to existing settlements, it may not meet local needs and it is likely to significantly increase the need to travel as almost all journeys require the use of the private car.

3.4.3 Government's advice set out in PPG7 is for 'strict control of houses in open countryside' and for development plans to include policies which 'do not allow residential re-use unless either: the applicant has made every reasonable attempt to secure suitable business re-use, and the application is supported by a statement of the efforts which have been made; or residential conversion is a subordinate part of a scheme for business re-use'. This guidance is reflected in this Plan.

3.4.4 PPG7 places increased emphasis on local planning authorities being supportive of well-conceived farm diversification schemes for business purposes that are consistent in their scale with their rural location. Furthermore, PPG13 (Transport) highlights that diversification of agricultural buildings is increasingly likely to lead to proposals for conversion or re-use of existing farm buildings for other business purposes, possibly in remote locations, and advises that local authorities should encourage farm diversification proposals particularly, but not exclusively, where this enables access by public transport, walking and cycling.

OPERATION

3.4.5 Local plans should set out a preference for employment use and local economic benefit when considering the conversion of existing rural buildings to other uses. The location of the rural buildings will need to be taken into account, and in some circumstances change of use to employment may not be appropriate, for example, if the transport infrastructure is inadequate, or it would damage the local environment.

Housing Policies



4. HOUSING POLICIES

4.1 Amount and Distribution of New Housing

Policy H.1 PROVISION OF HOUSING LAND

Local Plans will make provision for the phased release of land for the construction of about 31,100 new dwellings in Warwickshire over the period 1996-2011, to be distributed between the district areas as prescribed in column (a) of Table H.1. In each district area, provision will be made in local plans for the maximum number of these dwellings to be built on previously developed urban land and buildings as indicated in column (b) of Table H.1, subject to site specific assessments by the district councils.

Table H.1	(a) Need 1996- 2011	(b) Indicative Only 1996-2011
District Area	All housing types	% of new housing on previously developed urban land and buildings
North Warwickshire	3,200	63%
Nuneaton & Bedworth	5,600	55%
Rugby	6,100	40%
Stratford on Avon	8,200	56%
Warwick	8,000	45%
Total County Area	31,100	50%

INTENT

4.1.1 Policy H.1 sets out the total housing provision for the County during the Plan period (1996 – 2011) and indicates how this should be distributed across the five district and borough areas. It should be recognised that the total comprises both housing that can be bought on the open market and ‘affordable housing’, which is the subject of Policy H.2.

4.1.2 The Policy also provides indicative targets, as required by Government

policy, for the percentage of this new housing which should be developed on urban previously-developed land and thereby encourage urban regeneration. The overall target for the County is 50%, whilst the district/borough targets were refined, in liaison with the local councils, following the Examination-in-Public.

CONTEXT

The Housing Requirement

4.1.3 The overall housing requirement for the

County is laid out in revised Regional Planning Guidance (RPG11), published by the Secretary of State in April 1998. The 40,700-dwelling requirement was close to the advice on housing matters submitted to the Government by the West Midlands Forum of Local Authorities in April 1997.

4.1.4 The Warwickshire requirement forms part of a regional target that is based on 1992 Government household projections, converted into housing provision using the Forum's estimates of unmet need, demolitions and vacancies. In deciding on the distribution of the regional target, the Secretary of State has taken into account housing need and demand in each area; completions since 1991; the housing land supply pipeline including assumptions for windfall, densities, conversions and vacancies; and both urban and rural constraints to development.

4.1.5 In attempting to meet the housing target, the County Council has subscribed to the principles advocated by the Forum (as laid down in 'Option Y' (Appendix 1 – Technical Report, Section 6, para 6.2.19)) These include local housing needs being met first, initially from the housing land supply pipeline; any additional urban capacity should be added to the land supply before further greenfield land-take; migrant growth should be provided for

in the Central Crescent (RPG11 para. 4.4.1) and north-east Warwickshire towns, proportionate to their urban populations; and environmental impacts should be minimised.

4.1.6 The RPG housing requirement for the County is for the period 1991 to 2011. For the Plan period of the Structure Plan (1996 to 2011), it is therefore necessary to deduct from the requirement those dwellings built between 1991 and 1996. The total is thereby reduced, by 9,600 dwellings, from 40,700 to 31,100 (See Table A). It will also be seen by reference to Table A that this is made up from two principal components: the Local Housing Requirement and Intra-Regional Migration.

4.1.7 At any one time throughout the County there exists a 'bank' of land that has the benefit of planning permission for housing development. This, together with the number of dwellings under construction and assumptions made for the coming forward of 'windfall' schemes (i.e. permissions on land that has not previously been allocated in local plans) form the 'housing pipeline'. This contribution is deducted from the 31,100-dwelling requirement to leave the total number of dwellings to be found by means of new allocations. As will be seen in Table A, the number of completions

Table A: Components of the Structure Plan Housing Requirement

Component Number of Houses		
A	Inter-regional and international migration reduction	12,300
B	Local household growth	14,200
C	Housing replacement	2,100
D	Unmet need	1,200
E	Vacancies in existing stock reduction	1,900
F	Vacancies in new build	1,200
G	Local housing requirement	16,800
H	Intra-regional migration allocation	23,900
I	Local housing requirement plus Intra-regional migration allocation, which provides the total housing requirement for 1991 to 2011	40,700
J	Completions (1991 to 1996)	9,600
K	Total housing requirement minus completions 1991 to 1996	31,100
L	Completions (1997 to 2000)	8,930
M	Housing pipeline (at 2000)	8,456
N	New housing provision required over the Plan period at 2000	13,714

and the housing pipeline at April 2000 amounted to 17,386, thereby leaving a residual requirement for new allocations of 13,714 dwellings.

26,500, it is assumed that the equivalent of 12,300 dwellings will be lost to migration (Table A, Row A), thereby leaving a local housing growth (1991 to 2011) of 14,200 (Row B).

The Local Housing Requirement

4.1.8 The components that make up the local housing requirement are:

(i) The Inter-regional and international migration reduction

4.1.9 Historically, Warwickshire has lost population through inter-regional and international migration and Regional Planning Guidance has assumed that this trend will continue. Out of a total projected growth for the County of

4.1.10 This local household growth has been distributed according to the local need projection using the Chelmer household projection model. In so doing, it was assumed implicitly that net losses due to inter-regional and international migration are shared proportionately between the districts and boroughs. Evidence from Censuses of Population shows that net migration with other regions has varied both between Warwickshire districts and over time, with Nuneaton

and Bedworth the only district to lose population to other regions in both 1980 to 1981 and 1990 to 1991.

Taking into consideration continued variation in the patterns of migration and planned job opportunities in the north of the County, it is nevertheless assumed that the largest outflow of migrants from Warwickshire to other regions is predicted still to be from Nuneaton and Bedworth. The EiP Panel noted that all parties appeared to accept the demographic assessment of local needs and, in noting the considerable fluctuation in recent migration trends, concluded that in the absence of the consideration of wider regional implications, concluded that the Structure Plan's estimate of local housing needs should be accepted.

(ii) Housing replacement

4.1.11 The 2,100 houses (Table A, Row C) identified to be replaced during the plan period have been distributed across the districts and boroughs according to the pattern of recorded demolitions and losses over the period 1991 to 1996. The EiP Panel felt that the Structure Plan should not take a position on a significant increase in the level of demolition or refurbishment in advance of a wider national debate, and concluded that the housing replacement component should be accepted.

(iii) Unmet need

4.1.12 The unmet need of 1,200 households (row D in Table A) has been distributed amongst the districts according to the pattern of concealed and sharing households from the 1991 Census. This was accepted by the EiP Panel.

(iv) Vacancy Levels

4.1.13 Throughout the County a 3% vacancy rate in new housing (Table A, Row F) has been assumed, the equivalent of 1,200 dwellings, and has been applied at this rate to the total housing requirement for each district/borough. In the existing stock, the reduction in vacancies, totalling 1,900 dwellings (Table A, Row E), has been shared according to the size of the dwelling stock in each of the districts/boroughs.

4.1.14 Local authorities within the Region are working together to implement the application of the 3% vacancy rate advocated in Regional Guidance. The Government expects that overall vacancy rates should reach the 3% level by 2005. According to the 1991 Census, vacancies in Warwickshire stood at 3.92%, a little lower than the regional figure of 4.08%. However, evidence from Housing Investment Programme returns for the county suggest a decline to 3.7% in 1997 and to 3.5% in 2000. The EiP Panel was

mind to support the Structure Plan assumptions on vacancy levels.

Urban Previously-Developed Land Housing Targets

Intra-regional migration allowance

4.1.15 To arrive at the total housing requirement for the County for the period 1991 to 2011 an allowance for intra-regional migration (i.e. movement of people within the Region) needs to be added to the local housing requirement. This arises from households moving from the West Midlands metropolitan area, the principle of accommodating them in the County having been established in Regional Guidance. Of the 23,900 houses to be provided for intra-regional migration (Table A, Row H), 8,400 houses are a consequence of out-migration to the County from Coventry and the remaining 15,500 houses from Birmingham and Solihull.

4.1.16 Regional Guidance refers to this migrant growth being provided for in the Central Crescent and north-east Warwickshire towns, proportionate to their urban populations. The impact is shown in Table B. The EiP Panel was content with the assumptions on migration from the metropolitan areas, and accepted the figure of 23,900 houses.

4.1.17 Government policy, through Planning Policy Guidance 3 (Housing) (PPG3) requires local authorities to maximise the re-use of previously-developed ('brownfield') land and for each region to set its own land recycling targets. The target set out in Regional Guidance is 61% and that for Warwickshire has been set at 50%. The main purpose of the urban previously-developed land housing targets is to achieve the regeneration of urban areas throughout the Region and to minimise the amount of greenfield land being taken for development.

4.1.18 The previously-developed land targets set out in Table B for each district/borough are indicative and intended to play a positive role by setting out an expectation for the local plan reviews. They are believed to be realistic and have been reached by working closely with the districts/boroughs. In arriving at such targets, use has been made of residential land availability information, together with an assessment of land allocated in local plans for housing, an assumption that all future windfall sites would be previously-developed land and buildings, and a judgement made of the extent of urban previously-

Table B District / Borough Housing Requirement (Number of houses)

Total Housing Requirement 1991-2011						Total Housing Requirement 1996-2011					
District/ Borough	Type of Housing	Local Need	Migration from Coventry	Migration from Birmingham	Sub - Total	Completions 1991-1996	Local Need	Migration from Coventry	Migration from Birmingham	Sub - Total	Indicative Amount on PDL
North Warwickshire	Market	1,300	0	1,500	2,800	900	800	0	1,100	1,900	2,000
	Affordable	900	0	700	1,600	300	700	0	600	1,300	
	Total	2,200	0	2,200	4,400	1,200	1,500	0	1,700	3,200	
Nuneaton & Bedworth	Market	2,900	700	1,200	4,800	1,700	1,900	400	800	3,100	3,100
	Affordable	1,800	400	500	2,700	200	1,700	400	400	2,500	
	Total	4,700	1,100	1,700	7,500	1,900	3,500	800	1,300	5,600	
Rugby	Market	2,000	2,900	0	4,900	1,500	1,400	2,000	0	3,400	2,400
	Affordable	1,200	1,800	0	3,000	300	1,100	1,600	0	2,700	
	Total	3,200	4,700	0	7,900	1,800	2,500	3,600	0	6,100	
Stratford on Avon	Market	1,100	0	5,700	6,800	2,300	800	0	3,700	4,500	4,600
	Affordable	2,100	0	2,000	4,100	400	1,900	0	1,800	3,700	
	Total	3,200	0	7,700	10,900	2,700	2,700	0	5,500	8,200	
Warwick	Market	1,800	1,600	2,800	6,300	1,900	1,300	1,100	2,000	4,400	3,600
	Affordable	1,700	1,000	1,100	3,700	100	1,600	1,000	1,000	3,600	
	Total	3,500	2,600	3,900	10,000	2,000	2,800	2,100	3,100	8,000	
County Total					40,700	9,600	31,100				

NB. Figures in italics may show discrepancies due to rounding.

developed land not allocated for housing in local plans. An allowance was made for previously-developed land sites with high nature conservation value.

that has now been adopted by the Council. Accordingly, the district and borough indicative targets may need to be reviewed in the light of this definition.

4.1.19 Urban previously developed land is defined as previously-used land and buildings within the built-up area of settlements. These include the main towns of the County and other settlements that fall within the settlement hierarchy (see Policy RA3)

4.1.22 The achievement of the targets will be monitored through the annual residential land availability survey, and any future refinement of the district/borough level targets will follow careful consideration of this information by the district/borough councils and the County Council.

4.1.20 Indicative urban previously-developed land targets are also set out for industrial land under Policy I.2. In pursuing Government policy, there is a need to maximise the re-use of non-residential land and buildings for housing purposes as well as for town centre and employment uses. The appropriateness of competing uses will vary in different parts of the County. For example, the need for small investment employment sites (SIS) in Leamington could be greater than the need for high density housing and the achievement of the indicative urban previously-developed land housing target.

Plan, Monitor and Manage

4.1.23 Government policy, as laid down in PPG3, now requires local planning authorities to pursue a 'plan, monitor and manage' approach to housing provision. It is incumbent, therefore, on the County Council and the district/borough councils to ensure that housing requirements and the way they are met are kept under regular review.

4.1.21 The initial work to derive the district/borough targets was undertaken before the publication of PPG3 in March 2000 and its appended definition of previously-developed land

4.1.24 This is a change to past practice. The implementation of the Structure Plan includes monitoring the location and land type of new housing and industrial development in addition to information already collected by districts and boroughs on an annual basis, and embraces the indicators suggested for monitoring and review in PPG3. With plan, monitor and manage this

monitoring information collected will be judged not only on progress towards meeting housing projections but also the achievement of the policy objectives of the Structure Plan. The importance of maintaining an adequate supply of land and buildings for housing and to enable its managed release is recognised in the Plan. Policy H.4 sets out a phasing mechanism for the release of allocated greenfield sites during the Plan period.

Urban Housing Capacity Studies

4.1.25 In pursuing its commitment to the recycling of previously-developed land, the Government, through PPG3, requires local planning authorities to undertake urban housing capacity studies to establish how much additional housing can be accommodated within urban areas and, consequently, how much greenfield land may be needed for development. It recommends that such studies should consider various options in relation to density of development, levels of parking provision, different residential layouts and the mix of housing types. The Development Plan Forum, which consists of planning policy officers from the districts/boroughs and the County, has prepared a joint urban housing capacity framework. This will help to ensure that urban capacity

work is carried out early in the local plan review process and that there is a consistency of approach throughout the County.

OPERATION

4.1.26 Policy H.1 sets out the total housing provision required for each district/borough for the Plan period. In determining the scale of new housing allocations in their local plans district/borough councils will need to take account of the following:

- Dwellings built since 1 April 1996, dwellings under construction and dwellings with outstanding planning permission (where development is yet to start). Table A shows this position at April 2000.
- Previously-developed land windfall allowances. The scale of the allowance in each district/borough is a matter for consideration within the local plan review process.

In identifying sites to be allocated for housing in local plans (see Policy GD.5 and the RA Policies) the first step in the search sequence stems from the urban housing capacity studies which will establish how much additional housing can be accommodated within the main urban areas through the reuse of previously-developed land and buildings. The second step is through identifying sites which are adjacent to the main urban areas

- (urban extensions), and
- are within recognised transport corridors;
 - can be integrated into the fabric of the town;
 - are not within the Green Belt;
 - are easily accessible to town centre services and facilities;
 - are well-served or can be made to be well-served by public transport.

Through following this search sequence to identify sufficient land to meet the housing requirement, and not extending the search further than is required, the amount of greenfield land allocated will be minimised and progress towards, and achievement of, the indicative target for the percentage of new housing built on urban previously-developed land should be gained.

4.2 Affordable Housing Provision

Policy H.2 AFFORDABLE HOUSING

Local Plans will provide for affordable housing development to meet local needs however these have arisen. The provision should be based on the District Council’s assessment of the needs for affordable housing and should not be released for general market housing purposes unless justified by a change in that assessment based on up-to-date surveys and other information. In carrying out the assessment of affordable housing need, district councils should take into account the indicative figures set out below:

District Area	Indicative Figure (1996-2011) <i>Dwellings</i>
North Warwickshire	1,300
Nuneaton and Bedworth	2,500
Rugby	2,700
Stratford-on-Avon	3,700
Warwick	3,600
Total County Area	13,800

INTENT

4.2.1 Policy H.2 aims to ensure that sufficient provision is made for affordable housing throughout the County in the Plan period. The Policy contains indicative figures for each of the districts and boroughs and a County total, providing clear guidance and a strategic steer on the scale of affordable housing likely to be required across the Plan period.

4.2.2 This Policy reflects the need to provide affordable housing for all in the community, including people moving into the County from Birmingham and Coventry (referred to in the Plan as the Metropolitan Area).

CONTEXT

4.2.3 Affordable housing is defined in the glossary. This definition was agreed by regional authorities in July 1999 and is in accord with Government policy as set out in DETR Circular 6/98 (Planning and Affordable Housing), a fact acknowledged by the EiP Panel.

4.2.4 Research undertaken for the review of housing for Regional Planning Guidance (RPG 11) included an assessment of affordable housing in the Region, and the policy decision was taken in RPG11 to provide for affordable housing needs arising from

both the local population and from people moving from Birmingham and Coventry. The research indicated that there is a backlog in the provision of affordable housing in the County. It revealed that between 1991 and 1996 1,300 affordable houses were built, leaving approximately 13,800 affordable houses to be built over the Plan period. This indicates that four out of every nine new houses (44%) should be for affordable housing in the Plan period.

4.2.5 Consequently, although it is not wholly explicit in RPG11, the overall housing figure for Warwickshire contains an affordable housing assumption, and it is important that housing delivered through the Plan Period addresses the factors that led to the formulation of the regional housing requirement.

4.2.6 Circular 6/98 states in para. 9(b) that 'where local planning authorities are able to demonstrate a lack of affordable housing to meet local needs, based on up-to-date surveys and other data of local need, they should...indicate in the plan how many affordable homes need to be provided throughout the plan area...'. The significant shortfall in affordable housing provision across all the districts and boroughs apparent from the research undertaken for the review of housing for RPG11 and the annual

residential availability information, provides substantial weight for a policy in the Structure Plan to help facilitate the strategic delivery of affordable housing. The importance of providing access to housing for those in greatest need is further emphasised in RPG11 (paras. 9.18-9.19).

4.2.7 The Policy is based on the principle that the overall housing requirement is based on an element of general market housing and an element of affordable housing. The indicative figures included in the Policy derive from the research undertaken for the review of housing for RPG11 and do not determine local plan provision, but provide a robust indication of the scale of the level of affordable housing likely to be needed in each district/borough area.

4.2.8 The Policy requires affordable housing provision to be based on the district/boroughs local housing needs assessment, which must take account of affordable housing needs however these have arisen, and none of this provision should be released for general market housing unless justified by a change in the local housing needs assessment based on up to date surveys or other information. Affordable housing needs arising from households moving into the County throughout the Plan period should be

reflected through the regular updating of the local housing needs assessments.

4.2.9 The importance of providing sufficient affordable housing has been particularly highlighted recently. The Housing Green Paper (June 2000) puts forward the Government's housing policy, and contains various initiatives such as a starter home initiative to help key workers in the housing market. The Rural White Paper expresses a desire for 'a high proportion of affordable and decent housing, both for rent and sale, in market towns and in villages to support a living, working countryside with inclusive rural communities which help young people to remain in the area where they grew up'. It calls for a better use of the planning system to secure more affordable homes as part of mixed developments in towns and rural areas, and sees 'no reason why, in small villages if there is evidence of need and subject to financial viability, every new market house should not be matched with an affordable home'. This shows a growing recognition of the need for the planning system to secure sufficient affordable homes.

4.2.10 The table below shows the requirement for affordable housing for the period 1991 to 2011 (15,100 affordable houses) which came

through from the work undertaken on the current RPG and the make up of this figure which consists of two elements, local need and from people moving into the County from Coventry and Birmingham/Solihull. By subtracting the 1,300 affordable houses built between 1991 and 1996 the indicative figure for the County of 13,800 affordable houses is arrived at.

OPERATION

4.2.11 Policy H.2 provides clear guidance for the scale of affordable housing provision that is likely to be appropriate in each of the districts/boroughs. These indicative figures provide a starting point.

4.2.12 In the absence of up to date and robust local housing needs assessments undertaken by the districts/boroughs, the indicative figures should be used to secure affordable housing in each district/borough area over the Plan Period. As part of the local plan review process, the opportunity needs to be taken to include within the local plan affordable housing provision based on local housing needs assessments that embrace all affordable housing needs, however they have arisen.

	Affordable housing 1991 to 2011		Total of affordable housing 1991 to 2011	Affordable housing completions 1991 to 1996
	Local Needs	Through migration from Coventry and Birmingham		
North Warwickshire	900	700	1,600	300
Nuneaton and Bedworth	1,80	900	2,700	200
Rugby	1,200	1,800	3,000	300
Stratford on Avon	2,100	2,000	4,100	400
Warwick	1,700	2,100	3,700*	100
Warwickshire	7,70	7,400	15,100	1,300
* indicates a discrepancy in the figure due to rounding				

4.3 Minimising Amount of Greenfield Land for New Housing

Policy H.3 GREENFIELD LAND FOR HOUSING

Local plans should minimise the amount of greenfield land needed for new housing development by, amongst other measures, maximising:

- a) the use of the existing built stock through measures to reduce vacant dwelling numbers, enable the subdivision of large houses into flats and bedsits, and secure conversion of vacant premises to dwellings.
- b) opportunities for use of previously developed land and buildings for new housing, firstly by development within towns and villages and then, secondly, in locations adjoining towns and villages, including the redevelopment of unsatisfactory housing and the use of vacant land for housing, other than in identified 'Areas of Restraint' or where there are other environmental constraints
- c) the use made of sites through increased housing densities by good design and layout.

INTENT

- 4.3.1 Policy H.3 seeks to minimise the amount of greenfield land needed for new housing development by ensuring best use is made of the existing housing stock, that previously-developed land and buildings are utilised and that there is an increase in housing densities.

CONTEXT

- 4.3.2 Policy H.1 of the Plan includes an urban housing target for each district/borough in respect of the re-use of previously-developed land and

buildings. Obviously, the achievement of these targets, or development in excess of them, will greatly assist in minimising the amount of greenfield land needed for new housing development. Policy H.3 reinforces these targets by emphasising the need to maximise the use of previously-developed land for new housing development, firstly within, and then secondly, adjoining towns and villages. Reflected in this is the locational search sequence included in Policy GD.5 and the requirements of the Rural Area Policies. Within this context it is recognised that the development of previously-developed

sites can often help to regenerate centres and parts of settlements.

meet the housing provision without running the risk of 'town-cramming'.

4.3.3 Policy ER.6 requires local plans to consider the identification of 'Areas of Restraint' within or adjoining the built up areas of towns. This Policy seeks to reflect the identification of such areas and the regard that needs to be given to them in maximising opportunities for the use of previously-developed land for new housing.

4.3.4 Emphasis placed on the effective and efficient use of land for new housing development has increased in recent years. Primarily this has come about from a growing recognition that resources need to be used wisely so that we do not jeopardise options for the future. The Government has set a national housing previously-developed land target of 60% by 2008. This has helped bring to the fore the issue of the use of land for future housing development not just to those involved in planning but to all in the community.

4.3.5 The housing revision made to RPG11 in 1998 included within its strategy the emerging Government emphasis of making the best use of the existing housing stock and previously-developed land for new housing in and, where appropriate, adjoining built-up areas, in order to minimise the amount of greenfield land needed to

4.3.6 As highlighted earlier, the publication of PPG 3 in March 2000 signalled the Government's attempt to minimise the amount of greenfield land needed for housing development by the promotion of more sustainable patterns of development and by making better use of previously-developed land. As a means of giving support to this, the Government has introduced a greenfield land direction whereby planning applications for schemes of 150 dwellings or more or on a site of 5 hectares or more have to be notified to the Secretary of State before planning permission is granted.

