BROMSGROVE DISTRICT COUNCIL

MEETING OF THE LOCAL DEVELOPMENT FRAMEWORK WORKING PARTY

WEDNESDAY, 10TH OCTOBER, 2007 AT 2.00 PM

COUNCIL CHAMBER, THE COUNCIL HOUSE, BURCOT LANE, BROMSGROVE

MEMBERS: Councillors Mrs. J. Dyer M.B.E. (Chairman), P. J. Whittaker (Vice-Chairman), Mrs. M. Bunker, S. R. Colella, G. N. Denaro, Mrs. R. L. Dent, R. Hollingworth, Mrs. J. D. Luck, E. J. Murray, S. R. Peters, Mrs. M. A. Sherrey JP, E. C. Tibby and C. J. K. Wilson

AGENDA

1.   To receive apologies for absence

2.   Declarations of Interest

3.   To confirm the accuracy of the minutes of the meeting of the Local Development Framework Working Party held on 19th July 2007 (Pages 1 - 2)

4.   The Regional Spatial Strategy - Phase 2 Revision Preferred Option (Pages 3 - 190)

5.   To consider any other business, details of which have been notified to the Head of Legal, Equalities and Democratic Services prior to the commencement of the meeting and which the Chairman, by reason of special circumstances, considers to be of so urgent a nature that it cannot wait until the next meeting

K. DICKS
Chief Executive

The Council House
Burcot Lane
BROMSGROVE
Worcestershire
B60 1AA

5th October 2007

B R O M S G R O V E   D I S T R I C T   C O U N C I L

MEETING OF THE LOCAL DEVELOPMENT FRAMEWORK WORKING PARTY

THURSDAY, 19TH JULY 2007

PRESENT: Councillors Mrs. M. Bunker, S. R. Colella, Mrs. R. L. Dent, Mrs. J. Dyer M.B.E., R. Hollingworth, E. J. Murray, S. R. Peters, E. C. Tibby, P. J. Whittaker and C. J. K. Wilson

            Officers: Mr. D. Hammond, Mr. M. Dunphy, Ms. R. Williams and Ms. K. Firth.

1/07   **ELECTION OF CHAIRMAN AND VICE-CHAIRMAN**

RESOLVED that Councillors Mrs. J. Dyer M.B.E. and P. J. Whittaker be appointed Chairman and Vice-Chairman of the Working Party respectively for the ensuing Municipal Year.

2/07   **APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors G. N. Denaro, Mrs. J. D. Luck and Mrs. M. A. Sherrey.

3/07   **WELCOME TO NEW MEMBERS**

The Chairman extended a particular welcome to those Members who were new to the Local Development Framework Working Party.

4/07   **MINUTES**

The minutes of the Local Development Framework Working Party held on 28th March 2007 were submitted.

RESOLVED that the minutes be approved as a correct record.

5/07   **LOCAL DEVELOPMENT FRAMEWORK PROCESS**

Members received a presentation which provided an overview of the Local Development Framework (LDF) process, together with a 'Jargon Guide'. It was noted that there was much greater emphasis on effective community engagement in the LDF process than under the old Local Plan process. Particular attention was drawn to the LDF documents already produced by the Council, including the Local Development Scheme which set out the project plan for the LDF and the Statement of Community Involvement. Members were informed of the process that needed to be followed in the preparation and adoption of such documents.

A key part of the LDF process was the requirement for the Council to produce a Core Strategy. Other significant Development Plan Documents included the Longbridge Area Action Plan and Town Centre Area Action Plan. Attention was also drawn to the need for an Annual Monitoring Report, the requirements for Sustainability Appraisal and to the Planning Inspectorate's examination and 'tests of soundness' of LDF documents.

Members were given the opportunity to ask questions to which officers and the Chairman responded.

6/07   **CORE STRATEGY ISSUES AND OPTIONS**

Members received a report on the progress of the Issues and Options stage of the Core Strategy preparation process. The Issues and Options Report had been published in June 2005, however, this was prior to more recent Government Guidance on key areas such as Planning and Climate Change, Biodiversity and Geological Conservation and revisions to the Regional Spatial Strategy. It was therefore proposed to carry out an additional stage of consultation and to put forward new issues for consideration in order to relaunch the Issues and Option Report. The consultation newsletter was submitted.

RESOLVED that the contents of the report be noted and that the newsletter form the basis for consultation on new issues/options shaping the Bromsgrove Core Strategy.

7/07   **REDDITCH REGIONAL SPATIAL STRATEGY IMPLICATIONS STUDY**

Members' attention was drawn to the size of the provisional housing allocation figures for Redditch under the Regional Spatial Strategy options. Due to concerns about the lack of a sound rationale and robust evidence for the figures, Bromsgrove, Redditch and Worcestershire County Councils had jointly commissioned a study to carry out an independent assessment of the figures, to consider and evaluate the implications of the options for the areas surrounding Redditch and to identify broad directions for residential growth. It had been hoped that a draft report would have been available for consideration at the meeting but it had been delayed. It would therefore be brought forward to the Working Party in due course.

The meeting closed at 5.40 pm

Chairman

BROMSGROVE DISTRICT COUNCIL

Local Development Framework Working Party

10th October 2007

Regional Spatial Strategy Phase 2 Revision Implications

Responsible Portfolio Holder	Cllr J Dyer
Responsible Head of Service	Dave Hammond

1. **SUMMARY**

1.1　This Report summarises the preferred option of the Phase 2 revision of the Regional Spatial Strategy (RSS) and identifies the main implications for the district of Bromsgrove.

2. **RECOMMENDATION**

2.1　Bromsgrove District Council formally endorse at the Regional Planning Partnership the current draft preferred options of the RSS phase 2 revision, with the exception of policy T12 which identifies the Longbridge Link road as priority for investment.

3. **BACKGROUND**

3.1　The Regional Spatial Strategy was published in June 2004. At that time, the Secretary of State supported the principles of the strategy but suggested several issues that needed to be developed further. The Revision process is being undertaken by the West Midlands Regional Assembly (WMRA) in three phases.

Phase 1 - the Black Country study, this phase is currently undergoing its final round of changes before formal adoption.

Phase 2 - Covers housing figures, employment land, town and city centres, transport, and waste, this phase is nearing submission and is the focus of this report.

Phase 3 - covers critical rural services, culture/recreational provision, various regionally significant environmental issues and the provision of a framework for Gypsy and Traveller sites, and will be launched autumn 2007.

3.2　Members will recall that at the Local Development Framework Working party of the 28th March 2007 a paper was presented outlining an officer's response to the Spatial options for the RSS Phase 2 revision. Since then comments received from councils and stakeholders across the whole of the West Midlands region have been considered and a preferred option prepared. The preferred option is to be considered by the regional planning partnership at their meeting on the 22nd October, a full version of the draft phase 2 preferred option is attached as appendix 1.

3.3   As detailed above the Phase 2 focuses on the housing figures, employment land, town and city centres, transport, and waste elements of the RSS currently under the headings Communities for the future, Prosperity for all, Quality of the Environment, and Transport and Accessibility. Below is a brief summary of the each element being revised and its potential implications for Bromsgrove.

3.4   **Communities for the Future (Housing Allocations)**

Perhaps the most significant of all the strategies contained within the current RSS is that of reversing the trend of decentralisation, previous strategies had encouraged out migration from the Major Urban Areas (MUA) which in this instance is the Birmingham and Black Country conurbation, into the surrounding towns and cities. The RSS intends to reverse this trend and focus substantial development on the MUA and some of the larger more sustainable settlements in the West Midlands region.

3.5   The communities for the future chapter of the RSS determines the level and distribution of housing development up to 2026, also the phasing of this development, and the levels of affordable housing to be provided. This level and distribution of housing development is central to the RSS and will influence many other policy areas, such as employment land provision and infrastructure development.

3.6   The response provided from the local authorities around the region supported development for around 340,000 dwellings in the period up to 2026 which is 42,000 dwellings short of 382,000 estimated demand for dwellings up to the same period, this estimation is based on officers advice and the 2004 based household projections. These figures have constantly been challenged from both those who think the numbers are too low (house builders) and don't take into account the increase in people owning second homes, and those with environmental interests who would like to see the figure reduced. Further work commissioned by Advantage West Midlands which looks into the interrelationships between housing and economic growth puts the estimate requirement higher between 374,000 and 389,000. Clearly this evidence shows that it is impossible to predict accurately the level of residential development required in the region up to 2026.

3.7   Included within this overall provision is a requirement for affordable housing, work carried out by Cambridge University identifies a potential requirement for approximately 9700 new affordable units per annum. Of this overall requirement 6200pa are to respond to demographic changes and replacing right to buy properties leaving the current stock of affordable housing, and a further 3500 to replace demolished stock. Recent estimates suggest the likely amount of affordable units developed is in the region of 5300pa obviously this is a significant shortfall between required and the actual.

3.8   This level of development whether it is too much, or not enough will obviously have huge implications for the region, especially in relation to the level of infrastructure required to support it. It has been identified that there are no 'showstoppers' but in some areas the infrastructure has been identified as a constraint on housing growth. One of the other key implications is the effect

this amount of development will have on sustainability and climate change, currently this has been identified in the accompanying Sustainability Appraisal (SA) of the preferred option although it is unclear exactly what the impact is likely to be. The preferred option of the RSS revision does now include policies which outline how local authorities should be introducing strategies in their LDFs which attempt to reduce C02 emissions, mitigate the effects of, and to adapt to the worst impacts of climate change.

3.9   Whilst all the figures above are looking at the West Midlands as a whole the Preferred option also includes some more detailed policies which interpret these figures down to district level. The most significant figures contained in the RSS for Bromsgrove are the levels of development required in Bromsgrove and Redditch districts up to 2026.

Planning Area	Proposal Total (Net) 2006 - 2026	Indicative annual average 2006 - 2026
Birmingham	50,600	2,530
Coventry††††	33,500	1,675
Black Country	**61,200**	**3,060**
Solihull	7,600	380
Metropolitan Area Total	**152,900**	**7,645**
Shropshire	**25,700**	**1,285**
Bridgnorth	2,500	125
North Shropshire	6,100	305
Oswestry	4,000	200
Shrewsbury & Atcham	8,200	410
of which Shrewsbury	6,200	310
South Shropshire	4,900	245
Telford & Wrekin	**26,500**	**1,325**
of which Telford	24,000	1,200
Staffordshire	**54,900**	**2,745**
Cannock Chase	5,800	290
East Staffordshire	12,900	645
of which Burton upon Trent	12,000	600
Lichfield	8,000	400
Newcastle-under-Lyme	5,700	285
of which Newcastle urban area	4,600	230
South Staffordshire	3,500	175
Stafford	10,100	505
of which Stafford town	7,000	350
Staffordshire Moorlands	6,000	300
Tamworth	2,900	145
Stoke on Trent	**8,400**	**420**
Warwickshire	**41,000**	**2,050**
North Warwickshire	3,000	150
Nuneaton and Bedworth	10,800	540
Rugby	10,800	540
of which Rugby town	9,800	490
Stratford-on-Avon	5,600	280
Warwick	10,800	540

Worcestershire	*36,600*	*1,830*
Bromsgrove)	*2,100*	*105*
Redditch††)	*6,600*	*330*
of which in & around Redditch town	*6,600*	*330*
Malvern Hills*	*4,900*	*245*
Worcester City†††*	*10,500*	*525*
Wychavon*	*9,100*	*455*
Wyre Forest	*3,400*	*170*
Herefordshire	*16,600*	*830*
of which Hereford City	*8,300*	*415*
Shire and Unitary Authorities Total	*209,700*	*10,485*
Major Urban Areas†	*165,900*	*8,295*
Other Areas	*196,700*	*9,835*
West Midlands Region	*362,600*	*18,130*

† *Includes the Newcastle urban area*
†† *Redditch Figure of 6,600 includes 3,300 in Redditch and 3,300 adjacent to Redditch town Bromsgrove or Stratford upon Avon Districts*
††† *Of the figure of 10,500 for Worcester; 3,200 will be within Worcester City and 7,300 will be adjacent to the City within the surrounding Malvern Hills and or Wychavon*
†††† *Dependant upon the capacity in Coventry and the outcome of further studies some of the location could be made adjacent to Coventry with distribution in Nuneaton & Bedworth and Warwick.*

3.10 As can be seen above the figure for Bromsgrove, 2100 dwellings in the period up to 2026, is considerably less than the majority of districts around the West Midlands, this figure is based on not only the 2004 household projections but also takes into account the overall policy stance of reversing the trend of decentralisation, the amount of available brownfield sites and previous completions within the district.

3.11 Bromsgrove as an authority on the periphery of a MUA, with a designated green belt covering 91% of the district is an area where growth is to be restricted if the overall policy aims are to be met. Previously Bromsgrove has taken considerable amounts of out migration from the MUA accounting for the current over provision and subsequent moratorium. This over provision has now been factored into the new figure, this level of development is the level identified as spatial option 2 during the first round of consultation which took place in the early months of 2007.

3.12 Local and sub-regional housing needs surveys indicate that the level of affordable housing required in the district up to 2026 is likely to be considerably more than the 2100 housing allocation can provide for. Clearly if this is the case then this level of development would not allow the district to meet its affordable housing needs over the plan period, a factor which is common to the vast majority of districts throughout the region and all districts in Worcestershire. The region acknowledges that in order to tackle affordable housing issues and plan for future households needs, an increased requirement above the current RSS (June 2004) is necessary. It also believes that a significant increase in overall provision could introduce new issues, as stated in their report to the regional planning partnership on the draft preferred option (extract below).

'the overprovision of housing would be a significant risk to the Region, higher housing provision would:'

• impact negatively upon the existing housing stock and the regeneration of the MUAs by increasing relative demand for new housing located within ex-urban locations

• lead to increased provision outside the MUAs, which would in turn encourage selective outward migration from the MUAs;

• continue the downward spiral of polarised housing markets and undermine social cohesion across the Region;

• lead to increased allocation for greenfield sites which will in turn impact upon the development of brownfield sites and the Region's ability to hit Brownfield land development targets;

• undermine the sustainable development principles underpinning the current RSS Strategy.

3.13   The above table not only identifies the level of residential development required for Bromsgrove but also the development needs for Redditch. Members will recall that the original spatial options consultation identified that Redditch would be allocated 8200 or 13200 under options 2 and 3 respectively, it was also indicated that should Redditch be allocated these levels of housing then development may have to take place in neighbouring Districts. This prompted the authorities implicated Bromsgrove, Redditch, and Stratford and their accompanying sub regional authorities, Worcestershire and Warwickshire to commission a study to assess the implications of these levels of growth around Redditch. This was an approach supported and part funded by the WMRA. At the time of writing this report, the study had yet to be finalised. (A verbal update on the draft findings of this report will be provided at the working group meeting)

3.14   Redditch has also been allocated the option 2 figure which has also been reduced to take into account more recent evidence, alongside this Redditch has also be identified as a Settlement of Significant Development (SSD). This designation means it is judged to be a town capable of balanced and sustainable growth either within its current boundaries or in adjacent areas. (for full details of this policy please see Appendix 1 policy CF2) Redditch's current figure is 6600 of which 3300 is to be met adjacent to the existing urban area in the districts of Bromsgrove and Stratford. The actual location of where this housing is to be provided will be informed by the core strategies the three districts are currently producing. Any development identified in either of the surrounding districts is unlikely to be required until towards the end of the plan period, although it will require the release of substantial green belt land.

3.15   **The main implications of these allocations for Bromsgrove District are;**

1.   Levels of residential development will be reduced from previous building rates in order to help meet the overall policy objectives of the RSS, this does mean that house prices are likely to remain high, and the currently policy of restraint will have to continue.

2. The level of development identified for Bromsgrove could largely be met on brownfield sites reducing the amount of Greenfield land needed to be released in and around Bromsgrove town and the other larger settlements within the district. This type of development is more sustainable than Greenfield release and probably more achievable as it does not require substantial levels of infrastructure provision.

3. The affordable housing needs of Bromsgrove will not be met within the confines of the district, restricting the ability to rebalance the housing market.

4. Accommodating Redditch growth adjacent to the existing settlement in Bromsgrove will require green belt release, and significant new infrastructure provision. Development of this type will also narrow the strategic gap between The MUA and Redditch and also Bromsgrove and Redditch.

5. Housing which partially meets the needs of the MUA will be provided at Longbridge, although this will not count as part of the Bromsgrove allocation.

3.16 Prosperity for All (Employment Land Provision)

The levels of housing growth being put forward for the region cannot be developed in isolation. The Prosperity for All chapter of the RSS is concerned with the economic development of the region and as such puts forward levels of employment land which districts must deliver over the plan period. The table below shows the most recent figures regarding the levels of employment land being proposed across the region.

District	Five-year reservoir (ha)	Indicative long-term requirements (ha)
Birmingham*	130	390
Black Country*	185	555
Coventry* ◆	70$^{\psi}$	210
Solihull*	15	45
Metropolitan Area	400	1200
Telford & Wrekin	50	150
Herefordshire	37	111
Stoke-on-Trent*	55	165
Bridgnorth	6	18
North Shropshire	22	66
Oswestry	8	24
Shrewsbury & Atcham	28	84
South Shropshire	8	24
Shropshire	72	216
Cannock Chase	28	84
East Staffordshire	50	150
Lichfield	33	99
Newcastle*	28	84
South Staffordshire	8	24
Stafford	40	120

Staffordshire Moorlands	6	18
Tamworth	14	42
Staffordshire	207	621
North Warwickshire	30	90
Nuneaton & Bedworth ◆	32	96
Rugby ◆	36	108
Stratford ◆	22	66
Warwick ◆	25	75
Warwickshire	145	435
Bromsgrove ◆	7	21
Malvern Hills ◆	11	33
Redditch ◆	17 (of which 8 ha will be provided within Bromsgrove / Stratford)	51 (of which 24 ha will be provided within Bromsgrove / Stratford)
Worcester ◆	27 (of which 9 ha will be provided within Malvern and Wychavon, the balance to be determined by a joint Core Strategy)	81 (of which 27 ha will be provided within Malvern and Wychavon, the balance to be determined by a joint Core Strategy)
Wychavon ◆	23	69
Wyre Forest	11	33
Worcestershire	96	288
MUA	483	1449 (45%)
Non-MUA	579	1737 (55%)
Region	1062	3186

Footnotes:
The amounts of employment land in this table do not include RIS (Policy PA7), MIS (PA8) and RLS (PA9).
* in these districts the five year reservoir is to be regarded as a minima.
◆ in these districts cross- boundary discussions will be required.
Ψ There is unlikely to be sufficient land within Coventry to meet employment land requirements over the plan period. Sub-regional discussions will be required between, Coventry CC, Rugby BC, Nuneation & Bedworth DC and Warwick DC to ensure continuity of supply. Any economic development at the site of the former Peugeot Assembly plant should be counted as meeting the needs of Coventry.

3.17   There is no universally recognised way of assessing employment land requirements and historically many different approaches have been applied. The Worcestershire county structure plan adopted the approach of 1 hectare of employment land for every 70 new dwellings being proposed. The Regional assembly has adopted a different approach to arriving at the figures above based on providing a 5 year reservoir of land, and then an indicative requirement over a 15 year period. The methodology behind this approach is unclear at the moment.

3.18   The figure for Bromsgrove is currently 7 hectares to be provided initially for the first 5 years and beyond this a further 21 hectares for the following 15. Whilst the exact reasoning behind this figure is unclear, it is a figure which seems to be much more in keeping with the previous Worcestershire methodology, and the overall aims of the RSS. These revised figures are considerably lower

than those previously published which indicated allocating closer to 100 hectares of employment land to Bromsgrove. These targets are currently only indicative and the actual requirement may change as work progresses on the Bromsgrove LDF. Bromsgrove currently has a number of employment sites such as the Technology Park which could play a significant part in this provision.

3.19 Similarly to the housing provision some of Redditch's employment needs may have to be met outside of it own boundaries in Bromsgrove or Stratford. The preferred option identifies at least 8 Ha of employment land to be provided in the adjoining districts as a 5 year reservoir, and beyond that potentially 24 ha to be provided in the following years. Any allocation of this type will be as has been done under the Bromsgrove District Local Plan where 30ha of employment land in the form of the Ravensbank Business Park was designated in Bromsgrove for the employment needs of Redditch.

3.20 **The main implication of these figures for Bromsgrove District are;**

1. Reduced levels of employment land to mirror reduced levels of housing figures will contribute to the overall aims of the RSS, whilst allowing some employment development in the surrounding districts, such as Bromsgrove.

2. Smaller long term indicative amounts being identified for the district reduce the likelihood of significant Greenfield release for new employment sites in and around Bromsgrove town and the other larger settlements in the district, and concentrate development on existing sites.

3. Any employment allocation to cater for Redditch's need adjacent to the current settlement would required Green Belt release, and infrastructure development, as well and narrowing the strategic gaps between the MUA Redditch and Bromsgrove.

3.21 **Prosperity for All (Town and City Centres)**

The revised sections of the RSS covering Town and City centres has meant a new hierarchy of strategic centres to reflect more up to date evidence. Bromsgrove is not identified as strategic centre. Twenty five centres have been identified including Birmingham, Solihull, Worcester, Stratford, Kidderminster, and Redditch these centres are to be the preferred location for major new retail developments, uses that attract large numbers of people for cultural / social activities, and also for large scale office developments.

3.22 The fact that Bromsgrove is not a strategic centre does not preclude development taking place, in fact the policy identifies that there are many other centres in the region which should develop policies to cater for their own needs, such as the Area Action Plan (AAP) currently being prepared for Bromsgrove Town Centre.

3.23 **Transport**
Many of the policies on transport remain unchanged; one potentially significant alteration is the identification of Bromsgrove as a potential site for a park and ride site. This policy change is to reflect the current work being done to provide a new train station in Bromsgrove. More detailed work will need to

be carried out in order to assess the potential impacts on the strategic and local road networks if the new station is to cater for these types of journeys. Longbridge has also been identified as another potential location, the AAP currently being prepared with Birmingham City Council and Worcestershire County Council is looking into the possibility providing Park and Ride.

3.24   Policy T12 Priorities for investment identifies a number of regionally significant transport measures which are needed to support the delivery of the overall aims of the RSS. One of these identified measures is the Longbridge link road, the development of the AAP for the Longbridge sites has provided evidence which proves this link road is not needed to support the current levels of development being proposed. The current AAP will not be recommending a link road and therefore reference to it should be removed from the RSS.

3.25   **Waste**

As Bromsgrove is not a waste planning authority many of the policies in this section require Worcestershire County Council to directly address them, although this is not to say that there are no effects for Bromsgrove. The County Council will have to identify enough land within Worcestershire to manage the tonnage of waste arising within its boundaries. Due to the amount of development that has taken place over recent years, and the likely new development in the district it is very possible that land in Bromsgrove will be required for this use.

3.26   Worcestershire has been identified as having a 'Treatment Gap' i.e. not enough facilities to manage the amount of waste generated, as such Policy W3 states that MUAs, SSDs, and other major settlements should be the location for regional or sub regional facilities to reprocess, re-use, recycle or recover value from waste. Bromsgrove along with many other settlements including Worcester, Droitwich, Kidderminster and Redditch have been identified as possible locations.

3.27   **Next Steps**
The final version of the phase 2 revision will be presented to the Regional Planning partnership on the 22nd of October, where members will be asked to sign it off for submission to the Secretary of State. As well as the Preferred Option document, the submission will be accompanied with the following supporting reports.

- RSS Phase 2 Preferred Option Implementation Plan
- RSS Phase 2 Preferred Option Sustainability Appraisal
- Statement of Public Participation
- RSS Phase 2 Technical Work
- RSS Phase 2 Overview and Housing Technical Papers

3.27   Upon submission to the Secretary of State, there will follow a 12 week formal consultation. All representations will be made to the Panel Secretary appointed by Government to oversee the Examination in Public, which is likely to take place in autumn 2008. WMRA will submit a letter to every local authority, Regional Partnerships and Stakeholders groups as well as its consultation database, to inform them of the consultation process and where

copies of the submission documents can be viewed. Copies of the submission documents will be made available on the WMRA website, Local Planning Authorities and Main libraries across the Region.

4. **FINANCIAL IMPLICATIONS**

4.1 Whilst their are no direct implications of endorsing the preferred option of the RSS, the levels of income generated over longer periods could be affected as the levels of development required will reduce the number of planning applications where compared with previous numbers.

5. **LEGAL IMPLICATIONS**

5.1 The RSS is the responsibility of the West Midlands Regional Assembly and is being prepared under the regulations of the Planning and Compulsory Purchase Act 2004.

6. **COUNCIL OBJECTIVES**

6.1 The ability of the council to deliver its objectives is affected by the status of the Local Development Framework (LDF). All documents produced as part of the LDF have to be in general conformity with the RSS, therefore the RSS will ultimately impact on these objectives and priorities the table below indicates potential impacts.

Council Objective (CO)	Council Priorities (CP)	Impacts
Regeneration (CO1)	A thriving market town (CP1)	Policies in the RSS support the development of centres across the region, including those not specifically named as major urban areas or, settlements of significant development, the ability to regenerate the town are not adversely effected by policies in the RSS
Improvement (CO2)	Customer service (CP2)	No impact
Sense of Community and Well Being (CO3)	Sense of community (CP3)	The RSS gives a strategic framework for planning across the region. Plans at a more local level can then create planning policies that provide developments which can enhance the

		sense of community and well being.
Environment (CO4)	Housing (CP4)	The RSS guides the levels and distribution of housing development across the region. The ability of Bromsgrove to satisfy all of its affordable housing needs are significantly reduced by this emerging policy of housing restraint in districts which are not major urban areas or, settlements of significant development.
	Clean streets and recycling (CP5)	In the Long term the RSS could help provide more waste management facilities in the district.

7. **RISK MANAGEMENT**

7.1   The main risks associated with the details included in this report are:

- Uncertainty for the future development of the district
- Lack of provision of affordable housing

7.2   These risks are being managed as follows:

- Uncertainty for the future development of the district

    Risk Register: Planning and Environment
    Key Objective Ref No: 3
    Key Objective: implement a Local Development Framework

The ability of officers to prepare the Core strategy and other LDF documents could be affected if members create uncertainty by rejecting the policies of the Regional Spatial Strategy revision. The LDF has to be in general conformity with the RSS, if polices contained within it are rejected by Bromsgrove District Council the preparation of the LDF will become difficult, as officers will be forced to make a plan which will eventually found to be unsound by the planning inspectorate.