4.3.7 As a means of making better use of urban land, PPG3 encourages local planning authorities to specifically adopt positive policies:

- to identify and bring into use empty housing, vacant commercial buildings and upper floors above shops, in conjunction with the local authority's housing programme and empty property strategy and, where appropriate, acquire properties under compulsory purchase procedures;
- to promote such conversions, by taking a more flexible approach to

development plan standards with regard to densities, car parking, amenity space and overlooking;

- to encourage the increase in density of new developments by considering design, layout and by setting maximum car parking standards.

4.3.8 The Urban White Paper, published by the Government in November 2000, stresses that re-using existing buildings is important not only to revitalising declining urban areas but also to sustainable development, because they are usually supported by existing infrastructure and, overall, their re-use is likely to be more energy efficient and resource friendly than building new properties (p.56). The Government is encouraging authorities to develop empty property strategies and is in the process of introducing fiscal incentives to encourage the use of empty or under-used properties.

OPERATION

4.3.9 Policy H.3 requires districts/boroughs to consider formulating policies in their local plan reviews to maximise the use of previously-developed land for new housing development, firstly within towns and villages, and then, secondly, in locations adjoining towns and villages, and also to:

- reduce the number of vacancies in the existing and newly built housing stock;
- encourage, where appropriate, the subdivision of large houses into smaller units;
- encourage the conversion of vacant premises, such as empty offices or floors above shops to residential use;
- encourage the redevelopment of unsatisfactory housing and the use of vacant or underused land for new housing where appropriate; and
- encourage where appropriate increased housing densities.

Districts/boroughs should consider the ways in which they will encourage and deliver increased housing densities.

4.4 Managing the Release of New Housing Land

Policy H.4 RELEASE OF HOUSING LAND

Local plans will provide sufficient land, taking account of an allowance for windfalls, for new housing development over the plan period to 2011.

District planning authorities must ensure that there is a supply of housing land capable of keeping the supply of dwellings in line with housing needs in that district.

In the process of selecting land for allocation and release for housing development, where there is an adequate supply, no more greenfield land should be released for housing development. Exceptionally, however, authorities will need to consider whether there are circumstances that might justify early release of allocated greenfield land where it is required to maintain an adequate housing land supply and

- (a) it will bring forward the development of previously-developed land and/or buildings of at least a similar size; or
- (b) the proposed development includes affordable dwellings in a proportion justified by the assessment of housing needs produced by the district council; or
- (c) it will make a significant contribution to affordable housing provision elsewhere.

Local plans should provide for those exceptional circumstances when an outstanding need for either affordable housing or accommodation for those households with special needs may outweigh planning objections which would otherwise cause rejection of similar proposals for general market housing.

INTENT

4.4.1 Policy H.4 provides a phasing mechanism for the delivery of the housing provision (set out in Policy H.1) during the Plan period. Its intent is to ensure that the release of allocated greenfield land for housing development is not quickly exhausted at the expense of bringing forward

previously-developed land for development.

CONTEXT

4.4.2 The Policy sets out the need for districts/boroughs to ensure that there is at any time an adequate supply of housing land which keeps the supply of houses in line with housing needs in

the district or borough. An adequate housing supply will need to have regard to the capability of the land and buildings to keep the supply of houses in line with housing needs in the district/borough as well as development lead times.

4.4.3 The Policy lays down the criteria within which allocated greenfield land may be released early for development – for example, where it might trigger the development of previously-developed sites or generate affordable or special needs housing which would not otherwise be forthcoming.

4.4.4 To deliver the total housing provision and the appropriate scale of affordable housing alongside the achievement of the urban previously-developed housing targets presents districts/boroughs with a challenging task in their local plan reviews. Accordingly, to assist with this process, a policy introducing a phasing mechanism for the release of allocated greenfield land was considered necessary.

4.4.5 Government policy, as stated in PPG3 (and foreshadowed in Regional Planning Guidance), firmly requires local plans to include policies for the release of sites for housing development and demands that a sequential approach is adopted whereby previously-developed sites are developed before greenfield

sites. Obviously, without such a mechanism there would be a danger of greenfield land being utilised first.

4.4.6 The ability to bring forward the development of allocated greenfield land in specific circumstances is considered to be necessary in Warwickshire. This ability could be required to bring forward previously-developed land in the north of the County where the market alone may not be strong enough to do so, and could help to deliver sufficient levels of affordable housing in the south of the County where the general housing market is strong and prices are often prohibitive for lower income workers, particularly in the tourism associated industries.

4.4.7 In short, this Policy helps to shift the emphasis from greenfield housing development towards development of previously-developed land and buildings and in doing so reduces the rate of development of greenfield land. It also helps to bring resources forward for the development of affordable housing, and should act in a positive way to achieve the broad strategy of the Plan.

OPERATION

4.4.8 Policy H4 requires local plans to operate within the framework laid

down within PPG3 and its sequential approach, but also to acknowledge the criteria (as laid out in the policy) that might occasion the release of allocated greenfield land.

4.4.9 Local plans should also set out the order of priority for the release of land through the Plan period. Further advice on this matter is provided in 'Planning to Deliver - The managed release of housing sites: towards better practice'.

4.4.10 Agreements will be needed to secure the requirements of this Policy. Although this could be onerous, the EiP Panel felt that they would be no more onerous than entering into and complying with Section 106 Obligations. It will be necessary for local plans to set out clearly the phasing mechanism and its operation, and the need for an agreement to be

entered into on allocated greenfield sites for their phased release.

4.4.11 Through the regular and frequent monitoring of housing supply the phasing mechanism will enable allocated greenfield sites to be released for housing development only when fully justified by at least one of the three specific circumstances set out in this Policy. The increase in frequency of updating monitoring information will ensure that there is greater certainty in the accuracy of the housing supply and will help to ensure that the phasing mechanism does not unduly delay the bringing forward of allocated greenfield sites for housing development.

4.4.12 Any early release of allocated greenfield land justified through this Policy will also need to have regard to the other policies in this Plan.

4.5 Review of Existing Housing Provision in Stratford-on-Avon District

Policy H.5 HOUSING PROVISION IN STRATFORD-ON-AVON DISTRICT

A review of existing housing provision in Stratford-on-Avon District should be undertaken to reduce the rural housing provision in locations that do not meet the locational criteria of this Plan.

Significant weight should be given in the determination of planning applications to the locational criteria pending the completion of this review.

INTENT

- 4.5.1 Policy H.5 is intended to reduce the large number of housing commitments in locations in Stratford-on-Avon District that do not accord with the strategy of this Plan. The Policy flags up the need for an early review of housing provision in the District. This will provide greater scope to lessen the imbalance between the scale of the housing pipeline and local need in the District, and will provide a distribution of housing which more clearly meets the objectives of the Structure Plan, by means of strengthening the emphasis on the main urban area, Stratford-upon-Avon. It encourages the District Council to embark on a review of existing housing provision as soon as is possible.

CONTEXT

- 4.5.2 The need for this Policy stemmed from the EiP Panel Report, following its consideration of the scale of the housing pipeline and local need in Stratford-on-Avon District, and the distribution of housing development across the County and this District.
- 4.5.3 The EiP Panel considered that the scale of the housing pipeline in Stratford-on-Avon District was so out of scale with local need that it should

be reviewed where possible, and noted the considerable benefit in maintaining the allocations around the main urban area of Stratford-upon-Avon. The scale of the housing pipeline needs to be reduced to a position where the total housing provision for the District in the Plan period totals 8,200 houses.

- 4.5.4 In strategic planning terms there is a firm basis for including this Policy. Mainly this derives from the increased opportunity for a more sustainable pattern of development in this part of the County, focusing on the main urban area and strengthening the overall development strategy across the whole of Warwickshire.
- 4.5.5 Added impetus to undertake a housing review has come through the revised PPG3. This guidance introduces a new approach to planning for housing which, for many authorities will mean an early review and alteration in respect of housing. The explanatory text to Policy H.1 provides further detail on this matter.

OPERATION

- 4.5.6 The Policy requires Stratford-on-Avon District Council to review its existing housing provision in order to reduce the rural housing provision in locations that do not meet the locational criteria

of the Structure Plan. This stems from the underlying development strategy and the specific policy steer given to the location of new housing development in Policies GD.3, GD.5, RA.1, RA.2 and RA.3. In addition, to maximise the opportunities available to reduce the rural housing provision the Policy sets out that significant weight should be given in the determination of planning applications to the locational

criteria pending the completion of the review.

- 4.5.7 Once the review of existing housing provision has been fully undertaken and a reduction in the rural housing provision in locations that do not meet the locational criteria of the Structure Plan is achieved, the requirements of this Policy will have been met.



Industrial Policies



5. INDUSTRIAL POLICIES

5.1 Basis of Need for Industrial Land

Policy I.1 THE NEED FOR INDUSTRIAL LAND

Over the Plan period, the following needs should be addressed by local plans:

- (a) support for existing local industrial sectors in the face of a projected decrease in largely male employment in manufacturing and mining of some 10,700 jobs, with about 170 ha of new industrial development;
- (b) accommodating the projected net expansion of the service sector by some 22,200 jobs, which is dominated by female and part-time employment, resulting in an intensification of distribution and services in town centres reducing new service industrial land requirements by an assumed 30% to around 320 ha;
- (c) halving the April 1996 level of unemployment of around 12,000 with 80 ha of new industrial development; and
- (d) the redevelopment of the former Coventry Colliery and adjacent Home Fire Plant, to be facilitated by the release of 8 hectares of green belt land.
- (e) the need to:
 - (i) maximise the use of existing industrial land in urban areas, either by conversion, rationalisation or re-use, where the location is accessible by rail, or water as well as road transport;
 - (ii) provide for both smaller and larger users on small investment sites (SIS) and larger investment sites (LIS) for different sized firms to be accommodated at the same time;
 - (iii) provide for support services or facilities to enable the labour force to take up the jobs that become available.

INTENT

- 5.1.1 Policy I.1 seeks to maintain a buoyant economy and support overall growth in prosperity for Warwickshire. The future employment land requirements for the County to 2011 need to be set within the context of Regional Planning Guidance (RPG11). Policy I.1 sets out the key issues, existing and anticipated, which will emerge over the Plan period and seeks to influence the impact by ensuring an adequate supply of employment land and jobs.
- 5.1.2 In addition, the objectives (e) (i) – (iii) are set out as a matter of policy, guiding the provision made in Policy I.2 and subsequent policies.

CONTEXT

- 5.1.3 This Policy identifies needs which should be addressed by local plans and is based on a consideration of:

- Existing and forecast employment needs,
- The specific requirements of Warwickshire's businesses,
- Regional needs, and
- The opportunities available for re-using previously developed land.

For the purposes of the Plan, industrial land requirements are defined as meaning B1, B2 and B8 use. Other

types of employment, including retail, hotels and tourism are dealt with later in this chapter and within the Town Centres and Rural Area chapters.

Regional Policy Context

- 5.1.4 RPG11 sets out the locational principles for the development in the Region. It identifies two sub-regions within Warwickshire: the Coventry/North East Warwickshire area and the Central Crescent. Employment growth is encouraged in the northern part of the Coventry/North East Warwickshire sub-region, whilst in the Central Crescent employment provision should not be at a level which undermines the regeneration of the metropolitan areas. Although some provision should be made in the Central Crescent, the RPG notes that employment land provision in the larger settlements can, if carefully matched to the employment needs of the area contribute to a better balance between housing and employment, thereby reducing commuting.

- 5.1.5 RPG11 looks to structure plans to provide a portfolio of readily available land to meet the varying needs of firms wishing to expand or establish in the West Midlands, and looks for the provision of more industrial land on previously developed land rather than greenfield land. A primary aim of urban

regeneration in the Region is provision of a range of employment sites to meet local as well as inward investors needs. The RPG continues to give support to developing the Region as an advanced manufacturing area with an emphasis on attracting major inward investors. Specific reference is made to the provision of a Premium Employment Site (PES) in the County to meet Coventry's needs for high quality employment land to both encourage inward investment and to allow for expansion of existing firms with particular requirements. A site at Ansty in Rugby Borough was identified for that purpose in the last Structure Plan. In addition RPG11 refers to the need for Major Investment Sites (MIS's) to be promoted through structure plans in the first instance. Two large sites (minimum of 50 ha), are promoted to accommodate single users (predominately large multi-national organisations) whose location into the area would benefit the regional economy. Ansty is now promoted by this Plan in Policy I.6 as a Major Investment Site.

Calculation of Industrial Land

- 5.1.6 Calculating the amount of industrial land is not an exact science because of the many variables and uncertainties that need to be taken into account. The subject was debated at length

during the Structure Plan Examination in Public (EiP), and a full account of the issues and detailed considerations involved are given in the Report of the EiP Panel. The following paragraphs explain some of the factors involved in determining the industrial land requirement.

Manufacturing redundancies

- 5.1.7 This comprises two elements; the consequence on the land following a factory closure, and the transfer of the staff to the service sector.
- 5.1.8 Some of the anticipated redundancies in the manufacturing sector will involve the release of industrial premises or land, and whilst not all of this land would be re-cycled for new employment purposes, some allowance needs to be made. The EiP Panel recommended the adoption of a range of 10-20% of the total that would result in re-cycling.
- 5.1.9 In terms of a transfer to the service sector, the EiP Panel considered that it is reasonable to make some allowance for the transfer of redundant manufacturing workers to service employment, because some of the skills in manufacturing are required in service industries, such as administration and scientific/professional skills. The EiP

Panel concluded that it would be reasonable and probably cautious to assume that 10% would transfer.

- 5.1.10 Taken together, the Panel agreed that these two components would result in a need for around 160-180 ha. of land to meet expected job losses over the plan period.

Service Sector Land Requirement

- 5.1.11 The Panel agreed that 320 ha of land will be needed to meet the projected increase in service sector employment over the plan period. This takes account of the capacity of town centres to accommodate a proportion of the growth in service sector employment, reflected in the other policies of this Plan to promote development in town centres.

Reducing Unemployment

- 5.1.12 It was noted by the EiP Panel that the highest levels of unemployment are in the north of the County where the largest reserves of industrial land already exist and that the levels of unemployment in the south of the county are approaching levels which cannot be easily reduced. Furthermore, they noted that unemployment had already decreased significantly (30%) between 1996 and 1997 without the release of extra land resources, suggesting that

employment growth occurred in existing premises. This potential, together with the additional service sector jobs that will be accommodated on non-industrial sites in town centres, is an important component of employment growth which will contribute to a reduction in the level of unemployment. Taking that into account, the Panel concluded that a further 80 ha of land is required to reduce levels of unemployment.

Overall Land Requirement

- 5.1.13 Based on these assessments, the amount of land required is 570 ha, as set out below:

1. Land required to meet expected job losses over the Plan period: **170 hectares**
2. Land required to meet projected increase in service sector employment, (22,000 jobs: reduced to 16,000 jobs acknowledging that some service sector provision will be accommodated on existing sites in town centres): **320 hectares**
3. Land required to halve 1996 unemployment (12,000 down to 6,000 target): **80 hectares**

Total requirement: 570 hectares

5.1.14 Although the requirement is less than the current land supply of 680 hectares, the distribution of that supply is highly skewed in favour of North Warwickshire Borough, as a result of Hams Hall and Birch Coppice. It was concluded that this imbalance

should not distort consideration of the needs of other parts of the County, and that the allocation of the 570 hectares to the districts should be on the basis of past take-up rates as set out below:

Assessment of industrial land requirement

District	Trend 1989-96 (ha)	Distribution 1996-2011 (ha)	Supply (ha)
NWBC	58.5	81	279
NBBC	96.0	132	111
RBC	105.0	144	133
SADC	58.5	81	58
WDC	96.0	132	99
WCC	414.0	570	680

5.1.15 The total of 132 hectares, for Nuneaton and Bedworth Borough should allow the proposals at Keresley and East of Nuneaton to proceed. The Rugby Borough total will accommodate the proposal for a Major Investment Site at Ansty, but will not also allow for the "East of Rugby" proposal. The demand figures for Stratford-on-Avon District and Warwick District areas justify additional land releases for both.

SADC - 23 ha

WDC - 33 ha

The new releases amount to 88 ha, bringing the overall total allocations, including the existing supply, to 768ha (i.e. 680 ha + 88 ha).

5.1.16 Accordingly the Structure Plan proposes that additional land is released in districts/boroughs as follows:

NWBC - 0 ha

NBBC - 21 ha

RBC - 11 ha

OPERATION

5.1.17 This Policy provides the methodology and basis for the industrial land provision as set out in Policy I.2. District/borough council's should be aware of the components that make up the demand for industrial land. Furthermore, it sets out the objectives as a matter of policy, guiding the provision made in Policy I.2 and subsequent policies.

5.2 Industrial Land Provision

Policy I.2 INDUSTRIAL LAND PROVISION

Local plans should make provision for the phased release of up to 768 ha of land for industrial development (use classes B1, B2 & B8) over the plan period, to be distributed between the districts broadly as set out in Table I.1. Provision of industrial land should maximise the use of urban previously developed land and buildings.

Table I.1 District Area	(a) Need 1996-2011 all industry in hectares	(b) Indicative only 1996-2011 % of new industry on urban previously developed land and buildings	(c) SIS Small investment sites hectares	(d) LIS Large Investment sites hectares	(e) MIS Major investment site at least 50 hectares
North Warwickshire	279	95%	3	276	-
Nuneaton & Bedworth	132	61%	47	85	-
Rugby	144	49%	4	90	50
Stratford-on-Avon	81	60%	56	25	-
Warwick	132	10%	22	110	-
Total County Area	768	62%	132	586	50

INTENT

5.2.1 Policy I.2 seeks to provide a countywide guideline for the level of industrial land required over the Plan period and shows the distribution by districts/boroughs to be taken into account by local plans. Guidance is also given on the level of provision for small, large and major investors, in keeping with regional planning guidance, to highlight the need for and

availability of differing sized sites and plots.

5.2.2 This Policy also provides indicative targets for the percentage of new industrial development which should take place on urban previously developed land to encourage regeneration of urban areas across the County. Following the EiP the targets were refined in liaison with district and borough councils. The overall target for Warwickshire is 62%, and the

variable capacity to use urban previously-developed land for new employment development across the County has been taken into account in setting these indicative targets.

CONTEXT

5.2.3 Table I.1 shows the distribution of industrial land provision across the County, as explained in the context section of Policy I.1. The Table also shows that distribution further broken down into small, large and major investment sites (SIS, LIS and MIS) provides a qualitative guide to ensure that, over the Plan period, a varied portfolio of differing sites is available.

5.2.4 SISs are defined as sites of up to 1 hectare that are suitable for smaller firms. An assessment of existing commitments at 1996, showed a lack of provision of small sites around the County, and an uneven distribution across districts/boroughs. However, through new provision and the review of existing allocations there is an opportunity to increase the provision of small plots and sizes and ensure that the future needs of smaller firms are better catered for.

5.2.5 District/borough councils should decide on the configuration and number of sites identified to meet the total requirement in column (c) of Table I.1 in Policy I.2. The split

between SIS and LIS in columns (c) and (d) has been determined following consultation with the districts/boroughs to reflect the most up to date situation. Larger sites which are suitable for sub-division into plots of less than 1 hectare could also be designated to help meet the needs of smaller firms.

5.2.6 The urban previously-developed land industrial targets for the districts/boroughs are indicative and are intended to play a positive role by setting out an expectation for the local plan reviews. They are intended to be realistic and have been arrived at in conjunction with district and borough councils.

5.2.7 Of course, there are pressures from Government policy and from other policies in this plan to allocate urban previously-developed industrial land for housing and uses appropriate to town centres as well as for industrial use. The appropriateness of competing uses will vary in different parts of the County. For example, the need for SISs in Leamington could be greater than the need for high density housing and the achievement of the indicative urban previously-developed land housing target.

5.2.8 Table I2, below, using the April 2000 industrial land returns, sets out the

position in relation to the industrial land supply requirement. It identifies a large industrial pipeline, which indicates that the amount of industrial land to be allocated for the remainder of the Plan period is relatively small, as

set out in paragraph 5.1.16 above. The districts/boroughs, in preparing their local plans, will need to review these figures and balance the competing pressures between the different land uses.

Table I.2 District Area	(a) (Hectares) Need 1996-2011	(b) (Hectares) Indicative only 1996-2000 & u/c @ April 2000	(c) (Hectares) April 2000 with planning permission	(d) (Hectares) Available @ April 2000 without planning permission	(e) (hectares) Available Total Supply @ April 2000 (b+c+d)	(a-e) (hectares) difference between 'needed' and current 'supply'
North Warwickshire	279	90.1	177.4	8.6	276.1	2.9
Nuneaton & Bedworth	132	19	50.5	33.6	103.1	28.9
Rugby	144	24.8	104.9	20	147.3	-3.8
Stratford-on-Avon	81	32.7	52.8	30.1	115.6	-34.6
Warwick	132	29.2	64.2	21.9	115.3	16.7
Total County Area	768	195.9	447.3	112.5	753.7	14.3

5.2.9 The achievement of the targets will be monitored through the annual industrial land availability information, and any future refinement of the district/borough level targets will follow careful consideration of this information by the district/borough and the County Council.

OPERATION

5.2.10 This Policy sets out the total industrial land provision required for each district/borough for the Plan period. In determining the scale of new

allocations in their local plans, district/borough councils will need to take into account any contributions that have already been made since the 1 April 1996, e.g. sites already developed since that time (referred to as completions), sites in the process of being developed (under construction) and land with planning permission already granted (extant industrial planning permissions).

5.2.11 In identifying sites to be allocated for industry in local plans (see Policy GD.5 and the Rural Area Policies) the

first step in the search sequence stems from the urban capacity studies which will establish how much additional industrial land can be accommodated within the main urban areas through the re-use of previously-developed land and buildings. The second step is through identifying sites which are adjacent to the main urban areas (urban extensions), and:

1. are within recognised transport corridors;
2. can be integrated into the fabric of the town;
3. are outside the Green Belt;

4. are easily accessible to town centre services and facilities; and
5. are well served or can be made to be well served by public transport.

Through following this search sequence to identify sufficient land to meet the industrial land requirement, and not extending the search further than is required, the amount of greenfield land allocated will be minimised and the indicative target for the percentage of new industrial sites to be provided on urban previously-developed land should be achieved or substantially achieved.

5.3 Small Investment Sites (SIS)

Policy I.3 SMALL INVESTMENT SITES

District councils should seek wherever possible to make specific provision for sites for small investors, through a review of local plan allocations and those which have the benefit of outline planning consent, (excluding the site identified at Ansty as a Major Investment Site (MIS)).

INTENT

- 5.3.1 Policy I.3 aims to provide new sites for small investors and to encourage, through local plan reviews, a review of allocated sites with outline permissions, in order to increase the availability of small sites and plots.

CONTEXT

- 5.3.2 The requirement for this Policy arises

from the relative shortage of development opportunities available for small and medium sized firms. The document entitled “Challenges and Opportunities – the Coventry and Warwickshire Economy 1998” produced by the County Council, City of Coventry and the Chamber indicates that 13,500 businesses out of a total of 18,800 employed less than 10 people. Furthermore, the document stated that 11% of the

small employers had experienced a constraint on growth due to a lack of suitable premises, and that 18% expected to require larger premises in the next 2-3 years. The 2000 version entitled "Facing the Future" indicates that 22,000 out of 26,800 businesses employed less than 10 people, whilst 2.6% of small firms stated that a lack of suitable premises was a constraint on their growth.

- 5.3.3 The shortage of small sites has been exacerbated by the failure to identify sufficient SIS's through the development control process, by use of planning agreements for example.

Policy I.3 has therefore been introduced to require the district and borough councils to review their stock of allocated sites and planning permissions in order to increase the availability of small sites and plots. Such a review should not justify release of further greenfield sites.

OPERATION

- 5.3.4 This Policy requires the districts/boroughs to review the industrial pipeline and sites that have the benefit of outline consent in order to identify and bring forward specific sites for SIS provision.

5.4 Industrial Land Portfolio

Policy I.4 INDUSTRIAL LAND PORTFOLIO

Local plans should, over the plan period, provide a portfolio of sufficient land for new industrial development (Use Classes B1, B2 & B8), as indicated in Table I1 of Policy I.2. Where land is available in all the relevant categories identified (c-e), no more greenfield land should be released for industrial development except: where local plans have allocated, or provided for greenfield sites to come forward; and the greenfield site:

- (a) will bring forward the development of an allocated site of previously developed land and/or buildings of at least similar size elsewhere in that or an adjoining district; or
- (b) is urgently needed for the expansion of an established local industry which, if not permitted, would result in a direct loss of local jobs and a permission would secure those jobs.

INTENT

- 5.4.1 Policy I.4 seeks to maximise the re-use of previously-developed land for development, by ensuring that

greenfield land releases are brought forward only (a) where it is provided for in the development plan, (b) where it is linked to the redevelopment of comparable sized allocated

previously-developed sites or (c) where it is urgently required to meet the expansion needs of an established local industry, which if not allowed would result in local job losses.

not otherwise come forward in the Plan period.

5.4.3 The Policy also recognises that existing businesses may face difficulties in expanding. Policy I.7 specifically deals with the expansion needs of existing businesses

CONTEXT

5.4.2 However, there may be some instances where the costs of bringing forward an allocated site on previously-developed land may inhibit its early release, due perhaps to costs incurred on clean up, demolition or provision of infrastructure. In some circumstances, the bringing forward of an allocated greenfield site could help to offset those high costs, and this policy allows such an enabling process to take place if it assists in bringing forward an allocated site on previously-developed land which might

OPERATION

5.4.4 This Policy enables local plans to include policies that allow for the early release of an allocated greenfield site provided the Local Plan has allocated, or provided for greenfield sites to come forward and it will secure the benefits identified in sub paragraphs (a) or (b) of the Policy. Any early release of an allocated greenfield site justified by this Policy will need to have regard to other policies in this Plan.

5.5 Facilitating Industrial Development of Previously-Developed Land

Policy I.5 DEVELOPMENT OF PREVIOUSLY-DEVELOPED LAND

Local plans should provide for the industrial development of allocated greenfield land justified under Policy I.4 above to be contingent on securing:

- (a) the necessary funds for redevelopment or restoration of the previously-developed land and buildings, through contributions from the developers of the greenfield land, and by funds from other agencies;
- (b) planning permission granted on the basis of the linked sites, with planning applications submitted, considered and determined at the same time and supported by legally binding agreements under Section 106 of the Town and Country Planning Act 1990.

INTENT

- 5.5.1 Policy I.5 seeks to enable the restoration and re-use of previously-developed land, through the early release of an allocated greenfield site under Policy I.4, where the necessary contributions from the developers of the allocated greenfield site have been secured through binding legal agreements.

CONTEXT

- 5.5.2 In allowing for the early release of an allocated greenfield site where it meets the criteria in Policy I.4, districts/boroughs need to ensure that the previously-developed site is actually developed for industrial purposes, and it is not simply the easier greenfield site that is developed.
- 5.5.3 In order to ensure that this is the case, the district/borough councils need to

ensure that the funding necessary to develop the previously-developed land is available from either the developer of the greenfield site, or other agency, such as English Partnerships or the Regional Development Agency, Advantage West Midlands (AWM).

OPERATION

- 5.5.4 Where sites come forward under Policy I.4, local plans will need to have policies that will require that the planning applications are submitted and determined concurrently, and that legal agreements are signed that binds the linked developed. Using the 1990 Town & Country Planning Act, associated previously-developed land development should be secured, removing any potential for delay in implementation ensuring that the previously-developed site development proceeds, contingent upon the greenfield development.



5.6 Major Investment Site (MIS)

Policy I.6 MAJOR INVESTMENT SITE

A site should be reserved for the possible development of a large industrial project known as a Major Investment Site (MIS), which would be of major benefit to the Regional economy, by either diversification of the sub-regional employment base or halting the decline of an existing sector. A site of 50ha can be identified at Ansty in Rugby Borough. This site should be brought forward for development, but only released when:-

- (a) there is clear demonstrable evidence that the identified and available MIS sites, in accordance with the regional development strategy set out in RPG11, have been thoroughly considered and rejected by a prospective investor;
- (b) the occupation of the whole site can be limited to the first single user by a binding planning agreement or obligation;
- (c) all realistic alternative sources of previously developed land and buildings have been considered before greenfield land release is contemplated.
- (d) the site should be well served, or can be made to be well served, by public transport.

INTENT

- 5.6.1 Policy I.6 seeks to contribute to the regional supply of MISs, which will enable the West Midlands to accommodate a major inward investor, by providing a 50 hectare site, in line with RPG11 and WMLGA policy.

CONTEXT

- 5.6.2 RPG11 sets the policy context for the industrial land allocations within the Structure Plan. It looks to the Plan to provide a portfolio of land to meet the varying needs of firms looking to

expand or establish. The economy of the Region has been dominated by the manufacturing industry. RPG11 identifies continued support for developing the West Midlands as an advanced manufacturing Region. For this to be achieved, it is vital for the Region's existing manufacturing base to continue to improve its international competitiveness, with an emphasis on attracting major inward investors.

- 5.6.3 RPG11 identifies at para. 7.19, the need for 'two large sites for new industrial and commercial

investments, each by a single large multi-national organisation to the major benefit of the regional economy'. The RPG acknowledges work carried out by the West Midlands Regional Forum (now WMLGA) in the identification of suitable general locations for these sites. Furthermore, it states that such sites should come forward in development plans, in the first instance in structure plans.

5.6.4 The West Midlands Region has, over recent years, suffered from a shortage of large sites to which inward investors could be attracted. In investigating why there were no available sites, the Government Office for the West Midlands (GOWM), the Confederation of British Industry (CBI) West Midlands Branch and the Forum identified that the large sites that could have been suitable, had, in fact, been 'nibbled' into by developers, thereby making them too small. The Regional Guidance issued in September 1995, at para. 7.19, therefore, urged the Forum, together with the GOWM and the business community to undertake a study in order to identify sites suitable for potential inward investors.

5.6.5 A joint study was undertaken by the Forum, together with the GOWM, the West Midlands Development Agency (AWM), English Partnerships and the

Regional Chamber of Trade, whose remit was to identify suitable locations for potential sites for inward investors. The reissued RPG11 in April 1998, acknowledges this joint study at para. 7.19.

5.6.6 Following the publication of the joint study, it became obvious that to ensure, as RPG11 requires, the Region is able to provide up to two large sites for new industrial and commercial development, the Forum needed to do more work. It established a Major Investment Sites Implementation Project Group, who were charged with in particular, an implementation role, ensuring the availability of sites in a consistent manner across the Region.

5.6.7 The final report of the Major Investment Sites Implementation Project Group was approved by the WMLGA Regeneration & Environment Committee on the 24 April 1998. The project team's report made a number of recommendations.

5.6.8 The first recommendation concerned the number of sites. It was recommended that two MIS's should be readily available at any one time. Furthermore, in line with the findings of the joint study, that the locations of North of Wolverhampton and Minworth should be considered as 'fast track' locations. In order to ensure flexibility

(in differing speeds of implementation and client choice) and acknowledge uncertainties (to allow for the possibility that a particular site may fall out of consideration), a further four locations should be identified as being 'in the pipeline'. Ansty was identified as one of the pipeline sites.

5.6.9 The second recommendation concerned the location of future MIS's, and in accordance with the development principles of RPG11, gave priority to the north and west of the Region.

5.6.10 The third recommendation concerned the relationship to the development plan process. Having identified the Region's two priority sites, there is no reason why another MIS should be dealt with outside of the development plan process. The report, therefore, included model policies which it considered should be applied to the appropriate development plan, as follows:

- The land is reserved for the possible future development of a very large-scale industrial project;
- The development will be of major benefit to the Regional economy either by encouraging diversification of the industrial base or to halt the decline of an

important existing industrial sector;

- Only land that is in accordance with the regional development strategy will be brought forward for development;
- Occupation of a Major Investment Site will be restricted to the first single user; and
- All realistic potential previously-developed land alternatives have been considered before greenfield land release is contemplated.

5.6.11 The fourth recommendation was that emerging MIS proposals should be formally considered by the WMLGA. Positive endorsement for the location of a proposal should be sought as part of the planning process.

5.6.12 The remaining recommendations concerned a continuing Regional Partnership between all parties to ensure an orderly release of the two 'fast track' sites, with a continuous pipeline, and finally a consideration of delivery mechanisms.

5.6.13 Policy I.6, in its promotion of Ansty as a potential MIS, was considered by the Major Investment Site Implementation Project Group at its meeting on the 17 August 1998. It was agreed by the Group, and reported as

such to the WMLGA's Regeneration & Environment Committee on 16 October 1998, that Policy I.6 accorded with the model policy as contained in its final report.

Identification of the Ansty MIS site

5.6.14 The Consultation Draft Plan identified three MIS's, one each in the Polesworth/Dordon/Birch Coppice area of North Warwickshire, in northern Nuneaton and to the east of Rugby. However, at the Deposit Draft stage it was decided to reduce the allocation to one MIS site at Ansty in Rugby Borough. The Premium Employment Site (PES) allocation for the Ansty site, which is identified as meeting the needs of Coventry in RPG11, had not been taken up. (PES is identified by the RPG). Furthermore, there had been little interest in the development of the site, the perceived restraint being the B1 use attached to the PES designation. It was considered therefore that there was no longer a need to provide for a high-

technology peripheral development site and the decision was made to swap the PES designation of the Rolls Royce expansion site at Ansty, with the MIS previously proposed in the Consultation Draft, to the east of Rugby.

OPERATION

- 5.6.15 The allocation of the site at Ansty, as illustrated on the key diagram, as a Major Industrial Site in this Plan is of strategic importance to the West Midlands Region, and is intended to meet regional economic objectives as set out in RPG11. Although the site benefits from a planning permission relating to its former designation as a Premium Employment Site, the overriding strategic advantage favours retaining the site as a whole so that it can be safeguarded for a single inward investor needing a very large site.
- 5.6.16 The policy sets out the criteria which need to be met before the site can be released for development.

5.7 Existing Business Expansion Needs

Policy I.7 EXISTING BUSINESS EXPANSION NEEDS

Ongoing expansion needs of existing businesses should be specifically catered for in local plans. Such developments should be located closest to residential areas, with good access to the primary road network and planned for public transport as the primary mode of travel to work.

INTENT

- 5.7.1 Policy I.7 deals with the difficulties faced by existing businesses when seeking to expand within their local area. It is intended that, through local plans, district/borough planning authorities should take the opportunity to consider and address these needs.

CONTEXT

- 5.7.2 The expansion of existing business can provide a significant source of new employment, and an important contribution to the vitality of the local economy. This is illustrated by the significant proportion (60 %) of successful investment enquiries during 1999 to 2000 which came from indigenous businesses (falling within Use Classes B1, B2 & B8). These enquiries safeguarded 104 jobs and created 279 new jobs. Non-indigenous enquiries accounted for the other 40% of all enquiries and created a further 940 jobs for the County. With the aim of diversifying the Region's economy from an over-dependence on particular manufacturing industries, RPG11 (para. 7.3) encourages planning authorities to enable local enterprises to invest in order to diversify the local economy through policies for the expansion of indigenous firms as well as the

establishment of new small and medium sized enterprises. If local plans fail to take proper account of the ongoing expansion need of such firms, they may be obliged to either drop their expansion plans or relocate in order to expand. However, it is important that local plans provide for such expansion in locations that maximise the opportunities for access by means of transport other than the car, as well as assessing the environmental impacts.

OPERATION

- 5.7.3 It is envisaged that this Policy will enable district/ planning authorities to specifically recognise the importance of the expansion of particular existing businesses to the health of the local economy. This recognition is expected to take the form of the allocation of land (which could be either previously-developed land or in the circumstances as set out in Policy I.4 (b), greenfield) for the expansion of a particular firm/business activity and/or the development of policies that would enable such an expansion to be permitted under predetermined conditions relating to the nature of the activity to be carried out and the time period for completion of the expansion.

5.8 Tourism, Leisure and Recreation

Policy I.8 TOURISM, LEISURE AND RECREATION

Local plan policies should support new tourist, leisure and recreation development where:

- (a) the facility will create new jobs meeting local needs for employment and provide community benefits;
- (b) there is easy access to the main transport routes and urban areas;
- (c) there is the opportunity to maximise the use of alternatives to the private car; and
- (d) the development would not undermine the intrinsic value of natural or cultural assets.

The expansion of existing attractions and facilities should be supported in local plans where this would result in the retention or creation of jobs and environmental improvements.

INTENT

5.8.1 Policy I.8 seeks to ensure that local plans avoid providing for development that devalues the very assets that represent a source of income and enjoyment for both Warwickshire residents and visitors. In this respect, there is a need for local plans to strike a sensitive balance between the economic pressures to develop the County's tourism assets and the intrinsic value of those assets.

CONTEXT

5.8.2 Tourism for leisure and business purposes plays a significant part in the County's economy, bringing £4.9m to the County in overnight stays and

associated expenditure in 1999 and employing 10% of the County's workforce. The County has 40 significant visitor attractions, 8 of which are within the Region's top 30 paid visitor attractions (1999). Hotels, restaurants and associated conference facilities are prime examples of developments catering for leisure and business tourism that are associated with the County's cultural and natural assets. The south of the County is particularly important for tourism because it is close to the Cotswolds and includes Stratford-upon-Avon and Warwick, two of the Region's four most historic towns. Elsewhere in the County, the potential for expansion of

the tourist industry is being realised, for example in Rugby related to the origins of the game of rugby and at Nuneaton, as the home of George Eliott. The common element, in both the well established and emerging tourist areas and those where it is emerging, is the quality of the attractions and the environment in which they are set.

concerts, such as those held at Warwick Castle, Warwick Racecourse and Long Marston Airfield. In these circumstances space is a major consideration but often the environmental context remains important (as in the case of Warwick Castle).

OPERATION

5.8.3 Leisure and recreational facilities in Warwickshire that do not act as significant tourist attractions tend to be related to the needs and demands of local communities and are usually small scale and located in the County's main towns. Although they have a very important role in terms of meeting local recreational needs, they are not significant tourist attractions in terms of the County's economy. However, such facilities do contribute to the overall quality of life in an area and make it an attractive place in which to live and to invest in new businesses. Larger scale facilities such as major sports stadia and entertainment complexes tend to be located in the large urban areas adjoining the County, such as Coventry (e.g. SkyDome) and Birmingham (NEC & NIA). There are nevertheless, regular larger scale leisure/entertainment events that cater for a wider than local catchments, usually outdoor sports meetings and

5.8.5 Tourist, leisure and recreation developments place differing pressures on transport facilities and the environment and local plan policies should respond to them accordingly. It is expected that the potential benefits to the local economy and community of a proposed development will be balanced with the extent to which the use of public transport can be expected to be maximised and the intrinsic value of the asset protected. In short, the aim should be to respect the qualities that underpin the value of cultural and natural assets to both users of facilities and the local community. It is expected that consideration of these factors will determine whether or not leisure, recreation and tourist facilities should be directed to the town centres (see Policy TC.3), or provided for elsewhere.

Transport Policies



6. TRANSPORT POLICIES

6.1 Transport Objectives

Policy T.1 TRANSPORT OBJECTIVES

Through the integration of transport and land use policies the accessibility and physical relationship of peoples' homes and workplaces and the services and facilities they require will be improved.

Where travel is necessary, through the Local Transport Plan and in considering transport related development proposals, the County Council will:

- (a) promote affordable transport for people on low incomes;
- (b) increase accessibility for disabled people and others with mobility problems;
- (c) provide alternatives to using cars, giving the highest priority to improving public transport, the integration of transport and improving facilities for walking and cycling;
- (d) promote economic vitality, in particular, of town centres, by making them more accessible and giving their vitality greater priority than the needs of through traffic;
- (e) encourage industry to develop distribution arrangements, including the use of rail, pipeline and canal, which minimise environmental damage;
- (f) reduce the impact of traffic on residential areas and the countryside while recognising the travel needs; and
- (g) ensure that transport related developments accord with the environmental resource policies of this Plan.

INTENT

6.1.1 Policy T.1 sets out the County Council's overall transport objectives as they relate to land use planning. They aim to help integrate transport and land use planning in order to improve the

accessibility and physical relationship of peoples' homes and workplaces and the services and facilities they require. In particular, they are geared to reduce the dependence of the private motor car, with the social and economic disadvantages this possesses.

CONTEXT

6.1.2 The Government's transport policy as it impacts on land-use planning is declared in PPG 13 (Transport). This argues that quality of life depends on transport and easy and safe access to jobs, shopping, leisure facilities and services, but claims that the continued growth in road traffic is damaging towns, harming the countryside and contributing to global warming. It requires local authorities to adopt policies that will help deliver the Government's integrated transport strategy by shaping the pattern of development and influencing the scale, density, design and mix of land uses

6.1.3 The County Council's statutory Local Transport Plan (LTP), in echoing the themes of both PPG13 and transport elements of Regional Planning Guidance, seeks to maximise the integration of transport and land use planning and, consequently, has influenced the policies of the Structure Plan. The LTP's overall transport objectives are:

- To seek a transport system which promotes a fairer, more inclusive society;
- To seek a transport system which will promote full employment and a strong, sustainable economy;

- To reduce the impact of transport on the environment
- To improve the environment of people when they are travelling

Affordable Transport

6.1.4 Accessibility problems caused by lack of affordable transport can limit work and training opportunities; lead to people paying higher prices for goods due to restricted choice; and limit access to health care facilities in rural areas.

6.1.5 To address these issues the County Council's strategy is to provide a wider range of travel choices by promoting improved facilities for pedestrians and cyclists as well as a high quality public transport system which is integrated with other forms of transport (for instance walking and cycling) and is affordable to the user.

Mobility Impaired

6.1.6 The County Council's strategy to address problems experienced particularly by the elderly and people who are registered as disabled is to provide a wider range of travel choices by promoting improved facilities for pedestrians and other users of footways, easier access to public

transport and better provision for disabled motorists.

6.1.7 The implementation of the Disability Discrimination Act 1995 will require public transport to be made more accessible to disabled people. It will also make life easier for those other people who find difficulty in using public transport. However, at first, the Act will only apply to new buses, trains, coaches and taxis.

Transport and Economic Vitality

6.1.8 The Sub-Region of Warwickshire, Coventry and Solihull acts as a 'Gateway' connecting the West Midlands to the economically prosperous South East and Continental Europe. The development of an efficient transport system for the County is, therefore, vital in order to achieve the development of the economy of Warwickshire and the West Midlands as a whole.

6.1.9 There is growing evidence that highway congestion is creating problems that inhibit the efficient movement of traffic on both the national and local highway network through the County. With road traffic levels continuing to increase, this will serve to deny reliable and reasonable access to workplaces, to potential customers to services (including shoppers and tourists) and to road hauliers.

6.1.10 A key part of the County Council's strategy to promote economic vitality is:

- to reduce the growth in road traffic, providing more choice of travel mode (the use of 'carrots'), implementing controls on travel (the use of 'sticks') and promoting a reduction in travel;
- to improve the management of the highway network, achieving more efficient use of the existing network by implementing traffic management/minor road improvements and enlarging the network by selective new road building;
- to give priority to pedestrians in the shopping core of main centres;
- to work in partnership with the freight industry to balance the need to transport freight with its impact on the environment; and
- to promote the use of rail, pipelines and canals, including working in partnership with other local authorities to protect selected sites for future rail freight connections.

Transport and Residential Areas

6.1.11 The County Council intends to ensure

that within residential areas people are not intimidated by road traffic. To achieve this, people will be given priority over traffic in selected residential districts off main traffic routes. The measures used will include:

- management/minor road improvements to reduce traffic flows and/or the speed of traffic, for example by the introduction of Home Zones; and
- the introduction of residents' parking schemes.

Transport and the Countryside

6.1.12 The principal transport issues that face residents in the rural parts of the County relate, first, to those who do not have access to a car, and, second,

the speed and volume of vehicular traffic and the movement of goods by lorry.

6.1.13 These issues are to be addressed by improved public transport, the provision of facilities for freight transport, traffic management and the control of land development as well as improved facilities for walking, cycling and horse riding.

OPERATION

6.1.14 The Policy provides certainty as to the County Council's strategic transport intentions and should be used to inform the content of district and borough local plans by helping them frame consistent policies and land allocations.



6.2 Transport Targets

Policy T.2 TRANSPORT TARGETS

Within the context of minimising private car usage across the County, measures will be implemented to achieve the following targets:

- (a) Restrict the predicted growth in peak period vehicular traffic to a maximum 20% of 1999 levels by 2011 (half the 1999 forecast of 40%) in:
 - i. the north-south transport corridor, between Nuneaton and Leamington, as identified on the Key Diagram; and
 - ii. the major urban areas of Warwick/Leamington, Nuneaton/Bedworth, Rugby, and Stratford-upon-Avon
- (b) Halve the proportion of journeys by car to schools and colleges in the major urban areas.
- (c) Double the proportion of cycle trips in the major urban areas between 1999 and 2011.
- (d) Significantly increase public transport patronage in the major urban areas and inter-urban routes between 1999 and 2011.
- (e) Achieve a reduction in private car traffic in the main town centres between 1999 and 2011.

These targets will be refined through the Local Transport Plan process.

INTENT

6.2.1 Policy T.2 seeks to reduce the use of the private car by introducing measures, together with targets, aimed at giving impetus to the increasing use of alternative forms of transport. The targets provide a context for the preparation of local plans and the determination of planning applications,

as well as for measuring the effectiveness of the County Council's own actions.

CONTEXT

6.2.2 Unless action is taken to reduce the increase in use of the private car there is real concern that there will be wide spread undesirable environmental,

social and economic consequences. The County Council, therefore, consider it appropriate to set long term targets for reducing the use of the private car and to promote the use of alternative forms of transport.

General Traffic Growth

- 6.2.3 The do-minimum predictions from the traffic models for each of the main urban areas for peak hour movements are set out below. The predications assume that:
- local population grows in accordance with the policies in this plan;
 - the Gross Domestic Product grows at an annual average rate of 2.8%;
 - current national policies are continued; and
 - traffic growth elsewhere in the County is expected to continue to be generally above the national growth trend.

Forecast Growth 1999 - 2011	
Kenilworth	15.6%
Nuneaton	40.0%
Bedworth	37.8%
Rugby	40.0%
Stratford-upon-Avon	40.0%
Warwick	31.0%
Leamington	33.3%

6.2.4 The targets in Policy T2 will be taken into account during the review of the Local Transport Plan.

School Journeys

6.2.5 School Travel Plans and Safer Routes to Schools will be used to reduce car use for the school journey. All schools and colleges (including independent schools) will be encouraged to adopt these initiatives. Partnerships will be entered into with schools to deliver these programmes. School Travel Plans can only be implemented when an active partnership exists. The Safer Routes to Schools initiative is likely to be more successful when applied to schools that are active partners.

Cycle Trips

- 6.2.6 Cycling is a flexible, relatively cheap, sustainable and environmentally friendly way to travel that has considerable health benefits. The Government’s White Paper on the Future of Transport identifies cycling as being key to achieving modal shift for short journeys of up to four miles.
- 6.2.7 The County Council aims to increase the proportion of trips undertaken by cycling in the major urban areas, and proposes to develop a cycle friendly road network, and comprehensive cycle parking facilities, whilst promoting

cycling as a sensible, healthy form of travel.