Progress on the LDF is monitored by the government through the Local Development Schemes and Annual Monitoring Reports produced by the Strategic planning Section, this progress currently affects the amount of planning delivery grant the council receives.

- Lack of provision of affordable housing

  Risk Register: Planning and Environment
  Key Objective Ref No: 2
  Key Objective: Prevent Homelessness and provide affordable housing

8. **CUSTOMER IMPLICATIONS**

8.1 Endorsing the RSS at this stage will have no immediate direct implications to the council's customers.

9. **EQUALITIES AND DIVERSITY IMPLICATIONS**

9.1 The current review of the RSS is focussed on spatial planning at a strategic level and as such has no equalities and diversity.

10. **OTHER IMPLICATIONS**

Procurement Issues	None
Personnel Implications	None
Governance/Performance Management	None
Community Safety including Section 17 of Crime and Disorder Act 1998	None
Policy	The policy decisions taken at a regional level directly effect the ability to generate local policies especially in relation to planning
Environmental	As stated above their will be implications to the environment over a long period of time, the exact effects are currently unknown.

11. OTHERS CONSULTED ON THE REPORT

Portfolio Holder	Yes
Chief Executive	Yes
Corporate Director (Services)	Yes
Assistant Chief Executive	Yes
Head of Service	Yes
Head of Financial Services	Yes
Head of Legal, Equalities & Democratic Services	No
Head of Organisational Development & HR	No
Corporate Procurement Team	No

12. APPENDICES

Appendix 1   Draft Preferred option of the phase 2 revision of the Regional Spatial Strategy

13. BACKGROUND PAPERS

None

CONTACT OFFICER

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Chapter 2

Towards a more Sustainable Region

Sustainable Development

2.1 ~~The Government's sustainable development objectives are set out below and lie at the heart of its planning policies and of the RPG and its Spatial Strategy:~~
~~a) Social progress which recognises the needs of everyone;~~
~~b) Effective protection of the environment;~~
~~c) Prudent use of natural resources; and~~
~~d) Maintenance of high and stable levels of economic growth and employment.~~
~~('A Better Quality of Life' – 1999)~~
Securing the Future, the Government's national Sustainable Development Strategy (2005) sets out five guiding principles to help deliver a sustainable future for all.
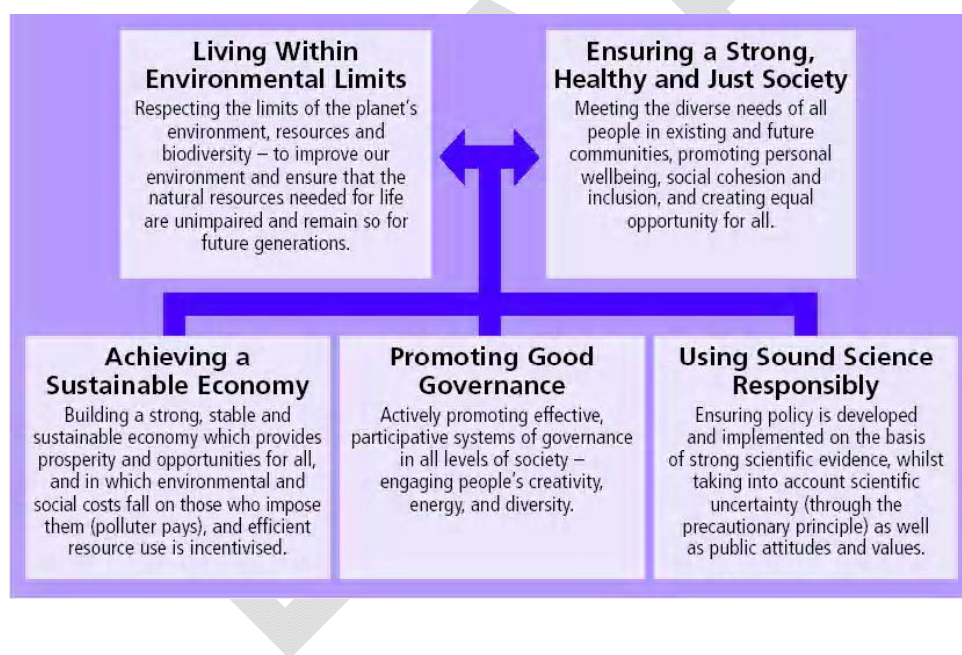
The Regional Vision

2.2   The ~~broad view~~ *Regional Vision* of where the West Midlands should aim to be over the coming decades was established early in the ~~RPG review process as~~ *development of the Regional Spatial Strategy*:

"**The overall vision for the West Midlands is one of an economically successful, outward looking and adaptable Region, which is rich in culture and environment, where all people, working together, are able to meet their aspirations**

and needs without prejudicing the quality of life of future generations."

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

2.4   Specifically the Vision looks forward to a Region:

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

~~Managing Change~~ *Key Issues in the West Midlands*

2.5   To realise the Regional Vision it is necessary to influence and manage some of the key underlying forces affecting the West Midlands. The Regional Sustainable ~~Action~~ *Development* Framework – *A Sustainable Future for the West Midlands* (~~2000~~ *2006*) identified some of the ~~Region's~~ key challenges ~~and the direction of change needed if the Government's sustainability objectives are to be met~~ *facing the West Midlands Region:*
- *the movement of people and jobs away from the major urban areas*
- *increasing social exclusion and deprivation in the central urban neighbourhoods*
- *increasing housing costs in rural communities, with pockets of deprivation particularly in more remote rural areas*
- *a shortage of affordable housing and significant problems with regard to the condition of housing, particularly in the private rented sector*
- *demanding national targets for new housing development*
- *growing demand for transport and increasing strain on the existing transport infrastructure*

- *lower economic growth than other regions in the UK and Europe, and a heavy reliance on manufacturing industry*
- *a high proportion of the workforce with low-level or no formal qualifications*
- *growing impacts of climate change.*

2.6   For the ~~RPG~~ *Regional Spatial Strategy*, this means:
a) Adopting positive measures to address the relative decline in the Regional economy in both urban and rural areas;
b) Reversing the movement of people and jobs away from the Major Urban Areas (MUAs) and ensuring there is a greater equality of opportunity for all;
c) Tackling road and rail congestion; and
d) Achieving a more balanced and sustainable pattern of development across the Region, including *the* rural areas.

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

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

~~Guiding Principles~~

~~2.9   In order to balance the Government's sustainable development objectives within RPG, a framework of 'guiding principles' was established by partners at an interim stage of the Review to assess options, guide the process of strategy choice and act as a key reference point in the development of policies. These principles, set out in Annex A, guided the development of the Spatial Strategy and the detailed policies that follow.~~

Sustainability Appraisal/Strategic Environmental Assessment

2.9 In the early stages of developing Regional Planning Guidance a framework of "guiding principles" was established by partners to assist

in balancing the Government's sustainable development objectives. These principles are outlined in Annex A.

2.10 Under Section 39(2) of the Planning and Compulsory Purchase Act 2004 a Sustainability Appraisal has become mandatory for Regional Spatial Strategies. A Sustainability Appraisal aims to promote sustainable development through the integration of social, economic and environmental considerations into plans, programmes and strategies.

2.11 Sustainability Appraisals (SA) have been carried out on the revision to the Regional Spatial Strategy in line with Government guidance. In particular, the Appraisal process has been developed in accordance with guidance for Regional Planning Bodies and Local Planning Authorities on Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents. The Sustainability Appraisals have also incorporated the guiding principles outlined in Annex A, those in the Regional Sustainable Development Framework and those set out in Securing the Future.

2.12 In line with guidance, the Sustainability Appraisals have been designed to meet the requirements of EU Directive 2001/41, otherwise known as the Strategic Environmental Assessment (or SEA) Directive. SEA is a process for assessing and mitigating the negative environmental impacts of specific plans and programmes.

2.13 Additionally, a Habitat Regulation Assessment (HRA) has been carried out to comply with the provisions of the Habitats Directive, including appropriate assessment of the implications for European sites.

Climate Change

2.10 Climate change is recognised as one of the greatest threats facing the world with climate models indicating that the West Midlands will continue to get warmer with wetter winters and drier summers. The major cause of climate change is the production of greenhouse gases, notably CO2, through the combustion of fossil fuels to make energy for homes, industry, businesses and transport. While it is usually considered primarily an environmental issue with nature conservation implications, recent experiences of flooding have shown how climate change can cause social disruption and, through reducing property prices and raising insurance premiums, affect people economically.

2.11 RPG has a responsibility to help meet national targets for the reduction of greenhouse gases. This will require establishing

comprehensive and up to date data in order to enable the local authorities and agencies to develop co-ordinated and effective solutions. The use of the guiding principles in developing the Spatial Strategy has ensured that policies to assist the reduction of greenhouse gas emissions which may lead to climate change are an integral part of RPG.

2.12 For future RPG reviews the Regional Energy Strategy and the climate change scenarios generated by the West Midlands Climate Change Impact Study will be a valuable input. These scenarios will provide a basis for identifying areas likely to be vulnerable to climate change and, consequently, help future RPG and other interests consider how they might minimise the adverse impacts of climate change and take advantage of opportunities it might present. The Study will also identify proposals and set Regional targets which will form the basis for discussions with neighbouring regions and the integration of policies and proposals.

2.13 The global environment is also affected. Transport was responsible for around a quarter of the UK's carbon dioxide emissions in 2000 and more importantly is one of the few sectors in which emissions are growing. Road transport constitutes about 85% of all carbon dioxide emitted from the transport sector, with passenger cars accounting for around half of that.

2.14 The challenge for local authorities is to generate corporate responses, through their services and activities, to potential climate change, working with the community and businesses to raise awareness about mitigation and adaptation.

2.15 Development plans and the plans, strategies and programmes of local authorities and statutory agencies should be co-ordinated to ensure that all new developments and activities which contribute to greenhouse gas emissions are identified. The impacts should be considered and where possible action taken to avoid, reduce or offset them. This could include contributions through energy efficiency measures and Regional woodland targets.

2.16 Apart from promoting a more sustainable pattern of development which reduces the need to travel and encouraging the use of more sustainable forms of transport (T1, T2), this guidance includes a number of mechanisms for responding to climate change. These include encouraging the use of sustainable drainage systems (QE9), increasing tree cover (QE8), promoting the reuse of materials (M3, WD1), supporting new industries and technologies that address climate change, and encouraging renewable energy and energy conservation (EN policies).

2.14 The Government considers that avoiding dangerous climate change and adapting to its inevitable consequences is the greatest long-term challenge facing the world today. Addressing climate change is therefore a central part of achieving sustainable development.

2.15 The Stern Review makes it clear that human activity is changing the world's climate. As these changes deepen and intensify, there will be profound and rising costs for global and national prosperity, people's health and on the natural and built environment. Even with effective policies for reducing carbon emissions in place, the world will still experience significant climate change over the coming decades. This will result from emissions of carbon dioxide and other greenhouse gases already released. The role of RSS is to complement broader national, regional and local action on climate change and accelerate the contribution to lower carbon and well adapted places brought about through the application of sound planning strategy and policy.

2.16 The Regional Spatial Strategy sets out the contribution that spatial planning in the Region can make to achieving the Government's targets and aspirations for reducing carbon dioxide emissions. It proposes a dual approach to addressing climate change, by enabling and promoting measures to reduce emissions, and ensuring that new developments are adaptable to the changing climatic conditions likely to be experienced during their lifetimes.

2.17 Opportunities for mitigation include minimising emissions from new developments, developing and using renewable energy, reducing the need to travel, conserving resources and managing waste by alternative means to landfill. Climate change proofing of developments, designing and managing for risks associated with climate change, and enhancing and extending natural habitats will also be essential.

2.18 The Region has produced a Climate Change Action Plan, which sets out the actions required at the regional level in the short term, including a review of regional and sub-regional targets for reducing greenhouse gas emissions. These targets will need to take account of the growth aspirations for the Region, and the emphasis on urban renaissance in the Regional Spatial Strategy, as well as the national imperative to reduce emissions.

2.19 Inclusion of a new policy at the beginning of the Regional Spatial Strategy is intended to highlight the importance of climate change for the Region. However, in line with Government guidance, climate change considerations have been integrated into the Regional Spatial Strategy, as set out in the Table below.

| *Consideration* | *Chapter/Policy* |

Promote sustainable communities (SR2, QE3)
Promote sustainable construction (SR3)
Focus new development on locations with good accessibility by means other than the private car (UR1)
Set a regional target for renewable energy (EN1)
Promote on-site renewable energy generation in all new development (SR3, EN1)
Support new industries and technologies that address climate change (EN policies)
Promote energy conservation (EN2)
Recognise the potential of, and encourage, those land uses and land management practices that help secure carbon sinks (QE policies)
Promote the reuse of buildings and materials (QE2, M3, WD1)
Provision for greenspace in urban areas (QE4)
Protect, manage and enhance biodiversity (QE7)
Encourage the use of sustainable drainage systems (QE9)
Recognise the need to avoid new development in those areas with likely increased vulnerability to flooding (QE policies)
Minimise landfill and emissions of methane (WD12)
Promote a more sustainable pattern of development, reduce the need to travel and encourage the use of more sustainable forms of transport (T1, T2)

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

Policy SR1   Climate Change

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

A. Help reduce the Region's carbon dioxide emissions, in line with the national target of a 20% reduction below 1990 levels by 2010, and to make significant progress by the end of the Plan period towards the national aspiration of a 60% reduction from 1990 levels by 2050. Interim Regional targets for reducing carbon dioxide emissions will be developed by 2010, through the Regional Climate Change Action Plan;

B. Exploit opportunities to mitigate the effects of climate change by:

(i) improving the energy and resource efficiency of new and existing buildings;
(ii) promoting the development and use of renewable energy;
(iii) reducing the need to travel;
(iv) reducing the amount of biodegradable waste going to landfill; and
(v) promoting land uses and activities that act as carbon sinks;

C. Exploit opportunities to adapt to the worst impacts of climate change by:
(i) encouraging the construction of climate change proofed developments and sustainable buildings;
(ii) encouraging the efficient use of water;
(iii) avoiding development in flood zones and promoting use of sustainable drainage techniques;
(iv) protecting, enhancing and creating Green Infrastructure in urban areas so as to reduce the 'heat island' effect;
(v) enhancing and extending natural habitats to enable opportunities for species migration.

Creating Sustainable Communities

2.20 Sustainable communities can only be created and maintained if they contribute to environmental, social and economic objectives. New development can create durable places where people want to live and will continue to want to live. This means the delivery of sustainable communities that are designed and planned at an appropriate size, scale, density and mix in Settlements of Significant Development. Each location needs to be chosen to be accessible to a range of employment, and to be large enough to provide for essential services, including decentralised energy infrastructure, cultural opportunities, networks of green infrastructure promoting healthy living, with good public transport well linked to other nearby towns.

2.21 Many places in the West Midlands within the major urban conurbations, older industrial towns and some market towns have areas within them which require sustained and substantial regeneration. There is a need to retain population, provide a mix of housing that is affordable, meets needs throughout people's lives and is of high quality low carbon design, support and expand economic activity, improve the quality of the built, historic and natural environment, and improve the overall quality of life.

2.22 The scale of proposed new development in the Region for the period 2006-2026 means that several places, outside the major urban areas, will need to plan for Settlements of Significant Development in

a phased manner to complement urban renaissance and the focus on the development of brownfield land. This provides the opportunity to bring forward Settlements of Significant Development, based on neighbourhood sizes that provide for a mix of housing sizes, types and tenures. Sustainable communities should include a range of carbon neutral housing of exemplar design standards, sustainable construction techniques, good public transport, opportunities to increase physical activity levels to improve health, green infrastructure, and the creation of a sense of place by safeguarding and enhancing the distinctive character and qualities of existing towns.

2.23 To meet the need for new housing, it is essential that local authorities work with other partners to address the full range of issues associated with sustainable communities, and that the Local Development Document provides the spatial planning dimension of the sustainable community strategy.

Policy SR2   Creating Sustainable Communities

Regional and local authorities, agencies and others in their spatial plans, strategies and programmes should make provision for the full range of spatial requirements needed to create sustainable communities. These should be of appropriate size, scale, density and mix at Settlements of Significant Development broadly indicated on plan X (see CF XXX), and in other areas where development is concentrated, including the requirement;

A.   to provide for the planned levels of new housing, with sufficient population to achieve a well integrated mix of homes and inclusive communities, and to meet people's housing needs throughout their lives.

B. for new employment generating activities to meet the needs of the existing population and any population arising from new housing development, and to create wealth within the community.

C. to create attractive, well-designed, adaptable, safe and secure developments, with a sense of place, that respond to the distinctive features of the site, integrate with their surrounding context, respect and enhance local character, and maximise the reuse of buildings and brownfield land.

D. for necessary services and social infrastructure to meet the needs of the population, including health, education and skills,

spiritual, sport and recreation, and cultural facilities, and the requirements of the emergency services.

E. for a comprehensive green infrastructure network that provides the full range of environmental services, including mitigation and adaptation to a changing climate, accessible greenspace for walking and cycling, sport and recreation , health and wellbeing and protects and enhances biodiversity and geodiversity, historic assets and landscape character.

F. to improve accessibility to employment, services and facilities both within and between settlements, particularly for the least affluent members of society, by giving priority to the most low carbon forms of transport, such as walking and cycling, and reducing the need to travel by car.

G. to provide the environmental infrastructure needed to support new development, such as larger scale renewable and decentralised energy generation, including combined heat and power, and community heating systems, sewerage, sewage treatment works, sustainable drainage systems, water treatment, reuse and recycling of waste, resource recovery facilities and soft and hard infrastructure needed for flood risk management.

Sustainable Design and Construction

2.24 New buildings can contribute significantly to the creation of sustainable communities if they are designed and constructed to high standards. Over the plan period, new buildings will play an increasingly important part in helping the Region to meet its targets for stabilising and reducing carbon emissions, although it will be necessary to address the inadequacies of existing buildings as well. New buildings can also contribute to reduction in fuel poverty and water use, efficient use of natural resources, and the use of locally and sustainably-sourced, and secondary and recycled materials. The importance of sustainable design and construction is also recognised in the 'Building for Life' initiative of the Commission for Architecture and the Built Environment (CABE).

2.25 Design and construction will need to ensure that buildings are adaptable to the changing climatic conditions predicted for beyond the plan period and evolving socio-economic circumstances. This should include maximising thermal insulation through efficient design and technology and renewable energy technology, where feasible. Natural ventilation and lighting should also be used to minimise resource use.

Overall energy requirements should be managed using the principles of the energy hierarchy to use less energy, supply energy efficiently using cooling, heating and power and co-generation with combined heat and power.

2.26 The level of new house building set out in Policy CF? is likely to create pressure on water resources supplying the Region, particularly in the Severn, Birmingham and South Staffordshire zones. Local planning authorities will need to engage with the Environment Agency and water companies to ensure that water resources and sewage infrastructure will be available to meet the demands of new housing and that necessary improvements to the water distribution infrastructure are provided.

2.27 The Region faces particular problems in managing the disposal of waste water from buildings due to the location of its major urban areas at the head waters of two major river catchments, where flows are of relatively low volume. New development will impose pressure on existing waste water infrastructure which is an issue across the Region. A significant investment in waste water infrastructure, such as sewers and sewage treatment works is likely to be needed to ensure the water environment is protected. Reducing the volume of waste water from both new and existing buildings by water efficiency measures, will help to reduce demand on existing infrastructure. Local planning authorities will need to work with water companies to develop water cycle studies to inform their local development documents.

2.28 Provision for the management of waste produced in buildings can help the region to meet its targets for increasing the reuse and recycling of waste and should be included in site waste management plans.

Policy SR3   Sustainable Design and Construction

Local Planning Authorities in their Local Development Documents and in determining planning applications should ensure that all new buildings are designed and constructed to the highest possible environmental standards, by:

A.   Ensuring that all planning applications for medium and large scale development (5,000 square metres or 10 residential units plus) are accompanied by a sustainability statement demonstrating that at least the minimum standards, and wherever possible best practice standards, as set out in the West Midlands Sustainability Checklist for Development are achieved for each category. Appropriate targets should be set for individual developments through dialogue between the local

planning authority and developer, in Area Action Plans, or through a planning brief or master plan approach.

B.   Considering the potential for securing higher standards of energy efficiency for new homes at level 3 of the Code for Sustainable Homes before 2010; level 4 by 2013 and zero carbon level 6 by 2016. Offices and other non-domestic buildings should aim for 10% below the target emission rate of the current Building Regulations by 2016.

C.   Ensuring that all new medium and large scale development (1,000 square metres or 10 residential units plus) incorporate renewable or low carbon energy equipment to meet at least 10% of the development's residual energy demand. Local authorities may use lower thresholds for the size of developments and set higher percentages for on-site generation where considered appropriate.

D.   Maximising the potential for decentralised energy systems such as combined heat and power and community heating systems based on renewable and low-carbon energy.

E.   Promoting the use of local and sustainable sources of materials, and the preparation of Site Waste Management Plans to ensure that at least 25% of the total minerals used derives from recycled and reused content.

F.   Requiring that all new homes meet or exceed the water conservation standards in level 4 of the Code for Sustainable Homes, that offices meet the BREEAM offices scale, and that other buildings achieve efficiency savings of at least 25%.

G.   Promoting the use of sustainable drainage systems and integrated surface water management in all medium and large developments.

H.   Promoting and seeking opportunities to introduce similar energy and water efficiency standards in existing buildings.

~~Sustainability Appraisal~~

~~2.17 To ensure that the principles of sustainability are woven into RPG emerging options, policies and proposals at key stages were tested using a sustainability appraisal methodology.~~

~~2.18 A methodology was developed early in the RPG review process which focused on the identification of the key assets of the Region and the criteria for assessing the impact of changes on these assets for sustainability. These criteria were generally consistent with the guiding principles referred to above although developed to a greater level of detail.~~

2.19 Independent sustainability appraisal has been a part of this RPG. The principles will continue to be applied through its implementation to deliver sustainable development of the Region.

Chapter 3 – The Spatial Strategy for the Development of the West Midlands

A Fundamental Change of Direction

3.1 The ~~RPG~~ *RSS* process has provided the opportunity to fundamentally reassess the nature of the West Midlands and the different circumstances, threats and opportunities that each place within it faces. ~~In doing so~~ *Th*e continued decentralisation of population and investment from the Major Urban Areas (MUAs)~~;~~ and the need to create balanced and stable communities across the Region have been identified as key issues. Sustainable Communities: Building for the Future (a national plan of action) and the Regional Plan (Sustainable Communities in the West Midlands) mark a step change in the government's approach to sustainable communities through, among other things, setting in place lasting solutions to reverse decline and regenerate deprived areas.

3.2 An important factor in the trend of decentralisation from the MUAs has been the *scale of available* ~~availability of~~ development land in the settlements close to them. This has contributed to the loss of investment, abandonment and environmental degradation in the MUAs and increased development and environmental pressures in other parts of the Region. The dispersal of population and activities under-uses the social and physical resources of the MUAs and contributes to unsustainable development patterns that lead people to make more and longer journeys, ~~more often than not by~~ frequently by ~~the~~ private car.

3.3 At the same time some rural areas have suffered from insufficient economic activity and suitable housing development to support a balanced population. This has resulted in people either leaving or needing to travel greater distances to access services and job opportunities.

3.4 In this context four major challenges are identified for the Region:

a) **Urban Renaissance** - developing the MUAs in such a way that they can increasingly meet their own economic and social needs in order to counter the unsustainable outward movement of people and jobs facilitated by previous strategies;

b) **Rural Renaissance** - addressing more effectively the major changes which are challenging the traditional roles of rural areas and the countryside;

c) **Diversifying and modernising the Region's economy** - ensuring that opportunities for growth are linked to meeting needs and that they help reduce social exclusion; and

d) **Modernising the transport infrastructure of the West Midlands** - supporting the sustainable development of the Region.

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

The Spatial Strategy

3.6   The Spatial Strategy can be broadly summarised as enabling all parts of the Region to meet their own needs, in a mutually supportive *and sustainable* way. Protecting and enhancing the Region's environmental assets and, where appropriate, making economic use of them, together with the prudent use of natural resources, is a core element of this and will be particularly important in guiding the nature and location of development and improvements at sub-regional and local levels.

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

3.8   In the MUAs of Birmingham/Solihull, the Black Country, Coventry and the North Staffordshire conurbation, more development opportunities will be created to retain and attract people and investment primarily by:

a) supporting the market renewal of residential areas in Birmingham/Sandwell and North Staffordshire currently suffering from low demand *with different policy approaches reflecting the particular circumstances in each area;*
b) tackling deprivation and creating employment opportunities in the five urban regeneration zones which cover parts of all the MUAs;
c) protecting and enhancing the quality of urban environments;

d) creating a balanced network of vital and vibrant town and city centres as the strategic focus for major retail, leisure and office developments;

e) *generally* resisting peripheral expansion ~~for housing~~ but, in certain circumstances, allowing *sustainable urban housing extensions and/or* regionally important employment where this supports the urban renaissance *of the Major Urban Area where recognised in the sub-regional implications set out below*; and

f) improving the quality of transport networks to reduce social exclusion, improve economic performance and facilitate a more sustainable pattern of development.

3.9 In other parts of the Region, ~~areas~~ where necessary new development will be focused ~~on~~ in and adjacent to towns which are most capable of balanced and sustainable growth and t~~T~~he following ten areas have been designated in this way (i.e. as "Settlements of Significant Development") - Burton upon Trent, Hereford, Nuneaton/Bedworth, Redditch, Rugby, Shrewsbury, Stafford, Telford, Warwick/Leamington and Worcester. ~~This includes other large settlements and in particular five sub-regional foci   with:~~ In each case, the aim will be to meet local and sub-regional economic and social needs in the most sustainable way without attracting investment or migration from the MUAs.