Public Transport Usage

- 6.2.8 Investment in public transport by the Council and its partners will be targeted on urban and inter-urban corridors where the potential for passenger growth is highest as well as on communities where it will deliver the most significant social benefits.

Town Centres – Pedestrian Priority

- 6.2.9 Town centres are too often dominated by vehicular traffic, and the Council's adopted LTP includes measures

specifically intended to reduce traffic flows in some of the main shopping streets and tourist areas of the major urban areas. In general people will be given priority over vehicles within the core of town centres by the introduction of pedestrianisation or pedestrian priority measures.

OPERATION

- 6.2.10 The targets contained in policy T2 will be reviewed through the LTP process as further experience and information is available, both at national and local levels. Policies in local plans should be prepared within the context of these targets.

6.3 Transport Corridors

Policy T.3 TRANSPORT CORRIDORS

Measures will be implemented to improve the choice and quality of transport options in the transport corridors identified in the Key Diagram, particularly:

- (a) commuting corridors into the West Midlands conurbation;
- (b) the north-south corridor between Nuneaton and Leamington; and
- (c) the urban areas of Warwick/Leamington, Nuneaton/Bedworth, Rugby and Stratford-upon-Avon.

Local Plans should identify and define transport corridors within their areas. Development proposals within these corridors that have significant transport demands will be expected to contribute to transport improvements in the corridor. This will include, among other measures, contributions to public transport, park and ride facilities, cycle lanes and crossings and pedestrian facilities, as appropriate.

INTENT

6.3.1 Policy T3 identifies key strategic transport corridors, requires local plans to identify those corridors precisely and expects that developments with significant travel demands will contribute to transport improvements in that corridor.

CONTEXT

6.3.2 The transport corridors identified in the key diagram perform an important role within the national motorway and rail network, providing the main linkages between places within and outside the County. They are “multi-modal”, in that they include both significant public transport infrastructure as well as major road links. Many are radial routes into and out of the conurbation and Coventry, and there is also an important north-south corridor, passing through Coventry, which runs from the north of the County to Warwick/Leamington.

6.3.3 An important role of the corridors is to link places of need to areas of opportunity. The north-south corridor is particularly important in this respect, since in general the less well off areas are in the northern part of the County and the more prosperous areas are in the south. This means that there are strong social and economic reasons for

strengthening the “through route” dimension of this corridor.

6.3.4 As these key corridors carry most of the flows of people and goods around the County it is important that development affecting them does not significantly reduce their capacity and consequently their ability to fulfil their role. Where development has an impact on transport in an identified corridor, the County Council will seek contributions towards such improvements or for mitigating measures. The Council will also work to improve the quality and quantity of public transport services within these corridors so that they can provide an attractive and realistic alternative to the private car.

OPERATION

6.3.5 It is intended that this Policy will be largely implemented by the County Council in conjunction with the district and borough councils through the LTP. However, in line with Policy T.4, local plans should also identify the circumstances where contributions to improvements in the relevant corridor would be sought from developers.

6.3.6 This Policy should not be used to justify development in corridors where it would be inconsistent with the general development policies of this Plan.

6.4 The Impact of Development on the Transport System

Policy T.4 THE IMPACT OF DEVELOPMENT ON THE TRANSPORT SYSTEM

Local Plans should provide a framework, consistent with the objectives in T.1 and the targets set out in T.2, for ensuring that the needs of people to access new development are fully met and should also set out the circumstances where legal agreements and financial contributions will be sought in order to implement the necessary measures.

INTENT

6.4.1 Policy T4 is intended to ensure that local plans include a clear policy framework, across all topic areas to:

- achieve integration and consistency between transport and land use planning;
- ensure that developments do not prejudice the achievement of the objectives and targets in this plan or the Local Transport Plan.

6.4.3 PPG 13 promotes such an integrated approach to policy, setting out some considerations that might not normally be thought of as transport policies. Among other things PPG 13 states that:

“In preparing their development plans and in determining planning applications, local authorities should:

- pay particular attention to the design location and access arrangements of new development to help promote walking as a prime means of access;
- promote high density, mixed use development in and around town centres and near to major transport interchanges; and
- promote and protect local day to day shops and services which are within easy walking distance of housing ...”

CONTEXT

6.4.2 Transport policies should not be seen or treated in isolation. Instead land use aims and objectives need to be woven together so that policies and decisions in all topic areas support each other. These policies need not appear in a local plan under a particular chapter heading, such as “transport”, but it is important that the relationships between the policies and the integrated thinking are made clear.

6.4.4 The location and layout of new developments can, therefore, have a great impact on the transport system by

encouraging or discouraging particular ways of traveling. They can provide convenient through routes for pedestrians, cyclists and public transport, whilst the internal layouts and general design features of developments should assist people who find it difficult to use the transport system and people who do not have access to cars. They should avoid encouraging dependence on using cars.

OPERATION

6.4.5 Local plans should clearly set out how transport considerations and policies will be integrated with and complementary to their land use policies. The policies in this framework should be consistent with and seek to achieve the objectives and targets in Policy T.1 and Policy T.2.

6.5 Influencing Transport Choice

Policy T.5 INFLUENCING TRANSPORT CHOICE

Choice of transport will be influenced through the following measures:

Green Transport Plans

Green transport plans will be encouraged and promoted for all major traffic generators including, educational establishments, district councils, major employers, hospitals, large retail developments and leisure facilities.

New developments generating significant travel demands will be required to demonstrate how the impact on the road network will be minimised. Formal agreements to implement business transport plans and commuter travel plans will be sought where appropriate.

Parking Standards

Consistent with the objectives in T.1 and the targets set out in T.2 and within the context of meeting the overall access demands of development and the targets, local plans will set maximum parking standards for different types of development in different locations.

Using the maximum standards set out in Appendix A as a starting point, local parking standards will:

- (a) support the general locational policies of the Plan, particularly those focusing

development on town centres;

- (b) account for the different circumstances in rural and urban areas;
- (c) take into account the accessibility of the location by other modes of transport;
- (d) encourage non-car based modes of transport; and
- (e) not be used to compete with other authorities for development.

Local plans should also set minimum standards for the provision of cycle parking.

Town Centre Parking

In town centres new off-street parking will only be acceptable in association with major new developments, such as retailing and leisure facilities, where:

- (a) it is consistent with the targets and parking standards in this Plan; and
- (b) there is a demonstrable shortage of parking in that town centre; and
- (c) the parking will serve the centre as a whole.

In town centres the proportion of long stay parking should be reduced or replaced with short stay parking.

INTENT

6.5.1 Policy T5 deals with three important measures which influence people's choice of transport, giving policy guidance on:

- the requirements for green travel plans;
- the standards to be applied for car parking; and

- the mechanisms for ensuring the most effective use of town centre car parking.

6.5.2 It is not the intention of the County Council to stifle development and economic activity. The measures set out in this Policy are designed to help meet the needs of development to be accessible, and are directed at ensuring that all the potential contributions of different modes of travelling are given full consideration.

6.5.3 In particular, the Council are keen to ensure that the vitality and viability of town centres is supported and enhanced through the provision of adequate car parking. However, it recognises that over provision of parking is an inefficient use of valuable town centre land and can make the town centre less attractive to use on foot. Because of this, the Policy puts in place measures to maximise the use of existing town centre parking capacity before considering proposals to provide more spaces.

CONTEXT

Green Transport Plans

6.5.4 A reduction in road traffic will be sought by:

- developing and implementing the Green Transport Plan for the County Council itself to act as a pilot and to set an example to others;
- promoting the development and implementation of Travel Plans for major traffic generators such as schools, colleges, universities, district councils, major employers (employing over 100 people), hospitals, major out of town retail developments and leisure facilities; and

- requiring, by way of planning obligations or conditions, the development and implementation of Travel Plans for new non-residential development proposals which would be major traffic generators or attractors.

6.5.5 Travel Plans should consider the traffic implications of journeys to work, business travel, travel by visitors, people's safety and security when travelling by various modes, deliveries, travel by contractors and the use of fleet vehicles. Each Travel Plan should include:

- a target for the proportion of the workforce who will travel by means other than single car occupancy (usually over a 5-year timescale);
- a strategy for achieving the target or targets; and
- a process for monitoring progress towards achieving the target or targets.

School Travel Plans

6.5.6 School Travel Plans and Safer Routes to Schools are designed to reduce car use for the school journey, thereby reducing traffic congestion and pollution, especially in urban areas. As

well as benefiting from a safer journey to school, children will benefit from improvements in health and independence as a result of reduced dependence on cars for the journey to school.

- 6.5.7 All schools and colleges (including independent schools) will be encouraged to adopt School Travel Plans and the Safer Routes to Schools initiative, and the Council will enter into partnerships with schools to deliver these programmes.

TravelWise

- 6.5.8 The TravelWise campaign will be continued to support the implementation of Safer Routes to Schools and Travel Plans and to promote the use of sustainable transport. The main aims of the Warwickshire TravelWise campaign are:

- to increase public awareness of the problems produced by traffic growth and the limitations of conventional methods to solve these problems;
- to increase the acceptance of people that there are possible alternatives to the car, such as walking, cycling, using public transport and car sharing; and

- to change people's attitude towards car use and reduce the dependency we all have on this mode of transport.

Maximum Parking Standards

- 6.5.9 PPG13 (Transport) sets out national maximum parking standards (see Appendix A) for certain classes of development, above specified floorspace thresholds. In setting their standards planning authorities may, in some circumstances, adopt more rigorous standards than these and should use their discretion in setting parking standards for small developments to reflect local circumstances.

Town Centre Parking

- 6.5.10 The County Council is keen to protect and enhance the vitality and viability of the town centres in Warwickshire. This needs to be done in a way which recognises the convenience of the private car and its importance in supporting the economy of town centres but also encourages the use of other modes of transport. PPG6 Town Centres and Retail Developments states that:

"In town centres, the main need is for parking which serves the centre as a whole, rather than dedicated parking for individual developments"

The broad thrust of the Policy is therefore directed at ensuring that the most efficient use of existing car parking spaces is made before additional provision is made.

6.5.11 The Policy is directed at preventing the cumulative effects of small incremental increases in parking undermining attempts to maximise the potential of other modes of transport. The access requirements of relatively small town centre developments could therefore be met within existing parking provision and through the general accessibility of town centres by public transport, walking and cycling.

6.5.12 Where a major development is proposed, however, it is possible that the accessibility of the town centre by all modes may not be sufficient to cope with the increased demand. In this case a package of improvements to the accessibility of the town centre should be considered (see Policy T.8 for a similar approach) and part of the

solution may well include additional parking spaces. However, town centre land is an important resource and should not be squandered unnecessarily on extensive land uses, such as car parking, unless there is a clear need which cannot reasonably be met by any other means.

OPERATION

6.5.13 The County Council will work with the district and borough councils to promote the use of Green Transport Plans, School Travel Plans and the TravelWise campaign.

6.5.14 Local plans should include within their policies an indication of the circumstances where Green Transport Plans are necessary, and should also include policies addressing general and town centre parking as well as setting out the maximum parking standards for different types of locations.

6.6 Traffic Management

Policy T.6 TRAFFIC MANAGEMENT

Traffic management measures will:

- (a) be consistent with the overall and transport objectives and targets of this plan;
- (b) give priority of consideration to the needs of pedestrians, cyclists, public transport and the mobility impaired; and
- (c) ensure the safe and efficient operation of the transport system.

In Urban Areas where there is insufficient road space to cater for the needs of all road users, priority will be given to cyclists, buses, mopeds, small motorcycles and multi-occupancy vehicles. In town centres priority will be given to pedestrians over other traffic.

In Rural Areas measures will be taken to improve conditions for walkers, cyclists and horse riders on selected country lanes while catering for the need for vehicle access.

INTENT

6.6.1 Policy T6 seeks to ensure that traffic management decisions give priority of consideration to non-car based modes of transport and reflect the different circumstances prevalent in urban and rural areas.

be re-considered, paying particular regard to the needs of pedestrians, cyclists and public transport.

6.6.3 Priority will be given to pedestrians, cyclists, buses, mopeds, motorcycles and multi-occupancy vehicles over other modes of transport where there is insufficient carriageway space to cater for all needs, even if that will significantly increase delays for other road users. Space on the carriageway will be re-allocated by the introduction of priority lanes for certain types of traffic, and priority could also be given to certain types of vehicle (such as buses) by electronic means at traffic signal installations. Pedestrians will be

CONTEXT

6.6.2 There is not enough road space to cater safely and efficiently for all the competing demands. Traditionally, road space has been dominated by vehicular transport and, in particular, private vehicular transport. Therefore, the allocation of road space needs to

given priority by increasing the physical area available to them or by increasing the opportunity that they are given to cross carriageways.

pedestrians when crossing carriageways.

OPERATION

6.6.4 Priority will be given to the needs of pedestrians over other traffic, in particular, within the main shopping streets, areas of major tourist activity and within residential areas off main traffic routes. We will reallocate road space or capacity away from vehicles to pedestrians by the provision or widening of footways, by the introduction of pedestrianisation or pedestrian priority schemes or by reducing the delays experienced by

6.6.5 This Policy will primarily be implemented by the County Council. District and borough councils should refer to this Policy and its priorities in their local plans and be mindful of its implications on the determination of planning applications. In line with Policy T4, local plans should set out the circumstances where contributions to traffic management measures would be sought from developers.

6.7 Public Transport

Policy T.7 PUBLIC TRANSPORT

To provide a genuine alternative to the private car local plans should, within the context of the objectives in T.1 and the targets set out in T.2, ensure that the needs of public transport services and facilities, to serve both new and existing developments, are fully addressed through land use allocations and the determination of planning applications.

Where appropriate local plans should safeguard land necessary for identified public transport facilities.

Bus Based Park And Ride schemes are proposed:

1. north of Stratford-upon-Avon; and
2. south of Leamington, to serve both Warwick and Leamington town centres

Elsewhere, proposals will be supported where demand is sufficient to justify a good bus service throughout the day and where there is good access from the highway network. The choice of site should be able to accommodate a level of parking to reflect the anticipated demand.

New Railway Stations are proposed at:

1. Warwick Parkway;
2. Kenilworth;
3. Arley and/or Galley Common;
4. Coleshill/Hams Hall; and
5. Kingsbury

Elsewhere, proposals will be supported where they contribute to meeting the demand for travel to Birmingham and Coventry, as well as local and longer distance movements.

INTENT

6.7.1 Policy T7 intends to increase the opportunities for public transport to provide a realistic alternative to the private car by:

- Facilitating services which integrate new and existing development in a way that reflects people's journey needs;
- Increasing the physical infrastructure of public transport;
- Identifying specific projects, as illustrated on the key diagram, intended to be completed within the plan period; and
- Supporting the approach to transport corridors as set out in Policy T3.

CONTEXT

6.7.2 This Plan sets out a vision for the future which sees a much greater role for public transport in meeting the need for regular journeys to work, school and essential services, as well as providing greater choice for leisure and shopping trips. A range of initiatives are already underway and more are planned to ensure that public transport can provide an attractive means of travel both within the County and beyond its boundaries. These initiatives are designed to create a public transport network which is more closely matched to people's journey needs.

6.7.3 The County Council cannot deliver a high quality public transport network on its own, and therefore works closely with operators and liaises regularly with major employers, service providers and adjacent passenger transport authorities. There is also a need to work in partnership with the local

planning authorities since land use allocations and the determination of planning applications will have a significant effect on the future quality of public transport.

- 6.7.4 Funding will be secured as part of planning agreements to provide public transport services for new land development. As the development is implemented over time, the expectation is that services could become commercial operations once sponsorship has ended.

Park and Ride

- 6.7.5 A bus-based Park and Ride facility is planned to serve the town centre of Stratford-upon-Avon. However, such a scheme would only be viable if charging were introduced for all public parking that serves the town centre. It will therefore not be implemented until charging has been introduced for on-street parking together with effective enforcement of parking regulations. Suitable locations are being examined with the District Council, with the preferred site being to the north of the town in the vicinity of the Stratford Northern Bypass junction with the Birmingham Road at Bishopton.
- 6.7.6 In the medium to long term a bus based Park and Ride facility will be sought to serve Warwick and Leamington. As well as detailed studies

of passenger demand the District Council and County Council will need to work closely together to identify potential locations. The implementation of a park and ride scheme will need to form part of a general review of parking in the two town centres.

- 6.7.7 There are no other proposals to implement bus based Park and Ride projects at present but such projects might become viable in the future. The potential for these additional projects will be studied with the district and borough councils in their role as local planning authority.

Railways and Rail Based Park and Ride

- 6.7.8 Opportunities to reopen or develop new stations on the rail network will be sought where they provide significant transport benefits. To this end the possibility of building new stations at Kenilworth, Arley, Galley Common, Coleshill/Hams Hall and Kingsbury is being investigated.
- 6.7.9 A new station at Warwick Parkway was opened in Autumn 2000, designed specifically as a park and ride facility. The station serves the Chiltern line and, with generous car parking and good access to the A46, it is well placed to intercept car journeys into Birmingham and locations along the M40 towards London.

6.7.10 Consideration will be given to the safeguarding other such sites with the potential to act as Strategic Park and Ride/Parkway stations to serve the Birmingham Conurbation and Coventry. New stations on the outskirts of major urban centres can widen access to rail services from rural areas and encourage motorists to transfer to rail for part of their journey. The County Council will work closely with Centro and other authorities in the West Midlands to identify strategic Park and Ride sites to serve the wider conurbation. Potential sites might lie within Warwickshire or beyond the county boundary although in many cases such sites could be based on existing stations which have good access to the highway network.

6.7.11 The international rail freight terminal at Hams Hall and its associated employment land is relatively remote from the main centres in North Warwickshire, but is also difficult to reach from Birmingham by public transport. There is concern, therefore, that this might increase pressure for housing development in North Warwickshire to balance the employment provision. The County Council, consequently, proposes in the LTP, improvements to rail services on the Nuneaton to Birmingham rail line with new stations at Galley Common, Arley and Hams Hall/Coleshill.

6.7.12 Consideration will also be given to safeguarding sites with the potential for new or improved station facilities which may be adversely affected by development proposals. In addition, where new developments are proposed which would increase the catchment population of existing or potential stations and rail lines, a contribution towards the costs of providing new stations and improving services may be sought.

Light Rail or Guided Bus Systems

6.7.13 In the medium-term there may be potential to develop more intensive local services based on Light Rail or Guided Bus systems, particularly in the North-South Corridor from Leamington in the south through Kenilworth, Coventry and Bedworth to Nuneaton in the north. This densely developed corridor appears to have the greatest potential, although a partnership would be needed with other local authorities, Centro, transport operators, and infrastructure providers to take the project forward.

OPERATION

6.7.14 The County Council will work with the appropriate district/borough councils and other partners in order to identify appropriate locations and routes for transport infrastructure. Where such

locations or routes have been identified the land necessary for them should be safeguarded in the appropriate local plans. Where they are not identified, local plans should make appropriate references to the aspirations and

proposals in this policy to enable such schemes to come forward and, in line with Policy T.4, set out the circumstances where contributions to them would be sought from development.

6.8 New Roads

Policy T.8 NEW ROADS

Integrated packages of measures will be implemented to solve transport related problems on an area basis.

New roads will only be built where the objectives set out in T.1 cannot be achieved in any other way and where they are necessary to facilitate significant improvements in safety, environmental quality, economic activity or conditions for public transport and other road users.

Proposals

The following new strategic road schemes are proposed to be built within the Plan period:

- 1. Stratford Southern Relief Road Eastern Extension
- 2. Barford Bypass
- 3. Rugby Western Relief Route
- 4. Studley Bypass

INTENT

6.8.1 Policy T.8 recognises that the first consideration for meeting transport needs will not be road building, but that instead an integrated approach will be adopted towards solving transport problems, where road building may only form one out of a package of measures. The Policy identifies a number of schemes, as illustrated on

the key diagram, where road building is considered to be the most appropriate solution.

CONTEXT

Integrated Packages

6.8.2 The unifying theme of the Government's Transport White Paper was integration. This theme has been

adopted in the LTP and is reflected in this Policy.

- 6.8.3 Integration means much more than just making sure that bus and train timetables complement each other, although that is important. It means integrated thinking and action across all policy areas and at all levels of decision-making. It means making sure that policies in transport are working with, not against, those on land development as well as other policies such as those on health, education and wealth creation. Finally, it also means that the actual measures to address transport problems will be integrated on an area basis.

New Road Building

- 6.8.4 For the County Council to achieve its objectives some new road building will be necessary. There are limits on what might be achieved by other means such as demand management and measures to increase the efficiency of the existing network such as traffic management. However, new roads will only be built where the objectives of the LTP cannot be reasonably achieved in any other way and where they are necessary to facilitate significant improvements in safety, environmental quality, economic activity or conditions for road users, including public transport.

Stratford Southern Relief Road Eastern Extension

- 6.8.5 The existing Stratford Southern Relief Road is proposed to be extended eastwards to connect the A3400 Stratford - Shipston road and the A422 Stratford - Banbury road. The extension consists of a new single carriageway road. It will serve the proposed new area of development in the south of Stratford-upon-Avon known as the Bridgetown development.

Barford Bypass

- 6.8.6 Barford is a large village with a population of approximately 1100. It straddles A429 which is a major traffic route, being part of the national primary route network. The scheme consists of a new single carriageway road to the west of the village with a new bridge over the River Avon.

Rugby Western Relief Route

- 6.8.7 This proposal is designed to improve Rugby's highway network so that it is able to cater for new development that is proposed within the town. The Relief Route will be constructed as a single carriageway, improving some sections of the existing highway network plus providing some new links in that network.

Studley Bypass

6.8.8 The section of A435 between Alcester and Mappleborough Green is a poorly aligned single carriageway which carries traffic flows of the order of 20,000 vehicles per day. This creates safety and environmental problems especially in Studley, Coughton, King's Coughton and Mappleborough Green.

6.8.9 Although a Studley Bypass was promoted by the Highways Agency, the scheme was subsequently withdrawn from the Agency's programme. The

Agency has notified the County Council of its intention to revoke the scheme orders for the Bypass and then de-trunk the A435 route. The line of the Bypass, however, continues to be protected.

OPERATION

6.8.10 This Policy will largely be implemented by the County Council. Local plans should safeguard the land required for the identified schemes and refer to the integrated, area based approach to solving transport problems.

6.9 Balancing Development with Transport Capacity

Policy T.9 BALANCING DEVELOPMENTS WITH TRANSPORT CAPACITY

Development should be located where it would not be out of scale or reinforce an imbalance between housing and local employment opportunities. Local plans should locate development wherever possible where there is capacity within the existing transport network. They should also identify and take into account firm transport network improvements to which the Government or the County Council is committed.

INTENT

6.9.1 Policy T9 intends to integrate land use and transport decisions and make best use of existing infrastructure by ensuring that:

- Local plans take into account the potential to minimise the need to

travel when allocating development land and setting out policies directing the location of development; and

- The most efficient use is made of the transport network as a whole, taking into account committed improvements.

CONTEXT

- 6.9.2 Government policy in PPG13 highlights the important role that land use planning can play in reducing both the need to travel and the length of journeys. One of the ways in which this Plan seeks to do this is by achieving a good balance between the provision of employment and housing. However, the specific location of development within districts will play a large part in determining whether people need to travel, the distances that they need to cover and indeed the type of transport they choose.
- 6.9.3 In order to maximise the efficient use of the transport infrastructure, new development should, wherever possible, be located where there is

sufficient capacity within the existing transport network or there is the potential to readily add sufficient capacity to meet the needs of the proposed developments. The developer may be required to fund the necessary improvements.

OPERATION

- 6.9.4 Local plans should take account of this Policy in determining the location of development, and in policies controlling the release of further sites, having regard to the advice in PPG13. In assessing the relative merits of different locations, account should be taken of improvements to the transport network to which the Government or the County Council is already committed.