3.10 Beyond the MUAs, therefore, the following policy principles will apply:

a) *provision for housing will generally be concentrated in 'settlements of significant development', although some peripheral development of other settlements may need to be considered in Local Development Documents as part of an overall approach to the development of sustainable communities;* ~~sub-regional foci rather than by the peripheral expansion of the *all* other larger settlements;~~

b) rural renaissance initiatives concentrated in the Rural Regeneration Zone in the west of the Region *with a key role for market towns;*

c) a balanced network of vital and vibrant town and city centres, as the strategic focus for major office, retail~~,~~ and leisure ~~and office~~ developments, acting as service centres for their rural hinterlands; and

d) transport networks improved to reduce social exclusion and improve access to services and opportunities by serving movements between and within towns and cities, towns and their rural hinterlands, and within the rural areas.

3.11 Providing sufficient and suitable job opportunities is an important aspect of balanced and sustainable communities. *The Spatial Strategy aims to focus economic development within the MUAs but it also takes*

advantage of the many opportunities for economic activities across ~~within~~ the Region. The Region's town and city centres, the six Regeneration Zones and three High Technology Corridors will provide the spatial focus for economic growth and diversification. These will provide investment and employment opportunities and, through transport improvements, be made more accessible to those in most need.

The Sub-Regional implications of the Strategy

3.12 The West Midlands is a diverse Region. At its heart lies the Major Urban Areas of Birmingham, Solihull, the Black County and Coventry with the North Staffordshire conurbation to the North. Surrounding the MUAs is a series of Shire Counties with networks of towns and villages, some of which provide links and gateways to neighbouring regions. In practice, there are many and varied functional relationships between these different parts of the Region - often overlapping in different ways and extending beyond the Region's boundaries. This includes housing market relationships as reflected in the four Strategic Housing Market Areas identified in the Regional Housing Strategy but also economic and journey to work relationships where there are a range of different linkages across the Region. The application of Spatial Strategy principles therefore needs to acknowledge this diversity.

The Birmingham, Coventry and Black Country City Region

3.13 The Birmingham, Coventry and Black Country City Region[1], contains a large part of the Region's economy and has the potential for significantly increasing the Region's economic performance. In line with the Spatial Strategy, urban renaissance is at the heart of the City Region's vision. Reversing the trend of both net out migration of people and investment from its urban core to the neighbouring Shire areas and to other regions, especially the South-East, requires a radical and bold approach. The alignment of housing growth and renewal policies with interventions to improve skills, economic development and investment, transport, the provision of 'green infrastructure' and overall quality of life, will make a substantial contribution to meeting these aspirations and delivering the Region's aims for Urban Renaissance.

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[1] *The Birmingham, Coventry and Black Country City Region contains the local authorities areas of Birmingham, Coventry, Solihull, Dudley, Sandwell, Walsall, Wolverhampton and Telford.*

Birmingham

3.14 Birmingham, at the heart of the City Region, is a major centre for economic activity and is a major contributor to the Regional and national economy; its continuing development is critical to enhancing its position as a Global City (Policy PA12).

3.15 The City has a vibrant city centre, a successful international airport acting as a key gateway to the Region and contains many prosperous areas; but it also faces the challenge of social and economic inequalities and the need to regenerate many of its communities. Some of these communities are located within the inner areas but also extend to the west and east, including links with North Solihull.

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

- *East Birmingham which, together with North Solihull, makes up the East Birmingham/North Solihull Regeneration Zone (PA2) and Eastern Housing Market Renewal and Growth Corridor (CF1?)(identified as a New Growth Point bid)*

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

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

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

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

Solihull

3.18 Solihull plays a pivotal role within the Region with strong links to both Birmingham and the surrounding area of Warwickshire. With Birmingham International Airport and the National Exhibition Centre within its boundaries, excellent access by both road and rail and a high quality of environment, the area is attractive to new investment. A careful balance therefore needs to be achieved between realising the economic potential of the area as part of the Coventry-Solihull-Warwickshire High Technology Corridor (PA3) without harming urban renaissance or undermining the qualities of the area that are attracting investment in the first place. Protecting the Green Belt 'gap' between the Birmingham conurbation and Coventry will continue to have a key role to play in maintaining this balance.

3.19 The role of Solihull is linked to its immediate neighbours through the Coventry Warwickshire Sub Regional Forum arrangement (see Coventry and Warwickshire below) which enables economic and other development issues to be addressed in a shared manner.

Black Country

3.20 The Black Country Sub-region is composed of the four Black Country local authorities of Dudley, Sandwell, Walsall and Wolverhampton. It is a multi-cultural community with a population of almost 1.1 million. The area has strong economic and transport linkages both with Birmingham and with the surrounding areas of South Staffordshire and Telford.

3.21 As the traditional industrial heartland of the Region, the Black Country retains a strong manufacturing sector supporting 22% of total employment. However, over recent decades, it has failed to attract the form of investment that is driving economic growth elsewhere in the UK and many people, particularly those with higher skills, have tended to leave the area.

3.22 In response to this situation, a major in-depth study of the challenges facing the sub-region (i.e. the Black Country Study) was initiated in 2004 through a partnership of public and private sector interests. The outcome was a strong collective support for a new shared vision for Urban Renaissance building on the principles of the RSS and setting out a long term sub-regional spatial strategy for transformational change.

3.23 Detailed policies and proposals have subsequently been brought forward as a Phase 1 Revision to the RSS* supporting a major

economic, social and environmental renewal of the area based around focussing development in key strategic centres and corridors (Policies BC1-?).

(*explain current position re-Phase 1)

Awaiting Phase 1 Proposed Changes

Telford

3.24 Telford is the largest urban area in the West Midlands (outside of the Major Urban Areas) and has been identified as part of the wider Birmingham, Black Country, and Coventry City-Region. As the infrastructure of the town was designed for a much larger population than at present, there is considerable potential for further growth with a range of sites available for development. This is reflected in the identification of the town as a 'New Growth Point' and its RSS designation as a 'Settlement of Significant Development'.

3.25 Telford's function is generally one of a freestanding, self contained, employment area with localised travel to work and migration links to surrounding authorities such as Shrewsbury rather than significant longer distance commuting patterns with the Black Country and Birmingham. However, whilst Telford is a separate local housing market area, as a Local Regeneration Area it is nevertheless competing with the Black Country for new investment and the attraction of skilled workforce (i.e. AB households).The inter-relationship with the urban renaissance aims of the Black Country must therefore be an important consideration in determining the on-going rate and form of development of the town.

Coventry-Warwickshire

3.26 Coventry is a compact city that is part of the City Region but also has strong economic and social ties with Warwickshire and Solihull. A Coventry, Solihull and Warwickshire (CSW) ~~Partnership~~ ~~has~~ ~~been established to~~ Forum advises the eight constituent authorities on the ~~oversee~~ the longer term development of the wider sub-region. ~~The city~~ Coventry has aspirations for growth and is a 'New Growth Point' but the City also recognises the importance of its Regeneration Zones to improving the overall quality of the City and to achieve the Government's expectations will need to consider selective sustainable urban extensions into its surrounding Green Belt.

3.27 With Coventry at its centre, the sub-region has strong structural and functional relationships running in a corridor from Nuneaton/Bedworth through, Coventry, to Warwick/Leamington.

Within this North-South Corridor, there are significant contrasts between the less prosperous areas to the north and wealthier areas to the south. The southern part of the sub-region is one of the most economically buoyant parts of the Region being closest to the Milton Keynes/South Midlands Growth Area, London and the wider South-East Region. This is reflected in strong growth pressures along the M40 corridor and to the south of Coventry where the expansion of Warwick University is acting as a catalyst for growth.

3.28 Given the proximity of these areas of significant economic potential so close to the Major Urban Area of Coventry, there is a real opportunity to focus development and realise the growth potential of the sub-region both within City and also within the wider North-South Corridor. Development will be planned and controlled to ensure that it:

- Maintains the RSS 'step-change' in the Sub-region i.e. minimum 50% growth to Coventry & Solihull; focuses growth on the North-South Corridor & Rugby; with the necessary supporting infrastructure; but that growth in North Warwickshire and Stratford-on-Avon be limited to local needs.
- Phases housing land releases to encourage regeneration in the MUAs by giving priority to:
    - sustainable locations first & foremost and,
    - within those locations, brownfield land before greenfield land;
    - then, if necessary, urban extensions within Local Authority areas; and
    - only as a last resort, cross-boundary urban extensions in the North-South Corridor (later in the plan period),if no more suitable alternative capacity is available.

- Enables specific local Green Belt boundary adjustment for sustainable urban extensions to be made through LDFs when and where essential to meet long term needs.
- Proposes releases of land for housing geared to maintain a constant average annual supply across the Sub-region.

3.29 The sub-region is also crossed by an east/west transport axis from Solihull to the west through Coventry to Rugby in the east where the town acts as a 'gateway' with the East Midlands and South East Region designated as an RSS 'Settlement of Significant Development'. However, it is not intended to attract migration from Coventry or the other Major Urban Areas and, if the regeneration of Coventry and the north of the sub region is not to be undermined, phasing policy will need to control the scale of development on this axis.

3.30 Other than Rugby and the towns of Nuneaton/Bedworth and Warwick-Leamington within the North-South Corridor (i.e. also

designated as RSS 'Settlements of Significant Development'), the role of all other settlements within the Warwickshire will be to meet the housing and employment needs of the area in the most sustainable way. This will include the provision of affordable housing, especially in those more rural areas of north and south Warwickshire.

North Staffordshire Conurbation

3.31 The North Staffordshire Conurbation is made up of the combined urban communities of the City of Stoke-on-Trent and Newcastle-under-Lyme. With a population of 337,000 people, it is centrally located midway between regional centres of Birmingham and Manchester with functional relationships with both the West Midlands and North West Regions.

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

3.33 The need to restructure the inner core and help the area to become more competitive through extensive economic regeneration and diversification is a major challenge. The North Staffordshire Regeneration Partnership is a key driver in taking forward this regeneration and ensuring that essential economic, environmental; housing and transport investment is co-ordinated. Within this, RENEW the North Staffordshire Housing Market Renewal Pathfinder has a key role to play by encouraging the revitalisation of the housing market in the core area of the Conurbation. In order to support this revival, a degree of restraint will be required within the wider housing market area so as to encourage investment in those areas in greatest need. Given the cross border relationship with Cheshire, this issue will also need to be examined more closely in that context and is the subject of a further review within the North West RSS.

Staffordshire

3.34 The decline of traditional industries has also had an impact on the rest of Staffordshire and a number of settlements have been identified as Local Regeneration Areas (i.e. Biddulph, Burton, Cannock,

Leek, Rugeley, Stafford and Tamworth) where the aim will be to improve the longer term economic prospects of the towns.

3.35 In the past, certain Staffordshire settlements (e.g.. Tamworth, Cannock and Lichfield) have experienced rapid residential growth as a result of planning policy directing migration (i.e. 'overspill') from the Birmingham conurbation to a "crescent" of towns just beyond the West Midlands Green Belt. However, the current RSS has now adopted a fundamental change in policy direction with areas beyond the MUAs no longer intended to perform this role. Rather, towns generally capable of balanced and sustainable growth are identified in the RSS as 'Settlements of Significant Development' (H2. where a balance of housing, jobs and services are to be provided. Here the aim is to provide for the economic and social needs of the area and to limit migration from the MUAs. Within Staffordshire, Burton-upon-Trent and Stafford have been designated in this way.

3.36 Burton-upon-Trent is the major town within East Staffordshire, an area currently experiencing a significant period of economic re-structuring and where there is a need to stimulate further regeneration and growth. The town has already been identified as one of the 'New Growth Points' in the West Midlands and offers the opportunity to act as a sub-regional focus for the longer term growth and prosperity . This can be achieved by bringing forward larger scale development sites and infrastructure to attract higher quality housing and facilitate significant job creation opportunities. However, limited development capacity within the urban area of the town will require cross boundary liaison with adjoining authorities within the East Midlands to enable the most sustainable pattern of development to be considered (CF3). Given its location on the River Trent, care will need to be taken in determining the detailed location and form of development to avoid the risks of flooding.

3.37 Although not identified as a focus for growth in the original RSS, the County Town of Stafford also provides an opportunity to help meet the housing and local regeneration needs of the County in a balanced and sustainable way without damaging the renaissance prospects of the MUAs. Whilst there are opportunities for significant development within the urban area, some green field development will be required and liaison with adjoining authorities will be necessary to enable the most sustainable pattern of development to be considered (CF3)

3.38 Further development across the County will be at a scale to support the on-going sustainable development of other larger settlements (e.g. Cannock, Lichfield, Rugeley and Tamworth). In some cases, cross-boundary liaison with adjacent authorities may be necessary to consider potential options for some settlements. Whilst

ensuring that local housing and employment needs are generally met, where development is close to the MUAs, detailed policies will need to ensure that urban renaissance prospects are not harmed.

Worcestershire

3.39 As with Staffordshire, Worcestershire has experienced significant economic change and the towns of Kidderminster, Redditch and Worcester have been identified as Local Regeneration Areas where the aim is to improve their longer term economic prospects.

3.40 In the past, the North of the County (e.g. Redditch, Bromsgrove, Droitwich) saw rapid residential growth as a result of planning policy directing migration (i.e. 'overspill') from the Birmingham/Black Country conurbation. However, the current RSS has adopted a fundamental change in policy direction where the central aim is for the MUAs, wherever possible, to meet their own economic and social needs within their own boundaries and to limit migration to overspill locations.

3.41 Beyond the MUAs, therefore, growth is now intended to be focussed in RSS 'Settlements of Significant Development' (CF2) representing towns that are capable of balanced and sustainable growth, with development primarily aimed at meeting the economic and social needs of the area rather than attracting out-migration from the MUAs. Within Worcestershire, two such towns have been designated – Worcester City and Redditch

3.42 The historic cathedral City of Worcester forms one of the West Midlands' 'New Growth Points' and will act as a sub-regional focus for longer term growth in the County. As well as a development node in the Central Technology Belt (PA3) and one of the County's Strategic Centres (PA) , the City is also developing a range of other services (e.g. education and health) to meet the needs of the wider sub-region.

3.43 To fulfil its role as a focus for balanced development, the growth of Worcester City will need to extend beyond its administrative boundaries and this will need to be strategically managed if development is to be sustainable in environmental, social and economic terms. This will require cross-boundary co-operation between the authorities of Worcester City, Malvern Hills and Wychavon in the development of a Joint Core Strategy to ensure that development takes place at optimum locations (i.e. particularly avoiding areas of potential flood risk) and that necessary supporting infrastructure is provided.

3.44 Outside of Worcester, further development in the County will be focused within other larger settlements and market towns acting as strategic locations for housing as well employment growth. In the case of Redditch, the town is designated as an RSS 'Settlement of Significant Development' given the scale of housing required to meet its needs (i.e. reflecting the population structure of this previous New Town). With limited development capacity within the town itself, this will require extensions to the urban area, including provision within Bromsgrove District (CF3), requiring close liaison between adjacent authorities in the preparation of their Core Strategies. Any green field extensions will also need to be appropriately managed and phased to ensure that new housing provision does not encourage migration from Birmingham and the Black Country.

Shropshire and Herefordshire - the Rural West

3.45 The Counties of Shropshire and Herefordshire make up the Rural West of the Region. Compared to the rest of the West Midlands, the population of the Rural West is sparse and is generally accommodated in a range of different sized settlements in the form of market towns, villages and hamlets.

3.46 The Rural West has suffered economically as traditional rural industries and services have declined. A key challenge therefore is to secure a rural renaissance of both key settlements and the areas of countryside that surround them i.e. as recognised by the designation of the Rural Regeneration Zone (RRZ) over much of the area. This renaissance will require a level of development that allows for the creation of balanced and sustainable communities to meet local housing and employment needs along with a degree of flexibility to allow appropriate change within the countryside.

3.47 Large parts of the Rural West are beyond commuting range of the Major Urban Areas but are nevertheless attractive to retired households from both inside and outside the Region, Whilst the majority of these households are economically inactive and do not compete for local jobs, they do exert considerable pressure on the housing market. The provision of increased levels of affordable housing for local people will therefore be critical to the maintenance of rural communities.

3.48 Hereford and Shrewsbury are the historic administrative and service centres for the wider rural area and share a cross boundary relationship with Wales. Both have been identified as 'New Growth Points' and have been designated in the RSS as 'Settlements of Significant Development' (CF2) However, both areas are identified as

areas of potential flood risk and care will therefore need to be taken in determining the detailed location and form of development.

3.49 The cathedral City of Hereford acts as a sub-regional centre and provides a focus for employment, health, education and other services which also serves an extensive surrounding hinterland. The economy of the City is relatively fragile and, with limits on the existing transport capacity, the extent to which Hereford can accommodate new development is limited. A priority for Hereford therefore will be to ensure that necessary transport infrastructure is provided to deliver the level of planned economic and housing growth, support the area's local regeneration needs and protect its historic heritage.

3.50 Outside of Hereford, further development in the County will be focused within key market towns acting as strategic locations for balanced housing and employment growth.

3.51 In Shropshire, Shrewsbury lies at the centre of the County with the town acting as a sub-regional centre for its wider rural hinterland. As an RSS 'Settlement of Significant Development', a priority for Shrewsbury will be to ensure that necessary transport infrastructure is provided and policies put in place to deliver the level of planned economic and housing growth whilst protecting the town's historic heritage.

3.52 Outside of Shrewsbury, the level of development proposed for individual Districts will support the further sustainable development of key market towns whilst also ensuring that the environment and character of the County can continue to be protected.

Chapter 6

Communities for the Future

Introduction

    6.1   The Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live[2]. Over the last 10 years, general market housing has become progressively unaffordable to first time buyers and insufficient social and shared equity housing has been built to meet needs. Indications are that the problem of unaffordability could get worse unless there is a step-change in the level of new house building across the country. The Government is looking for a rise in the level of new house building across England to 240,000 per annum with 2 million new homes provided by 2016 and 3 million new homes by 2020. The West Midlands Region's share of this growth is likely to be in the order of 19,000 new dwellings (net) per annum.

    6.2   The RSS revision seeks to retain a strong emphasis on urban renaissance and the concentration of new housing development within the Major Urban Areas close to where demand arises. Excessive development on greenfield sites outside the Major Urban Areas (MUAs) could fundamentally undermine the process of urban renaissance. To support this renaissance, residential environments within the MUAs will need to be made more attractive, so that they can increasingly retain their economically active population.

    6.3   At the same time new housing provision will need to be made in other parts of the region to meet housing demand. Parts of this provision will be focused on named settlements capable of balanced and sustainable growth but provision will also be made for a spread of development to meet the requirements of other settlements, market towns and rural areas.

    6.4   The distribution, location and type of new housing development have an important role to play in delivering the urban and rural renaissance agendas and regard should be had to the relevant chapters of the RSS. In increasing the level of development in the MUAs particular

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[2] Planning Policy Statement 3; (PPS3) Housing, Communities and Local Government 2006

attention should be paid to the policies in the Quality of the Environment Chapter and the Towards a Sustainable Region Chapter.

6.5 *Delivering this strategy will require a co-ordinated approach to housing provision across administrative boundaries and between planning and housing authorities, private house builders, the Housing Corporation and private and social housing landlords. The Regional Housing Board will be crucial in identifying Regional priorities and targeting resources.*

Housing within the Major Urban Areas

6.6 *Research into the Region's housing markets indicates that substantial areas within the MUAs are failing to provide the attractive choice of home and community environments needed to encourage economically active and independent households to stay. In the worst cases the low demand for housing in these areas has led to abandonment and a localised collapse of the housing market. To effectively address these issues, the RSS and the Regional Housing Strategy have developed a co-ordinated approach to ensure economically active residents are retained and the overall wealth of the cities increased.*

6.7 *There are however significant differences in housing markets between and within the conurbations. The West Midlands conurbation accounts for just under half the population of the Region. Despite losing population over many years through net out-migration, the area still has a relatively young age structure and high demand for housing. This is particularly the case for Birmingham. However the economy of the conurbation remains weak relative to most other parts of the Region. The conurbation includes areas of weak housing markets (the two urban pathfinders) which, if regeneration policies are successful, could make an important contribution to meeting the housing demands of the area. In the North Staffordshire Conurbation, particularly the inner core has experienced a decline in population and economic activity. The housing market in this inner core is very weak and concerted action is required to address this.*

CF1 Housing within the Major Urban Areas

A. *The potential for new housing development within the West Midlands conurbation should be maximised in order to seek to retain economically active population within the Cities, subject to the need to maintain a balance between employment prospects and housing development and to secure environmental safeguards.*

B. *Within the North Staffordshire conurbation development should be concentrated within priority regeneration areas identified within the Local Development Framework to complement the process of housing market renewal.*

C. *In order to create a variety and choice of good quality housing within the Major Urban Areas, local authorities (through their development plans and housing strategies) should work with the private sector as the major provider of new housing, and the Housing Corporation to:*

   a. *significantly improve the quality of the existing housing stock both through enhanced renovation programmes and increased rates of redevelopment;*

   b. *increase the scale and range of new housing development opportunities in appropriate locations*

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

   d. *ensure the provision of affordable housing in line with policy CF8.*

D. *The approach set out in C above should be adopted across all parts of the Major Urban Areas in order to retain economically active households, provide support for new or existing*

local services and facilities, and to create and maintain sustainable communities.

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

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

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

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

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

6.10 The metropolitan area of Birmingham, Coventry, Solihull and the Black Country, which makes up the Birmingham, Coventry and Black Country City Region, is a major economic driver and source of employment opportunities within the Region. Provided a sufficient choice of attractive residential environments is made available, the Spatial Strategy assumes that net out-migration can be stemmed. Achieving the levels of housing identified for the metropolitan area to accommodate these people will depend upon a commitment to large-scalehousing renewal and redevelopment, a proactive approach to redevelopment with high replacement ratios for cleared housing stock and a willingness to support an increase in overall densities. In parts of the City Region, in particular Birmingham, there is an aspiration to develop Eco-centres to accommodate new housing growth.

6.11 Within Birmingham and Solihull, early concentration of development will be within the East Birmingham/North Solihull corridor, covering both authorities and as set out in the New Growth Points submission. Within Birmingham, further growth areas are being developed as part of the City Region vision for growth in the centre and south of the City. Within Solihull, priority will be given to the development within that part of the Borough that is identified as part of the MUA and that supports urban renaissance.

6.12 Within Coventry, development will initially be concentrated around the City centre and other priority regeneration areas. If, after further investigation, additional development sites are needed to meet the required housing trajectory the Local Development Document, should seek to bring forward greenfield urban extensions. Any proposed extensions should initially be within the Coventry administrative boundary and then if necessary, and following joint studies with Warwickshire authorities and the City Council, adjacent to the City within other local authority areas. This would involve amendments to the Green belt boundaries.

6.13 Priorities for development within the Black Country have been established as part of the Phase 1 revision of the RSS. This seeks to concentrate new development within and adjacent to the four strategic centres of Wolverhampton, Walsall, West Bromwich and Brierley

Hill/Merry Hill and in the corridors between them. No urban extensions are needed in the period up to 2020.

6.14 Within the North Staffordshire conurbation, the economy and housing market are currently extremely weak, despite concerted efforts at comprehensive regeneration of the area. The Renew urban pathfinder is seeking to turn around the fragile housing market. However, a period of restraint on housing development is necessary, both within and outside the conurbation, to enable the fledgling housing market to regain strength before the area can fulfil its potential to attract market housing at a level consistent with the size of the conurbation. Housing development should be concentrated within the urban core of the conurbation as identified on the proposals plan. Over time, as there are positive signs of a significant improvement within the North Staffordshire conurbation housing market, provision will be made for higher average rates of housebuilding.,. No urban extensions to the conurbation are likely to be needed in the period up to 2026.

6.15 There will be a need for comprehensive restructuring significant work in some parts of the MUAs to develop the transport capacity, social infrastructure and quality environment to ensure the development of mixed sustainable communities that appeal to a broad range of existing and new residents (SR2). This timing of increased housing development is also consistent with the Sustainable Communities Plan which anticipates healthy markets in the pathfinder areas nationally between 2010- 2015. This reflects the time necessary to bring forward capacity and create confidence in the housing markets.

Housing beyond the Major Urban Areas

6.16 Areas outside the Major Urban Areas house nearly half of the Region's population. There is considerable variation across the area which contains affluent commercial and residential centres alongside less affluent urban areas, which have had or are still experiencing manufacturing decline. Rural areas range from those within close proximity to the conurbations to more remote rural areas in the Welsh Marches and North East Staffordshire. Some towns, particularly Telford, Nuneaton and Burton upon Trent, have issues relating to housing renewal, similar to those in the MUAs.

6.17 Attractive and sustainable communities need to be developed and maintained across all parts of the Region. It is important that communities are allowed to grow and change and that housing demands are met, including through Greenfield extensions where appropriate. However it is also important that development does not undermine the urban renaissance of the MUAs.

6.18 Telford (population around 134,000) is a larger settlement than others across the Region and is part of the Birmingham, Coventry and Black Country City Region. As a former New Town, with extensive areas of reclaimed land still available for development, it provides an important opportunity for the growth and further development of a large sustainable community.

CF2 Housing beyond Major Urban Areas.

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

    i) **act as sub-regional service centres;**

    ii) **have the capacity to accommodate additional development without significant harm to local communities and in sustainable locations;**

    iii) **are able to balance housing and employment opportunities and provide social infrastructure and services to meet the needs of expanded settlements;**

    iv) **are able to deliver local regeneration priorities through new development; and**

    v) **either already have or are capable of developing good accessibility by public transport and through increased provision for walking and cycling.**

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

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

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

Levels and Distribution of New Housing Development

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

6.20 The distribution of housing in Table 1 sets out how the Region will respond to the higher level of housebuilding required by the Government. This distribution also reflects RSS and Regional Housing Strategy objectives as well as sub-regional and local regeneration priorities. The table should be read in conjunction with policy CF4 on phasing. Within the MUAs, development will be of a scale that will

enable these areas to increasingly meet their own generated needs. At 2006, the ratio of new housing development between the MUAs and other areas was 1:1.3. Proposals in Table 1 imply an average ratio of new development of 1:1.2 between the Major Urban Areas and the rest of the Region.

CF3   **Level and distribution of new housing development**

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

In certain circumstances, the most sustainable form of housing development may be in adjacent settlements but cross local authority boundaries. Where housing market areas cross local authority administrative boundaries cooperation and joint working will be necessary to ensure that sites are released in a way that supports sustainable development.