6.10 Developer Contributions

Policy T.10 DEVELOPER CONTRIBUTIONS

The County Council will seek developer contributions to be provided for public transport, pedestrian and cycling facilities to serve development and regeneration. The County Council will also require developer funding of highway and traffic management schemes which provide access to or support development and regeneration.

INTENT

- 6.10.1 Policy T10 sets out the County Council's intentions to secure contributions from developers for transport schemes where they are

reasonably related to development proposals.

CONTEXT

- 6.10.2 The use of planning obligations to meet

the transport needs generated by development and to promote more sustainable transport choices is well established. PPG13 states that where appropriate these contributions should be:

“based around securing improved accessibility to sites by all modes, with the emphasis on achieving the greatest degree of access by public transport, walking and cycling.”

6.10.3 The Sustainable Transport Criteria in the Local Transport Plan will be used in negotiations with developers in planning obligations for transport

measures. Such measures may include public transport improvements, pedestrian facilities, cycling facilities and highway network improvements, including traffic management schemes or any necessary road building.

OPERATION

6.10.4 Although this Policy will be largely implemented by the County Council, local plans should include policies which spell out the need for developer contributions and refer to the Sustainability Principles and Sustainable Transport Criteria in the LTP.

6.11 Rail Freight Facilities

Policy T.11 RAIL FREIGHT FACILITIES

Policies in local plans should safeguard existing and committed rail freight depots and sidings. Where it would be geographically feasible and economically viable to do so, new large scale industrial development must make provision for the bulk haulage of goods, raw materials and waste alternatives to road haulage. Suitable routes for the unavoidable movement of goods by HGVs will be identified and enforced.

INTENT

6.11.1 Policy T.11 seeks to ensure that the potential of freight to be moved by rail or canal is protected and where possible realised.

CONTEXT

6.11.2 Rail freight facilities have the potential to transport large quantities of goods and consequently reduce the reliance on roads and reduce the predicted increase in road traffic and congestion. Because of this, existing or committed facilities will be protected from

inappropriate development so that their long term future and potential is safeguarded for the future.

6.11.3 Those developments with operational requirements for moving large amounts of freight should, subject to the other policies of this Plan, be directed towards sites with existing rail freight, other non-road based freight handling facilities or sites with a realistic potential for developing alternatives to road haulage in the future.

6.11.4 Where such facilities do not exist, the County Council will encourage new developments which entail the movement of large amounts of goods or materials to minimise their impact on the road network. This may include the provision of new facilities, the implementation of management measures such as Green Transport Plans or a combination of both.

Green Transport Plans

6.11.5 Sustainable freight distribution will be promoted through the development of Green Transport Plans for new large scale industrial and commercial development. Formal agreements to implement transport plans will be sought where appropriate.

Rail Freight

6.11.6 In terms of encouraging road to rail switch for the movement of freight, a number of measures will be considered in relation to the promotion of the inter-modal terminals at Hams Hall and DIRFT including the provision of improved signing information from the road network and the introduction of priority measures on the roads leading to freight terminals and freight centres. However, the main means of promoting the transfer of freight from road to rail will be through the land use planning process, and the County Council will work in partnership with Local Planning Authorities to consider the following categories of potential sites:

- **Category A1:** Sites which should include development utilising rail freight access and whose status will be protected on that basis;
- **Category B1:** Sites which have potential for development which utilises rail freight access. This status will be protected until 2006 in order to enable interested parties to develop substantive proposals. The status will be reviewed on the expiry of the period of protection;
- **Category C1:** Sites which have some potential for development which utilises rail freight access.

Notice will be given to the Strategic Rail Authority, Railtrack and appropriate rail freight operators of any planning application in respect of any of these sites in order that they may have an opportunity to make submissions concerning the future use of the site;

- **Category A2:** Sites of existing or former rail facilities which are important to sustaining and developing rail freight and whose status will be protected on that basis;
- **Category B2:** Sites of existing or former rail facilities which have substantial potential to sustain and develop rail freight. This status will be protected until 2006 in order to enable interested parties to develop substantive proposals. The status will be reviewed on the expiry of the period of protection; and
- **Category C2:** Sites of existing or former rail facilities that have some potential to sustain and develop rail freight. Notice will be given to the SSRA, Railtrack and appropriate rail freight operators of any planning application in respect of any of these sites in order that they may have an opportunity to make submissions concerning the future use of the site.

6.11.7 The use of Freight Facilities Grant and Track Access Grants for providing financial assistance to new development seeking connection to the rail network will be promoted.

Other Alternatives to Road Haulage

6.11.8 The potential for using waterways for freight movement will be studied taking account of the impact such a transfer may have on their current environmental and leisure usage and the potential to develop inter-modal terminals that include a waterway connection.

6.11.9 The development of freight handling facilities at Coventry Airport (Baginton) will be encouraged in line with Policy T.12.

6.11.10 In addition, the use of pipelines will be encouraged while ensuring minimal environmental impact both during and after installation of the necessary infrastructure.

Road Haulage

6.11.11 While the County Council is actively promoting alternatives to road haulage, most freight is currently moved by road and will continue to be moved by road for the foreseeable future. Accordingly, the needs of goods vehicles will be recognized in

the management of the highway network. Management of the highway network will take into account the need:

- to promote the use of a defined and agreed 24 hour lorry route network, including producing a map for distribution within the road haulage industry;
- to establish a zoning system in each urban area so that signage can be introduced to direct heavy goods vehicles to industrial estates and town centres via the best route;
- to control heavy goods vehicle movements through or near environmentally sensitive areas (for example conservation areas and residential areas);
- to define and enforce delivery times in town centres;
- to provide enforcement of parking restrictions to protect delivery

access for lorries and heavy goods vehicles;

- to review parking and loading restrictions to identify opportunities to address problems for delivery vehicles, particularly where front only access exists; and
- to ensure that reasonable access for heavy goods vehicles is maintained in connection with measures for their control and restriction.

OPERATION

6.11.12 Local plans should include policies to safeguard land required for new rail facilities and existing facilities such as terminals, sidings and connections to the rail network and to protect them from development which would prejudice their use. Subject to the other policies of this Plan, local plans should also seek to take advantage of locations which can provide significant and realistic alternatives to road haulage.



Policy T.12 AIR TRAVEL

In the context of Birmingham as the main international airport in the region:

- (a) The County Council supports, in principle, the future expansion of Birmingham International Airport, subject to the agreement of suitable environmental mitigation measures relating to impacts on Warwickshire.
- (b) Coventry Airport will be the focus of aviation activity in Warwickshire. Only facilities ancillary to the operation of existing commercial aviation activity, such as cargo and passenger handling, should be provided for in the district local plan where:
 - i. it can be accommodated within the existing airport curtilage; and
 - ii. it does not require removal of land from the Green Belt; and
 - iii. the development is consistent with regional or national airport strategies; and
 - iv. the surface access needs can be accommodated in a manner compatible with this Plan; and,
 - v. an Airport Surface Access Strategy is put into effect should the airport cater for 1,000 passenger air transport movements (PATMs) or more per annum.
- (c) Local plans should confine recreational flying and training related development to the limits of existing airfields, subject to the application of appropriate environmental constraints.
- (d) Helicopter activity should be focused at either Coventry Airport or within the limits of existing airfields, subject to the above criteria. Outside these locations, facilities for helicopters will only be permitted where;
 - i. there is a demonstrable benefit to the economy of the County; and
 - ii. there is no unacceptable planning, access, service, environmental or amenity problems

INTENT

6.12.1 Policy T.12 is intended to enable Coventry Airport to fulfil a complementary role to Birmingham Airport in a way which recognises its locational constraints, particularly those relating to Green Belt and accessibility.

6.12.2 Because of these constraints, the Policy is also intended to ensure that development at Coventry Airport is related to its use as an airport and not for development which would be more appropriately located elsewhere, and that any surface traffic generated is adequately dealt with.

CONTEXT

6.12.3 PPG13 notes that local authorities need to consider both the growth of regional airports and the role of small airports and airfields. The County Council wishes to set out its position in relation to air travel prior to the development of a national airport policy.

Birmingham Airport

6.12.4 Birmingham Airport is one of the Country's main airports, being the fifth largest in terms of passenger numbers and is identified in the Regional Economic Strategy prepared by Advantage West Midlands (AWM) as a major regional facility and asset which

needs to be improved and strengthened. The County Council, consequently, recognise its importance to the region as a whole and to Warwickshire in particular.

6.12.5 Within this context, the County Council supports, in principle, the future expansion of services at Birmingham International Airport subject to the agreement of suitable environmental mitigation measures relating to impacts on Warwickshire.

6.12.6 Airports are by definition major transport interchanges and generators of traffic. It is therefore important that their impact on surface access and transport is adequately addressed. To this end the operators of the airport are investigating means of increasing the proportion of people who access the airport by public transport. The airport has also established an Airport Transport Forum to draw up a joint Airport Surface Access Strategy. The adjacent National Exhibition Centre, Warwickshire County Council and other local authorities are partners in this Forum.

Coventry Airport

6.12.7 Although the scale of its operations is smaller than Birmingham's, the issues surrounding Coventry Airport are similar.

6.12.8 This Plan can have little direct control over the number of aircraft movements from the Airport. It does, however, have more control over the development and operation of the facilities that are needed to run the Airport. The County Council recognises the importance of the Airport to the local economy and as a local and sub-regional resource, and will support modest increases in capacity, subject to the satisfactory mitigation of access, environmental and amenity concerns.

6.12.9 The County Council recognise that surface access to the Airport is relatively poor and that it is difficult to reach by public transport and, consequently, relies heavily on the private car. The Government have proposed that Airport Surface Access Strategies are required for airports with 1,000 or more passenger air transport movements (PATMs) per annum. The County Council is working in partnership with Coventry City Council and the Airport on the issue of surface access to produce, where appropriate, such an Airport Surface Access Strategy.

6.12.10 In terms of development that could be justified in and around the Airport, the County Council has to balance the need to ensure its viability in providing enhanced services and facilities against the need to avoid

compromising the Green Belt. The County Council therefore considers it appropriate to limit the sort of development in and around the airport to that required for, or is ancillary to its operational needs and directly related development. PPG13 gives the following examples: 'runway and terminal facilities, aircraft maintenance and handling provision, and warehousing and distribution services related to goods passing through the airport'. The Guidance also identifies related development giving the following examples: 'transport interchanges, administrative offices, hotels and short and long stay parking'. The County Council expect that, among other things, these uses would be directly related to the functioning of the Airport and be of a scale appropriate to the core airport business rather than attracting occupants and users more generally.

Small Airports, Aerodromes and Helicopters:

6.12.11 PPG13 also recognises the importance of small airports and aerodromes in serving local businesses and recreational, training and emergency service needs. The County Council considers that there is already adequate provision in Warwickshire for such general aviation activity and seeks to

concentrate additional activity in existing facilities, rather than creating new facilities. The County Council also seeks to concentrate helicopter activity on established locations, but recognises that helicopter activity can be more flexible and does not always sit comfortably along side fixed-wing aircraft.

OPERATION

6.12.12 Local plans should include relevant policies, consistent with this policy, to control the type of development permissible in association with Coventry Airport and the location of new airfields for fixed wing and helicopter aircraft. In addition the County Council will work in partnership with others to resolve surface access issues.

6.13 Motorway Service Areas

Policy T.13 MOTORWAY SERVICE AREAS

Local plans should not provide for any additional motorway service areas (MSAs) in the County.

INTENT

6.13.1 Policy T.13 is intended to provide a clear and unambiguous policy position on Motorway Service Areas, and so to prevent a proliferation of unnecessary facilities which would generate additional traffic movements and compromise the free flow of the motorway system.

the nation's motorway network it is important that the needs of motorway users for Motorway Service Areas are met in a way which does not compromise the safety and free flow of the motorway system or conflict with planning policies or objectives.

6.13.3 Government policy states that priority should be given to ensuring that MSAs are available roughly every 30 miles throughout the motorway network. Additional services at 15 mile intervals will be allowed but only "where there are exceptional need and safety grounds for doing so".

CONTEXT

6.13.2 The motorway system plays an important part in the economic and social life of Warwickshire. Bearing in mind the pivotal role of Warwickshire and the West Midlands at the hub of

6.13.4 There are about 75 miles of motorway

in Warwickshire, consisting of sections of the M6, M40, M42, M45 and M69, and three existing Motorway Service Areas (MSAs):

- Corley Moor, M6
- Tamworth, M42 junction 10 with A5
- Warwick Services, Barn Hill, Chesterton, M40.

There are a further three MSAs within 15 miles by motorway of Warwickshire. These are:

- Frankley on the M5
- Watford Gap on the M1
- Leicester Forest East on the M1.

6.13.5 The motorways in and around Warwickshire are well served by MSAs, based on the 30 mile interval and also, in some instances, on the 15 mile interval.

6.13.6 Even under the minimum distance of 15 miles only one small “gap” in provision occurs in the county, centred on the Green Belt location of Umberslade, where the M40 merges with the M42. Even if a satisfactory

highway safety and free flow of traffic could be achieved at this major motorway junction, the strength of making a case for exceptions in the Green Belt for MSAs would depend on the size of the “gap” between MSAs. In this case the distances to existing services, taken from M42 Junction 3a with M40, are:

- Warwick Services: 15.3 miles
- Frankley: 16 miles
- Corley Moor: 16.8 miles

6.13.7 Bearing in mind the overall aim of the Government to ensure that MSAs are available at roughly every 30 miles and the small differences with the Government’s “exceptional need and safety” distance of 15 miles, the County Council does not consider that there is sufficient justification for an additional MSA in Warwickshire.

OPERATION

6.13.7 Local plans should include appropriate policies, consistent with this policy, to control the development of MSAs in their areas.



Town Centre Policies



7. TOWN CENTRE POLICIES

7.1 Town Centre Uses

Policy TC.1 TOWN CENTRE USES

Local plans should ensure that town centres are the focus of a balanced mixture of retail (Use Class A1 - A3), office (Use Class B1), entertainment (Use Class D1), leisure (Use Class D1) and residential (Use Class C1 - C3) developments in order to:

- (a) enhance and improve their economic and environmental attractiveness;
- (b) ensure the economic vitality of the town is balanced with maintaining its historic and cultural attractiveness;
- (c) provide for a modal shift towards public transport, walking and cycling

INTENT

promote a more sustainable pattern of development.

7.1.1 Policy TC.1 is intended to ensure, first, that town centres contain a dynamic balance of activities and, second, that where new development takes place it positively contributes to vitality and viability. Furthermore, by encouraging a mix of uses, particularly those that attract many trips, the Policy aims to

CONTEXT

7.1.2 See under Policy TC.3

OPERATION

7.1.3 See under Policy TC.3



Policy TC.2 HIERACHY OF TOWN CENTRES

Warwickshire's town centre hierarchy is defined as follows:

Main Town Centres:

Leamington Spa, Rugby, Nuneaton and Stratford-upon-Avon

Other Town Centres:

Warwick, Kenilworth, Bedworth and Atherstone.

All new major shopping, entertainment and leisure developments should be planned to be located in town centres. In particular most new shops of all types (A1), financial and professional services to visiting members of the public such as banks and building societies (A2), pubs, restaurants and similar facilities (A3), should be located in town centres close to transport facilities, preferably in conjunction with other developments.

Local plans will therefore define the boundaries of town centres having regard to the desirability of meeting identified demands for future capacity over the Plan period.

Proposals for development within the defined centres should be compatible with the scale, nature and character of that centre, but broadly:

- (a) all shopping, entertainment and leisure developments, of 1,000m², or over, should be located within the town centres identified in the hierarchy.
- (b) all major shopping, entertainment and leisure developments, of 2,500m², or over, should be located in the main town centres identified in the hierarchy.

Local plans should also define district, local, neighbourhood and village centres, as appropriate, in order to provide people with access to convenience needs and local services.

INTENT

7.2.1 Policy TC.2 sets out a clear two-tier hierarchy of town centres, defining broadly what scale of development is appropriate to the different centres. The Policy seeks to actively consolidate the role of town centres, through the location of appropriate development, and to prevent potential adverse impact from developments elsewhere.

CONTEXT

7.2.2 See under Policy TC.3

OPERATION

7.2.3 See under Policy TC.3

7.3 Personal Services Sector

Policy TC.3 PERSONAL SERVICES SECTOR

To accommodate forecast increases in the personal services sector in the County including retailing, business services, tourism, leisure, education and health some provision will need to be made by local plans for town centre office and shop redevelopment or development. The extent of this provision will depend upon the circumstances of each particular town centre.

INTENT

7.3.1 Policy TC.3 seeks to ensure that local plans take into account the need to accommodate in town centres, through development and redevelopment, the anticipated increases in activities associated with the personal services sector.

CONTEXT OF POLICIES TC.1, TC.2 AND TC.3

7.3.2 The overall strategy of the Structure Plan reflects the underlying principles of Government policy as stated in

PPG6 (Town Centres and Retail Development) and, in particular, aims to focus developments on the County's main towns. Within this context, it is intended to enhance the role of the town centre as the natural focus of the community both within the town and for the surrounding rural areas. As a consequence, the town centre policies are not concerned solely with retailing, but with the mix of town centre uses. In addition to retailing, these uses, as defined in PPG6, include commercial and public offices, entertainment, leisure and other such uses. Residential uses are also an important

element of town centres. Apart from being in a very sustainable location, residential development in town centres can also play an important part by, for example, bringing back into use vacant upper floors. It assists in generating life and activity and, furthermore, improving safety by providing natural surveillance.

Town Centres and Sustainability

7.3.3 Town centres have a key role in the delivery of the Structure Plan's strategy of focusing most development on the County's main towns. It is in town centres where transport and planning strategy can be most effectively integrated. PPG13 (Transport) states that in developing overall strategy local authorities should focus major generators of travel demand in city, town and district centres where they are near to major public transport interchanges. As emphasised in PPG6, this can make it easier to provide good public transport or enable one journey to serve several purposes, thereby reducing both the number and length of car journeys and the need to travel.

7.3.4 In having regard to national policy, town centres have the potential, therefore, to:

- help create more self-contained communities;

- reduce the need to travel and promote the use of non-car based modes of travel;
- move towards a more sustainable pattern of development; and
- promote efficient re-use of accessible brownfield sites, reducing the need to develop greenfield sites.

7.3.5 Town centres can also play an important social role, acting as meeting places where people eat, drink and generally carry out their social lives. They can also help reduce social exclusion by giving people the same access to facilities and services whether they have use of a car or not. In doing so it also gives the opportunity for benefits to accrue from the cheaper prices and the improved quality of services that often result from competition between traders in a town centre.

7.3.6 An approach that promoted the dispersal of facilities and services would be likely to have the opposite effect. People without access to a car would be far less able to benefit from competition and low prices, and would be forced to make multiple trips and spend more of their income on public transport.

Accommodating New Retail Development

- 7.3.7 Both Government policy, as expressed particularly through PPG6 and PPG13, and Regional Planning Guidance (RPG11) strongly emphasise the importance of town centres as the focus for new retail developments that attract many trips.
- 7.3.8 Policies TC.1, TC2 and TC.3 reflect the emphasis of this Government and regional policy on the importance of the retail role of town centres and seek to ensure that local plans both continue to direct the appropriate types of development to the identified town centres and also provide sufficient town centre opportunities. Bearing in mind that many of Warwickshire's town centres are historic and relatively small, local plans should be clear about how this will be handled.
- 7.3.9 It is important that where there is a significant demand for new retail capacity greater emphasis should be placed on finding development formats that can be more easily accommodated within the character and fabric of the existing town centres. PPG6 points to the need for developers and retailers to be flexible about the format, design and scale of development in order to fit local circumstances. These considerations

should be taken into account when estimating the likely need for new retail opportunities, defining town centre boundaries, identifying new retail sites and setting out the sequential test for retail developments.

Town Centre Hierarchy

- 7.3.10 In line with PPG6, Policy TC.2 sets out a clear hierarchy of town centres. This consists of two tiers, main town centres and other town centres, with four towns in each tier as illustrated on the Key Diagram. This hierarchy reflects the nature of Warwickshire, where the higher order centres such as Coventry and Solihull are outside of the County. Within this context, Warwickshire has a network of smaller centres. These centres do not all have the same characteristics and there are clear differences between the role and levels of services and facilities provided by, for example, the town centres in Nuneaton and Warwick.
- 7.3.11 The relationship between the town centres within this network is dynamic and likely to change. They are also likely to be affected by the larger centres outside the County, for example, Coventry, Solihull, Banbury and Birmingham and, potentially, by developments in smaller centres as well. The Structure Plan seeks to control this dynamic balance so that,

while it supports the improvements of individual centres, so that they might prosper, this is not achieved at the expense of significantly undermining the role of other centres, either within or outside of the County.

important part in the sequential tests that local plans will apply to the location of development.

OPERATION OF POLICIES TC.1, TC.2 AND TC.3

7.3.12 Policy TC.2 controls the scale and nature of developments directed to each level of the hierarchy. It is expected that local plans will extend this hierarchy, as necessary, to define district, local and village centres and set out criteria for determining the scale and nature of developments appropriate to each tier. This extended hierarchy is expected to play an

7.3.13 These policies are intended to focus major concentrations of town centre uses to the town centres identified in the hierarchy. It is expected that local plans will put in place a policy framework which extends the hierarchy of centres and applies a sequential approach to development locations in a way that is consistent with policies TC.1 - TC.3.

7.4 Strategic Town Centre Management

Policy TC.4 TOWN CENTRE MANAGEMENT

Strategic management of the town centres should be established to ensure that there is progress towards both greater use of public transport and economic viability of all town centres in Warwickshire and adjoining areas.

INTENT

7.4.1 Policy TC.4 is intended to encourage effective co-operation and co-ordination between the individual town centres of Warwickshire and those town and city centres in adjoining areas.

CONTEXT

7.4.2 Town centres provide key social and economic roles for a community and

contribute significantly towards the provision of employment opportunities, local services and community facilities. As the focus for community life, they are also symbols of community identity. The quality of a town centre, including its urban fabric, its accessibility for all sectors of the community and its standard of maintenance, is closely linked to the perception of the town as a whole. Accordingly, it is important that the role of Warwickshire's town centres

is not undermined. This applies as much to the larger centres, such as Nuneaton, as it does to smaller centres.

7.4.3 Many of Warwickshire's town centres are relatively small and are used mainly by the local community. The quantity and quality of the services and facilities are potentially very sensitive to developments elsewhere. The loss of local services and facilities reduces choice for people without private transport and, where shops are empty or boarded up, can lead to a general decline in the quality of the town centre environment.

7.4.4 The County Council supports the continual improvement of town centres and their environment, but is concerned that increases in the range and scale of services and facilities in individual centres, both within and in areas adjoining Warwickshire, are not of such a scale that they would undermine other centres.

7.4.5 Town Centre Management has an important role to play in ensuring that town centres continue to meet the

needs of local people and that they also become attractive places for other people to visit. The County Council encourages the appointment of town centre managers and co-ordinators. It works in active partnership with the private sector and the district and borough council's to share best practice, co-ordinate events and activities and work towards the development of complementary roles for each of the centres. A key element of this partnership work is the development and implementation of visions, strategies and action plans to sustain and enhance town centre vitality and viability.

OPERATION

7.4.6 The County Council will work with the district/borough council's, town councils, neighbouring authorities and other partners to ensure that town centre and retail developments are compatible with the existing distribution of town centres. It will also continue to play an active role in the town centre management of the County's towns.

7.5 Regional Scale Retail Development

Policy TC.5 OUT-OF-CENTRE RETAIL DEVELOPMENT

The Plan opposes all proposals for out-of-centre, regional scale, retail development, whether within or outside of the County, that could undermine the vitality and viability of existing town centres in Warwickshire.

INTENT

- 7.5.1 Policy TC.5 affirms the County Council's approach to regional, out-of-centre retail developments.

CONTEXT

- 7.5.2 As well as inappropriate competition between town centres, a new large out-of-town retail-based development could also undermine the County's town centres. Warwickshire is generally well connected by road and rail and is potentially an attractive location for a regional scale retail development.