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

   i.   **Birmingham and Bromsgrove in relation to Birmingham**
   ii. **Stoke-on-Trent and Newcastle under Lyme in relation to the North Staffordshire conurbation.**
   iii. **The four Black Country Boroughs in relation to Wolverhampton, Walsall, Sandwell and Dudley**
   iv. **Stafford and South Staffordshire in relation to Stafford town**
   v.   **Cannock Chase, Lichfield and Stafford in relation to Rugeley**
   vi. **Tamworth, Lichfield and North Warwickshire in relation to Tamworth**
   vii. **East Staffordshire and South Derbyshire in relation to Burton upon Trent**

viii.   **Coventry, Nuneaton & Bedworth and Warwick in relation to Coventry**

ix.   **Redditch, Bromsgrove and Stratford upon Avon in relation to Redditch**

x.   **Worcester, Malvern Hills and Wychavon in relation to Worcester**

Table 1 : Housing proposals 2006 - 2026

Planning Area	Proposal Total (Net) 2006 - 2026	Indicative annual average 2006 - 2026
Birmingham	50,600	2,530
Coventry††††	33,500	1,675
Black Country	**61,200**	**3,060**
Solihull	7,600	380
Metropolitan Area Total	**152,900**	**7,645**
Shropshire	**25,700**	**1,285**
Bridgnorth	2,500	125
North Shropshire	6,100	305
Oswestry	4,000	200
Shrewsbury & Atcham	8,200	410
of which Shrewsbury	6,200	310
South Shropshire	4,900	245
Telford & Wrekin	**26,500**	**1,325**
of which Telford	24,000	1,200
Staffordshire	**54,900**	**2,745**
Cannock Chase	5,800	290
East Staffordshire	12,900	645
of which Burton upon Trent	12,000	600
Lichfield	8,000	400
Newcastle-under-Lyme	5,700	285
of which Newcastle urban area	4,600	230
South Staffordshire	3,500	175
Stafford	10,100	505
of which Stafford town	7,000	350
Staffordshire Moorlands	6,000	300
Tamworth	2,900	145
Stoke on Trent	**8,400**	**420**
Warwickshire	**41,000**	**2,050**
North Warwickshire	3,000	150
Nuneaton and Bedworth	10,800	540
Rugby	10,800	540
of which Rugby town	9,800	490
Stratford-on-Avon	5,600	280
Warwick	10,800	540

Worcestershire	**36,600**	**1,830**
Bromsgrove)	2,100	105
Redditch††)	6,600	330
of which in & around Redditch town	6,600	330
Malvern Hills*	4,900	245
Worcester City†††*	10,500	525
Wychavon*	9,100	455
Wyre Forest	3,400	170
Herefordshire	**16,600**	**830**
of which Hereford City	8,300	415
Shire and Unitary Authorities Total	**209,700**	**10,485**
Major Urban Areas†	165,900	8,295
Other Areas	196,700	9,835
West Midlands Region	**362,600**	**18,130**

† *Includes the Newcastle urban area*
†† *Redditch Figure of 6,600 includes 3,300 in Redditch and 3,300 adjacent to Redditch town Bromsgrove or Stratford upon Avon Districts*
††† *Of the figure of 10,500 for Worcester; 3,200 will be within Worcester City and 7,300 will be adjacent to the City within the surrounding Malvern Hills and or Wychavon*
†††† *Dependant upon the capacity in Coventry and the outcome of further studies some of the location could be made adjacent to Coventry with distribution in Nuneaton & Bedworth and Warwick.*

6.21 *In determining the most suitable location for new development, local authorities should consider whether the release of Green Belt land (within the context of policies CF1 and CF2) would provide a more sustainable form of development than other options.*

6.22 *Actual land requirements for housing provision will vary with the level of demolitions and the replacement rates which can be achieved on housing redevelopment sites. The proposals in Table 1 assume that there can be a 1:1 replacement. If the average ratio of new housing to demolitions in a local planning authority is less than 1:1, the authority will need to identify further land as part of the Local Development Document. If the average ratio achieved is greater than 1:1, fewer additional housing sites will need to be identified through the LDD. The amount of land required will also be dependent on the densities achieved. Because of weak housing demand within the*

North Staffordshire conurbation, a replacement rate of 1:1 may not be appropriate in this area.

6.23 Table 2 sets out the demolition assumptions outlined in the 2007 housing land and urban capacity refresh study.

Table 2: Demolition Assumptions (INPUT FROM REFRESHED URBAN CAPACITY STUDY)

Planning Area	Annual Demolitions 2006 - 2026	Total 2006 - 2026
Birmingham City Council	1,345	26,900
Black Country	**1,290**	**25,806**
Coventry CC	105	2,097
Solihull MBC	227	4,539
Metropolitan Area Total	**2,967**	**59,342**
Shropshire	**18**	**351**
Bridgnorth	4	87
North Shropshire	4	76
Oswestry	1	14
Shrewsbury and Atcham	6	115
South Shropshire	3	59
Telford and Wrekin	**10**	**202**
Staffordshire	**106**	**2,116**
Cannock Chase	29	588
East Staffordshire	1	28
Lichfield	4	72
Newcastle under Lyme	49	976
South Staffordshire	12	242
Stafford	8	150
Staffordshire Moorlands	3	60
Tamworth	0	0
Stoke on Trent	**275**	**5,500**
Warwickshire	**102**	**2,030**
North Warwickshire	13	251
Nuneaton and Bedworth	22	448
Rugby	26	517
Stratford-on-Avon	33	668
Warwick	7	146
Worcestershire	**66**	**1,329**
Bromsgrove	10	205
Malvern Hills	15	295
Redditch	2	30
City of Worcester	0	0
Wychavon	24	471
Wyre Forest	16	328
Herefordshire	**25**	**500**
Shire and Unitary Authorities Total	**601**	**12,028**
Major Urban Areas	**3,291**	**65,818**
Other Areas	**278**	**5,552**

WEST MIDLANDS REGION	3,569	71,370

Notes: Taken from the Regional Housing Land Study 2007

6.24 In determining demand for additional housing provision, it has been assumed that current levels of vacancies in the existing housing stock remain constant. As the number of new houses increases in the Region increases, the number of vacancies is assumed to rise and this has been included within the background estimates of housing demand. Any significant changes to current vacancy levels may have implications for additional provision that is required. If local monitoring indicates that the overall level of vacancies is declining in a local authority, this can be taken into account in determining the capacity of sites to be identified in the LDD.

Phasing of new development

6.25 In order to deliver a higher level of housing development in the Region, while at the same time ensuring that progress on urban renaissance is not undermined, phasing of housing development in different parts of the Region will be essential. At the same time, infrastructure providers and developers need to have certainty as to when major developments are likely to proceed.

6.26 The Government's policy on new housing development implies that within the West Midlands region, the level of new housing development needs to increase to around 19,000 dwellings (net) by 2016. Policy CF4 indicates how this can be achieved.

CF4 **Levels of new house building across the Region will be phased to seek to ensure that there is, overall, an increasing level of housing provision in the period up to 2016. Priority will be given to increasing development within the West Midlands conurbation early in the plan period to retain progress on urban renaissance with development in the rest of the region increasing at a slower rate. Within the North Staffordshire conurbation, average annual development rates could rise after 2016, once progress on urban renaissance has become established. Overall, levels of housing completions need to be sufficient to ensure early implementation of the strategy. The proposed trajectory for increasing house building across the Region up to**

Proposed phasing of housing allocations *

	2005/6 Actual Net Completions	*Rising trajectory of house building by 2016 to reach:*	*Remainder per annum average 2016-2026*
West Midlands conurbation	*6900*	*8000*	*7800*
North Staffordshire conurbation	*1000*	*800*	*600*
Shire/Unitary authorities	*10,100*	*10,200*	*9,200*
West Midlands Region	*18,000*	*19,000*	*17,600*

* On the basis of an overall level of provision of around 363,000 dwellings, net, 2006-2026, this could imply a provision of around 187,000 dwellings 2006-2016 and 176,000 dwellings 2016-2026, across the Region.

6.27 *Realistic phasing at the local level has to be determined through the preparation of LDDs. Local authorities should manage their allocation of land and granting of planning permissions so as to achieve the annual indicative figures 2006-2026 as set out in Table 1. This will be monitored as part of the Annual Monitoring Report. As a general indicator, the table below sets out, for regional monitoring purposes, the phasing provision which needs to be achieved within the West Midlands conurbation, the North Staffordshire conurbation and the rest of the region. The general housing trajectory is also illustrated in Diagram 1 below.*

The reuse of land & buildings for housing

6.28 *The re-use of land & buildings for housing is a critical factor in securing urban renaissance across all the settlements in the Region. Local planning authorities in drawing up their core strategies and site allocation documents should give precedence to the development of brownfield land and the reuse of existing buildings, where appropriate, within urban areas. However, there are anomalies within the existing Government definition of*

brownfield land. In particular, gardens are always classified as brownfield land while barn conversions are classified as Greenfield land. In addition, former mineral workings that have been reclaimed are always classified as Greenfield land, irrespective of the purpose or quality of the reclamation. Local authorities in developing their LDDs should consider whether protection needs to be given to the development of gardens either across the whole authority or within particular areas to retain the character of settlements. Local authorities should also consider the suitability of barn conversions, again considering the desirability of retaining the character of an area; and former mineral sites for development.

6.29 *While policy CF5 gives priority to the development of brownfield land, sites need to be in sustainable locations. Local planning authorities in their LDD preparation will need to balance the requirement for making efficient use of brownfield land against the requirement to build in sustainable locations.*

CF5 The re-use of land and buildings for housing

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

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

	Proportion of development on brownfield land 2006-2016

West Midlands Conurbation	
North Staffordshire conurbation	*(N.B. No information available to complete this table)*
Rest of Region	

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

6.30 *The RPB, local authorities, private developers and relevant funding agencies such as the new homes agency and AWM should work together to bring forward the necessary levels of previously developed land. In implementing this policy account should be taken of the policies in the Quality of the Environment Chapter, in particular policy QE2 and Sustainable Region Chapter (SR1 & SR2).*

6.31 *In considering the reuse of employment and commercial land and buildings for housing development, local authorities should take account of the policies relating to Prosperity for All (PA), to ensure that the most important and versatile sites are protected for employment related uses.*

Making efficient use of land

6.32 *It is important to make the most efficient use of available housing land, in order to reduce the amount of greenfield land that needs to be taken for development and to support urban renaissance. Higher density housing development can be important in the renaissance of town and village centres. In addition, increased population density encourages the provision and use of public transport and the retention and development of social and community facilities close to where they are needed.*

6.33 *However, the mix of development must meet the needs of the area and enable high design standards to be met;*

enhance the natural and historic environment; and enable the provision of a range of social and community facilities. In some cases high density developments, such as flats may actually house fewer permanent residents than for example family housing. The provision of new housing should ensure a mix of housing stock which provides for a range of types, size and tenure, and supports the provision of local services, whilst meeting the changing needs, lifestyles and aspirations of residents. Such provision could have an impact on the densities that can be achieved.

6.34 *Strategic town centres and other locations close to public transport interchanges provide an opportunity to secure an urban renaissance growth strategy through high density development. However, even in these locations there needs to be a mix of provision, to include accommodation for families so that they can remain in their communities as their life styles change.*

CF6   Making efficient use of land

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

Delivering affordable housing

6.35 *An adequate supply of affordable housing is essential for the Region's economic competitiveness and the quality of life of those people living in the Region, who cannot compete on the open market. Across the West Midlands, there is a shortage of affordable housing in both urban and rural areas and it is essential that the housing needs of households who are unable to access or afford market housing are met. The provision of affordable housing is a priority of the Regional Housing Strategy; by creating "pathways of housing choice" the RHS aims to enable people to live near their work in pleasant and affordable homes. To address this failure in the housing market all LDDs and Local Housing Strategy will need to develop housing proposals in accordance with the housing market sub-regions defined by the Housing Strategy.*

6.36 For the period covered by this strategy, a study undertaken by Cambridge University[3] has estimated that there could be a need for around 6200 social dwellings per annum arising from demographic need and the need to replace social houses lost through 'right to buy' legislation. In addition, the study estimates that around 3500 social houses are needed per annum to replace demolished stock. A breakdown of the estimates for each Housing Market Area is set out below:

Annual need for affordable housing arising from:

	Demography and replacing 'right to buy'	Re-housing from demolished stock
North HMA	600	300
Central HMA	3600	3000
South HMA	1400	100
West HMA	600	100
Total	6200	3500

6.37 The study also estimates that there could be a need for around 3000 intermediate houses per annum in the region. Of this total, one third is already included in the overall estimate of need for social housing set out above with the other two thirds coming from an estimate of requirements for the market sector.

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

6.39 Evidence from local authorities as to what they are likely to be able to secure through s106 agreements relating to new housing development and resources from the Housing Corporation suggests that a realistic estimate of likely delivery across the Region, at least in the short and medium term could be between 5000 and 5500 dwellings per annum. However this will be dependent on the continued availability of funding and on the mix between social and intermediate housing that is achieved.

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

CF7 Delivering affordable housing

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

B. Across the Region as a whole, local authorities through their plans and strategies should set out requirements for affordable housing and aim to contribute to the delivery of a minimum of 5300 affordable housing units each year. This includes both social and intermediate housing provision. Indicative minimum targets per annum, within this overall target, for each housing market area are:

South HMA   800 per annum
Central HMA 3300 per annum
West HMA   800 per annum
North   400 per annum

C. Local authorities in their development plans, together with Housing Market Partnerships in their Housing Investment Strategies, should:

i)   Set an overall target for the amount of affordable housing to be provided;

ii)   Ensure that the overall target for affordable housing is minima and contributes to the overall figure for the housing market area;

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

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

v) in order to meet rural needs, in rural areas and small rural settlements consider the application of lower site thresholds for negotiation because of the contribution of small sites to the overall land supply (in accordance with PPS3)[4] and consider the option of allocating sites as 100% affordable sites

vi) actively promote the rural exception site in accordance with PPS3.

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

6.41 There are marked differences in affordable housing needs across the Region. Broadly speaking there is poor quality and lack of choice in the MUAs while insufficient affordable housing is the main problem in the south and east of the Region. In the rural areas generally, reliance on relatively small windfall sites makes it difficult to secure affordable housing. In these circumstances local planning authorities, together with the Housing Market Partnerships, should consider whether there is a need to seek affordable housing on smaller sites and bring forward proposals through the development plan and Housing Investment Strategy process.

6.42 Local authorities in their LDDs and local housing strategies, drawing on the strategic housing market assessments, should determine the appropriate target for their area for social and shared equity housing; and the criteria for determining the contribution which the private sector

needs to make to such provision through s106 agreements.

Delivering mixed communities

6.43 In accordance with PPS3 local planning authorities should plan for mixed and balanced communities, which make sufficient housing provision and meet local housing needs and ensure that the right mix of housing stock is in the right places. Local authorities will need to take account of findings from local and strategic housing market assessments and plan for a mix of housing on the basis of the needs of different types of households that are likely to require housing over the plan period, as well as the type, tenure and size of development required.

6.44 Over the past few years, the proportion of private flats within the new housing stock has been at a high level due, in part, to the effect of density policies. These developments have been successful in promoting urban regeneration around many city and town centres across the Region. However, such development can only meet the needs of certain groups within the population and as lifestyles change, households have tended to move on to other areas where a wider mix of accommodation is available.

6.45 There is now recognition that a more balanced spread of development is required, including more family friendly housing, in all communities. Two and three bedroom houses with small gardens have the advantage that they provide a more flexible, future proofed housing stock, meeting both the needs of families and other households; first time buyers and people seeking to trade down in the housing market as they retire. However, increasing the proportion of 'family' accommodation will have implications for the densities that can be achieved, particularly in the MUAs.

6.46 Demographic trends will mean considerable increase on the proportion of older people by 2026. Along with changing lifestyle and housing aspirations, an ageing population also gives rise to specific housing requirements, including flexible accommodation that meets lifestyle changes and specialist provision such as 'extra-care' housing.

6.47 Provision for vulnerable groups is also required both within the market sector and social stock.

6.48 Housing market characteristics and conditions vary across the Region. Some parts of the Region, particularly the MUAs, require a higher proportion of larger houses to encourage professional and managerial workers to locate within the Cities, thus increasing the wealth of the area. The Regional Housing Strategy and the Housing Market Assessments have identified the housing market characteristics and conditions in relation to each of the four sub-regional Housing Market Areas. A summary of the key themes is set below:

Central HMA

Central HMA 1: Addressing deprivation and a high level of BME households in the MUAs have led to acute and growing affordable housing needs, with high levels of social rented housing need in the inner city areas. In terms of property type and size, housing need is most acute for 4 and 5 bed properties, with a requirement for intermediate housing to meet the needs of younger newly forming households

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

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

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

> *West HMA: Provision will need to accommodate increased needs for affordable housing for rent and sale to meet local needs (key workers) and to respond to the changing demographics. The area has a high proportion of detached dwellings and with an increasing ageing population, provision will need to accommodate local needs e.g. bungalows and extra care facilities.*
>
> *South HMA: An increasing ageing population profile is creating an additional demand for sheltered and extra care home accommodation. Increasing affordability problems, compounded by a low proportion of social housing stock, have placed pressures to increase the provision of affordable housing to accommodate the needs of younger and newly forming households as well as the sustainability of rural communities. Rebalancing the housing market will require a shift, a move away from larger homes towards a mixed supply of smaller homes for owner occupation and rent. "*

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

CF8   Delivering mixed communities

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

B.   In determining the mix of new housing provision, local planning authorities should consider:

> **i) the needs of different groups (for example, students, young people, migrants, an ageing population, black and ethnic communities and families with children) to ensure the construction of an appropriate mix of house types, sizes and tenures.**
>
> **ii) the need for a greater proportion of higher value housing in the MUAs and some other settlements across the region.**

C.   Local authorities, developers and social housing providers should co- operate to create more balanced and mixed communities through the provision of a range of housing types and tenures within new housing developments and sites across all parts of the Region

Gypsies and travellers

The West Midlands Regional Assembly delivered an Interim Statement on Gypsy and Traveller Policy to Ministers in March 2007. The policy on sites for gypsies and travellers will be amended as part of Phase 3 of the RSS revision. For completeness, the existing policy (unchanged) is set out below.

CF9   Sites for gypsies and travellers

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

Managing housing land provision

CF10 Managing housing land supply

> ***A.   Development plans should include measures to manage the release of housing land in a manner consistent with the implementation of the Regional Spatial Strategy and at the rates set out in table 1 and in line with the phasing requirements in H4.***

> ***B.   Development plans should incorporate policies which:***

>> ***i)   Allow for the managed release of new housing land, so as to secure the development of brownfield land and conversions, as a priority, taking account of the need for any new infrastructure and ground preparation; and***

>> ***ii)   Take account of potential housing land provision and the policy framework in adjoining local authority areas so as not to***

> ***undermine urban renaissance in other local authority areas.***
>
> ***iii)   Take full account of the potential for windfall development and provide a reasoned justification, based on strong evidence that such sites will come forward at levels required, along with site allocations, to meet the ten year trajectory of housing provision required in the Local Development Document.***

6.50 *The Government requires that the planning system delivers a flexible, responsive supply of land (PPS3 para. 52).*

6.51 *In managing the release of housing land local planning authorities should have regard to the advice in PPS3 in determining the most appropriate approach for their area. There are exceptional circumstances within the West Midlands Region which require an acknowledgement of the important role of windfall sites in future land supply contrary to the general advice in PPS3.*

6.52 *The economy of the West Midlands Region has seen extensive restructuring over the last few decades with the loss of mining and other extractive industries and much of our manufacturing industry. The loss of manufacturing industry is projected to continue over the next 20 years. Many of these sites are not suitable for modern employment uses. Policies in chapter x seek to retain the most important and versatile employment land for new employment uses but there are still large areas of previous employment land that are more suitable for housing development. These sites, together with vacant and underused land and land in other 'suboptimal' uses are an important source of land for redevelopment to support urban renaissance. It is not always easy to identify the potential of such sites, during the preparation stage of the LDD, particularly where a site is still in active employment use. However, once the current use ceases and the site is more suitable for housing development, it is important that it is brought back into active use as soon as possible. This can be handled through the development control process and the site therefore becomes a windfall site. Many windfall sites are small, but in terms of overall potential capacity, a few medium to large sites, in each local*

authority area can make a significant contribution to housing supply within urban areas and help create sustainable patterns of development.

6.53 *Within the Region, currently roughly two thirds of all housing completions are on windfall sites while the proportion for some of the MUAs rises to around 90%. Completions on such sites and future supply are important in supporting urban renaissance both within the Major Urban Areas and across other towns within the Region.*

6.54 *The RPB will monitor permitted supply and demand on a sub-regional basis including the contribution of supply from windfall sites (together with an indication of the source of the windfalls) and provide an opportunity for the results to be discussed with other stakeholders at an annual seminar. The seminar will address the qualitative and quantitative impacts of the housing developments on the delivery of the Regional Spatial Strategy.*

6.55 *The RPB will then issue advice to local planning authorities on whether there need to be any short-term changes in supply in particular areas to reinforce the Spatial Strategy. The RPB should also comment on the extent to which any policies may need to be reviewed or more strongly enforced.*

6.56 *The results of this monitoring process will also inform any decision on the need for a review of the RSS.*

Chapter 7 - Prosperity for All

[Please note: some paragraph numbers in this chapter still need to be revised]

Introduction

7.1   Critical to the success of the Spatial Strategy will be the future performance of the Region's economy. There is a clear and direct link between economic performance and quality of life, particularly for disadvantaged groups and communities who may suffer from high rates of unemployment *and worklessness* and poor access to employment opportunities. Improving factors such as housing, environmental quality, transport and access to leisure facilities, will also enhance the attractiveness of the Region to inward investment.

7.2   The West Midlands lags behind other regions of the UK and Europe in terms of economic performance, particularly on measures of ~~GDP~~ *GVA*. This reflects a number of factors including levels of productivity, investment and the Region's industrial structure. The *spatial* policies in this Chapter *are designed to dovetail with the Regional Economic Strategy to* encourage the development of new high growth employment sectors and the modernisation of the Region's *economy*, whilst ensuring that the opportunities for *sustained sustainable economic* growth are linked to meeting needs and reducing social exclusion *whilst at the same time contributing to tackling climate change*.

7.3   The approach taken is to *ensure the continuing provision of an appropriate* ~~establish and maintain~~ *a* portfolio of sustainably located employment sites *reflecting the priorities set out in the Spatial Strategy*, attractive to developers and operators and appropriate to market needs. Spatial focus is given to *linking new economic growth with population and housing growth* ~~economic activity~~ through, among other things, the identification of regeneration zones, high technology corridors and a network of strategic town and city centres. The centres identified will form the basis of a multi-centred Region and provide an important strategic focus for social, cultural, economic, commercial and regeneration activity.

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

Prosperity for All

7.5   The policies in this Chapter will contribute *to the Sustainable Communities growth agenda* ~~to~~ *through the* ~~the~~ maintenance of high and stable levels of economic growth as a key element of the overall strategy for sustainable development by helping to support improvements both in the environment and the quality of life for everyone who lives in the Region. The policies *have been reviewed in tandem* ~~are closely linked~~ with ~~, and support the implementation of~~**,** the Regional Economic Strategy *Review and are key to the implementation of that strategy*.

7.6   The diversification of the Regional economy will be encouraged through the promotion of high value-added businesses and the attraction of inward investment. Existing economic activities in the Region will be encouraged to modernise, both to stay competitive and to embrace the opportunities offered by new technologies and ICT, particularly through improvements and innovations in products and processes. The potential for existing industries to apply *and develop* new ~~technology~~ *technologies* to help address the implications of global climate change *is a clear opportunity for the region.*

Policy PA1: Prosperity for All

A.   ***The Major Urban Areas will be the primary focus for investment in Sustainable E*e*conomic* growth** ~~**should, wherever possible, be focused on the Major Urban Areas (MUAs),**~~ **with an emphasis on creating greater opportunities for development and support for existing economic activities within agreed regeneration areas. *The rural areas of the Region will also be supported through the sustainable modernisation and diversification of the rural economy.***

B.   **In the development of related (but essentially non-land-use) policies and programmes, local authorities, AWM and other agencies should:**

    i)   **ensure that conditions in 'areas of need' are addressed so that they also become 'areas of opportunity'. Particular emphasis in this approach should be given to the Regeneration Zones (PA2, RR2).   To the extent that needs and opportunities cannot be matched, then beneficial economic linkages should be developed between areas of economic opportunity and more economically vulnerable areas of employment need;**
    ii)   **maintain and improve *sustainable* transport accessibility – both of goods and people – by all modes into, within and through all parts of the Region;**

   iii)   **ensure that the environmental and cultural assets are maintained and enhanced to help attract and develop business activity; and**

   iv)   ***to reduce worklessness by** develop**ing** the skills and abilities of the West Midlands people by improving access to training, higher education and employment opportunities.*

   v)   ***Encourage developers to adopt sustainable construction techniques wherever practicable and to locate economic activities in locations which minimise environmental impact (QE3 and T2)***

C.   Where growth opportunities are provided outside the MUAs, emphasis should be given to locating *economic* development where *it can meet at least one of the following criteria*:

   i)   **it can help meet the needs of the MUAs and promote positive economic linkages with them in areas accessible by sustainable forms of transport;**

   ii)   ***it can help balance significant housing and population growth by creating sustainable communities limiting the need for commuting.***

   iii)   **it can help meet the needs of rural renaissance, especially of market towns;**

   iv)   **it can serve the needs of the local regeneration areas; and**

   ~~it can help create more sustainable communities by generally providing a better balance between housing and employment and limit the need for commuting.~~

D.   Any development proposed on the edge of the MUAs or on other greenfield sites should meet the following criteria:

   i)   **there are no suitable alternatives available on previously developed land and buildings within built up areas;**

   ii)   **the development should be capable of being served by rail or high quality public transport within easy access of centres and facilities; and**

   iii)   **the development respects the natural environment, built environment and historic heritage in accordance with policies QE1-9.**

7.7   With regard to the criterion Bi), development plans should examine the potential for strengthening economic and transport links

between areas of need and opportunity particularly within the high-technology corridors (PA3). The aim should be to encourage greater levels of development within the MUAs through a positive relationship with areas of opportunity beyond.