- 7.5.3 Government policy on out-of-town retail development of a regional scale has hardened. Regional Planning Guidance, in echoing the thrust of current Government policy, argues that 'there is unlikely to be scope for major additional out-of-town shopping facilities without adversely affecting the vitality and viability of existing centres and the environment more

generally'. Effectively, in emphasising the importance of the sequential test for retail development in which out-of-town locations are not mentioned, it rules out any new out-of-centre retail developments similar to the Merry Hill centre in the West Midlands.

- 7.5.4 At present there is no substantial evidence of demand, in terms of applications, for retail floorspace in Warwickshire, or any part of the County, which cannot be met within the existing town centres. Bearing in mind the lack of demonstrable need, Government policy and indeed this Plan's strategic emphasis on town centres, the County Council would resist any proposals for new out-of-centre, regional-scale retail developments.

- 7.5.5 Given the extent of influence associated with such developments, the County Council would also oppose such development proposals not only in Warwickshire, but proposals outside the county as well. This is particularly

prudent, because although RPG11 effectively states there is no case for new, out-of-centre regional retail centres in the West Midlands, Warwickshire has borders with the East Midlands, the South West and the South East Regions.

OPERATION

- 7.5.6 Local plans should set out clearly that there is no scope for regional scale, out-of-centre retail developments.



Environmental Resource **Policies**



8. ENVIRONMENTAL RESOURCE POLICIES

8.1 Natural and Cultural Environmental Assets

Policy ER.1 NATURAL AND CULTURAL ENVIRONMENTAL ASSETS

Development will only be permitted where it is consistent with protection of the environmental assets of the County and respect for the character and quality of its towns and countryside. Local plans should therefore include policies and land allocations which ensure that:

- (a) development does not involve loss of, or risk of damage to, or adverse impact on: a Special Protection Area, Special Area of Conservation or Ramsar Site, or the setting of any of these, or any other landscape, site, building, structure, artefact, feature, habitat, species or area with international statutory protection, or of international importance unless there are imperative reasons for the development which are of overriding public interest;
- (b) development does not involve loss of, or risk of damage to, or adverse impact on the Area of Outstanding National Beauty; a Site of Special Scientific Interest, National Nature Reserve, Scheduled Ancient Monument, Listed Building, Registered Park, Garden or Battlefield, Conservation Area or the setting of any of these or any other landscape, site, building, structure, artefact, feature habitat species or area with national statutory protection, or of national importance unless the development can be demonstrated to be in the public interest;
- (c) development does not involve significant loss of, risk of damage to, or adverse impact on the setting or character of any landscape, site, building, structure, artefact, feature, habitat, species or area of ecological, geological, archaeological, historical, recreational or other conservation interest of acknowledged regional or local importance unless there are overriding reasons for development;
- (d) development meets all appropriate pollution control, ground water protection, water conservation and flood control requirements.
- (e) the 'best and most versatile' agricultural land (grades 1, 2 and 3a) will be protected from development; where there is an overriding need for such land to be developed, land of the lowest grade will, wherever possible, be used first.
- (f) design guidance moves away from standardisation towards design that is more sensitive to the locality, and takes account of ways in which the environmental impact of development on energy and water resources can be reduced.

INTENT

- 8.1.1 Policy ER.1 seeks to apply the international, national and regional policy framework on environmental resources to Warwickshire, reflecting the hierarchy of importance attached to the assets that make up these resources.

CONTEXT

- 8.1.2 This Policy seeks to ensure that the County's key landscape, natural and cultural assets, and the quality of life of its residents, are carefully protected. It also seeks to ensure the sustainable use of our environmental resources. In accordance with Government guidance, principally expressed in Planning Policy Guidance Notes (PPGs), the highest level of protection is afforded to those assets which are of national or international importance. Development which affects these sites will be subject to special scrutiny and consideration. PPG7 (The Countryside - Environmental Quality and Economic and Social Development), PPG9 (Nature Conservation), PPG15 (Planning and the Historic Environment), and PPG16 (Archaeology and Planning) each provide specific guidance on these issues. Detailed information on the County's environmental assets is held in the County Sites and Monuments

Record, the Warwickshire Biological Record Centre, and the County Geological Localities Record Centre. These assets are a valuable resource which can contribute to economic prosperity, tourism and leisure, and education.

- 8.1.3 PPG9 recognises that our natural heritage is not confined to statutorily designated sites but is found throughout the countryside and in urban areas. Sites of regional and local importance for nature conservation, together with countryside features which provide wildlife corridors, links or stepping stones, all form a network necessary to maintain the range and diversity of habitats, species, geology and landforms. Similarly, PPG15 and 16 recognise that cultural heritage and the historic environment are not restricted to sites designated statutorily (as World Heritage Sites or Scheduled Ancient Monuments), or otherwise (Historic Parks and Gardens, and Historic Battlefields), but are also manifest in a wide and diverse range of sites and areas of regional and local significance. These sites should also be protected from development unless there are other material considerations which are sufficient to override the conservation importance.

8.1.4 Protecting the environment from potential harm is a duty shared between the planning and pollution control systems, which are separate but complementary. Many industrial developments which pollute air, land or water require operational licences from the Environment Agency. The aim of the planning system is not to duplicate this regulatory framework. However, many developments do not require licensing by the Environment Agency, who may in these cases advise the planning authority on issues that concern them. PPG23 (Planning and Pollution Control) provides further advice on this. The Environment Agency also advises on the suitability of development proposals within the flood plain as well as on flood control requirements, and planning policy guidance is provided on new development and flood risk in the Consultation Draft PPG25 (Development and Flood Risk). Specifically, PPG25 includes reference to measures intended to facilitate sustainable drainage.

8.1.5 High quality agricultural land is a national resource, which deserves protection for the future. Once developed in any way, its return to agricultural use is rarely practicable. PPG7 states that structure plans should include policies for the protection of the best and most

versatile agricultural land (defined as grades 1, 2 and 3a), and make clear the approach adopted to the protection of the different grades. Such land should only be developed exceptionally, and in such cases development should where possible be directed towards land of the lowest grade. PPG7 now brings in additional factors to the assessment of agricultural land quality e.g. biodiversity, soil quality and sustainability.

8.1.6 The quality of the County's environment, and of the life of its residents, can be enhanced by design which is sensitive to its surroundings. In some cases this may involve the use of traditional styles or local materials; in others, issues of scale, massing and layout may be more important. In addition, skilful design can assist in achieving other objectives of the plan, for example by encouraging low water use, waste recycling and energy efficiency.

OPERATION

8.1.7 It is envisaged that this Policy will be operated through the preparation and review of local plans in the formulation of policies for the protection and conservation of environmental resources and in the allocation of land for development. Guidance on the

detailed application of policy in the relevant PPGs should be read in the context set out above. District/ borough councils may also find the detailed guidance contained in the ‘Quality of Life Capital’ approach helpful. This approach, jointly developed by the Countryside Agency,

English Heritage and the Environmental Agency, involves a number of basic steps towards promoting sustainable development and can be applied at all levels ranging from development plans to individual development control decisions.

8.2 **Assessing the Environmental Impact of Developments**

Policy ER.2 ENVIRONMENTAL IMPACT OF DEVELOPMENT

The environmental impact of all proposed development on human beings, soil, fauna, flora, water, air, climate, the landscape, geology, cultural heritage and material assets must be thoroughly assessed, and measures secured to mitigate adverse environmental effects to acceptable levels. Local plans should include policies to ensure this takes place. The impact of existing sources of environmental pollution on the occupants of any proposed new development should also be taken into account. All assessment of environmental impact should take account of, and where possible seek to reduce, uncertainty over the implications of the proposed development. If adverse impacts cannot be mitigated to acceptable levels, development will not be permitted.

INTENT

including DETR Circular 02/99 on Environmental Impact Assessment.

8.2.1 Policy ER.2 is intended to direct local plans to put in place policies that embed the spirit of environmental assessment in as well as ensuring the proper application of environmental assessment of proposals in accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 and Government guidance on the application of those Regulations,

CONTENT

8.2.2 The impact of all aspects of a proposed development should be considered prior to determination. This should include the effects of factors such as noise, dust and light pollution on existing occupants; damage to recreational facilities, natural, geological, archaeological and historic

landscape assets; and any constraints imposed by existing conditions. As well as direct impacts, indirect and cumulative effects should also be considered. In most cases informal assessment will suffice; proposals falling within the scope of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999, which are likely to have a significant effect, will need a formal Environmental Assessment.

- 8.2.3 This Policy also enables local plans to address the land use implications of

issues such as climate change, energy efficiency, atmospheric emissions, noise and the sustainable use of water. PPGs 22-25 give detailed advice on how they should be reflected in local plans.

OPERATION

- 8.2.4 The Policy should be applied through more detailed local plan policies that reflect both the wording of the Regulations and the guidance of Circular 02/99.

8.3 Areas of Outstanding Natural Beauty

Policy ER.3 AREAS OF OUTSTANDING NATURAL BEAUTY

The Cotswolds Area of Outstanding Natural Beauty, shown on the Key Diagram, is of national landscape importance, and will be subject to the most rigorous protection. Development will only be permitted where it is consistent with the conservation of the natural beauty of the landscape. In addition, local plan policies should:

- (a) require the highest standards of design and mitigation in the AONB to ensure that development is in keeping with landscape character; and
- (b) prevent large scale development, including mineral extraction, in the AONB, other than where it is of proven national interest and where there are no suitable alternative sites.

INTENT

- 8.3.1 Policy ER.3, in supporting the national importance of the Area of Outstanding Natural Beauty (AONB), as illustrated on the Key Diagram, seeks to ensure that local plans put the full weight of the development plan behind the conservation of the Cotswolds as a regional and local environmental and recreational asset, especially to the tourist industry that is vital to south Warwickshire.

CONTEXT

- 8.3.2 Areas of Outstanding Natural Beauty receive statutory protection under the Countryside and Rights of Way Act (2000), which places them on an equal footing in terms of landscape importance as National Parks. PPG7 makes clear that AONBs should receive the most rigorous protection from adverse development. The northern edge of the Cotswolds AONB provides the most significant landscape back-drop to south Warwickshire, the detailed character of which is described in the 'Warwickshire Landscapes Guidelines' (1993). The Cotswolds are a nationally important asset to the tourist industry and the north Cotswolds are particularly important to the tourist industry of south Warwickshire, providing a crucial link on the tourism route from Bath through to

'Shakespeare country' around Stratford-upon-Avon and Warwick. Development must be as sustainable and as sensitive to the character of the Cotswolds as possible as ill-conceived, intrusive development could have a long-term detrimental impact on the character of this part of the County.

OPERATION

- 8.3.3 It is expected that, where relevant, local plans will support the Cotswolds AONB designation directly through policies for its protection and indirectly for the development of land in and adjacent to the AONB.
- 8.3.4 A management plan for the Cotswold AONB is required under the recent legislation and will need to be prepared shortly. Once a review of the Cotswold AONB Partnership's existing management plan has been carried out this management plan can be adopted. The management plan is expected to set out views on new development within the AONB area and issues related to tourism, agriculture, heritage, forestry and access. Both Warwickshire County Council and Stratford-on-Avon District Council are partners involved in the Cotswold AONB Partnership, which may evolve into a conservation board in the near future.

8.4 Landscape Protection and Enhancement

Policy ER.4 PROTECTION AND ENHANCEMENT OF THE LANDSCAPE

Local plans should seek to protect and enhance landscape character and quality in all areas of Warwickshire's countryside. In particular, criteria should be established for the assessment of the sensitivity of each local landscape type to different categories of development.

- (a) Special Landscape Areas should be designated by virtue of their particular landscape quality, which is of local rather than national importance. The broad extent of these areas is indicated on the Key Diagram, and should be determined precisely within local plans. Within these areas, local policies should ensure that development does not damage landscape character and that only developments which can demonstrate a high quality of design are permitted.
- (b) Areas where environmental quality is poor should be identified in local plans as Environmental Enhancement Zones where new developments would be expected to contribute to the restoration of the environment. Where derelict land and unrestored mineral workings are located close to towns or cities, and are not proposed to be restored to agricultural use, local plans may provide for the restoration of this land, for recreation, public access or archaeological, geological or nature conservation use.

INTENT

8.4.1 Policy ER.4 seeks to direct local plans towards a more sensitive and 'character-based' approach towards landscape assessment that brings out the value of each area. At the same time, the Policy intends that the wider areas of particular special landscape quality in the County should continue to be recognised and that the Structure Plan should enable local plans to specifically target zones in need of environmental enhancement.

CONTEXT

8.4.2 It is important to ensure that any new development in the countryside, regardless of whether it is in a specially protected area, does not damage the character and quality of the landscape. This is partly to do with good design (see Policy ER.1e), but also involves making sure that new settlements fit into existing settlement patterns, and takes account of the sensitivity of the landscape to new development. Some landscapes are particularly sensitive to development, perhaps because their character is flat

and open, or because they are sparsely settled.

8.4.3 This approach is called the 'character-based approach', and is given strong support in PPG7. Landscape character in Warwickshire has been comprehensively analysed and described in the Warwickshire Landscapes Guidelines. In addition, PPG15 encourages assessments based on the historic landscape character of the whole countryside. More detailed assessments of the sensitivity of different landscapes should be undertaken and used in the definition of local plan policies. Other documents such as village design statements and community appraisals could also embrace the character-based approach.

8.4.4 Some areas, because of their particular landscape qualities, still merit additional protection. These Special Landscape Areas, based on a detailed analysis undertaken in the early 1970s, have been defined on the Key Diagram, but require more detailed definition in local plans to take account of the most up-to-date information, such as character-based and historic landscape assessments.

Boundary reviews to Special Landscape Areas should also be undertaken as part of the local plan review on the basis of this information.

8.4.5 Areas of particularly poor landscape quality may also be defined as Environmental Enhancement Zones. This designation does not imply lower standards in deciding whether development is appropriate or not, but places greater emphasis on using new development as a mechanism for environmental enhancement (see also Policy ER.5).

OPERATION

8.4.6 It is expected that this Policy will be reflected in local plan reviews. This should include: development allocations based on a 'character-based' assessment of landscape quality; detailing the boundaries and policies to be applied in the Special Landscape Areas shown on the Key Diagram; and identifying environmental enhancement zones where justified by the clear prospects of development bringing about an enhancement to poor quality landscapes.

8.5 Positive Environmental Enhancement

Policy ER.5 POSITIVE ENVIRONMENTAL ENHANCEMENT

Local Plans should take advantage of the opportunities afforded by development, in addition to the mitigation or compensation for adverse impacts, for the provision, positive management and enhancement of environmental and recreational assets. This should include public access to and interpretation of features for education and informal recreation, as well as contributing to targets in UK and Local Biodiversity Action Plans.

INTENT

8.5.1 Policy ER.5 encourages district/borough councils to include policies in their local plans that take a proactive approach to the management and enhancement of environmental and recreational assets.

the UK and Local Biodiversity Action Plans should be used to determine priorities.

8.5.3 Regulation 37 of the Habitats Regulations and PPG9 require structure plans to include policies to encourage the management of features of the landscape which are of major importance for wild flora and fauna. PPG9 also states that suitable planning conditions and obligations may serve to promote such management. These features are those which, because of their linear and continuous structure or their function as stepping stones, are essential for migration, dispersal and genetic exchange. Examples given in the Directive are rivers with their banks, traditional field boundary systems, ponds and small woods. Other such features include geological sites, linear tree belts, road verges, railway lines, plantations, green lanes, canals, lakes, grasslands and reservoirs.

CONTEXT

8.5.2 Both legislation and Government guidance (in particular, PPG9, The Town and Country Planning Act 1990, The Planning and Compensation Act 1991 and DoE Circulars 11/95 and 1/97) identify planning conditions and obligations as a means of conserving and managing environmental resources. PPG9 refers to national and European regulations and recommends that structure plans should include policies to encourage the management of environmental assets. Locally distinctive features are broadly identified by English Nature's Natural Area Profiles; these together with habitats and species identified by

8.5.4 The UK Biodiversity Group has produced targeted action plans for the conservation and the enhancement of priority habitats and species. Guidance has also been produced for the production of local action plans for local habitats and species. The government looks to local authorities to be a lead partner in this process, and, in this respect, the Warwickshire/Coventry/Solihull Local Biodiversity Action Plan is seeking to fulfil this role.

8.5.5 The advice provided by English Heritage, English Nature and the Countryside Commission in 'Conservation Issues in Strategic Plans' encourages the enhancement of characteristic landscape types, wildlife habitats, features of earth science interest, and archaeological, historical and cultural features. There

is a requirement to address opportunities for enhancing historic buildings or features and their settings by careful repair, promotion of good management practices and carefully targeted new development. Conservation management is recognised as having the potential to nurture the economic well being of conservation areas and increase the likelihood of further enhancement.

OPERATION

8.5.6 It is expected that, in preparing local plans, district/borough councils will consider the extent to which their particular local plan can contribute through land use policies to the management and enhancement of environmental and recreational assets.

8.6 Protection of Open Space

Policy ER.6 PROTECTION OF OPEN SPACE

Local plans should include policies to protect the open space which contributes to the character and attractiveness of urban areas. Areas of Restraint within or adjoining the built-up areas of towns will be identified in Local Plans.

INTENT

8.6.1 Policy ER.6 seeks to enable local plans to protect those open spaces that have a fundamental role in making urban areas attractive places to live, visit and invest.

CONTEXT

8.6.2 In focusing most development on the existing towns (Policy GD.3) there is a risk of 'town-cramming' which would undermine the attractiveness of towns as places to live, work and visit. Local

plans should include policies to reduce this risk. One mechanism for so doing is to designate 'Areas of Restraint' to provide long-term protection for key areas of open land within or adjacent to towns.

OPERATION

- 8.6.3 It is expected that district/borough councils will bring forward, through the local plan process, policies identifying

areas of restraint, where and when they are justified by particular local circumstances. Clearly this Policy is not only relevant to the main towns in the County but also to the smaller market towns that may come under pressure to meet local development needs. It is expected that local plans will identify those towns where the application of this Policy would be appropriate in the circumstances of their local plan.

8.7 Protection of Informal Recreational Resources

Policy ER.7 INFORMAL RECREATIONAL FACILITIES

Informal recreational facilities, including publicly accessible land and public rights of way, should be protected for their recreational value in local plans.

INTENT

- 8.7.1 Policy ER.7 seeks to ensure that the importance of informal recreational facilities is recognised and that protection is given against any harmful effects from new development.

maintaining quality of life in town and country. While public rights of way have statutory protection, local plans should include policies that protect all of these facilities from damaging development. PPG17 (Sport and Recreation) gives specific protection to playing fields.

CONTEXT

- 8.7.2 Informal recreational facilities such as parks, local nature reserves, sites of archaeological and geological interest, land with public access, and the public rights of way network, are important for improving and

OPERATION

- 8.7.3 Through the local plan review process, districts/boroughs should consider the inclusion of policies to protect informal recreational facilities.

Policy ER.8 MINERALS LOCAL PLAN

The Minerals Local Plan for Warwickshire should provide a landbank of permitted reserves of aggregates in accordance with national and regional guidelines, which takes into account the need to use secondary aggregates or alternative materials. Local plan provisions for aggregate and opencast and deep mine coal workings should be made in the context of the impact on the living standards of local people, local environment and agriculture, and where appropriate proven regional and national demand. Until the Minerals Local Plan is reviewed, those policies which it repeats from the Structure Plan Alterations 1989-2001 are consistent with this Structure Plan and will continue to apply.

INTENT

8.8.1 Policy ER.8 confirms the need for the Minerals Local Plan for Warwickshire to make adequate provision for a landbank of aggregate reserves in accordance with guidance issued nationally and regionally. It acts as a guide to the key development constraints that the local plan should take into account in formulating policies for the allocation and release of land for mineral extraction, whilst making it clear that proven regional and national demand for both aggregates and coal are also material considerations. It clarifies the status of those policies in the adopted Minerals Local Plan which are repeated from the Structure Plan Alterations 1989-2001.

CONTEXT

8.8.2 National policy guidance on mineral extraction is contained in a series of

Mineral Planning Guidance notes (MPGs). The following MPGs are of greatest relevance to the forward planning of mineral extraction development in Warwickshire: MPG1 - General Considerations and the Development Plan System; MPG3 - Coal Mining and Colliery Spoil Disposal; MPG6 - Guidelines for Aggregates Provision in England and MPG11 - The Control of Noise at Surface Mineral Workings. Regional Guidance is contained in RPG11 (Regional Planning Guidance for the West Midlands).

8.8.3 Minerals are an important national resource and their use makes an essential contribution to the economic prosperity of the nation. Without minerals our current lifestyle could not be maintained. Most of the raw materials of the built environment are extracted from the ground, as are the fossil fuels on which we depend for most of our energy. Warwickshire has

significant deposits of coal, sand and gravel and hard rock as well as deposits of limestone, ironstone and clay. It is expected to contribute a fair share of mineral to the national demand.

- 8.8.4 MPG6 requires that mineral planning authorities aim to maintain a landbank (a stock of planning permissions for the winning and working of minerals) amounting to 7 years of sand and gravel reserves and a longer (unspecified) period of crushed rock reserves, unless exceptional circumstances prevail. MPG6 (which was last updated in 1994) sets out an estimate for the West Midlands Region of the amount of mineral for which there was expected to be a demand during the 15-year period 1992 - 2006. This figure has been divided between the mineral producing authorities in the West Midlands and then divided by 15 to give the amount of mineral that each authority should make provision for each year. In Warwickshire, provision should be made for 0.816 million tonnes of sand and gravel and 2.09 million tonnes of crushed rock each year. A 7-year landbank of sand and gravel reserves would amount to 5.712 million tonnes. These figures take into account the fact that some aggregate is expected to be provided from secondary and recycled material.

- 8.8.5 It is likely that in the future estimates for aggregate demand will be lower than existing figures. This is for two reasons. Firstly, current estimates were based on assumptions that construction activity would be much greater than it has been and, secondly, because in recent years the quantity of secondary and recycled aggregate becoming available and which can be used as a substitute for primary (new) aggregate has increased.

- 8.8.6 Minerals can only be worked where they occur. However, they are often found in attractive areas of landscape, areas with significant geological or biological interest, under high quality agricultural land or close to places where people live or work. The impact on these areas of acknowledged importance must therefore be given due consideration in the formulation of policies to control mineral development. Those areas with statutory protection, such as AONBs and Sites of Special Scientific Interest (SSSI's) should be afforded greatest protection. Other areas, whilst not enjoying the same degree of protection, nevertheless play an important role in defining and enriching the character of Warwickshire and should be afforded an adequate degree of protection in local plans.

8.8.7 Although the protection of the environment and places where people live is very important, the local plan must balance this protection against the national and regional demand for minerals to ensure that Warwickshire contributes its fair share to satisfy the economic needs of the nation.

from the Structure Plan Alterations and embedded in the Minerals Local Plan for Warwickshire are consistent with this Structure Plan and continue to apply within the context of the Minerals Local Plan.

OPERATION

8.8.8 The currently adopted Minerals Local Plan for Warwickshire repeats various policies from the Structure Plan Alterations 1989-2001. The Structure Plan Alterations 1989-2001 have now been superseded by this plan and it is therefore necessary to clarify the status of those policies. Policy ER.8 confirms that the policies repeated

8.8.9 The review of the Minerals Local Plan should take into account national guidance and strategic constraints and demonstrate how they have been addressed in the formulation of policy regarding the allocation of land for and the operational development of mineral extraction.

8.9 Waste Local Plan

Policy ER.9 WASTE LOCAL PLAN

The Waste Local Plan for Warwickshire should provide for a reduction in waste going to landfill, in line with the Government's national policy. Policies should:

- a. propose materials recycling facilities as close as possible to the source of waste;
- b. limit the extent of additional waste management facilities permitted to that necessary for the restoration of mineral workings or for the short term replacement of capacity in the Conurbation Fringe Corridor of North Warwickshire to discourage waste being hauled by road across the County.