7.8   In all cases, the scale and nature of development should be controlled to ensure that it meets local needs and does not encourage a further decentralisation of people and jobs from the MUAs.

7.9   Implementation of this policy will require partnership working between all those involved in development and local transport plans, economic development, the environment and education and skills.

Urban Regeneration Zones

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

Policy PA2: Urban Regeneration Zones

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

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

7.11   These Zones are diverse in nature and local partnerships will identify – in Prospectuses and Action Plans – strategic priorities including spatial targeting of investment within each Zone.

7.12 Development plans and local transport plans should draw upon the work of the Regeneration Zone Partnerships in setting out priorities for investment in terms of employment land, housing and the renewal of infrastructure provision. Regeneration Zones will be the

primary focus for meeting much of the Region's new development needs and where supporting infrastructure should be concentrated.

7.13 Within the Regeneration Zones in the MUAs, particular emphasis should be given to the provision of high quality employment sites, the regeneration of town centres and other opportunity areas. In appropriate circumstances, compulsory purchase powers will be used to assemble sites and to create regeneration opportunities.

7.14 Where adequate employment opportunities to meet the needs of the Regeneration Zones within the MUAs cannot be provided within these Zones, emphasis should be given to encouraging development in locations accessible to them by public transport.

7.15 Specific measures should be introduced in the Regeneration Zones to enhance employment and training opportunities arising from new investment in these areas.

7.16   Monitoring procedures ~~should be~~ *have been* established by the RPB and AWM in order to assess the progress being made in each Zone and a programme established for regular reviews of performance.

High-Technology Corridors (HTC)

7.17 *The High Technology Corridors were established to counter structural changes within the Region's manufacturing industries especially in the automotive sector.* The ~~Rover Task Force, set up in the wake of the BMW decision to sell their interests in Rover Cars, commissioned extensive work which identified three areas of the Region that were particularly vulnerable to any resulting loss of business.~~ *Within the three ~~The~~* identified corridors ~~***also had the potential for the establishment of***~~ long-term strategies for the development of high technology clusters of activity *have been established*.

Policy PA3: High-Technology Corridors

A.   In order to encourage the diversification of the Regional economy, three High-Technology Corridors (HTC) are identified within which cluster developments, closely linked to the Region's critical research and development capabilities and advanced technologies, will be promoted:

> **i)   Birmingham to Worcestershire (Central Technology Belt);**
> **ii)   Coventry, Solihull and Warwickshire; and**

iii) **Wolverhampton to Telford.**

B. **In land-use terms, new developments within the HTCs should be focused on the MUAs and at specific nodes shown on the Prosperity for All Diagram.**

C. **In order to reduce pressure for the development of greenfield sites, it is particularly important that scarce land resources within the HTCs should be used for developments which will reinforce the potential of the particular corridor. Development plans should consider the use of appropriate conditions, legal agreements, or other implementation mechanisms, such as landlord control, to help achieve this.**

7.18   The term 'corridor' reflects the functional linkages between activities. It does not imply any form of ribbon development will be permitted. Local authorities, AWM, local economic partnerships and other agencies should work together to identify a portfolio of sites and premises (in line with policies PA6-7) to meet the needs and realise the potential within each corridor. This should include the provision of incubator space in close proximity to the critical research bases within each corridor, such as ~~DERA/~~QinetiQ at Malvern, the universities and their related science parks.

7.19 The provision of other land and premises for more mature and growing firms who do not need to be in such close proximity to the research base should be provided within the key nodes. Sites should be attractive to business and have, or be capable of being served by, good quality public transport links. In identifying appropriate sites, account should first be taken of appropriate existing employment land allocations, subject to the re-assessment of sites set out in PA6, followed by other redevelopment opportunities on previously developed land.

7.20 Overall, corridor developments should be at key nodes well served by public transport, where there is a high quality environment and supporting infrastructure, including higher education, research facilities, leisure and cultural facilities and attractive housing. The corridors should also provide a focus for transport improvements particularly where this can help enhance links and accessibility within, to and from Regeneration Zones. An example of this is the M54-M6 Toll link which ~~would~~ will benefit the Wolverhampton-Telford HTC and the North Black Country and South Staffs Regeneration Zone.

7.21 *In addition to the High-Technology Corridors there is potential to develop a high-technology based hub around Keele University in North Staffordshire. ~~Under the overall guidance of AWM the arrangements~~*

for implementation in each corridor are well advanced, although in the short term this is concentrating on projects drawing down funding from the Rover Task Force. It is important that these arrangements also consider the longer-term potential to ensure that the HTCs are a force for Regional prosperity throughout the period covered by this RPG.

7.22 Implementation of this policy will require partnership working between all those involved in development and local transport plans, economic development, the environment and education and skills. Monitoring procedures ~~should be~~ *have been* established by the RPB and AWM in order to assess the progress being made in each corridor and a programme established for regular reviews of performance.

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

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

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

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

A.   Development plans should facilitate the needs of higher/further education institutions and research facilities to grow and expand. They should facilitate the development of businesses supportive to the Regional Economic Strategy *cluster priorities* ~~**cluster priorities**~~ **that are linked to higher/further education institutions and research facilities by the provision of sites, premises and supporting infrastructure, taking into account:**

> **i)   the locational and operational requirements of the businesses;**
> **ii)   the likely scale and rate of growth;**

iii)   providing employment opportunities, particularly for disadvantaged groups and communities;

iv)   existing or proposed sustainable forms of transport, particularly good quality public transport; and

v)   the opportunities to develop previously developed land and the need to protect and enhance the environment.

B.   Sites identified to serve a particular higher/further education institution or research establishment should be reserved for that use through specific designation and the imposition of appropriate conditions or the use of legal agreements.

7.25 Development plans should consider the need for the physical enhancement and expansion of existing educational and research facilities to ensure that the educational, training and research potential of the Region can be realised.

7.26 In the case of universities, particular emphasis should be given to developing their research and development capabilities and the further encouragement of links with business, particularly with knowledge-based industries.

7.27 Implementation of this policy will require partnership working between local planning authorities, the relevant education and research establishments and those involved in economic development. The land-use requirements will vary considerably and should be addressed in detail by development plans. Inward investment agencies should support these efforts through targeted marketing of particular sites to appropriate businesses and supporting activities.

Employment Areas in Need of Modernisation and Renewal

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

Policy PA5:   Employment Areas in Need of Modernisation and Renewal

A.   Local authorities, AWM, local economic partnerships and other agencies should work together at a local level to improve significantly and maintain the physical and business environment of the Region's established employment areas.

B.   To assist in this process local planning authorities should consider the designation of those employment areas within their areas which are in particular need of improvement. These areas should then be reflected in development plans and backed up by implementation plans drawing on relevant powers and funding regimes.

C.   Existing companies should be especially encouraged to participate in the revival of their local business 'communities' and to establish local partnerships. Where appropriate, local authorities and AWM should use their powers of land assembly in order to encourage the renewal process through such partnerships.

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

Provision of Employment Land ~~*Provision*~~ *and Premises*

7.30 Ensuring the provision of employment land *and premises* in the right amounts, of the right type and in the right places is a key part of the Spatial Strategy. However, experience has shown that certain types of site are very difficult and time-consuming to provide. The "portfolio" of employment sites set out in policy PA6 is intended to ensure that desirable employment development is not lost due to lack of site availability. However, any proposals for employment development should be subject to the other policies of RPG including those which seek to protect the environment.

7.31 In assembling the portfolio *of land the objective is to ensure that* a greater proportion of employment development *within the Region* should take place within the MUAs. It is important that accessible employment opportunities and attractive sites for developers are provided to support the urban renaissance and Spatial Strategy. Should there be insufficient sites on previously developed land of sufficient size, quality and location, to support the diversification and modernisation of the Region's economy, some greenfield development for employment purposes may be necessary. The RPB should monitor the scale and distribution of employment land allocations and permissions to ensure that it supports the Spatial Strategy.

7.32 Local planning authorities should provide a range of sites, but not necessarily the whole portfolio. Regionally and sub-regionally

significant, strategic sites will have cross-boundary implications and should be brought forward and monitored by the RPB. To avoid over-provision where strategic sites are located within an authority's area then these should be reflected as part of the portfolio for that authority.

7.33 Only sites where development is a realistic possibility should be included in the portfolio. To inform the review of this guidance the RPB should review the Regional employment designations and, in preparing their development plans, local planning authorities should review all their employment sites for market realism and sustainability in terms of accessibility by public transport.

7.34 *It is also very important that a range of businesses premises are available to meet the needs of business throughout the region and local authorities will want to maintain information on the supply, and where necessary intervene directly or indirectly to make sure there is an adequate choice to meets the needs of their areas.*

Policy PA6: Portfolio of Employment Land[3] *and Premises*

~~A.~~ **Local authorities, AWM, local economic partnerships and other agencies should aim to provide and maintain a range and choice of readily available[4] employment sites *as well as ensuring an appropriate supply of business premises* to meet the needs of the Regional economy. This portfolio *of employment land* should be developed in accordance with the Spatial Strategy and will include the following hierarchy of sites:**

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

   - **Regional Investment Sites (RIS) – see policy PA7;**

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[3] *Employment land is defined as development within use classes B1 (except offices located in town centres which are covered by PA11), B2 and B8 and also some sui generis uses such as waste management facilities which have characteristics and require land and property requirements which would normally only be found in employment areas. See also paragraph 7.34.*
[4] *Readily available: A site is defined as readily available if all the following conditions are met:*
   - *The site EITHER has planning permission AND/OR is allocated for economic development in the development plan AND/OR is committed by an appropriate Council resolution*
   - *No major problems of physical condition*
   - *No major infrastructure problems in relation to the scale of development/ activity proposed*
   - *The site is being actively marketed.*

- **Major Investment Sites (MIS)** – see policy PA8;
- **Regional Logistics Sites (RLS)** – see policy PA9.

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

- **Sub-regional Employment Sites** – high-quality attractive sites, generally 10 to 20 hectares in size in sustainable urban locations – including market towns - with potential to meet both cluster priorities and local needs. Sites in this category should be suitable to attract clients with an international/ national/ regional choice of location. Land in this category would usually need to be located on or have a direct link to the strategic highway network and be, or proposed to be, well served by public transport.
- **Good Quality Employment Sites** – good quality sites suitable for locally based investment. Sites in this category are likely to exceed 0.4 hectares in size. This category may include larger sites which are some distance from the strategic highway network as well as sites within rural areas.
- **Other Employment Sites** – land likely to be of interest only to local investors. Sites in this category are likely to be either very small (less than 0.4 hectares in size) or only likely to be suitable for marginal or 'bad neighbour' activities. This category may also include small sites within rural areas.

7.35 To ensure that strategic sites are identified, re-assessed for their appropriateness and implemented, progress on RIS, MIS and RLS should be monitored on a continuing basis by the West Midlands Employment Land Advisory Group (WMELAG) on behalf of the RPB. The RPB should encourage the active participation of a broad range of interests, including representatives from the development industry, in this process. [NB: para shifted but not renumbered].

Policy PA6A: Employment Land Provision

Local Planning Authorities should make provision for a continuing five-year reservoir of readily available employment land outside town centres throughout the plan period. In order to ensure the availability of land to meet this requirement

throughout the plan period local planning authorities in preparing their development plan should also take account of, and where appropriate make provision for the likely longer-term employment land requirements. In meeting both the five-year reservoir and longer-term requirements priority should be given to the identification and development of brownfield land in accordance with Policy PA1. Full consideration of anticipated brownfield recycling should be taken into account.

The table below includes district level requirements for the five year reservoir across the region and indicative amounts of land required in the longer term. In respect of the latter the amounts have been set cautiously to avoid the unnecessary release of large amounts of land. Local Planning Authorities should, however, see these longer term requirements as indicative and subject to testing and possible revision as part of Core Strategies. In the MUAs and the designated growth points the five year reservoirs should be seen as minima. The amounts of employment land take into account the need to balance new housing and population change with employment growth.

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

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

Employment Land Provision (TO BE CIRCULATED SEPARATELY)

District	Five-year reservoir (ha)	Indicative long-term requirements (ha)
Birmingham		
Coventry		
Dudley		
Sandwell		
Solihull		
Walsall		
Wolverhampton		

Metropolitan Area		
Telford & Wrekin		
Herefordshire		
Stoke-on-Trent		
Bridgnorth		
North Shropshire		
Oswestry		
Shrewsbury & Atcham		
South Shropshire		
Shropshire		
Tamworth		
Lichfield		
Cannock Chase		
South Staffordshire		
East Staffordshire		
Newcastle		
Stafford		
Staffordshire Moorlands		
Staffordshire		
North Warwickshire		
Nuneaton & Bedworth		
Warwick		
Rugby		
Stratford		
Warwickshire		
Redditch		
Bromsgrove		
Wyre Forest		
Worcester		
Wychavon		
Malvern Hills		

Worcestershire		
MUA		
Non-MUA		
Region		

Footnotes:
The amounts of employment land in this table do not include
RIS (Policy PA7), MIS (PA8)_ and RLS (PA9).
* in these districts the five year reservoir is to be regarded as a
minima

B. **In** ~~undertaking this task~~ *preparing their development plans*, **local authorities, in conjunction with AWM, should** *take account of* ~~identify~~**:**

   i)   *~~future land needs, working closely with~~ the needs of* **existing businesses and taking account of the needs of inward investors:**

   ii)   **the strategic priority given to Regeneration Zones** *and High Technology Corridors* **in meeting employment needs within the Region**

   iii)   **the potential for the maximum use of recycled land for employment purposes to meet these needs but to recognise that the use of some greenfield land will be required, albeit as a last resort**

   iv)   **that in all cases land allocations should take account of the need to protect and enhance the Region's natural, built and historic environment**

   v)   **a classification of employment sites within their areas according to the above hierarchy both in development plans and for the purposes of regional monitoring through the RELS database**

   vi)   **any deficiencies in the supply of land, especially within the MUAs, and action required to remedy this, and**

   vii) **the extent to which office developments should be restricted on certain sites (in accordance with PA11).**

Policy PA6B: Protection of Employment Land

Employment land is a valuable resource to the economy of an area and should be protected from competing uses where it can demonstrated that it makes an important contribution to the portfolio of sites within an authority's area.

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

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

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

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

In the event of the unexpected closure of a large employer over 10 hectares in size then the redevelopment of the land for non-employment uses should not be permitted in advance of the development plan process.

7.34 ~~This policy~~ *Policies PA6, PA6A and PA6B* do~~es~~ not cover land suitable for employment purposes within town centres. In accordance with PA11 and PPG6, large-scale office developments (Class B1(a), more than 5,000m² gross floorspace) should be located *in the first instance* within the network of strategic town and city centres. Where large-scale office developments are proposed, particularly outside strategic centres~~, the views of the RPB's centres working group (7.63) should be an important consideration~~ *a conformity assessment will be required*. Such proposals should be made explicit and justified through the development plan process.

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

Policy PA7: Regional Investment Sites

A.   Within the portfolio of employment sites, provision should be made for a series of Regional Investment Sites (RIS) the purpose of which will be to support:

   i)   the diversification and modernisation of the Region's economy; and in particular
   ii)   the development of the Region's cluster priorities as identified in the Regional Economic Strategy.

B.   Regional Investment Sites will be identified within development plans. The RPB should be consulted on such proposals. Sites should ~~generally~~ be:

   i)   ~~between~~ *in the order of* 25–50 hectares;
   ii)   high-quality sites attractive to national and international investors;
   iii)   served or capable of being served by multi modal transport facilities and broadband IT infrastructure;
   iv)   well related to the motorway and trunk road network;
   v)   located within, or close to, the areas of greatest need; and
   vi)   accessible to effective education and training opportunities to ensure that the employment benefits are available to the local workforce.

~~**C.   In identifying such sites, account should be taken of provision of existing Premium Employment Sites (PES), the**~~

needs of the High Technology Corridors (PA3), and the potential of existing major sites to fulfil this role.

D.   Taking account of current *PES* **provision (set out below), at least one RIS should be made available within or linked by public transport to:**

   i)   each of the Urban Regeneration Zones; and
   ii)   each of the High-Technology Corridors.

E.   In some circumstances, a particular RIS may serve the needs of more than one Zone/Corridor.

F.   New RIS will be required to meet the needs of the following High-Technology Corridors/Regeneration Zones:

   *i)   **Birmingham to Worcestershire HTC;** and*
   Coventry and Nuneaton RZ; and
   ii)   South Black Country and West Birmingham RZ

G.   Additional provision may be required *in **to serve the needs of** the Coventry, Solihull and Warwickshire HTC **Coventry and Nuneaton Regeneration Zone and East Birmingham and North Solihull Regeneration Zone***.

H.   The potential for bringing forward proposals within the Regeneration Zones should be considered first. Development proposed on the edge of MUAs or on other greenfield sites should meet the criteria set out in policy PA1.

I.   Joint working between the relevant local authorities and key partners including AWM should identify how the gaps and potential gaps in provision set out in F. and G. above are to be filled. The outcome of the joint working should then be taken forward through the relevant Core Strategies.

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

7.37 In respect of the RIS serving the following areas; Coventry, Solihull and Warwickshire HTC, Birmingham to Worcestershire HTC, Coventry and Nuneaton RZ and the East Birmingham and North Solihull RZ, development should be

restricted to high-quality developments falling within Class B1. High-quality developments falling within Class B2 uses will be permissible on the RIS identified to meet the needs of the following areas; Wolverhampton to Telford HTC, North Staffordshire RZ, North Black Country and South Staffs RZ and the South Black Country and West Birmingham RZ.

7.38 The following areas are currently considered to be adequately served by RIS ~~*(existing PES)*~~; the North Staffordshire RZ; North Black Country and South Staffs RZ; Wolverhampton to Telford HTC~~*; East Birmingham and North Solihull RZ*~~ *and Coventry-Solihull-Warwick HTC*.

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

• *Ansty*	*Coventry Solihull Warwickshire HTC & Coventry Nuneaton RZ[5]*
• *Birmingham Business Park*	*Coventry Solihull Warwickshire HTC &* E Birmingham/N Solihull RZ
• Blythe Valley Park *& extension*	Coventry Solihull Warwickshire HTC
• Hilton Cross	N Black Country & S Staffs RZ & Wolverhampton to Telford HTC
• Wolverhampton Business Park	N Black Country & S Staffs RZ & Wolverhampton to Telford HTC
• Wobaston Road	N Black Country & S Staffs RZ & Wolverhampton to Telford HTC
• ~~*Trentham Lakes*~~	~~*North Staffordshire RZ*~~
• Blythe Bridge	North Staffordshire RZ
• Chatterley Valley	North Staffordshire RZ

The principle of a site at Bassetts Pole – E Birmingham/N Solihull RZ – is contained in the adopted Birmingham UDP, the alterations to the UDP have identified a specific site.

7.40 Current PES included in emerging development plans;

• Blythe Valley Park Extension   Coventry Solihull Warwickshire HTC

Policy PA8:   Major Investment Sites

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

A.   Within the portfolio of employment sites, provision should be made ~~for~~ up to two Major Investment Sites (MIS) the purpose of which will be to meet the need for accommodating very large-scale investment by single users with an international choice of locations in order to help diversify and restructure the Regional economy.

B.   The MIS will be identified within development plans. The RPB should be consulted on such proposals. Sites should ~~generally~~ be:

> **i)   in the order of 50 hectares;**
> **ii)   high-quality sites;**
> **iii)   served or capable of being served by multi-modal transport facilities and broadband IT infrastructure;**
> **iv)   well related to motorway and trunk road network, but avoiding sites immediately adjacent to motorway junctions where this is likely to exacerbate congestion problems;**
> **v)   located in areas close to a large pool of labour with employment needs;**
> **vi)   accessible to effective education and training opportunities to ensure that the employment benefits are available to the local workforce; and**
> **vii)   supported by the RPB.**

C.   The Region should at all times have *up to two sites* readily available for development in order to respond quickly to demand. Development proposed on the edge of MUAs or on other greenfield sites should meet the criteria set out in policy PA1.

D.   ~~Three~~ One MIS *has* already been identified ~~in development plans~~ at ~~Peddimore (Birmingham),~~ Wobaston Road (north of Wolverhampton), ~~and Ansty (to the north east of Coventry)~~ and the Regional priority will be to direct suitable investments to ~~these~~ this location~~s~~.

E. In the event that development of the MIS at Wobaston Road is committed then a further site will need to be identified and brought forward as a matter of urgency.

7.41 ~~*The need for further sites, including a MIS in North Staffordshire, should be considered in a subsequent review of this RPG. In all cases,*~~ MIS should be located within or close to the MUAs and have good quality existing or potential public transport links to areas of employment need.

7.42 Development on MIS will be strictly controlled to ensure that they support the objectives of the Spatial Strategy. In particular, large-scale, speculative development, which can be more appropriately accommodated within town centres and warehousing-only developments, will not be permitted.

7.43 In the event that a MIS is released for a development significantly smaller than 50 hectares, then the balance of the land allocated should remain undeveloped pending either expansion by the user or for its consideration through the development planning process.

7.44 Land at Ansty to the north-east of Coventry is identified as a MIS in the Warwickshire Structure Plan and has recently been identified for major new investment by Marconi. If this proposal is not forthcoming as a MIS the RPB should reassess its designation, including consideration as to whether part of the site could be used as a science park serving both the Coventry and Nuneaton RZ and the Coventry, Solihull and Warwickshire HTC.

Warehousing and Distribution

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

Policy PA9: Regional Logistics Sites

A.   Within the portfolio of employment sites, provision should be made for Regional Logistics Sites (RLS) the purpose of which will be to provide opportunities for the concentrated development of warehousing and distribution uses.

B.   RLS *with existing or potential for dedicated access to the Regional rail and highway networks* will be identified within development plans. The RPB should be consulted on such proposals. Sites should *also ~~generally~~*:

> **i)   be in the order of 50 hectares or more**
> **ii)   possess *good quality* ~~good quality access to the Regional rail and highway networks and~~ public transport links, or *be* capable of having such links provided**

iii) **be served or proposed to be served by multi-modal transport facilities and broadband IT infrastructure**

iv) **have easy access to an appropriate labour supply and education and training opportunities; and**

v) **aim to minimise ~~compromise to the local~~ environmental impact**

vi) **A suitable configuration which allows large-scale high-bay warehousing, intermodal terminal facilities, appropriate railway wagon reception facilities and parking facilities for all goods vehicles, and**

vii) **Located away from incompatible neighbours allowing 24-hour operations and no restrictions on vehicle movements.**

~~C.~~ Based on a study of the future demand for logistics within the region it is estimated that at least 150 hectares of land could be required on RLS-type locations to serve the West Midlands in the period up to 2021.

The Region should have a choice of RLS available at any point in time and consideration and priority should be given to bringing forward additional land taking account of the following in priority order:
- **The scope for the realistic extension of existing RLS within the region (ie Hams Hall) and DIRFT which adjoins the regional boundary near Rugby, subject to local environmental and other constraints.**
- **The scope to upgrade the existing rail-connected logistics facility at Birch Coppice near Tamworth to a RLS.**
- **The potential for new rail-served facilities to serve (a) the needs of the Black Country located in southern Staffordshire and (b) to serve the North Staffordshire conurbation.**

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

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

~~previously developed sites in North Staffordshire and Telford. Development proposed on the edge of MUAs or on other greenfield sites should meet the criteria set out in policy PA1.~~

~~7.46 In order to ensure an adequate supply of RLS to meet the Region's needs, the RPB, working in conjunction with local~~

authorities, the private sector, the Strategic Rail Authority, the Highways Agency, and AWM, should co-operate in the production of a study. This should identify the number, size and broad location of additional facilities, if any, taking into account existing supply and the implications and desirability of further concentrating such developments in locations such as the Rugby area. Further locations will be brought forward as necessary in the next review of RPG. Appropriate sites will then be allocated in the reviews of development plans.

7.47 Development uses on RLS will be strictly controlled to ensure that they support the objectives of the Spatial Strategy, with B1/B2 development not being permitted unless it is demonstrated that this is essential to support the primary purpose of the site.

7.48 Major concentrations of warehousing and distribution will be discouraged both within urban areas and immediately adjacent to motorway junctions, where a high level of heavy goods traffic would further exacerbate congestion. *There are other important sites within the employment land portfolio within the region that will accommodate logistics developments. These include Hortonwood, Telford which is rail connected and Fradley. These other sites, however, do not meet the full set of criteria to become fully designated RLS.*

Chapter 7 Prosperity for All
Town and City Centres

[Please note: paragraph numbers still need to be revised]

7.54 Town and city centres are at the heart of communities throughout the Region and their future health and attractiveness will be a major determinant of the quality of life for everyone. *The accessibility of centres by all forms of transport, including walking, cycling and particularly by public transport, is also a key attribute. A strong network of strategic centres, providing the main focus for higher level retail, commercial, cultural and service activities, balanced by a network of smaller town, district and local centres providing for day-to-day needs, offers the best prospect for ensuring that everyone continues to enjoy good access to shops and other services while at the same time addressing the climate change challenge.*

7.55 Policies PA11 to PA13*C* together with UR2 and UR3 address the key strategic issues affecting town and city centres and the location of development. The network of town and city centres in policy PA11 should be seen as a network within the polycentric concept of complementary centres rather than one of centres competing with each other.
It is intended that each of the strategic centres should play its part in the sustainable development of the region, with growth and development shared between them in a way which enables a more effective network of centres to be maintained.

Policy PA11:   The Network of Town and City Centres

A.   ~~A~~ *The following* network of strategic town and city centres ~~will be developed~~ across the Region *is identified* ~~as set out below~~:

~~Birmingham~~	~~Lichfield~~	~~Sutton Coldfield~~
~~Burton-upon-Trent~~	~~Newcastle-under-~~	~~Tamworth~~
~~Cannock~~	~~Lyme~~	~~Telford~~
~~Coventry~~	~~Nuneaton~~	~~Walsall~~
~~Dudley~~	~~Redditch~~	~~West Bromwich~~
~~Hanley (Stoke-on-~~	~~Rugby~~	~~Wolverhampton~~
~~Trent)~~	~~Shrewsbury~~	~~Worcester~~
~~Hereford~~	~~Solihull~~	
~~Kidderminster~~	~~Stafford~~	
~~Leamington Spa~~	~~Stratford-upon-~~	
	~~Avon~~	

Tier 1: Birmingham.

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

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

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

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

i) **major retail developments** ~~(i.e. those of more than 10,000m² gross floorspace, excluding floorspace dedicated to the retailing of convenience goods~~ *where the comparison retail element exceeds 10000 m² gross – see also PA12A*);

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

iii) **large scale** ~~leisure and~~ **office (Class B1a) developments (i.e. those of 5,000m² or more gross floorspace –** *see also PA13A*).

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

C. **There are many other centres within the Region that meet local needs and development plans should identify and develop policies for such centres within their respective areas which best meet local needs. Local authorities should be proactive in encouraging appropriate development to maintain and enhance their function as town centres (UR3, RR3).**

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

7.57 Significant growth is forecast in non-food retailing, leisure and other town centre activities[6]. In some areas this will be substantially taken up by existing commitments, at least in the short term. Significant retail development should be targeted to town and city centres having regard to sustainability issues, and to assist in regeneration.

7.58 The RPB should undertake further work to inform an early review of the strategy for town and city centres. This should identify the centres where major new retail, leisure and office investment should be focused in order to achieve a balanced network, taking into account where investment could be accommodated without significant harm elsewhere, where it would assist the regeneration of vulnerable centres and where it would support sustainability objectives. In doing so it should also indicate where further significant development would not be appropriate for the health of the network.

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

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

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[6] *A Study into the West Midlands Hierarchy of Centres, Chesterton 2001.*

and PA13A. It is also recognised that the relative position of centres within the network may change over time.

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

a) the ten centres in the network within the MUAs (Birmingham, *Brierley Hill,* Coventry, ~~Dudley~~, Stoke-on Trent, Newcastle-under-Lyme, Solihull, Sutton Coldfield, Walsall, West Bromwich and Wolverhampton), have a key role to play in achieving Urban Renaissance *and should be priorities for investment to support this*;

b) *the centres outside the MUAs should play a complementary role, and should support growth where this is required by the strategy. This will be particularly important in the 'Settlements of Significant Development' (Worcester, Telford, Shrewsbury, Hereford, Rugby, Burton, Stafford, Nuneaton, Leamington and Redditch) and also those centres which serve the local regeneration areas identified in UR2.*

c) strategies for all the major town and city centres within the Regional network will be expected to have regard to their potential complementary roles in providing supporting services and activities for each other; and

d) ~~a number of centres inside and outside the Regional network, including Dudley, Newcastle-under-Lyme, Bromsgrove, West Bromwich, Kidderminster and Stourbridge are highlighted as particularly vulnerable. These centres should be identified in development plans for targeted improvements to the range and quality of services they offer in order to rejuvenate their vitality and viability and fulfil their regeneration potential.~~ *Strategies should seek to maintain the competitiveness of centres by building on their local distinctiveness and addressing weaknesses in their offer. This will be particularly important in those centres which have performed less strongly in recent years, including Cannock, Lichfield, Newcastle-under-Lyme, Nuneaton, Rugby, Stafford, Sutton Coldfield, Tamworth, Telford, Walsall and West Bromwich*

7.62 ~~The emphasis on larger centres should not preclude development plans identifying more local centres (UR3) where similar local strategies and town centre management approaches might be developed, particularly where this can support urban and rural regeneration.~~ *The Regional Centres Study has identified no need for any centre (other than Brierley Hill in place of Dudley) to be upgraded to strategic status.*

7.63 ~~A centres working group has been established by the RPB. This group should oversee the review of the region's strategic centres and~~

Birmingham's Role as a ~~World~~ *Global* City

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

Policy PA12:   Birmingham's Role as a ~~World~~ *Global* City

A.   Birmingham should continue to be developed as a major Regional capital of European and international standing by providing further development opportunities and supporting infrastructure, including telecommunications, and by:

i)   **the further expansion and development of Birmingham City Centre as a focus for international financial and business services;**
ii)   **the development of Birmingham as a major centre for business tourism and major cultural, sporting and other tourist *facilities and* activities;**
iii)   **maintaining and enhancing the provision of a network of supporting facilities and activities across the wider Region (examples include the Regional cultural and tourism assets identified in policy PA10) maintaining Birmingham City Centre's role as the Regional shopping centre in line with policy PA11;**
iv)   **maintaining the accessibility of the City within the Region and strengthening its international links by air and rail;**
v)   **significantly improving major transport interchange facilities and overcoming capacity constraints at Birmingham New Street Station; and**
vi)   **the provision of high-quality residential environments, with supporting high-quality health and education services, promoting the attractions and benefits of "city centre living".**

B.   Policies and proposals in development plans across the Region should support this policy, whilst having regard to policies QE3 and QE4.

7.66 Within the context of creating the balanced network of centres set out in policy PA11, *and in line with the requirements set out in PA12A and PA13A,* Birmingham City Council, with the support of authorities across the Region and other key partners, should continue to secure development and investment that will further enhance the City's status as a world city.

7.67 The City Council should work closely with immediate neighbours, particularly Solihull MBC in relation to the Birmingham International Airport and National Exhibition Centre. Wider Regional partnerships will be significant, for example in relation to the delivery of transport improvements, to ensure that the benefits are shared as widely as possible.

Merry Hill

Include whatever emerges from the Phase 1 Revision

~~7.64 Merry Hill is recognised as an important Regional shopping destination which may have potential to assist in the regeneration of the South Black Country and West Birmingham Regeneration Zone. However, it is necessary to balance delivery of this regeneration role with the regeneration needs of other strategic and vulnerable centres. With this in mind, the RPB should reach a strategic view on:~~

~~a) regeneration priorities within the Region/Black Country sub-region;~~
~~b) the balance between centres, in particular which centres in the Region/sub-region should be the focus for major growth to assist their regeneration; and then~~
~~c) the role of Merry Hill and, if appropriate, the timing of any future large-scale development there.~~

~~This should be informed by the proposed Black Country Study (1.32) and the work on creating a balanced network of centres (7.58). Any further retail development at Merry Hill should be considered in that context. Any such expansion should be subject to the following:~~

~~d) improvements to public transport including the extension of the Metro to Merry Hill; and~~
~~e) the introduction of a car parking regime at Merry Hill, including the use of parking charges, compatible with that in the major centres in the Regional network.~~

Comparison Retail Development

7.67A   Significant growth is forecast in comparison retail expenditure. Some of this growth will be absorbed by existing commitments, the expansion of internet shopping, and through efficiency improvements in the use of existing retail floorspace. However, even taking full account of this, there will be a need for additional comparison retail floorspace over the period to 2026. In line with the principle of PA11, the major proportion of this should be planned for within the network of strategic town and city centres.

Policy PA 12A: Comparison Retail Floorspace Requirements 2006 – 2026
Local authorities should plan for the construction of the following amounts of additional gross comparison retail floorspace within each centre within the network of strategic town and city centres:

	2006-2021	2021-2026
Tier 1		
Birmingham	235,000	130,000
Tier 2		
Brierley Hill	65,000	35,000
Coventry	90,000	50,000
Stoke-on-Trent	80,000	40,000
Wolverhampton	70,000	30,000
Tier 3		
Burton	40,000	25,000
Hereford	40,000	20,000
Leamington Spa	45,000	25,000
Shrewsbury	50,000	30,000
Solihull	70,000	30,000
Telford	45,000	20,000
Walsall	60,000	25,000
Worcester	55,000	30,000
Tier 4		
Cannock	25,000	10,000
Kidderminster	30,000	10,000
Lichfield	25,000	10,000
Newcastle-under-Lyme	25,000	10,000
Nuneaton	25,000	10,000
Redditch	30,000	20,000
Rugby	25,000	15,000
Stafford	30,000	20,000
Stratford-upon-Avon	30,000	10,000
Sutton Coldfield	35,000	15,000

Tamworth	*25,000*	*15,000*
West Bromwich	*45,000*	*25,000*

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

7.67B These floorspace requirements are based on the West Midlands Regional Centres Study and Update undertaken by Roger Tym and Partners. They take account of a number of factors, including:

- population projections, adjusted to reflect the RSS strategy on the distribution of new housing within the region
- per capita expenditure projections
- the growth of internet shopping
- continued increases in floorspace efficiency
- local capacity constraints
- the urban renaissance focus of the RSS strategy
- the principle of accessibility – i.e. that where possible local needs should be met locally
- commercial viability

7.67C The floorspace requirements are inclusive of commitments at April 2006. These are significant in the case of some centres.

7.67D The Phase 1 Revision proposed floorspace requirements for the four Black Country centres (Brierley Hill/Merry Hill, Walsall, West Bromwich and Wolverhampton). These have been reviewed and re-assessed on a consistent basis with the rest of the region. This re-assessment has however maintained the distribution of comparison floorspace growth between these centres agreed through the Phase 1 revision.

7.67E It is recognised that the delivery of town centre redevelopment projects can be a lengthy process, and that the financial viability of projects may require a minimum scale of development. For this reason it is not proposed that there should be any general phasing of requirements for the period 2006-2021 but it is recognised and accepted that individual planning authorities may wish to introduce local phasing policies through their own LDFs.

7.67F However, it is also important to recognise that there are considerable uncertainties in projecting future comparison retail requirements, and that these uncertainties increase over time. In view of this, it is not considered appropriate that development proposals

aimed at meeting the requirements identified for the 2021-2026 period should be committed at this stage. These requirements should be treated as indicative only and will be subject to revision through future reviews of the RSS.

7.67G   It is expected that local authorities will wish to review the floorspace requirements set out here in the context of the preparation of their Core Strategies and it is accepted that this may lead to some variation, in the light of local circumstances. However, any significant variations should be justified on the basis of clear evidence, and if significantly higher figures are proposed it should be demonstrated that this would not be at the expense of the health of and investment in other strategic centres in line with this policy and the overall RSS strategy for urban and rural renaissance.

Centres outside the Strategic Network

7.67H   The majority of centres within the region fall outside the network of strategic town and city centres. These include large District Centres within the MUAs, market towns, and smaller local centres in many locations across the region. Collectively these centres are of great importance because they are the places which people use regularly to satisfy their day-to-day needs.

PA12B Non-Strategic Centres

~~There are many other centres within the Region that meet local needs and *local authorities*~~ development plans ~~should identify those centres and develop policies~~ for such centres within their respective areas which best ~~to meet local needs. Local authorities should be proactive in encouraging appropriate development to maintain and enhance their function as town and district centres (UR3, RR3)~~, *in particular:*
- *convenience shopping*
- *local service and facility provision*
- *day-to-day comparison shopping*

Any proposals for an increase of 10000 sm gross or more in a non-strategic centre should be accompanied by evidence to demonstrate the following:
- *there is a clear local need for the scale of development proposed.*
- *the proposal would not have an adverse impact upon or put at risk the delivery of development within a strategic centre in accordance with PA12A.*
- *there is satisfactory public transport access to the centre from all parts of its catchment area either already in existence or to be provided as part of the proposal.*

7.67J The emphasis on ~~larger~~ *strategic* centres should not preclude development plans identifying ~~more~~ *smaller town, district and* local centres (UR3 *and RR3*) where similar local strategies and town centre management approaches might be developed, particularly where this can support urban and rural regeneration.

7.67K The main focus of the non-strategic centres will be on meeting local needs, in particular convenience shopping, the provision of local services (such as banks, post offices, local health care facilities sports centres, libraries and restaurants) and a limited amount of comparison shopping.

7.67L However it is recognised that some non-strategic centres may be at the heart of sizeable communities, and in these cases there may be a justification for a more extensive level of provision. In this respect the key consideration is that the level of provision should be commensurate with local needs and the scale and function of the centre. It is also essential that there should be satisfactory levels of public transport access.

7.67M As a general principle it is not expected that requirements for additional comparison retail floorspace in non-strategic centres will exceed 10,000 sm gross, but this figure should be seen as indicative and subject to local testing.

Out-of-Centre Retail Development

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

Policy PA13:   Out-of-Centre Retail Development

A.   It is not envisaged that any further large-scale (10,000m^2 gross) out-of-centre ~~retail~~ developments or extensions to existing developments will be required during the period covered by this ~~RPG~~ *RSS to meet comparison retail needs*. Smaller-scale out-of-centre *comparison* retail proposals should be considered in the light of policies and proposals in development plans and take full account of Government guidance *and in particular the tests which this specifies should be applied to out-of-centre retail proposals* ~~including the requirement to demonstrate 'need' and the sequential test. No~~

existing out-of-centre developments should be redefined as town centres.

7.69 ~~The RPB should be consulted by the local planning authority on any large-scale out-of-centre retail proposals coming forward within the Region (7.63). The views of the RPB's centres working group should be sought and its view should be an important consideration.~~ *It is considered that there is sufficient capacity within the network of strategic centres and in non-strategic centres to provide for the vast majority of comparison retail development needs which will arise over the RSS period. There will therefore be no need for large-scale out-of-centre comparison retail developments.*

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

Offices

7.70A National planning policy identifies offices as a town centre use, and seeks to direct new office development to in-centre locations. Office development is also an economic driver, and the promotion of office development can be an important part of the restructuring and diversification of local economies away from a dependency on manufacturing.

7.70B Despite national policy, in 2003 – 2005 only 31% of office completions in the West Midlands were in town centre locations, and at April 2005 only 28% of office commitments were in-centre. Many of these developments and commitments are in greenfield locations with poor public transport access. In the interests of moving towards a more sustainable pattern of development, and combating climate change, it is important to shift the focus of new office development towards town centres or at least to locations within the urban area accessible by pedestrians, cyclists and public transport, as proposed in T2, and to implement accompanying traffic management measures as envisaged in chapter 9, Transport and Accessibility.

7.70C However in practice it must also be recognised that there are some office developments which are unlikely to be attracted to centres, and if the region fails to make provision for this, the investment may simply be lost to other areas, to the detriment of the regional economy and without any overall benefit in terms of climate

change. An element of out-of-centre office development is therefore likely to continue to be required.

Policy PA13A: Office Development Requirements 2006-2026

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

Tier 1
Birmingham	**560,000**

Tier 2
Brierley Hill	**220,000**
Coventry	**165,000**
Stoke-on-Trent	**85,000**
Wolverhampton	**220,000**

Tier 3
Burton	**25,000**
Hereford	**40,000**
Leamington Spa	**55,000**
Shrewsbury	**20,000**
Solihull	**120,000**
Telford	**95,000**
Walsall	**220,000**
Worcester	**55,000**

Tier 4
Cannock	**20,000**
Kidderminster	**40,000**
Lichfield	**30,000**
Newcastle-under-Lyme	**55,000**
Nuneaton	**25,000**
Redditch	**40,000**
Rugby	**25,000**
Stafford	**40,000**
Stratford-upon-Avon	**20,000**
Sutton Coldfield	**20,000**
Tamworth	**25,000**
West Bromwich	**220,000**

7.70D If there is to be a shift in the focus of investment in new office floorspace away from out-of-centre locations and into town and city

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

7.70E A number of the strategic centres have capacity constraints, and it is recognised that in these cases there may be difficulties in accommodating all of the office requirements set out in this policy in-centre. In these circumstances sites in edge –of –centre locations with good pedestrian links to the centre should be identified.

7.70F The figures contained in this policy have been derived from the baseline estimate of future office requirements contained in the West Midlands Regional Centres Study. However the figures have been further adjusted to reflect:
- the policy objective of substantially increasing the proportion of in-centre development. It is assumed that 65% of uncommitted office developments outside the Black Country will be in-centre. This figure allows for some continued office development in other locations, including centres outside the strategic network. It is an 'aspirational' target, but one which is capable of being achieved.
- the need to promote diversification of the local economy in areas with high levels of manufacturing employment.
- the existence of capacity constraints in some centres.
- the distribution of new housing proposed in this RSS.

7.70G   In the case of the four Black Country centres (Brierley Hill, Walsall, West Bromwich and Wolverhampton), the figures are based on those agreed through the Phase 1 revision but they have been updated to relate to the 2006-2026 period.

7.70H   It is expected that over the period of this RSS, this policy will result in about 65% of office development taking place in or on the edge of the strategic centres. However, this figure will be lower in the early years because of the number of outstanding out-of-centre commitments, and will increase over time.

7.70J The requirements proposed in this policy should be seen as broad estimates and it is recognised that it will be necessary to refine them through the process of preparing Core Strategies. However it is

not expected that individual Core Strategies will propose significantly lower figures for any centre within the MUAs or the 'settlements of significant development', and if this is the case clear evidence to justify this position will be required.

Policy PA13B: Out-of-Centre Office Development

In line with PA11, large-scale office developments (5000 sm gross and above) should be located in or on the edge of the strategic centres.

Proposals for large-scale office development outside the strategic centres will be permissible only where all the following conditions are satisfied:
- **a clear need for the proposal has been demonstrated, and this need could not be satisfied within a strategic centre**
- **there would be no adverse impact on the prospects of committed office development schemes proceeding within a strategic centre**
- **adequate public transport access exists to all of the intended catchment or will be provided as part of the proposal**
- **there would be no unacceptable adverse environmental effects**

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

Where planning permission is granted for general employment development including uses within use class B1, this should be subject to a condition limiting the permitted amount of B1(a) floorspace to a level consistent with this policy.

7.70K Alongside positive measures to promote office development in centres, there is also a need to adopt a more careful approach to proposals for further office development in out-of-centre locations.

7.70L It is accepted that there may be occasions where it will continue to be necessary to allow additional out-of-centre office development. Examples include those locations where capacity constraints limit the potential for in-centre development so that some local needs can only be met out-of-centre, and the need to make provision for certain types of office activity which will in practice not be attracted to in-centre locations. Where such proposals come forward, it is important that they are clearly justified and that they are not at the expense of in-

centre development. In applying the sequential approach to office schemes care should be taken to ensure that all the strategic centres which could reasonably accommodate the development, including those in other local authority areas, are assessed before other locations are considered.

7.70M In the past out-of-centre office development has sometimes come about as a result of planning permissions being granted for the development of general employment sites for B1, B2 and B8 uses, with no restrictions on the amount of B1(a) floorspace. In the future it is important that any such permissions are appropriately conditioned to ensure that they are consistent with the objectives of this policy.

Regional Casinos

7.70N The Gambling Act 2005 introduced a new context for the gaming industry and in particular a new range of casinos. This includes the concept of 'regional casinos' – which would have a minimum total floorspace of 5000sm and would provide a large number of gaming machines offering unlimited prizes.

7.70P There are uncertainties over how many such casinos will ultimately be permitted, but in view of the regional character of these facilities it is important that guidance is provided on the factors to be taken into account in considering suitable locations for any proposals which do emerge.

Policy PA13C: Regional Casinos

Any proposals for regional casinos within the region should be considered in relation to the following:
- ***the extent to which the proposal would promote the urban renaissance objectives of the RSS strategy.***
- ***the consistency of the proposal with national guidance on the location of casinos contained in PPS6.***
- ***the extent to which the proposal would complement existing leisure, sport or tourism facilities, and be consistent with PA10.***
- ***The extent to which the proposal would be satisfactorily served by public transport from all parts of its catchment.***

7.70Q One of the main arguments in favour of regional casinos is their potential contribution to urban regeneration. The primary factor in considering the location of any regional casino proposal within the region should therefore be that it should generate the maximum

regeneration benefits. In addition regard should also be had to the policies for tourism and leisure contained within PA10, and to national policy in PPS6, which identifies casinos as a town centre use, and to public transport accessibility.

Chapter 9
Transport and Accessibility

[Please note: As part of the revision, the transport chapter has been restructured to improve its legibility. In particular, some of the background description which was previously spread across the chapter (e.g. paragraphs 9.43-9.72 of the existing RSS) has been brought to the beginning of this chapter.]

Introduction

9.1 ~~Better transport is essential for key components of the Spatial Strategy. In particular:~~

a) ~~Concentrating development and investment in the Major Urban Areas (MUAs) will require accessibility and mobility in these areas to be maintained and, in some areas, significantly enhanced;~~
b) ~~Diversifying and modernising the Regional economy will require improved access for goods and services, particularly across national networks within and beyond the Region;~~
c) ~~Urban and rural renaissance will only be successful if fully supported by appropriate transport policies, as highlighted in Chapters 4 and 5, where improved access must be a key component of an improved quality of life; and~~
d) ~~Conserving and enhancing the environment will require land use decisions which reduce the need to travel, behavioural change initiatives to encourage more sustainable patterns of travel, and adequate mitigation for any unavoidable effects of building new infrastructure. Any transport proposals must be considered in the context of the Quality of the Environment Chapter.~~

9.1 This chapter sets out the West Midlands Regional Transport Strategy (RTS). The chapter sets out the context for transport in the region; the policy framework that needs to be followed supported by the priorities for investment and concludes with the indicators that need to be monitored. The RTS provides the regional framework for Regional and Local Transport Planning within the region.

9.2 ~~A key objective of the Spatial Strategy is to improve significantly the Region's transport systems to a quality comparable to that of competitor regions, and the Regional Transport Strategy (RTS) sets out in this Chapter the necessary transport and investment policies to achieve this over the timeframe of the RPG.~~

9.2 Transport is a key cross cutting theme and as such it is also included within wider regional policies and objectives, particularly

those that support sustainable development, address the challenges of climate change and housing and economic growth.

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

9.4   The RTS takes its lead from RSS Guiding Principle G:

To ensure that the Region's economic and social potential is not undermined by congestion and inaccessibility, but is supported through the provision of a better balanced and improved transport system

- *aspiring to a fully integrated, multi modal transport system serving all parts of the Region;*
- *ensuring that the transport infrastructure is developed in ways that support and help drive forward the aims of the Region's regeneration programmes;*
- *encouraging more sustainable patterns of living to reduce the need and demand for travel; and*
- *reducing the impact of transport on the environment.*

The Strategic Context For Transport

The National Context

~~9.3   The Government has set out five over-arching objectives for transport:~~

~~a) to protect and enhance the built and natural environment;~~
~~b) to improve safety for all travellers;~~
~~c) to contribute to an efficient economy and support sustainable economic growth in appropriate locations;~~
~~d) to promote accessibility to everyday facilities for all, especially those without a car; and~~
~~e) to promote the integration of all forms of transport and land use planning, leading to a better, more efficient transport system.~~

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

- protect and enhance the built and natural environment;

- improve safety for all travellers;
- contribute to an efficient economy and support sustainable economic growth in appropriate locations;
- promote accessibility to everyday facilities for all, especially those without a car; and
- promote the integration of all forms of transport and land use planning, leading to a better, more efficient transport system.

~~9.4   The implementation of these policy objectives has been developed in "Transport 2010 – The Ten Year Plan" published in July 2000. The Plan is intended to deliver the Government's priorities of reduced congestion, better integration and a wider choice of quicker, safer, more reliable travel on road, rail, and other public transport. The Plan is supported by a programme of investment totalling over £180bn across the decade from 2001/2 to 2010/11. A progress report was published in December 2002, and the Department for Transport is currently undertaking a review of the Plan with the intention of rolling it forward.~~

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

- *more choice;*
- *better integration;*
- *better access;*
- *better quality services;*
- *reduced impacts of traffic on the environment; and*
- *safer and more reliable journeys.*

~~*9.5   A discussion paper, Managing our Roads, was published by the Department for Transport in July 2003, to inform the Ten Year Plan review.   This identifies the pressures the road network will face nationally over the next 20-30 years, and sets out the need for further work in three key areas: managing roads to get the best out of the road space available; taking account of possibilities opened up by new technology; and getting the right balance between additional capacity and measures which ensure benefits are 'locked in'. It also announced that the Government would undertake a comprehensive feasibility study, involving key user groups and*~~

other stakeholders, looking at the possibilities for road user charging in the UK.

9.6 The Government's priorities for the rail industry over the Ten Year Plan period are set out regularly in the SRA's Strategic Plan.

9.7 The Government published an Air Transport White Paper in December 2003. The land use and surface transport implications arising from the White Paper will need to be considered in a future review of this RPG.

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

The Regional Context

9.8 The West Midlands is at the centre of the national road and rail network and its four MUAs lie astride it. This gives rise to competing demands between local, Regional, national and international movements often using the same elements of the network.

9.9 The RTS must balance the needs and interests of an extremely diverse range of users. However, the one underlying trend is the diminishing ability of the Region's network as a whole to cater for the range of demands placed upon it, leading in particular to increasing congestion in the MUAs and on the strategic transport corridors.

9.10 Congestion on the motorways is extending over an increasing proportion of the working day, and this is exacerbated by the impacts of accidents and incidents. Traffic attempting to avoid motorway congestion diverts to unsuitable local roads, resulting in a deterioration of conditions across a wide area. This widespread congestion has a major impact on businesses: goods cannot be transported reliably, workers have difficulty in getting to their place of work.

9.11 Quality of life is also affected, with pollution reaching excessive levels in some MUAs and streets becoming unsafe for walking and cycling. Public transport becomes more

unreliable, less attractive and more costly to operate, directly affecting those who do not have access to a car and are most susceptible to social exclusion.

9.12 In response to the growing severity of transport problems and competing demands on the strategic road network a number of multi-modal and road-based studies have been commissioned by the Government:

Study	Status
West Midlands – North West (MidMan) MMS	Secretary of State responded December 2002
West Midlands Area MMS	Secretary of State responded July 2003
West to East Midlands MMS	Consultants reported Summer 2003
A5/A483 Shrewsbury – Chester RBS	Secretary of State responded April 2003
A46/M40 Longbridge Roundabout RBS	Secretary of State responded April 2003

9.13 Recommendations from all these studies, except the West to East Midlands MMS, have been considered in the preparation of this RPG. It has not been possible to consider the outputs from the West to East Midlands MMS as part of the current review of RPG. The recommendations and Secretary of State's response will need to be considered in a future review.

9.14 *The West Midlands Area MMS was completed in parallel with the development of this RPG, and the Spatial Strategy objectives were an input. The key transport drivers were considered together with the levels of intervention necessary to achieve the Study objectives. This resulted in the definition of a strategy which would require:*

a) significant behavioural change across the region;
b) changes in the cost of transport; and
c) the construction of new infrastructure.

9.15 The other studies were also undertaken within the context of the evolving RPG and the recommendations have been considered in relation to the aims of the Spatial Strategy.

9.16 The Secretary of State for Transport has considered the recommendations from these studies, taking into account the views of the Regional Planning Bodies and other regional stakeholders, the Government's national objectives for transport, and the level of resources likely to be available for transport over the RPG timeframe.