INTENT

8.9.1 Policy ER.9 aims to encourage, in accord with the County Council's Waste Local Plan, the conservation of

existing capacity for waste that needs to be landfilled, the siting of waste recycling facilities close to the source of waste and a reduction in the movement of waste across the county.

CONTEXT

8.9.2 The Government's 'Waste Strategy 2000' and the Environment Agency's 'Strategic Waste Management Assessment 2000: West Midlands' provides the context for the development of regional waste management strategies. The County Council is working with the West Midlands Local Government Association to secure a regional approach to waste planning in the current review of RPG11.

8.9.3 The County Council's Waste Local Plan (adopted in 1999) is based on a strategy that aims to encourage conservation of existing capacity for waste which needs to be landfilled, in line with the best practicable environmental options and the proximity principle, and to reduce the environmental burden on the County. It is the County Council's intention to continue to pursue this aim, seeking through negotiation, particularly in the West Midlands Local Government Association and through liaison with waste authorities in the East Midlands Region, to achieve a range and geographical spread of facilities, both within the Metropolitan Area, the wider region and beyond. In particular, it has the objective of reducing reliance on landfill and landraising sites in Warwickshire and to reduce

the waste imports into Warwickshire to significantly below 1995 levels by 2011. This objective is intended to start to reverse the trend of the early 1990s whereby the availability of large landfill/landraising sites in the Conurbation Fringe (i.e. close to the Birmingham Conurbation, in North Warwickshire) appears to have diverted waste flows from being deposited elsewhere in the Region.

8.9.4 Between 1988 and 1995, waste imports into Warwickshire increased nearly four-fold and by 1.3 million tonnes over the three years to 1995. Imports then represented 78% of the waste deposited in the County, much more in absolute and relative terms than taken by any other county in the Region. This trend looks to continue, with the County having an outstanding permitted landfill capacity of 31 million cubic metres at 1995 - indicating a capacity to take 31-40 million tonnes of waste.

8.9.5 The availability of large landfill sites close to the Birmingham Conurbation appears to have diverted waste flows from being deposited elsewhere in the Region to landfill disposal in Warwickshire. The Council would be justified in starting to reverse this trend by limiting new landfill capacity in line with the Government's national strategy targets for reducing landfill, RPG11 and the proximity principle.

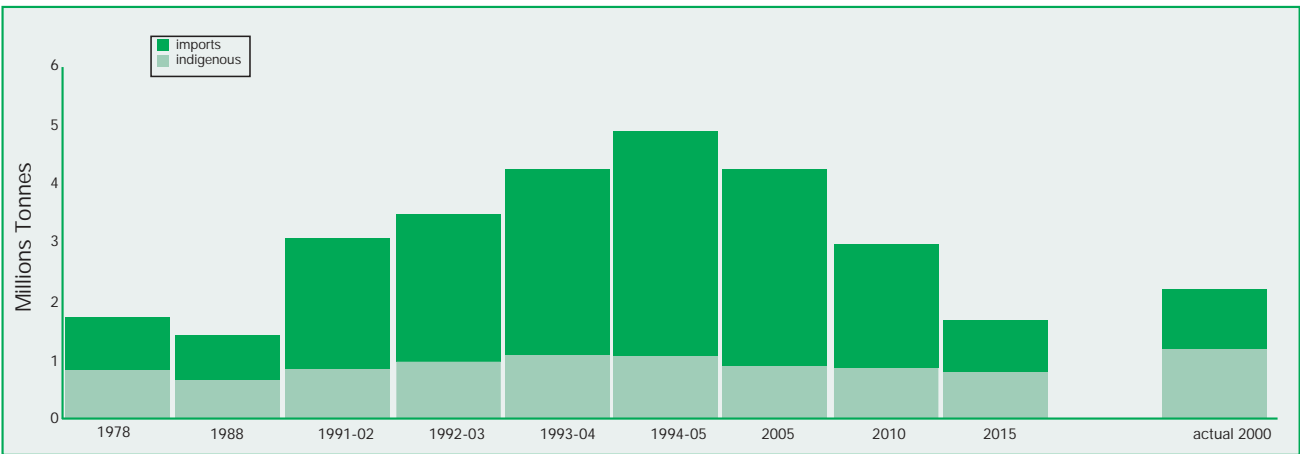
8.9.6 The County Council, as waste disposal authority, only has direct control over the disposal of a small percentage of the waste in Warwickshire (4% in 1995). Therefore, in relation to the vast bulk of waste deposited in Warwickshire, the County Council's strategy underpinning the Waste Local Plan aimed to conserve waste disposal resources by reducing the amount of industrial and commercial waste landfilled to its 1995 levels by 2005 through:

- working in partnership with district/borough councils and metropolitan authorities, 'Going for Green' and industry in an education programme to reduce the amount of waste produced;
- promoting re-use and recovery facilities close to the source of production;
- promoting re-use and recycling of construction and demolition waste, by local authorities and industry;

- seeking innovation for positive uses of inert materials; and
- restricting the numbers and extent of the planning permissions granted for new landfill and land-raising sites, in the County.

8.9.7 Waste reduction and recovery measures taken by the Conurbation planning and waste disposal authorities to implement Government targets have made substantial reductions in the flow of waste imports into Warwickshire. The target profile included in the Waste Local Plan aimed for a progressive reduction of imports over the period up to 2015. The Council's ambition was to see annual rates of waste going to landfill in the County, especially imports, down to the levels of the late 1970s by 2015 (i.e. 1.7 million tonnes per annum, of which only half were imports).

Warwickshire Landfill Deposits – Target profile For Imports (Millions of tonnes per anum)



8.9.8 Regional self-sufficiency in waste management has already been largely achieved across the West Midlands Region as a whole. However, within the Region, the trend has been for very substantial outflows of mainly industrial, commercial, construction and demolition waste from the Conurbation to be deposited in landfill sites located in the surrounding shire counties, especially in Warwickshire which takes over half of it. Over the five years from 1990-95, three quarters of the waste deposited in Warwickshire was imported, mostly from the Conurbation. Warwickshire generated only 10% of the Region's waste, but had about 39% of the Region's waste deposited in it. This made Warwickshire the largest single contributor by far to the Region's self-sufficiency.

8.9.9 However, figures from the Environment Agency's Waste Management Assessment 2000 indicate that the industrial and commercial waste deposited in Warwickshire had reduced by more than half to about 2.2 million tonnes (EA WM strategy fig. 4.2) as a result of a reduction in percentage of imports from the Birmingham Conurbation from 66% to 16% and an increase in exports of its generate waste to other regions to over one third. Consequently, the County only disposes of 39% of the waste produced in Warwickshire whilst

the Birmingham Conurbation now deals with 64% of the waste it produces (EA WM strategy fig. 2.8).

Landfill Capacity

8.9.10 In 1995, 31 million cubic metres of unused landfill capacity had planning permission. By 1999 this figure had reduced to 20 million cubic metres (EA WM strategy fig. 4.2). In terms of location, the available permitted capacity is closely related to current sources of waste generation. It is concentrated in three main areas:

- the conurbation fringe corridor in North Warwickshire in the vicinity of the Tame Valley and its tributary, the River Blythe;
- in the Nuneaton area, in the north and to the south of the town;
- to the east and south of Coventry in rural Warwickshire.

8.9.11 There is more than sufficient landfill capacity to meet future demand generated from within Warwickshire over the Plan period and well beyond within easy reach of the main urban areas of Warwickshire if the trend of reduced imports becomes established and Government strategy continues to take effect in terms of waste minimisation and recycling.

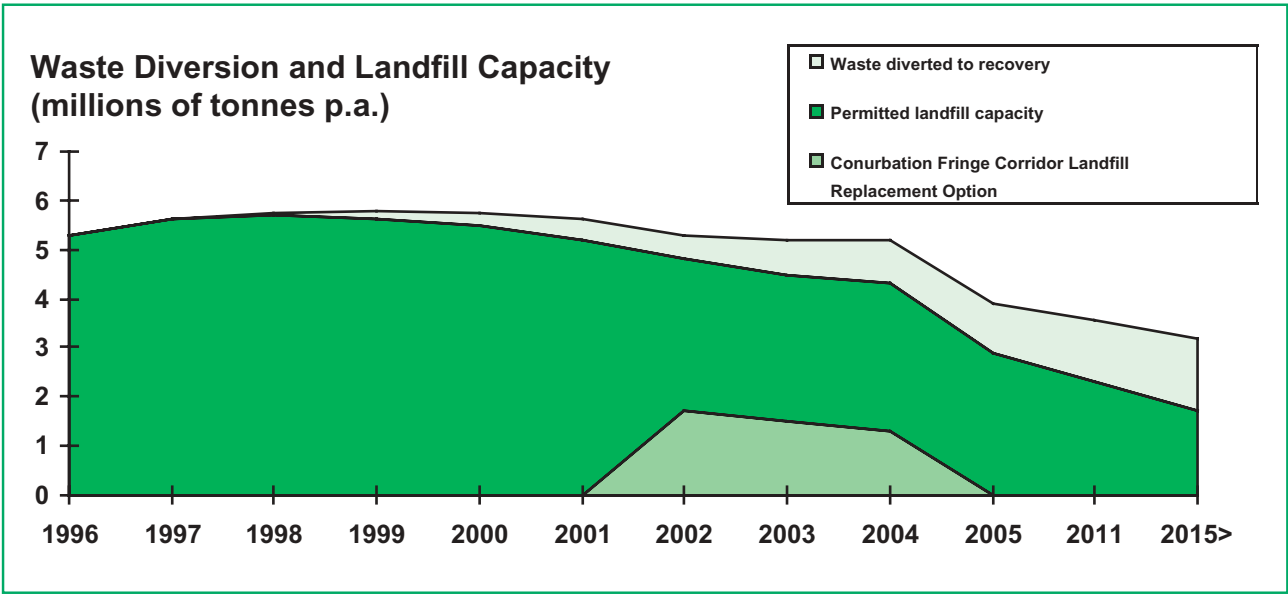
8.9.12 However, if past rates were re-established, particularly of imports

from the conurbation, it is likely that the landfill space available within easy reach of the conurbation in the Conurbation Fringe Corridor would run out before 2011. In order to avoid waste being hauled across Warwickshire over unsuitable County roads through villages and towns, it is necessary to address the situation where there has been less than the necessary progress achieved by the operators, authorities and producers involved in waste imports to Warwickshire. The Waste Local Plan strategy was to renew the capacity in the conurbation fringe corridor for the latter half of the Plan period, aiming for a "lower limit " of landfill reduction by 2005, and this strategy still remains appropriate given that the recent reductions in imports cannot be guaranteed.

OPERATION

8.9.13 The policies and proposals of the Waste Local Plan should aim to secure, through the land-use planning system, the strategy for the provision of waste disposal facilities. In doing so, they take account of established national and regional planning guidance from Government and the Structure Plan. Of particular strategic significance are policies on:

- the priority to be given to the transport of waste by rail or water where it cannot be treated or disposed of close to its source, subject to environmental impact and economic feasibility; and
- the treatment of waste disposal facilities, particularly materials recycling facilities which involve buildings in the Green Belt.



8.9.14 These facilities are likely to be most appropriate in urban areas, where they are close to the source of waste production. While not precluded by policy, it is likely that suitable sites in the Green Belt will be difficult to find. In this case, existing waste management facilities, such as landfill sites and industrial estates, may prove the most suitable locations.

8.9.15 Unless viable rail or water transport options are available to carry imported waste from the conurbation to the Nuneaton area or further afield in

Warwickshire, the Waste Local Plan does not provide for the long distance transport of such waste across the County. The County Council will resist, when and where it can, proposals for long distance road haulage of waste through Warwickshire as it would be contrary to the proximity principle. Where it can be demonstrated that rail or water transport options are economically viable any such proposals will need to demonstrate compliance with the policies set out in the Waste Local Plan.



Monitoring



9. MONITORING

9.1 Introduction

9.1.1 The County Council is required under the Town and Country Planning Act, 1990, to keep under review the matters which may be expected to affect the development of the County or the planning of its development. In particular, these include:

- the principal physical and economic characteristics of the County;
- the size, composition and distribution of the County population; and
- the communications, transport system and traffic of the County.

This continuous review will also embrace the monitoring of the policies of the Structure Plan so as to gain an understanding of their effectiveness, and thereby obtain a view on the achievement of the Plan's objectives.

9.1.2 Monitoring should focus on the elements that the Plan can actually deliver. That is, monitoring the Structure Plan in its own terms. These will tend to be the take up of land use allocations and other outcomes directly connected with the use of land. The introduction of the Structure Plan identifies 13 objectives, which are

wider than the policies. Therefore, in the longer term there is a need to consider what indicators would be required to measure the wider objectives of the Structure Plan. The assumptions underpinning some of the Structure Plan's policies also need testing. This is particularly true of policies seeking to provide housing to meet the needs of migrants and to provide employment land to cater for people transferring from declining, manufacturing industries to the service sector and travel to work patterns.

9.1.3 The monitoring of the Structure Plan is a fundamental part of the Plan's implementation strategy. Monitoring provides the raw information on how the Plan's policies are performing and its analysis will provide the bedrock for the management of the Plan during its life and will inform any future review. The Plan is constantly reassessed and re-focused within the context of its strategy. Because of this, monitoring is not an "optional extra" but a key part of the Plan's delivery, affecting both planning decisions and policy formulation. This process of monitoring is emphasised in PPG12 (Development Plans) and has been given greater weight by the Government's introduction of the 'plan, monitor and manage' approach, particularly as advocated in PPG3 (Housing).

9.2 Matters To Be Monitored

9.2.1 The process of monitoring will be undertaken jointly by the County Council and the five district/borough councils. In order to obtain information at the appropriate times to allow for effective intervention, two basic types of monitoring are proposed.

- Development Monitoring: Identifying what happens on the ground.

Outputs: Progress indicators, adjusting policy emphasis/ interpretation, and influencing associated policy areas.

- Consultation Monitoring: Making strategic input into planning applications.

Outputs: Influencing decisions to ensure consistency with Structure Plan policies. Identifies where districts give greater weight to other matters.

Development location

9.2.2 Since the most important underlying objective of the Structure Plan is to direct development to the main towns of the County, it is vital, that monitoring information of development proposals relates to the following

broad locations:

- The town centres, urban areas and fringes of the main towns of Leamington, Nuneaton, Rugby, Stratford-on-Avon, Atherstone, Bedworth, Kenilworth and Warwick and the urban area of Polesworth/Dordon;
- Built-up areas of other settlements identified in local plans;
- Areas lying outside but immediately adjacent to other settlements;
- Countryside and settlements not specifically identified in local plans and;
- Areas subject to Green Belt policy

Housing

9.2.3 The provision of adequate housing to meet the needs of the County forms an important element of the Plan, which also, under Policy H.4, contains a mechanism controlling the release of greenfield sites for residential development. Monitoring will therefore comprise:

- The total number and types of dwellings built throughout the County;

- The number of dwellings built in the Green Belt and on previously-developed sites and greenfield sites
- The amount of affordable housing provided, reflecting the changes in definition of affordable to include low cost market housing and;
- The housing densities as planning permission is granted and comes forward as completions.

Industrial

9.2.4 A vital objective of the Plan is to support enterprise and competitiveness and to provide for a variety of employment opportunities. Monitoring will therefore measure:

- The amount of land released for industrial development;
- The amount of industrial land on previously-developed and greenfield sites;
- The amount of industrial land released for SIS/LIS/MIS and;
- The transfer of jobs between the service and manufacturing sectors.

Transport

9.2.5 The Structure Plan Transport Policies are reflected in the Local Transport Plan (LTP) through which they will be monitored. However, because the life of each LTP is five years, it will be necessary to ensure that the indicators are consistent with the needs of the Structure Plan and remain so for the whole Plan period.

Town Centres

9.2.6 The retail policies of the Structure Plan restrict the provision of major out-of-town facilities and introduce a hierarchy of centres with appropriate thresholds for development. Monitoring will concentrate on proposals for large-scale retail developments and proposals that exceed the 1,000m² and 2,500m² thresholds. Policy TC.2 sets out two tiers in the centres hierarchy, the main town centres are Leamington, Nuneaton, Rugby and Stratford-upon-Avon, and other town centres are Atherstone, Bedworth, Kenilworth and Warwick, to which the lower thresholds apply. The opportunity is provided for Districts to develop the lower tiers in the centres hierarchy.

Environment

9.2.7 There are so many potentially

attractive variables in this area that care must be taken to retain the strategic focus. In the absence of any routine environmental status report, the Structure Plan monitoring should draw on established data sources, such as the biodiversity audit. There is a need to develop closer working relationships with key partners in order to collate and interpret data into a robust and usable format.

Waste

- 9.2.8 The County Council's Waste Local Plan is reliant on the monitoring of the rate of landfill in order to determine whether new capacity needs to be released. Future monitoring will include the amount of waste imported into the County and the amount of household waste that is recycled, once data is available from the Environment Agency.

Minerals

- 9.2.9 Provision in Warwickshire for the region's crushed rock, sand and gravel reserves averages 17 years. This is far higher than the amount required for the 10-year period of the Minerals Local Plan (1995 – 2005). The West Midlands Regional Aggregates Working Party produce an annual report which includes the results of annual monitoring of aggregate sales,

the use of secondary aggregates and planning applications and permissions.

9.3 Output of Monitoring

- 9.3.1 Having received formalised monitoring data from the district/borough councils, the County Council will produce a composite set of data every six months for housing. Each year an annual monitoring report will be produced which will offer a snap-shot which will be fed into the regional monitoring process. This annual review will include a commentary on progress that is being made in the achievement of the objectives of the Structure Plan and, where appropriate, recommend courses of action.

9.4 Managing the Output

- 9.4.1 In the annual monitoring report it may become apparent that certain policies are failing, are misdirected or being interpreted or applied incorrectly. In these instances it may be considered appropriate to take corrective action. This might be by means of:

- making inputs into other County Council policies to reinforce planning objectives;
- influencing the actions of external agencies, including regional bodies and neighbouring authorities;

- ensuring consistent interpretation of policy through consultations, project working, certification of plans and alerts of potential breaches of, for example, thresholds and;
- publishing supplementary planning guidance to elaborate on strategic policy where necessary.

9.4.2 The intelligence gathered through the monitoring process should be used to help influence other policy makers into adopting complementary or mutually supportive positions. As a result, consultations and formal responses to Government planning guidance, neighbouring authorities' structure plans and the proposals of development agencies and other bodies, for example, should be guided by the results of the monitoring exercise.

9.4.3 Throughout the life of the Plan consideration of the impacts of changes in Government policy will need to be assessed. While it is unlikely that unforeseen and dramatic changes in policy will occur, it is by no means impossible, particularly if action on "global warming" becomes a priority. Should such changes occur it is possible that planning decisions by districts will fall back on government Planning Policy Guidance and Circulars. As a consequence, a strategic policy vacuum could develop at County and regional levels. In these circumstances, the ability to perform an informed review of strategic policy, making full use of the monitoring information collected over the life of the Plan, would be invaluable.

Monitoring Summary Table

Policies	Variables	Indicators
Development Location (GD.3 & 5)	<ul style="list-style-type: none"> • concentration of new housing and industrial development firstly in, and then adjacent to, the main towns, • minimising greenfield land take • avoiding Green Belt . 	A minimum of 50% of the growth 96-2011 in district to be directed to the main towns
Housing (H.1-3)	<ul style="list-style-type: none"> • provision of new housing to meet overall requirements, • maximising use of previously developed land (pdl), • reducing vacancies, • increasing densities • meeting affordable needs. 	Indicators set out in Structure Plan policies H.1, H.2 and H.3.
Industrial (I.1 & 2)	<ul style="list-style-type: none"> • provision of new industrial land to meet overall requirements, • maximising use of pdl and minimising greenfield land, • meeting the needs for small, large and major investment sites • manufacturing to service job transfers. 	Indicators set out in Structure Plan policies I.1 and I.2.
Transport (T.2)	<ul style="list-style-type: none"> • increases in the affordability and accessibility of transport, • minimising private car use especially in main towns and for travel to school. 	Indicators and targets set out in Structure Plan policy T.2 and the Local Transport Plan.
Town Centres (TC.1 & 2)	<ul style="list-style-type: none"> • balance of town centre uses to improve the environment and economy • concentration of large scale retail, leisure and entertainment proposals in main and other town centres. 	Town centre development thresholds set out in Structure Plan policy TC.2
Environment (ER. 1-6)	<ul style="list-style-type: none"> • protection of the County's environmental assets. 	Indicators set out in Local Bio-diversity Action Plans, the County's 'Quality of Life' report and in Environment Agency publications.
Minerals (ER.8)	<ul style="list-style-type: none"> • provision of a landbank of permitted mineral reserves in line with national and regional guidelines. 	Permitted landbank in relation to guidelines.
Waste (ER.9)	<ul style="list-style-type: none"> • reduction of total amount of waste going to landfill • increasing recycling close to waste sources. 	Targets set out in the Waste Local Plan for Warwickshire.

Glossary



10. GLOSSARY

Advantage West Midlands – the Regional Development Agency (RDA) for the West Midlands. RDAs were set up by Government to make regional economies more competitive.

Affordable housing – regional definition as advised by the West Midlands Local Government Association.

Affordable housing is categorised into two types:

A. Housing provided by an organisation – such as a registered social landlord or local authority – allocating on the basis of need. While such dwellings will normally be made available for rent, they may also include subsidised home ownership, such as shared ownership, where a registered social landlord or local authority retains a continuing interest,

And

B. Low-cost market housing, helping to meet the needs of first time buyers, single people, the elderly and other low income households, who cannot afford to rent or buy houses generally available on the open market.

The affordable housing, irrespective of whether it is provided for rent or sale, must be

made available at a price level which can be sustained by local people in housing need. What constitutes “affordable”, in terms of price and income, is for each local authority to define through its Housing Strategy Statement.

With regard to category B of the definition, the provision of affordable low-cost market housing should be based on the local authority Housing Strategy Statement, which will include assessments of housing need and the ability of local people in housing need to pay for housing. The view is taken that low-cost market housing can have a role, albeit limited, in meeting the need for affordable housing. Low-cost market housing may not have a role in a particular area and if so, this must be clearly demonstrated in the Housing Strategy Statement. Where low-cost market housing is to be provided developers must prove that such housing will meet the needs of those who cannot afford market rents or prices prevailing in the locality.

It is important to emphasise the distinctions between the roles of the different categories of affordable housing mentioned above, and not to treat one as a substitute for the other.

Airport Surface Access Strategies – for airports handling over 1,000 passenger flights a year, prepared by the relevant airport in partnership with local authorities, infrastructure providers, transport operators, Regional Development Agencies and other interested parties.

Area Of Outstanding Natural Beauty

(AONB) – statutory designation set out in the National Parks and Access to the Countryside Act 1949 and Countryside and Rights of Way Act 2000.

Areas Of Restraint – areas of strategic importance for which there is a general presumption against development that would change their open character.

Central Crescent – the zone surrounding the Metropolitan Area which has close links with that area (a more detailed definition is in RPG11 para. 4.4.1).

Centro – the West Midlands Passenger Transport Executive which is responsible for developing and providing public transport in the West Midlands.

Chelmer projection model – A population forecasting model widely used by local authorities and academic institutions.

Circular 6/98: Planning and Affordable Housing – Sets out the Government's preferred approach to planning and affordable housing and gives practical advice to local planning authorities on how to increase the supply of affordable housing in appropriate circumstances through negotiations with developers.

Conurbation Fringe Corridor – the area of the County that borders the West Midlands Conurbation in North Warwickshire, extending from Tamworth to Packington running along-

side the eastern edge of the built-up area of Birmingham, as defined on the Waste Local Plan's proposals map.

Coventry Solihull Warwickshire Sub-Regional Forum

– forum of elected representatives from the Councils of Warwickshire County, Coventry City, Solihull Metropolitan Borough and the 5 district/borough councils in Warwickshire.