~~This RPG reflects, where appropriate, the measures emerging from these studies which are expected to be delivered.~~

9.8   The objectives set out in the RTS; support the wider requirements of both the RSS and the West Midlands Economic Strategy (WMES). The RTS also supports sustainable growth whilst making a major contribution to reducing emissions and addressing climate change.

9.9   The development of a better transport system is essential for key components of the Spatial Strategy. In particular:
   a) Concentrating development and investment in the Major Urban Areas (MUAs) will require accessibility and mobility in these areas to be maintained and, in some areas, significantly enhanced;
   b) Diversifying and modernising the Regional economy will require improved access for goods and services, particularly across national networks within and beyond the Region;
   c) Urban and rural renaissance will only be successful if fully supported by appropriate transport policies, as highlighted in Chapters 4 and 5, where improved access must be a key component of an improved quality of life; and
   d) Conserving and enhancing the environment will require land use decisions which reduce the need to travel, behavioural change initiatives to encourage more sustainable patterns of travel, and adequate mitigation for any unavoidable effects of building new infrastructure. Any transport proposals must be considered in the context of the Quality of the Environment Chapter.

9.10 Economically, as a major centre for manufacturing and innovation, the development of an efficient transport system is a key priority for the region's economy. This is reflected by the inclusion within the WMES of an objective to improve transport and accessibility to support competitiveness The WMES focuses on closing the region's output gap by improving economic structure and productivity whilst also addressing economic exclusion. Improved transport and accessibility will contribute to both of these. In addition improved accessibility, particularly between areas of need and opportunity, and training provision will contribute to reducing economic exclusion and improving skills levels.

9.11 A major transport challenge for Region is balancing the needs of new housing and the economy against increasing levels of congestion on the strategic network. Congestion impacts negatively on transport capacity and performance. This in turn creates adverse impacts on the environment, the economy and society as a whole. As a consequence a cross-

cutting theme of the RTS in the West Midlands is the need to manage the increasing demand for travel. The importance of changing travel patterns has been clearly demonstrated in various multi-modal studies and other regional/sub regional technical work. Achieving the major changes needed requires a holistic approach supported by a coherent package of measures including:

- *measures to reduce the need to travel;*
- *provision of good quality, well designed walking and cycling facilities;*
- *promotion of travel awareness initiatives;*
- *better public transport;*
- *well-designed park and ride facilities;*
- *better management of public and private car parking; and*
- *appropriate demand management measures.*
- *better management of transport networks*

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

9.13 The RTS ~~set out in this Chapter aims to~~ provides a *the* strategic framework for Regional and local transport planning in the West Midlands by:

- ensuring better integration between transport policies and priorities and the wider ~~Spatial Strategy~~ *RSS policies*;
- ~~bringing together the outcomes of the multi-modal studies affecting the Region; and~~
- *contributing to the economic ambitions of the region as set out in the WMES; and*
- steering the development of ~~the Region's~~ Local Transport Plans~~, the key planning and funding mechanism for local transport~~ *and policies in Local Development Documents*.

A Transport Strategy for the Region

~~9.17 The RTS set out in this chapter aims to provide a strategic framework for Regional and local transport planning in the West Midlands by:~~

~~a) ensuring better integration between transport policies and priorities and the wider Spatial Strategy;~~
~~b) bringing together the outcomes of the multi-modal studies affecting the Region; and~~

c) steering the development of the Region's local transport plans, the key planning and funding mechanism for local transport.

9.14 The West Midlands has a unique location at the centre of the national transport system. Our transport systems, including the roads, railways and Birmingham International Airport, are critical to the success of the UK, and the West Midlands. For instance Birmingham New Street acts as the hub of the nation's rail network.

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

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

9.17 National, regional and sub-regional policies need to be integrated to tackle congestion and improve accessibility and mobility. The policies must be sustainable and implemented in such a way that they provide improved accessibility (to improve the competitiveness of the Region) whilst reducing dependence on the car (to improve the quality of life) and improving mobility for those without access to the car (tackling social exclusion). A variety of research and studies have influenced the RTS, the key messages from this evidence are the need to:

- *bring about significant behavioural change;*
- *reduce the relative cost differences between public and private transport; and*
- *where necessary provide new infrastructure.*

National and Regional Networks

9.18 The RTS identifies a network of strategic corridors, important routes to/from, within and across the West Midlands. The RTS supports the objective of maintaining accessibility along these corridors which include strategic road and rail routes that need to be managed as part of a national and inter-national network. Many of the region's strategic roads and railways fulfil a variety of roles. These roles need to be balanced. For example new development may

adversely affect the strategic networks, but development may be necessary to deliver the RSS and WMES. The RTS policies need to be considered in the context of the national and international, regional and sub-regional roles of the transport system, the main features are set out below.

9.19 Figure 5 demonstrates the main components making up each of the strategic transport corridors and their key features are set out below:

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

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

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

9.22 The general approach proposed for the strategic highway routes is to manage them as part of a national and international network ~~with restrictions on development where this would adversely affect the network~~. *The most important highway requirement in this corridor is for additional capacity on the M6 north of J11A.*

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

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

b.   South West to North East

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

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

9.27 With regard to other components of this broad SW/NE corridor, it is proposed that the M69/A46 should be protected as an inter-regional route outside of the MUAs supported by improvements at A45/A46 Tollbar End, A46/M40-Longbridge, and A46 Alcester-Stratford. ~~*The West to East Midlands MMS has recommended further potential improvements to the strategic transport links from Birmingham and Coventry to the East Midlands.*~~

c.   The Marches

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

9.29 *The A49 in Hereford is subject to increasing congestion. This has implications for sub-regional land use development and regeneration.*

A local multi-modal study has identified a potential package of measures to relieve congestion and accommodate development and regeneration, to allow Hereford to fulfil its RSS role as one of the settlements of significant development.

d.   North Staffordshire-Derby

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

9.31 The Crewe-Stoke-Derby rail route is an important cross-country link. Services need to be improved to reduce journey times and increase frequencies.

e.   East of England/Europe

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

Sub Regional Networks

9.33 Many transport issues are common across sub regions. For example, congestion on the motorways or in towns and cities is extending over an increasing proportion of the working day. This is exacerbated by the impacts of accidents and incidents. Traffic attempting to avoid congestion diverts to unsuitable routes, resulting in a deterioration of conditions across a wider area. This widespread congestion has a major impact on businesses as goods cannot be transported reliably and people have difficulty in getting to their place of work.

9.34 The West Midlands' MUAs (North Staffordshire, Birmingham/Solihull, the Black Country, and Coventry) and many of the 'settlements of significant development' are directly adjacent or in close proximity to the national transport networks. This Region's RTS must balance the competing needs and interests of a diverse range of users, particularly the demand generated by the housing and economic growth potential, both in the West Midlands and other Regions nearby.

9.35 To help to integrate the RTS with other policies in the RSS, this section describes the Region's transport in relation to the:

- *Major Urban Areas;*
- *Other Urban Areas; and*
- *Rural Areas*

Major Urban Areas

9.36 Within each of the four MUAs - North Staffordshire, Birmingham/Solihull, the Black Country, and Coventry improving the quality of transport will make significant contributions to reducing social exclusion, improving economic performance and facilitating a more sustainable pattern of development. Enhancing accessibility and mobility are vital components of urban renaissance and tackling congestion is a key priority.   With a greater concentration of population in the MUAs, there are better opportunities for public transport to provide a viable, attractive alternative to the car. The close proximity of people to services and facilities can result in shorter journeys, offering opportunities for walking and cycling.

9.37 The bus will continue to be main public transport mode. Within the Birmingham/Solihull, Black Country, and Coventry MUAs (the West Midlands Passenger Transport Authority area) there are plans for a high quality, comprehensive bus network. The bus network will be complemented by service improvements to local rail and light rail networks.

9.38 In the North Staffordshire MUA an integrated high quality public transport network needs to be developed to improve accessibility and support the major regeneration and housing renewal programmes. This network needs to include improvements to connections to nearby towns and cities.

9.39 Demand for highway space will need to be managed, particularly in the peak periods and there remains a need for some targeted highway schemes to provide a balanced network or to support regeneration, particularly in the Regeneration Zones (T8 and T9).

Other Urban Areas

9.40 In many of the Region's larger settlements, market towns and 'settlements of significant development' (CF2) improving the quality of transport will make significant contributions to reducing social exclusion, improving economic performance and facilitating a more sustainable pattern of development.

9.41 Integrated transport improvements to rail, bus, walking and cycling will provide better accessibility, more choice and increased

mobility, reducing the effects of social exclusion. Combined with quality living environments close to employment areas, this will help to encourage a reduction in longer distance journeys. Proposed solutions will depend on local circumstances. This needs to be reflected in the Local Transport Plans.

9.42 Many larger settlements and market towns are also the focus of activity for extensive rural hinterlands. Whilst the car will continue to play an important role, especially in remote rural areas, the retention and enhancement of existing public transport network is important. *There is a need to improve accessibility for these places. This includes the provision of community transport.*

Rural Areas

9.43 The nature of the West Midland's rural areas has changed considerably. This is recognised in the RSS in the Rural Renaissance Chapter 5. These changes have resulted in some pockets of deprivation and a major change in travel patterns. *This is reflected in higher car ownership and longer travel distances for people to gain access to employment, services and facilities.*

9.44 Efforts are being made to sustain and invigorate local rural economies e.g. tourism, and this must continue (PA10, PA14 and PA15). This has to be done sensitively, particularly in areas characterised by their natural beauty and environmental sensitivity where there are risks including those from the harmful effects of car use. Some businesses in these areas are frequently serviced by large vehicles that cause damage to roads and raise perceptions of safety concerns. Taken as a whole these factors have led to an increase in traffic on the Region's rural roads.

9.45 Developing sustainable transport in rural areas is a major challenge given the diverse nature of travel patterns, the relatively small number of people and the major differences in character between places. An innovative approach is needed that provides services that are sustainable in the long term, supported by land use policies that seek to retain employment, the local provision of rural services, and reduce social exclusion (RR1).

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

Delivering the RTS

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

Insert Figure 5 Strategic Transport Corridors

Developing Accessibility and Mobility within the Region

~~9.18~~ *9.48* Policy T1 provides the overarching framework for the ~~strategy~~ *RTS*. At its heart is the importance of improving accessibility ~~and the performance of the transport system whilst not perpetuating past trends in car traffic and trip length growth~~ *and mobility, whilst avoiding past trends of increased car traffic and longer journeys.* ~~A significant education campaign will form one element of the necessary 'hearts and minds' measures, whilst other elements of the Spatial Strategy, aimed at improving the quality of the conurbations, will encourage those with jobs in the conurbation to choose to live there.~~

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

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

A.   Access within and across the Region will be improved in a way that supports the Spatial Strategy, reduces the need for travel, expands travel choice, tackles congestion, improves safety and protects the environment.

B.   This will be achieved by:

i)   measures to improve significantly accessibility and mobility within the MUAs, including the development of high quality sustainable and public transport, so that they are able to accommodate greater levels of development, retain population and attract new jobs;
ii)   measures to improve accessibility and mobility in other urban areas, market towns and rural areas so that more

sustainable means of travel are encouraged and local regeneration initiatives are supported;

iii) measures to improve national road and rail networks to ensure that strategic links to external markets are maintained and the Region does not become a transport bottleneck undermining national economic growth;

iv) measures to encourage behavioural change across the entire Region; and

v) measures to improve the safety and security of the transport system.

9.19 The rest of this Chapter outlines the RTS' key policies and investment priorities. It focuses first on the importance of behavioural change across the Region followed by transport issues for the MUAs, other urban areas and rural areas before discussing the national and Regional transport network. Finally the Region's key transport investment priorities are set out in policy T12.

9.20 But the strategy should not be viewed in isolation from the rest of the RPG, and the importance of transport is reflected in other policies throughout this document which guide developments to appropriate locations and seek to minimise the impact of transport on the environment.

9.21 The RTS is not intended to cover every transport issue affecting the West Midlands. Considerable guidance on transport and land use planning at a local level is provided in PPG13, while national guidance on local transport plans advises on their content, format and the national priorities to be addressed. The aim of this strategy is to provide guidance on issues which need to be considered at the Regional level and are of direct relevance to the Spatial Strategy

9.22 Delivery of the RTS will require action by a wide range of partners, together with higher levels of revenue and capital investment from both public and private sectors than has been available over the last decade. The Region and its constituent local authorities will need to take the lead but an equal commitment is needed to the strategy from Government, other agencies, transport providers and, most significantly, local communities. Strong Regional leadership will help to ensure co-ordinated and effective delivery.

Delivering the RTS

9.23 A central cross-cutting theme of the RTS is the need for behavioural change across the West Midlands. The importance of changing travel patterns in the Birmingham/Black Country conurbation

was clearly recognised and endorsed by the West Midlands Area MMS and MidMan MMS, but it is applicable to all areas of the Region.

9.24 Changing people's travel patterns requires a holistic approach. No single measure is capable of effecting major change by itself; a successful behavioural change strategy requires a coherent package of measures. These include:

a) measures to reduce the need to travel;
b) well located facilities;
c) provision of good quality, well designed walking and cycling facilities;
d) promotion of travel awareness initiatives;
e) better public transport;
f) introduction of well-designed Park & Ride schemes;
g) improved provisions for powered two-wheelers and taxis;
h) better management of public and private car parking; and
i) consideration of appropriate demand management measures.

9.25 All of these measures will help to reduce the current pressures on the transport system. However, the Spatial Strategy relies on continuing development of the Region and this is unlikely to be achieved without increasing the demand for the transport of people and goods. There will therefore be a need to continue to remove bottlenecks from the strategic networks and provide improved accessibility for regeneration areas. In implementing these infrastructure improvements it will be necessary to ensure they do not undermine the objectives of the Spatial Strategy, for example by encouraging longer distance commuting.

Reducing the Need to Travel

9.26 *9.50* Land use changes can have significant implications for the demand for transport. The Spatial Strategy aims to develop balanced communities with appropriate levels of housing, jobs and services. In preparing local development ~~plans~~ *frameworks* authorities can influence the level of transport demand likely to be generated by developments. High density developments should be encouraged in locations well served by public transport.

Policy T2: Reducing the need to travel

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

i) encouraging those developments which generate significant travel demands to be located where their

> accessibility by public transport, walking and cycling is maximised, including close to rail and bus stations and Metro stops. High-density development will be supported in such locations in accordance with policy ~~CF4~~ *CF6*;

ii)   promoting patterns of development which reduce the need for travel (UR4), including a more balanced provision of different uses in larger settlements including the ~~sub-regional foci~~ *'settlements of significant development' (CF2 and CF3)*;

iii)   encouraging those developments which generate significant freight and commercial movements to locate close to suitable inter-modal freight terminals, rail freight facilities, or roads designed and managed as traffic distributors;

iv)   encouraging the use of telecommunications for the purposes of business and for other service provision; and

v)   supporting the retention and enhancement of local service provision, especially where public transport provision is poor.

Walking and Cycling

~~9.27~~ *9.51* Walking and cycling are the most sustainable *and healthy* means of travel *and have the greatest potential for positive impact on our quality of life*. *The DfT's Walking and Cycling Action Plan demonstrates that by substituting* ~~Substituting~~ some car journeys, especially for short trips, ~~by~~ walking and cycling will contribute towards improving the general health of the population and help to reduce congestion, pollution, noise and severance of heavy traffic. But pedestrians and cyclists are vulnerable to accidents, and it is vital that action is taken to improve the environment for these modes.

~~9.28~~ *9.52* ~~In practice, increases in walking and cycling depend on action at a very local level and will not involve Regionally significant proposals, although cumulative action can have an influence on congestion and pollution at a Regional level~~. *Increased walking and cycling depends on action at the local level, although cumulative action can have an influence on congestion, pollution and quality of life at the Regional level.* Local walking and cycling strategies will, therefore, need to be developed across the Region in partnership with local communities.

Policy T3: Walking and cycling

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

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

Promoting Travel Awareness Initiatives

~~9.29~~ 9.53 It is vitally important that the awareness of the impact of individual travel decisions is raised. ~~The importance of a Regional approach was recognised in WMAMMS and other Multi-Modal Studies.~~ Whilst most of the necessary action must be at the local level there is a need to address cross-boundary issues in a co-ordinated and effective manner. Past trends have resulted in lifestyles which are highly car dependent, often involving lengthy commuting into the MUAs.

~~9.30~~ 9.54 Improved cross boundary information, services, and ticketing will expand the available choices for individuals. Sub-regional campaigns and personal travel advice will help to increase awareness of the alternatives to the car. Regional campaigns aimed at business can address the alternatives to business travel and the scope for home ~~working.~~ */tele-working. The WMES is also seeking to improve the Region's Information and Communication Technology infrastructure which will also contribute to reducing the need to travel.*

Policy T4: Promoting travel awareness

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

B.   Development plans should support this approach by requiring all planning applications involving significant travel

demands to include transport assessments in line with the advice in PPG13 and provide proposals for travel plans.

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

Public Transport

9.55 The draft Local Transport Bill 'Strengthening Local Delivery' offers significant potential to deliver the RSS public transport policy. It builds on partnerships and empowers local authorities to take appropriate steps to meet local transport needs in the light of local circumstances, with opportunities to reform the way local transport is managed in the major conurbations.

9.56 In line with the DfT's 'Guide to Producing Regional Transport Strategies' (2006), this revised RTS provides a strategic framework for public transport. This is a combination of the policies for public transport and strategic park and ride (T5 and T6). However, the delivery of these policies needs to be integrated with land use, economic and other transport policies. The main components of the strategic framework for public transport are shown in Figure 5A.

Insert Figure 5A. A strategic framework for public transport

~~9.31~~ *9.57* Better public transport is vital if everyone in the Region is to have real travel choices. Those without access to a car can potentially face social exclusion if public transport is inadequate. Public transport improvements across the West Midlands are consequently crucial to supporting regeneration and enhancing the quality of life for both urban and rural communities.

~~9.32~~ *9.58* The ~~local~~ bus is by far the most common form of public transport in the West Midlands, with ~~453~~ *405* million journeys made in ~~2001/2~~ *2005/6*. Although perceptions of buses can be poor, experience has shown that bus patronage can be increased by more than 30% through better quality services, infrastructure, and higher frequencies.

~~9.33~~ *9.59* The level and nature of bus provision will inevitably differ across the Region. The greatest opportunities for patronage increase are in the MUAs ~~, and there are good examples of initiatives to improve the quality of bus services in these areas, such as Centro's Showcase quality bus corridors. But it will also be vital to improve bus services in other urban areas and rural areas, where the bus often performs a vital social service, providing access to jobs and services~~

particularly for those without a car. An innovative approach is needed to the provision of public transport in rural areas that recognises the needs of communities and is sustainable. There are many good examples of rural transport partnerships in the Region and this work needs to be extended. *but it will also be vital to improve bus services in other urban areas particularly where there is likely to be significant growth. In some places, particularly where there are larger numbers of passengers due to high density populations or economic activity, it may be appropriate to provide bus rapid transit or light rail.*

9.60 In rural areas, the bus often performs a vital service, providing access to jobs and services, particularly for those without a car. An innovative approach is needed in rural areas to recognise the needs of communities and to be sustainable. For example, the work of the 'Access to Services Partnerships' provides a useful focus for implementing innovative approaches based upon local needs. It is likely that these issues will be considered further in the RSS Revision Phase 3.

9.34 Rail can also have a valuable role enhancing travel choices and supporting social inclusion in some areas, and the development of the heavy rail network across the Region is discussed further later in this Chapter. The Region already has one successful Light Rapid Transit (LRT) scheme linking Birmingham with the Black Country in operation and another two extensions seeking TWA approval. Further extensions may help to improve attractiveness of this MUA, but will need to be justified against lower cost alternatives, such as guided buses, to ensure they offer value for money.

9.61 Rail continues to play a key role in the West Midlands. This is demonstrated in the increase in rail patronage at a rate above the national average. RSS annual monitoring shows that there has been significant growth in the West Midlands' Rail Patronage Index (from a base of 100 in 1995/6 to 149 in 2004/5) and the Government predicts further growth of nearly 14% (annual passenger kilometres) in the West Midlands, between 2008/9 and 2013/14 ('Delivering a Sustainable Railway' White Paper).

9.62 The expansion of the Regional rail network is very much dependent upon capacity improvements in the West Midlands Metropolitan Area. The West Midlands Rail Planning Assessment, Route Utilisation Strategy and 'The Future of Rail' and 'Delivering a Sustainable Railway' White Papers set the national steer for the future of rail over the period of this plan. The focus is on providing more carriages, longer platforms, improved access to the railway and removing 'bottle-necks' (in the context of this RTS Birmingham New Street station is named). The DfT has recently agreed new franchises

for the period 2007-2014, for routes within the West Midlands and those connecting the West Midlands to the rest of the country.

9.63 The public transport policy will need to be implemented by a wide range of partners, including the Department for Transport, local authorities, Centro, Network Rail, the Highways Agency, and other transport providers. The RPB has a critical role in ensuring that these partners deliver the RTS.

Policy T5: Public Transport

A.   The development of an integrated public transport network where all people have access to high quality and affordable public transport services across the Region is a key element of the Regional vision.

B.   Local authorities, transport operators and other agencies, including the ~~Strategic Rail Authority~~ *Department for Transport*, should work together towards achieving this vision thereby providing attractive and reliable alternatives to the use of the private car.

C.   An integrated hierarchy of public transport services will be developed with the highest priority being given to investment in infrastructure and services to support the regeneration of the MUAs. This will include investment in:

i)   the development of high quality public transport systems, building upon the existing Metro system within Birmingham, Solihull and the Black Country;
ii)   improved rail services on key routes, including new rolling stock and capacity enhancements;
iii)   the development of integrated networks of high quality bus services, including the further extension of bus quality partnerships and the introduction of bus lanes and priority measures, re-allocating roadspace where necessary, with road and junction widening where there is no other practicable solution; and
iv)   improved interchange facilities both within and between different modes of travel, including the provision of further 'park & ride' facilities (T6).

D.   Outside the MUAs, an integrated hierarchy of public transport services should be developed with priority given to the improvement of services and interchanges within urban areas, and the development of links with catchment areas. In rural areas, priority should be given to the development of community and public transport services, particularly those

providing links from rural hinterlands to key local service centres.

E.   In all cases, the aim will be to achieve a frequent, reliable, affordable, secure and attractive public transport service which takes into account the needs of all users, including disabled people and others with reduced mobility. Local authorities, the PTE and transport providers should work towards the provision of integrated public transport services with an emphasis on travel information and ticketing arrangements, particularly across boundaries and modes.

9.35 This policy will need to be implemented by the Strategic Rail Authority, local authorities, Centro, Network Rail, the Highways Agency and other transport providers. There is also a need to develop and enhance links between urban areas as referred to later (National and Regional Transport Networks).

Park & Ride

9.36 Park & Ride provides an attractive interchange option for many motorists. Current provision is largely in the form of local parking at railway stations or bus-based sites around the edges of major settlements. WMAMMS defined a functional hierarchy of Parkway, Strategic Park & Ride, and Local Park & Ride.

9.37 Local Park & Ride provides opportunities to interchange across the network, and generally close to the origin of the trip. Opportunities to develop such facilities should be considered when local authorities are preparing development plans and local transport plans. However, they are generally not of more than local significance.

9.38 Strategic Park & Ride sites would be expected to be readily accessible from the strategic highway network, generally have a minimum of 500 parking spaces, and be served primarily by a frequent, rapid, rail, LRT (or possibly bus) service to a major centre. Parkways are a particular type of Strategic Park & Ride where interchange with long distance rail services to more distant destinations is also possible.

9.39 A study has been completed which should lead to the inclusion of broad locations for Strategic Park & Ride sites in a future review of this RPG. At present, one at Brinsford has been identified in the Staffordshire and Stoke-on-Trent Structure Plan as indicated on the Transport and Accessibility Diagram.

9.64 Providing people with sustainable travel alternatives is central to the RTS and Park and ride can provide an attractive alternative to the car particularly where the journey is to a centre.

9.65 With continued growth in rail usage there is a need to improve and expand our existing park and ride sites and provide new opportunities across the network. The importance of park and ride has been acknowledged in recent rail franchises for the West Midlands and Cross Country routes. On the West Coast Main Line (the most strategic, national route in the West Midlands, connecting the Region with London and Manchester) there are already some 4000 parking spaces at the nine stations in the Region, with a further 2840 spaces proposed.

9.66 The majority of existing park and ride facilities in the West Midlands are on the rail network. However, there are an increasing number of bus-based sites providing a local service. Existing facilities vary in size, quality and cost. For example most of the car parks at rail stations in the West Midlands Metropolitan Area are free to use and many have been designed to high standards for security. However, there are charges at some stations, either to deter town centre parking e.g. Sutton Coldfield, or because of the franchise agreement e.g. Solihull and Wolverhampton. By contrast there are charges at all major rail park and ride facilities in the Shire and Unitary authorities.

9.67 Park and ride serves a range of purposes, for example, people parking at Sandwell and Dudley may travel to Birmingham city centre or London. These journeys may be considered local and strategic. Therefore the RTS includes policies for local and strategic park and ride.
9.68 Local park and ride provides opportunities to interchange across the network, and generally close to the origin of the trip. Opportunities to develop such facilities should be considered when local authorities are preparing development plans and local transport plans. However, they are generally not of more than local significance. Policy T7: Car Parking Standards and Management encourage the development of local park and ride sites.

9.69 For strategic park and ride it is important to have a regional policy that balances the benefits and impacts across boundaries. Strategic park and ride facilities are expected to be:

- *Readily accessible from the strategic highway network;*
- *Served primarily by a frequent, rapid, rail, light rail (or possibly bus) service to a major centre; and*
- *Generally have a minimum of 500 parking spaces.*

9.70 Local authorities and key representative Regional organisations continue to work together to examine the potential of strategic park and ride, attempting to develop sites that are:

- *adjacent to congested sections of the motorway network to provide travel choice and improve accessibility to strategic centres (within and beyond the West Midlands);*
- *contribute to addressing congestion within the major urban areas;*
- *provide additional parking at key stations to improve choice and accessibility;*
- *meet the needs of business in the area e.g. services are available throughout the working day, not just at peak periods*

9.71 Local planning authorities should ensure that the case for the proposed strategic park and ride has considered the:

- *net congestion benefits, including air quality/climate change;*
- *public transport offer is attractive enough to get people out of their cars;*
- *facilities have been designed to take account of local traffic issues and they are sympathetic to the local area;*
- *opportunities for providing a 'hub' interchange with buses and/or coaches;*
- *impact on other public transport services; and*
- *need for adequate infrastructure such as track work, signalling or bus priority*

9.72 In most instances the RSS prioritises the use of previously developed land, but with strategic park and ride it is more likely that other criteria will take precedence e.g. the proximity to the motorway network and high quality public transport services.