Developer Contributions – are works carried out or payments made by the developer of land to provide the supporting infrastructure, public transport, education and other community facilities necessary to enable the development to take place. These are normally secured through obligations or agreements under section 106 of the Town & Country Planning Act 1990.

Environment Agency – formed in April 1996, as a statutory umbrella organisation to include the responsibilities of Her Majesty's Inspectorate of Pollution, the National Rivers Authority, the Drinking Water Inspectorate and the Waste Regulation Authorities (England/Wales).

Examination in Public (EiP) – The tribunal type proceedings whereby particular issues arising from the deposit draft Structure Plan proposals are discussed (by invited participants) before an independent panel appointed by Government that subsequently reports to the County Council on the EiP outcome.

Forum Advice and Appendix 1 – Technical

Report - Submission made by the West Midlands Forum of Local Authorities on amending the housing provision of RPG11 published in 1995.

Freight Facilities Grant – government grants administered by the Strategic Rail Authority in order to make rail freight an economically viable alternative to road transport.

Going For Green – a large national environmental awareness campaign funded by DTLR and the private sector. It reinforces the idea of sustainable development and it encourages people to take small individual actions (launched in Feb 1996).

Green Belt – regional and sub-regional policy tool defined in PPG2 Green Belts

Green Transport Plans – put into place by organisations to reduce their reliance on the private car.

Greenfield Land – undeveloped or vacant land not included in the definition of previously developed land set out below.

Home Zones – residential areas where priority is given to walking and cycling over traffic in order to help reduce road casualties and create high quality street environments.

Housing Pipeline – Land with planning permission for housing which is either under construction or not yet started and housing

windfall allowances. Allocations within adopted local plans that do not have planning permission are excluded from the housing pipeline calculation in this Plan.

Industrial Pipeline – Land with planning permission for industry which is either under construction or not yet started. Allocations within adopted local plans that do not have planning permission are excluded from the industrial pipeline calculation in this Plan.

Industrial Use – Commonly refers to development which falls within business (Use Class B1), general industrial (Use Class B2), and storage or distribution (Use Class B8). Reference to employment uses often encompass a wider range of uses such as employment in shops (Use Class A1), financial and professional services (Use Class A2) and food and drink (Use Class A3). In addition, it could also include employment in hotels (Use Class C1), hospitals and residential institutions (Use Class C2), non-residential institutions such as nurseries and schools (Use Class D1) and assembly and leisure such as cinemas and swimming baths.

Infrastructure – Includes transport and services such as community facilities, schools and local shops.

International Migration – migration to and from the U.K. and other countries.

Inter-Regional Migration – migration to and from different regions.

Intra-Regional Migration – in the context of this Plan it refers to the migration from Birmingham and Coventry into Warwickshire during the Plan period.

Inward Investors – business not indigenous to a particular area.

Key Diagram – a diagrammatic map illustrating the broad locations of policy areas and proposals in the Structure Plan.

Landfill – The deposition of waste onto and into land in such a way that pollution or harm to the environment is prevented. Through restoration, land which may be used for another purpose is provided.

Landraising – Deposition of waste onto unworked ground or onto land previously filled to original ground level.

Larger Investment Sites (LIS) – sites over 1 hectare to cater for the needs of larger firms.

Local Biodiversity Action Plan – non-statutory plan developed through partnership working and seek to identify local priorities and to determine the contribution they can make to the delivery of the national Species and Habitat Action Plan targets.

Local Housing Needs – Locally generated households adjusted for the effects of inter-regional and international migration.

Local (District/Borough) Plan – detailed

statutory land use plan produced by the district or borough council setting out specific policies and proposals to be applied to planning applications for all types of development (excluding minerals and waste) in the district/borough area.

Major Investment Site (MIS) – site of a minimum of 50 hectares, to be available for new industrial and commercial investment (not B8 development) by a single large multinational organisation which is a major benefit to the regional economy.

Market Housing – housing for those households who can afford to pay the full market price to buy or rent their home. General market housing and affordable housing together form the two components of housing provision in the Structure Plan. (see affordable housing above).

Materials Recycling Facility (MRF) – a site with or without building where waste materials are sorted, separated or otherwise processed, and at least 70% by weight in any 12 month period of the facility's total throughput is subsequently re-used as opposed to being disposed of at a landfill site or incinerator

Metropolitan Area – the seven West Midlands metropolitan districts of Birmingham, Coventry, Dudley, Sandwell Walsall and Wolverhampton.

Minerals Local Plan – detailed statutory land

use plan produced by the County Council setting out specific policies and proposals to be applied to planning applications for mineral working, including sand & gravel, hard rock, and opencast coal.

Modal Shift – the shift in use of one mode of transport to another e.g. from private car to public transport.

Multi-Modal – providing more than one ‘mode’ of travel, for example, car, bus, and train.

Natural Area Profiles – Documents describing the characteristics of Natural Areas. Natural Areas do not follow administrative boundaries but are defined by their wildlife, natural features, land use and human history and form the context of national and local Biodiversity Action Plan targets.

Plan, Monitor & Manage – an approach to housing requirements and the way they should be met which emphasises regular review of both. For detail see paragraph 8 of PPG3.

Plan Period – The period of time covered by the Structure Plan, which is 1996 to 2011.

Planning Policy Guidance (PPG) – notes setting out the Government’s policies on different aspects of planning. Local authorities must take them into account in preparing their development plans.

Policy – a general intention in relation to certain classes of future situation eg ‘...Applications for new housing in the Green Belt will not normally be permitted....’.

Predict & Provide – approach based on providing land to meet estimated housing growth predicted.

Premium Employment Site (PES) – high quality site of at least 40 hectares regionally identified for multi-occupation to encourage inward investment and to allow for the expansion of existing firms.

Previously Developed Land – As set out in Annex C of PPG3.

Previously-developed land is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition covers the curtilage of the development. Previously-developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures.

The definition excludes land and buildings that are currently in use for agricultural or forestry purposes, and land in built-up areas which has not been developed previously (e.g. parks, recreation grounds, and allotments – even though these areas may contain

certain urban features such as paths, pavilions and other buildings). Also excluded is land that was previously developed but where the remains of any structure or activity have blended into landscape in the process of time (to the extent that it can be reasonably be considered as part of the natural surroundings), and where there is a clear reason that could outweigh the re-use of the site- such as its contribution to nature conservation – or it has subsequently been put to an amenity use and cannot be regarded as requiring redevelopment.

For full definition including footnotes please refer to PPG 3 Annex C.

Quality Of Life Capital – a way of managing the development process that seeks to balance the value of assets contributing to the quality of life, distinguishing between absolute and relative values.

Quality Of Rural Life – This encapsulates not only the environment but social and economic aspects as well.

Ramsar Site - internationally important sites designated under the Convention on Wetlands of International Importance especially as water fowl habitat, Ramsar 1971.

Regional Economic Strategy (RES) – produced by Advantage West Midlands (AWM) and titled “Creating Advantage” . It has two key themes: creating wealth through enterprise; and providing access to opportunity.

Regional Planning Guidance – the Governments Planning Policy Guidance for the administrative regions covered by its offices for the UK regions. RPG11 is the RPG for the West Midlands.

Rural Areas - the rural areas of the county are those outside the built up areas of Nuneaton, Bedworth, Rugby, Kenilworth, Leamington Spa, Warwick and Stratford-upon-Avon, Atherstone, Polesworth/Dordon and not 'Hams Hall'.

Scheduled Ancient Monument – sites and remains designated under the Ancient Monuments and Archaeological Areas Act 1979 to ensure protection from development.

School Travel Liaison Group (STAG) – national group made up of representatives of parents, teachers, governors, public transport operations, business, road safety, child health, school transport experts and a range of local authorities.

School Travel Plans – plans aimed at reducing car use for journeys to and from school.

Service Industry – businesses providing services either directly or indirectly to the public usually from offices or shops.

Sites of Special Scientific Interest (SSSI's) – a site statutorily protected for its nature conservation, geological or scientific value designated under the Wildlife and Countryside Act 1981 (as amended).

Smaller Investment Sites – sites up to 1 hectare to cater for the needs of smaller firms.

Spaceless Growth – better and more efficient use of land and buildings without the take-up of additional space.

Special Area of Conservation – candidate and proposed: designated with the intention to protect habitats of threatened species of wildlife, under the European Community Council Directive on the Conservation of Natural Habitats and Wild Fauna and Flora.

Special Landscape Areas – an area recognised as being of County-level landscape importance. A non-statutory landscape designation, Special Landscape Areas frequently border Areas of Outstanding Natural Beauty, protecting the landscape settings of these statutorily designated areas.

Special Protection Area - internationally important sites designated under Council Directive 79/403/EEC on the Conservation of Wild Birds 1979.

Strategic – decisions which have widespread implications, either beyond the immediate locality or for the choice of options for dealing with other issues

Strategic Authority – County Council's or Unitary authorities provide strategic advice and guidance on planning and other issues.

Strategic Park and Ride/Parkway Stations

– transport interchanges aimed at intercepting car journeys into congested areas and enabling people to complete their journeys either by train or bus.

Strategic Rail Authority (SRA) – created by the Transport Act 2000 it is responsible for the overall direction of the rail network (passenger, freight and infrastructure) with the aim of creating a 'bigger, better and safer railway.

Structure Plan – part of the statutory development plan required by law (Town and Country Planning Act 1990, as amended, sections 31-35c). Sets out the broad framework for planning at the local level and provides a strategic policy framework for planning and development control locally, ensuring provision for development is realistic and consistent with national and regional guidance. Structure Plans should also secure consistency between local plans for neighbouring areas.

Sui Generis – without class – outside of the use classes order.

Sustainability – The process of moving towards sustainability is often referred to as sustainable development. A widely used definition is "development which meets the needs of the present without compromising the ability of future generations to meet their own needs".

Sustainable Transport Criteria – principles and criteria set out in the Local Transport Plan for negotiating planning obligations towards sustainable transport measures

Town Centre – to be defined in local plans as the area of the town containing the major concentration of shopping, offices and entertainment uses and a broad range of facilities and services. PPG6 sets out national planning guidance on Town Centres & Retail Developments.

Town Cramming – short-hand expression to suggest a (variable) degree of development in towns and cities that would result in a loss of all or most open areas.

Transport Corridors – important zones of movement connecting places, often consisting of important road, rail and bus routes

TravelWise Campaign – campaign aimed at: increasing public awareness of problems produced by traffic growth; educating people about alternatives to the car; and to change peoples attitudes towards the car so as to reduce their dependency on it.

UK Biodiversity Action Plan – the Governments national goals for conserving and enhancing habitats and species using individual Action Plans published in The UK Steering Group Report on Biodiversity, 1995.

UK Biodiversity Group – provides the

strategic leadership for the biodiversity process and comprises representatives of all major interests in biodiversity including, Government Departments, Local Government, statutory agencies, business and commerce, land management and voluntary conservation organisations.

Urban Expansion – the increase in the quantity of development of an urban area through either intensification of use within the existing urban area or its extension.

Urban Extension – the increase in the quantity of development of an urban area solely through the lateral extension of the existing urban area from the edge outwards, creating a distinct edge to the urban area.

Urban Regeneration – the economic, social and environmental revitalisation and renewal of urban areas that have (or are) experienced structural economic and physical decline leading to social disadvantage.

Use Classes – To help distinguish between different land uses a Use Classes Order exists in Town and Country Planning. For example:

B1 - offices, high technology and light industry,

B2 - manufacturing,

B8 - warehousing and distribution.

Vital Villages Initiative – Aimed at helping rural communities tackle of the problems and challenges that they face in the 21st century

and to ensure that the people living in England's villages are able to access essential services, leisure opportunities and community facilities.

Warwickshire's 2002 Local Transport Plan – sets out Warwickshire County Council's transport policies, proposals and priorities.

Waste Local Plan – detailed statutory land use plan produced by the County Council setting out specific policies and proposals to be applied to planning applications for waste disposal facilities such as landfill sites, incinerators and recycling depots.

West Midlands Conurbation – Birmingham/Solihull and the Black Country.

West Midlands Forum of Local Authorities – predecessor to West Midlands Local Government Association (see below).

West Midlands Local Government Association (WMLGA) – voluntary organisation representing all of the 38 local

authorities in the West Midlands Region.

West Midlands Region – Government's Region covered by its Government Office for the West Midlands.

Wider Rural Community – This is a collective reference to the various rural communities which exist across the County.

Windfall – Development which is granted planning permission within the plan period which was not specifically identified as an allocation. Windfall sites comprise of previously-developed sites that have unexpectedly become available. Windfall sites by their nature can not be specifically identified in advance and the size of windfalls can vary. In the case of housing, for example, a windfall site could be where planning permission is granted for a single house on land which was previously used as a garden or could be where planning permission is granted for 40 houses following the closure of a small factory in a town.

Key Diagram




Warwickshire Structure Plan Key Diagram

The map illustrates the Warwickshire Structure Plan, showing the county's boundaries and its relationship with neighboring regions. Key features include:

- Geographic References:**
 - diagrammatic only
 - County Boundary
 - district boundaries
 - railway lines
 - motorways
 - BNRR
 - Birmingham Northern Relief Road
 - other main roads
- Policy Illustration:**
 - MAIN TOWN** (GD3)
 - Green Belt (GD4)**
 - Major Investment Site (MIS)**
 - Transport Corridors (T3)**
 - Park + Ride Schemes (T7)**
 - New Rail Stations (T7)**
 - Strategic Road Schemes**

The map highlights major towns such as Birmingham, Coventry, Rugby, and Stratford-upon-Avon, along with significant infrastructure like the M1, M6, M40, and M42 motorways. It also shows the Green Belt (GD3) and Major Investment Sites (MIS) within the county.

Appendices



APPENDIX A

Extract from PPG 13 Transport Annex D: MAXIMUM PARKING STANDARDS

USE	NATIONAL MAXIMUM PARKING STANDARD 1 space per square metre (m ²) of gross floorspace unless otherwise stated	THRESHOLD FROM AND ABOVE WHICH STANDARD APPLIES (gross floorspace)
Food retail	1 space per 14m ²	1000m ²
Non food retail	1 space per 20m ²	1000m ²
Cinemas and Conference facilities	1 space per 5 seats	1000m ²
D2 (other than cinemas, conference facilities and stadia)	1 space per 22m ²	1000m ²
B1 including offices	1 space per 30m ²	2500m ²
Higher and further education	1 space per 2 staff + 1 space per 15 students (see note1)	2500m ²
Stadia	1 space per 15 seats (see note 2)	1500 seats

NOTES to PPG 13 Annex D:

1. The standard for students relates to the total number of students attending an educational establishment, rather than full-time equivalent figures.
2. For stadia, sufficient coach parking should be provided to the satisfaction of the local authority and treated separately from car parking. Coach parking should be designed and managed so that it will not be used for car parking.
3. Parking for disabled people should be additional to the maximum parking standards. Development proposals should provide adequate parking for disabled motorists, in terms of numbers and design (see Traffic Advice Leaflet 5/95, Parking for Disabled People).
4. For mixed use development, the gross floorspace given over to each use should be used to calculate the overall total maximum parking figure. For land uses not covered in these standards, the most stringent regional or local standards should apply.

APPENDIX B

Policy GD.3 - Context - Options Considered

'Windfall Plus' - 'New Settlements' - 'Conurbation Edge' - 'Urban Expansion'

We first considered a **'Windfall Plus'** option which would seek to accommodate all new housing within existing towns and the larger villages in the form of additional windfalls. It follows that under this option, the relationships between housing, industry and transport can only be influenced by a general direction to settlements without reference to scale or location. In theory, this would be consistent with RPG 11 but in practice it would be extremely difficult to deliver the scale and type of housing needed in the right places at the right time relying entirely on windfall. The potential of public transport corridors would be difficult to realise and the support of developer contributions to affordable housing and modal shift schemes would be very 'hit and miss'. This option would particularly favour the higher-priced small-scale 'executive housing' schemes in the larger villages undermining provision for local needs. In terms of environmental impacts the results would be patchy, for whilst brownfield development could be given priority, dependence on windfall alone to deliver housing provision would run a very serious risk of 'town-cramming' which could precipitate a reaction in favour of ad hoc greenfield development.

We concluded that it was far too late, to expect the 'Windfall Plus' option to deliver the new agenda in terms of meeting housing needs, transport sustainability and brownfield urban potential. This apparently easy way out of difficult strategic decisions would leave district councils with little direction and even less control, forced to approve schemes they would rather refuse just 'to make the numbers up'. This option responds badly to pressures for commitment to meeting housing needs where they arise and support transport modal shift initiatives because, being 'site' rather than 'need' based, windfall is a fragmented and highly unpredictable phenomenon. There is no evidence that a 'Windfall Plus' option could deliver the required development. Even in advance of local district plan urban capacity studies, it is evident that urban expansion could meet housing needs. In Nuneaton and Bedworth Borough housing windfall completions are transpiring to be much higher than expected at the outset of WASP's preparation, so substantially reducing the need for new dwelling allocations and, by implication, peripheral expansion. Similarly, any need for further urban expansion in Warwick District appears to be quite modest in comparison with total need throughout the Plan period, because of a large housing supply pipeline.

A **'New Settlements'** option would direct additional housing and industrial development, together with the supporting transport and other community infrastructure to two locations: one to serve the north of the

County and the other to serve the south. These locations are likely to be based on existing large villages, within or accessible to public transport corridors, centrally located to the areas of local housing need they would be serving, probably in the Green Belt. The scale of development would be to effectively produce new settlements. This option would be the logical alternative if it were to be concluded that the 'Urban Expansion' option put too much pressure on those main urban areas which do not have much brownfield development potential and already congested road systems and town centres. It would seek to continue Warwickshire's legacy of separate and distinct towns by creating new settlements. They would place transport corridor and accessibility to the Conurbation above Green Belt considerations and probably have to rely largely on greenfield land. They would absorb most developer contribution towards infrastructure to secure local modal shift and they may very well make significant contributions towards immediate local housing needs. However, new settlements will not be consistent with RPG11 and will not meet local housing needs arising elsewhere. If they were confined to a scale equivalent to migrant housing needs, their scale would very probably be insufficient to be sustainable in terms of community facilities and public transport. Were the overall scale of additional housing growth required to be several times larger, then new settlements could be a sustainable option.

The scale of need and the potential remaining

of the existing main towns does not justify the 'New Settlement' option in this plan period - though the time may come in future Structure Plan reviews. Adoption of this option would commit growth and infrastructure provision over the long term to ensure that it remains sustainable, unnecessarily tying the hands of future Structure Plan reviews. For example, whilst a 'New Settlements' option could be appropriate as a means of providing for growth driven by demographic changes producing migration, nationally these factors may well have worked through by 2020, possibly to be replaced by the need for large scale, in situ, redevelopment of inter-war suburbs in the big cities.

A '**Conurbation Edge**' option would direct additional housing development to two or possibly more locations on the edge of Birmingham. The basic premise of this option is that these locations would only attract migrants from Birmingham who would then commute back into the Conurbation for work and services, avoiding the need for balance with additional industrial development. These locations would be in public transport corridors, in the Green Belt and almost certainly on greenfield land. This option would represent the continued realisation of the Conurbation's propensity to expand at its edges, unless constrained by a strongly supported Green Belt policy. Because migrant moves out of the Conurbation tend to be short, it is inevitable that housing in such locations would cater almost exclusively for migrant needs, including their affordable

housing needs. It is also clear from the transport corridor studies that a significant use of rail services can be developed in these fringe locations, albeit a modal shift from bus to rail as well as from car to rail. However, like the 'new settlements' option, to achieve a sustainable scale of development they would have to include housing to meet local needs arising across the whole of Warwickshire. The alternative of accommodating just the equivalent of Birmingham migrant needs would mean scales of development which would be unsustainable in relation to the ability to contribute to and support public transport infrastructure and services and community facilities. This would not be consistent with RPG11 (para. 9.16) and would clearly undermine its principles because there is no way the existing housing pipeline (which is more closely related to where local needs arise) can be reserved for just, or even mainly, local needs. Consequently, therefore, in addition to having negative environmental impacts, this option would be likely to accelerate out-migration of local housing need by reducing the overall supply of housing in the Crescent Towns. This risk is likely to be increased by the direction of developer funded transport and other contributions to modal shift away from those towns, blunting any urban focus in their direction.

We concluded that the 'Conurbation Edge' option is an historical model drawn from the suburbanisation of the metropolitan areas that

was stimulated by the railways over the first half of the 20th Century. There is little doubt that this option could deliver housing to meet conurbation migrant needs given a sufficient scale to secure and support public transport infrastructure and services. However, there can be equally little doubt that it would not be sustainable in terms of meeting overall housing needs or delivering the RPG11 agenda on urban focus on the Crescent towns and brownfield land potential. Once the principle of large scale extension of the Conurbation edge is re-established it will inevitably become the long term solution to the Conurbation's housing needs. To go in the direction of this option would be to take a giant leap backwards in time to before the days of Town & Country Planning Acts and Green Belts. Any strategy involving the conurbation edge would be bound to affect the Green Belt, as there is no evidence that significant development sites could be found on the edge of the metropolitan area within Warwickshire that were outside the Green Belt. Whilst the Corridors Study concluded that Type A locations (i.e. those on the edge of the conurbation) are likely to perform well with regard to travel demand where housing is intended to meet needs arising from the metropolitan area, there is no evidence that development at such locations would actually reduce the need to travel. Therefore, so long as development needs can be met outside the Green Belt, it follows that Green Belt releases are not warranted to allow for the Conurbation Edge option to be pursued.

An '**Urban Expansion**' option would direct most new housing and industrial development towards the nine main towns, making best use of the existing building stock (through reduction in vacancies, conversions and increased densities) and brownfield land within the built-up area before committing to urban extensions. It is worth noting that urban expansions differ from urban extensions in that the latter refers only to extending the built-up area by building on the edge of the settlement. However, an urban expansion can be achieved by intensifying development and increasing densities within the existing built-up area without necessarily extending the urban boundaries. This option would be the closest interpretation of RPG 11 and the distribution of housing across the districts. However, it places proximity to new industrial development in the north of the County to counter out-commuting and out-migration of the predominant local housing needs higher than access to transport corridors. The priorities are reversed towards the south, with

greater emphasis on transport corridors reflecting the greater propensity of migrants to commute back to the Conurbation, and the opportunities for modal shift. On environmental impacts, there is a greater balance struck in favour of urban focus aiding transport sustainability and meeting local housing needs over brownfield development potential per se (i.e. in rural areas), with some greenfield development likely in Nuneaton/Bedworth, Warwick/Leamington and Stratford-upon-Avon, pushing at the limits of road systems and town centres to accommodate the additional traffic pressures. However, this option falls short of the need for housing development in the Green Belt at one extreme or 'town-cramming' at the other. The main risk with this option is that the heavy focus on urban areas will starve the larger rural villages of developer contributions from new housing sufficient to support affordable housing and modal shift schemes. This may result in a widening of the gap between urban and rural provision in these areas.



Further copies of the Warwickshire Structure Plan are available from:

Planning Strategy Unit
Department of Planning, Transport & Economic Strategy
PO BOX 43
Shire Hall
WARWICK
CV34 4SX

Telephone: 01926 412061

E-mail: planningstrategy@warwickshire.gov.uk

Web: www.warwickshire.gov.uk

Acknowledgements

The Warwickshire Structure Plan 1996 - 2011 was produced by the Planning Strategy Unit PTES, Warwickshire County Council.

Designed by Marketing & Graphics PTES, Warwickshire County Council.

'Guest Editors', the Tyler-Parkes Partnership, who edited the Explanatory Memorandum to improve clarity, accuracy and consistency.

This publication can be made available in alternative forms on request. For information on this service only please contact the Departments library and information service on 01926 418633 fax 01926 418631 e-mail: PT-MS library@warwickshire.gov.uk