9.73 New and expanded locations should be assessed in accordance with the criteria set out in the RSS policy and national guidance, particularly if a Green Belt location is considered to be the most sustainable option (PPG2: Green Belt and PPG13: Transport).

9.74 The RSS policy will be implemented by the rail industry partners, including Network Rail, train operating companies, Centro and Local Authorities. Opportunities to develop park and ride across the West Midlands should be demonstrated by local authorities in their local development plans and local transport plans, Network Rail in its business plan and train operating companies in their franchise agreements.

Policy T6: Strategic Park & Ride

A. Local authorities, other agencies and key representative Regional organisations should work together to develop a network of Strategic Park & Ride sites to reduce congestion in major centres.

B. One site has been identified at Brinsford, north of Wolverhampton. Proposals are also currently being developed for a Worcester Parkway station at the crossing of the Worcester/Oxford and Birmingham/Cheltenham lines. Any further broad locations agreed by the RPB should be included in a future review of this RPG.

C. Locations should be considered against the following criteria:

i) the frequency, capacity and quality of the Ride element;
ii) the environmental and traffic impacts at the Park location;
iii) the potential for interchange with other public transport;
iv) the potential relief to routes into the target destination; and
v) the implications of the Park & Ride on the railway network and other services.

D. The Spatial Strategy acknowledges that there may be circumstances in which Green Belt locations for Strategic Park & Ride may be the most sustainable option, and regard should be had to the guidance set out in paragraph 3.17 of PPG2 (as revised by PPG13).

A. Locations should be considered against the following criteria:

i) congestion benefits;
ii) frequency, capacity and quality of the public transport offer;
iii)environmental, design and traffic impacts at the car park;
iv) potential for interchange with other public transport services; and
v) implications for the wider public transport network.

B. Strategic locations are identified at:

i) Brinsford, north of Wolverhampton; and
ii) Worcester Parkway at the crossing of the Worcester/Oxford and Birmingham/Cheltenham railways.

C. Potential locations have been identified at:

i) **Bromsgrove;**
ii) **Earlswood;**
iii) **East of Shrewsbury;**
iv) **Longbridge (Birmingham);**
v) **Quinton;**
vi) **north of Stratford;**
vii) **Telford; and**
viii) **north of Worcester**

Car Parking

9.75 The RSS revision for the car parking policy is only for maximum standards for new developments i.e. T7 A and B. The RSS policies for the management of car parking (T7 C and D) have not been revised.

~~9.40~~ *9.76 The availability of car parking has a major influence on the means of transport people choose for their journey and their ultimate destination. To support the* ~~strategy~~ *RSS in* ~~of~~ *encouraging development in* ~~the MUAs and in~~ *sustainable locations accessible by public transport, land required for* ~~parking needs to be minimised wherever possible. Maximum standards have not been specified for residential development, local approaches should reflect the advice given in PPG3.~~
car parking for new developments should to be kept to a minimum.

9.77 For land uses other than residential, the DfT requires a regional approach for parking standards. The DfT expects RPBs to make the national guidance (set out in PPG13: Transport) more regionally specific. However, this is not the case with residential development, where standards need to be developed within the context of the national guidance in PPS3: Housing.

9.78 Regional guidance on parking standards is necessary to overcome the adverse effects of 'competition' between Regional centres, particularly those that are very close to their nearest 'neighbour'. Local authorities are best placed to understand these relationships and they will be responsible for delivering the parking policy.

9.79 The RPB guidance is for local authorities to work with neighbouring authorities to produce sub-regional maximum parking standards for new developments. When adopting local parking standards local authorities should assess the risks and benefits to:

- *promote more sustainable travel choices by discouraging use of the private car;*
- *help to reduce congestion;*
- *support sustainable economic growth;*

- *avoid deterring investment in neighbouring town centres; and*
- *create more pleasant town/city centres.*

9.80 Well integrated sub regional parking standards will make a major contribution to delivering the RSS policies for sustainable development, climate change, and the environment. Local Authorities will therefore need to demonstrate that they have addressed the criteria set out in policy T7 when developing standards.

Policy T7: Car Parking Standards and Management

Maximum Standards

~~A.   Local authorities should work within maximum standards for parking associated with new development in line with those given in PPG13 and reflecting the approach set out in PPG3. All local authorities should work together to identify, before the next review of RPG:~~

~~i)   those town centres and heritage areas to which more restrictive standards should be applied, because of their public transport accessibility, higher densities and/or sensitive character; and~~
~~ii)   a broad indication of more restrictive maximum standards for relevant land use categories.~~

A. Local authorities, working together, should develop sub regional maximum standards for car parking associated with new developments that support sustainable economic growth, whilst minimising the demand for travel by car and reducing congestion.

~~B.   These areas and standards should then be incorporated into development plans. Care should be taken to avoid deterring investment in town centres, particularly those judged to be vulnerable (PA11).~~

B. In developing Car parking standards local authorities should;

iii)   *consider the need for more restricted standards within congested areas as part of a sustainable strategy to manage travel demand;*
iv)   *assess the need to make the most effective use of available land;*
v)   *whilst maintaining and enhancing economic viability of town and city centres; and*

> vi)   *taking care to avoid deterring investment in town and city centres.*

Management of Car Parking

C.   Local authorities, working together, should manage their car parking to reduce congestion and encourage more sustainable forms of travel by:

i)   managing the supply, location, and price of parking in town and city centres to limit the provision of long-stay spaces, where this is necessary to reduce congestion;
ii)   co-operating with each other to avoid using car parking charges as a tool for competition between centres;
iii)   using additional income to support the development of more sustainable forms of travel;
iv)   securing an adequate supply of car parking at railway stations and other transport interchanges;
v)   securing local Park & Ride sites as an alternative to town centre parking; and
vi)   developing a network of strategic Park & Ride sites, generally at railway stations, to meet the needs of the Region (T6).

D.   Local authorities should work with private sector operators to encourage a consistent approach within centres. Where car parking is provided it should be safe and secure with appropriate provision for people with disabilities. Local authorities should also consider the adoption of decriminalised parking enforcement powers in order to secure more effective management of car parking and demand management measures.

Demand Management

~~9.41~~ *9.81* The demand for travel is such that it will not be possible to meet it in full, ~~in all parts of the Region~~, even with increased investment in infrastructure. It ~~will,~~ *is* therefore~~, be~~ necessary to manage the demand for travel, ~~especially~~ *particularly for* travel by car *at the busiest times of day*, in order to ~~minimise congestion on the Region's transport network.~~ *overcome the negative and detrimental impacts of traffic congestion.*

~~9.42   The demand for travel is influenced by:~~

~~a) the perceived cost of travel, and the relative cost and convenience of different modes of travel;~~

~~b) the location of development, especially the proximity of employment and services to where people live; and~~
~~c) the cost, location and availability of car parking, both public and private.~~

~~All of these demand management mechanisms operate at the moment, and will continue to operate, and the WMAMMS has indicated that consideration should be given to greater use of demand management techniques in order to reduce congestion. It recommended the introduction of cordon charging for selected centres as a first step towards congestion charging across the conurbation, which was envisaged by the end of this RPG period.~~

9.82 The demand for travel is influenced by many factors including:

- *journey purpose – why is the person travelling e.g. to work;*
- *cost – relative differences between alternatives e.g. bus fares and car parking;*
- *convenience of different modes – frequency, speed, comfort;*
- *location – particularly the relationship between home and work.*

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

9.84 Demand management policies must have strong links with the RSS policies for sustainable development, climate change and the environment, as this policy has significant potential to support these objectives.

9.85 Local transport authorities are responsible for delivering this policy (to be strengthened by the draft Local Transport Bill). They need to take informed decisions based on robust evidence that demonstrates the potential social, environmental and economic implications of local charging.

Policy T8: Demand Management

A.   Local authorities ~~, other agencies and key representative Regional organisations~~ should work together *with relevant national and regional partners* to identify the measures needed to manage peak demand on congested parts of the highway

network, ~~including~~ . *This is likely to include the* motorways and trunk roads, town and city centres ~~in the context of other policies in this RPG.~~ *identified in the RSS.*

B.   **Initially local authorities and others should consider the** ~~restriction and management of car parking, including development of the strategic Park & Ride network (T6,T7),~~ *use of parking standards and management of car parking, park and ride* **and the management and re-allocation of highway space** ~~(T9).~~ *for public transport (RSS policies T5, T6,T7 and T9).*

C.   **Local authorities should be encouraged to bring forward local charging schemes in the more congested** ~~city centres, such as Birmingham, before 2011 to ensure hypothecation of charges. Local authorities considering schemes should take account~~ *areas, taking account of the impacts on* ~~of~~ **the:**

~~i)   potential impact on the economy of the area concerned;~~
~~ii)   availability and quality of public transport alternatives;~~
~~iii)   needs of commercial and delivery vehicles in urban areas;~~
~~iv)   potential of any charging scheme to encourage decentralisation;~~
~~v)   impact of any traffic reassignment on other parts of the network; and~~
~~vi)   the impact on residents.~~

i) environment – including sustainability and climate change;
ii) economy – including the relevant local area and across the Region;
iii) community – including residents and businesses;
iv) renaissance – both urban and rural; and
v) capacity - pressure on other parts of the transport network – including roads and public transport.

~~D.   Further guidance should be developed for inclusion in the next review of this RPG to ensure a consistent approach across the Region to the introduction of road user charging schemes.~~

~~Better Transport for the Major Urban Areas~~

~~9.43 Within the MUAs (North Staffordshire, Birmingham/Solihull, the Black Country, and Coventry) transport can make a significant contribution to improving the overall quality of life, a key issue for the Spatial Strategy. Enhancing accessibility and mobility whilst improving environmental quality are vital components of urban renaissance.~~

9.44 Tackling congestion, through making efficient use of the existing transport network, improving travel choices and traffic restraint where appropriate, must be a key priority. With their greater concentration of population, there are better opportunities for public transport, while the proximity of facilities can result in short journeys. The retention of services in communities is as important in MUAs as elsewhere in the Region.

9.45 Buses will continue to be the key public transport mode in the MUAs. Within the Birmingham/Black Country/Solihull conurbation, Showcase and Super Showcase routes – using high quality accessible buses, red routes and bus priority lanes - will be developed, in line with Centro's 20 year strategy, to form a comprehensive bus network. This network will be complemented by service improvements to the local rail network and the potential development of further LRT extensions where these can be justified. The provision of public transport in the Black Country will be an important consideration in the sub-regional study which the RPB has commissioned (1.32).

9.46 North Staffordshire and Coventry also face major transport and regeneration problems. High-quality public transport networks need to be developed including high quality services from and to nearby towns. Bus showcase and Park & Ride schemes will continue to be developed. For North Staffordshire, a sub-regional transport study has been commissioned. This study will develop the recommendations from the MidMan MMS whilst taking account of the local regeneration strategy and housing renewal issues. The study is being managed by a partnership including Stoke-on-Trent City Council, Staffordshire County Council, the Highways Agency, Advantage West Midlands and Government Office for the West Midlands.

9.47 Demand for highway space will generally need to be managed in the MUAs, although there remain some areas where targeted road building and improvements may be necessary to provide a balanced network or support regeneration, particularly in urban Regeneration Zones.

Better Transport for Other Urban Areas

9.48 In many of the Region's other larger settlements and market towns, especially in the foci for development (CF2), transport issues are similar to those found in MUAs with improvements to quality of life and environment essential to maintain the viability and vitality of these locations.

9.49 Good public transport services, combined with quality walking and cycling facilities will provide better accessibility, more choice, and

reduce the effects of social exclusion in these urban areas. This, together with quality living environments close to employment areas, should help to encourage a reduction in longer distance journeys. The increased application of travel plans and 'hearts and minds' measures will also contribute to an increased proportion of travel by sustainable modes.

9.50 The nature of solutions, however, depends on the size and scale of the urban settlement, and this needs to be reflected in the local transport plans. The scope for extensive public transport networks is inevitably less in the smaller towns. However Bus Quality Partnerships should continue to be developed and where practical rail services should be developed to provide a high quality alternative for longer distance movements. In some of the larger settlements, including the foci for development, higher capacity rapid transit modes may be viable in the future.

9.51 Many larger settlements and market towns are also the focus of an extensive rural hinterland. Whilst the private car will continue to play an important role for transport, especially in remote rural areas, the retention and enhancement of existing public transport services, including rail, is important. There is a need to improve links to and between these towns, and to higher order centres, as well as developing community transport solutions such as car-sharing clubs and voluntary drivers schemes where demand is less concentrated.

Better Transport for Rural Areas

9.52 Over the past few decades, the nature of the economy and population of rural areas has changed considerably as recognised within the Spatial Strategy and the Rural Renaissance Chapters. This has resulted in some pockets of deprivation and a major change in the travel habits of the population. This is reflected in an increased need for rural people to travel longer distances to reach essential goods, services and employment along with an associated higher level of car ownership.

9.53 Efforts have been made to encourage the development of the local rural economy, including through tourism, and this must continue (PA10, PA14-15). This has to be done sensitively, particularly in areas characterised by their natural beauty and environmental sensitivity where there are risks including those from the harmful effects of car use. Also, where rural businesses exist, they are frequently serviced by larger vehicles that cause damage to rural lanes and raise perceptions of safety concerns. Taken as a whole, all of these factors have led to an increase in traffic on the Region's rural roads.

9.54 Developing sustainable transport in rural areas is a major challenge given the diverse nature of movements, the major differences in character between areas and the small volumes of flows. An innovative approach is needed that provides services that are sustainable in the long term, supported by land use policies that seek to retain employment, the local provision of rural services, and reduce social exclusion (RR1).

9.55 Local authorities and other partners need to work together with other agencies to deliver innovative transport solutions that are sustainable in rural areas. It is also important to develop multi-modal connections to urban areas and market towns which provide appropriate levels of accessibility without encouraging increased out-commuting from rural areas, particularly to the MUAs.

National and Regional Transport Networks

9.56 The improvement of Regional transport networks has been identified as a key priority of the Spatial Strategy in order to support the competitiveness of the Region's economy. Improvements will need to be implemented in such a way that they provide the improved accessibility which is required to improve the competitiveness of the Region (and others) whilst also reducing dependence on the car and improving mobility for those without access to one.

9.57 The Region lies at the crossroads of two of the nation's most important transport corridors and Birmingham New Street acts as the hub of the nation's rail network. In broad terms, there are two main national corridors: South West to North East and South East to North West, North Wales, Scotland and Ireland. There are also a number of regionally significant corridors; on the West through the Marches, East/West between North Staffordshire and Derby, and to the East of England and Europe. In some cases, these corridors provide important connections between the MUAs in the Region.

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

9.59 The expansion of rail services is very much dependent upon major improvements in the West Midlands conurbation which are discussed later (The Regional Rail Network, 9.75).

9.60 Figure 5 demonstrates the main components making up each of the key Transport Corridors with further details set out below.

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

9.61 This corridor includes M6, M40, M6 Toll, sections of M5 and M42, M54, A5, the West Coast Main Line, Chester to Birmingham via Shrewsbury, and Birmingham-Banbury-London/South railway lines. The corridor includes elements of the priority TEN.

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

9.63   The general approach proposed for the strategic highway routes is to manage them as part of a national and international network with restrictions on development where this would adversely affect the network. The key highway improvement is the proposed widening of M6 junctions 11a to 19 (in response to the recommendations of the MidMan MMS). The M6 Toll may have an impact on the M6 east of junction 4, any identified need for widening will be referred to the RPB for its consideration. Improvements are also being implemented on the A5 between Weeford and Fazeley, while further improvements between the M69 and M42 may be needed to support local regeneration in the area.

9.64 The upgrade of the West Coast Main Line to 125mph running is proceeding as part of the SRA's West Coast Main Line Strategy. This upgrade will deliver faster and more frequent services between London and Birmingham, Coventry and other key inter-city stations in the Region. The Cherwell Valley section of the Birmingham-Banbury-London/South line is also being upgraded which will also allow faster and more frequent London to Birmingham services on this line. In support of the Spatial Strategy, and specifically the proposed Wolverhampton-Telford High Technology Corridor (PA3), rail links may also need to be improved between Telford and the Birmingham/Black Country conurbation with services to Shrewsbury and beyond. Access within this local corridor will also be improved by the provision of a new link between the M54 and the M6/M6 Toll.

b. South West to North East

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

regeneration of Birmingham as well as providing a nationally significant connection.

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

9.67 With regard to other components of this broad SW/NE corridor, it is proposed that the M69/A46 should be protected as an inter-regional route outside of the MUAs supported by improvements at A45/A46 Tollbar End, A46/M40-Longbridge, and A46 Alcester-Stratford. The West to East Midlands MMS has recommended further potential improvements to the strategic transport links from Birmingham and Coventry to the East Midlands.

c.   The Marches

9.68 The corridor which forms a north-south spine between Shrewsbury and Hereford and beyond provides a valuable link between a number of settlements. Road and rail networks need to be managed, developed and enhanced in a way that maintains the role of the A49 and adjacent railway route, protects the landscape and natural, built and historic environment of the corridor, promotes regeneration and links areas of opportunity (RR2).

9.69 The A49 in Hereford is subject to increasing congestion. This has a number of implications for sub-regional land use development and regeneration. To address this issue, a local multi-modal study has been completed. The study has identified a potential package of measures to release travel capacity needed to accommodate development and regeneration and to allow Hereford to fulfil its identified role as one of the sub-regional foci. Further work is proposed to identify the role of the foci as part of an early partial review of this

RPG. This will need to be informed by the multi-modal study and consider the priority that needs to be allocated to its outcomes.

d. North Staffordshire-Derby

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

9.71 The Crewe-Stoke-Derby railway route provides an important cross-country link but improvements are needed to reduce journey times and increase frequencies.

e. East of England/Europe

9.72 The M6/A14 within and beyond the Region, together with the rail routes to Leicester via Nuneaton provide an important connection between the Region and the East Coast ports of Felixstowe and Harwich. Access for rail freight to these ports will be improved.

Management and Development of the Highway Network

9.73 *9.86* The *transport* network must be maintained and managed in a way that preserves the utility of strategic routes, and supports business efficiency *which is* critical to the competitiveness of the Region. However, Excessive demand for car travel means *results in* sections of the strategic road network, such as the M6, M5 and M42, experience *suffering from* severe congestion at peak times and other routes are predicted to have similar problems in the near future.

9.74 *9.87* Increasing highway capacity can generate additional traffic and so any *proposed* road improvements *schemes* will have to be introduced as part of a *transport* strategy which supports the Spatial Strategy and *this* may include demand management measures.

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

A. The Primary Route Network (PRN) within the Region will consist of motorways, trunk roads and other primary routes as identified on Figure 6.

B. Local authorities and the Highways Agency will give high priority to investment in the maintenance, management and selective improvement of this network in order to maintain accessibility for essential movements, including freight, within and through the Region. This includes those parts of the Trans European Road Network which pass through the Region.

C. Local authorities, the Highways Agency, transport operators and other agencies should work together to provide and maintain a strategic transport system which:

i)   enhances the competitiveness of the Region by providing journey time reliability;

ii)   provides improved links and accessibility both within the Region and to other UK and European regions and beyond; and

iii) supports the Spatial Strategy, particularly by providing improved accessibility in those parts of the Region in greatest need of regeneration.

D. In bringing forward detailed policies, proposals and programmes, consideration should be given to:

i)   optimising the use of existing infrastructure across all modes;

ii)   ensuring capacity is safeguarded by appropriate selection of development location, minimising the need for local movements to use the strategic network (T1);

iii) adopting the priorities for investment in strategic networks (T12) to support the objectives and policies of ~~RPG~~ *RSS*, and ensuring the investments are not undermined by inappropriate development;

iv)   ensuring that motorways and trunk roads are managed and improved to operate effectively as part of the national transport network, including the use of appropriate demand management techniques to improve journey time reliability;

v)   road building only after all other solutions have been examined and where proposals support other objectives of the ~~RPG~~ *RSS*; and

vi)   ensuring the Region is provided with an improved and integrated rail network to encourage greater use of rail, particularly for longer distance travel both within the Region and beyond.

E. New accesses on the PRN will not be encouraged and should not inhibit the strategic function of these routes. Where

development proposals impact on the PRN, local planning authorities should ensure that transport and environmental impact assessments are undertaken to ensure that the function of the network is maintained and appropriate financial contributions to improvements are made.

Insert Figure 6

~~The Regional Rail Network~~

9.75 ~~The expansion of the Regional rail network is very much dependent upon capacity improvements in the West Midlands conurbation. The West Midlands Rail Capacity Study, jointly commissioned in 2000 by the SRA, Railtrack, Centro, Birmingham City Council, and GOWM to consider future development priorities and inform WMAMMS, recommended substantial capacity and service enhancements to be implemented in two phases.~~

9.76 ~~Phase one, if implemented in full, would, through a series of short to medium term enhancements, double the passenger capacity of central Birmingham stations as well as improving freight movements throughout the Region. Key enhancements proposed included greater passenger capacity at Birmingham New Street Station, the development of the Snow Hill network, and improved freight capacity including reopening of the Stourbridge to Walsall line.~~

9.77 ~~Elements of the phase one proposals, including additional platforms at Wolverhampton and Birmingham New Street Station, are now being delivered through the upgrade of the West Coast Mainline. The SRA is also continuing to undertake further development and business case evaluation on the remaining phase one enhancements.~~

9.78 ~~The SRA will carry out a Regional Planning Assessment for the rail network in consultation with local stakeholders and this will determine the priority areas for intervention to meet the long-term (phase two) demands and needs of the Region. This will inform future studies into appropriate transport solutions.~~

Freight

~~9.79~~ *9.88* The efficient movement of freight is a key component of a successful regional economy, particularly where a significant proportion of employment is based on manufacturing. *With nearly 10% of the UK's population the West Midlands is a major market for*

buying and selling goods and services. Sustainable freight is critical for our economic well being and supporting our quality of life.

~~9.80~~ 9.89 Of the 2.4 million working population in the Region, ~~560,000~~ *nearly 600,000 (25%)* are in manufacturing. The Region accounts for 11% of UK manufacturing and 25% of manufacturing exports. ~~Freight plays a key role in improving and maintaining Regional competitiveness and the Prosperity for All policies recognise the potential contribution that warehousing and distribution can make to the Regional economy.~~ *As a result, the Region generates significant volumes of freight for transport within the West Midlands and to other locations in Britain and abroad. There is also a significant service and knowledge based economy in the Region. Increasing levels of consumption in these sectors, combined with the large logistics sector present within the region - due to its strategic location - also result in large inward flows of freight.*

~~9.81 In 2000, 152 million tonnes of goods were carried in the West Midlands Region. Two-thirds of these had a destination within the Region. The most significant other destinations were the East Midlands (12mt) and the North West (11mt).~~

9.90 Distribution accounts for around 9% of all jobs in the Region. Many of the major retailers and logistics providers have located large distribution centres in the West Midlands to serve both the regional and national market. In 2000 approximately 160 million tonnes of freight was carried in the West Midlands for delivery in the Region and to other UK and international markets. Two-thirds of these had a destination within the West Midlands. Therefore the Region regards keeping the costs of freight movement under control as important to regional competitiveness.

~~9.82~~ *9.91* Freight movement is often thought of solely in terms of manufacturing, construction and retailing sectors where its involvement is often highly visible and understood. However, the totality of the business sector through, for example, office ~~supplies, documentation, and~~ related services *are* ~~is~~ a massive generator of freight trips which can be by lorry, van, car and motorcycle. ~~In addition, trips can be brought about as a result of office and office equipment maintenance services.~~

9.92 In addition to the large volumes of freight the Region generates and attracts, a significant volume of UK freight passes through the Region. Freight flows between the other large producing/consuming regions of Britain i.e. North West/Scotland to/from the South East have to pass through the West Midlands. In 2002 around 14 million tonnes of goods passed through the Region by road in each direction

between the North West/Scotland and the South East. Consequently Britain's most important national transport infrastructure is centred on the West Midlands region.

9.93 The M6 motorway is the primary north-south trunk route through the Region for freight moved by road. The section of the motorway through Birmingham is one of the most heavily used motorways in Europe. The 'M6 Toll Road' was built to provide extra capacity at this section of the national road network, but it currently carries relatively few Heavy Goods Vehicles (HGV's). The M6 Toll traffic comprises 7% HGVs compared with a typical 30% on the "parallel" M6.

9.94 The West Coast Mainline (WCML) is the primary north-south trunk rail route through the Region. As well as linking locations where rail freight can provide cost competitive solutions it has the most generous loading gauge available on the British network, therefore it attracts large volumes of intermodal freight. Concerns have been raised about key constraints on this route, particularly capacity and bottlenecks affecting reliability e.g. the North London Line. In excess of 100 freight trains per day pass through the West Midlands en-route between other regions, a significant proportion of which pass through the Trent Valley on the WCML.

~~9.83~~ *9.95* The implementation of this policy ~~will be based around the development of~~ *is set out in* the Regional Freight Strategy, local freight strategies in local transport plans, and Freight Quality Partnerships (FQP). FQPs can help local authorities, the freight industry, businesses, environmental groups, residents and others to address issues at the local level. FQPs have already been established in several areas. Figure 7 illustrates freight opportunities across the Region.

Figure 7 Freight

Policy T10: Freight

A.   The reliable movement of goods and services is the lifeblood of the West Midlands economy. Development plans, local transport plans and the economic strategy should aim to improve the efficiency of freight movement and support the development of Regional Logistics Sites (PA9), by:

i)   addressing problems for freight vehicles on the Primary Route Network to improve reliability of journeys;
ii)   addressing delivery and servicing problems through traffic management;

iii) encouraging the development of local and Regional Freight Quality Partnerships;
iv) encouraging the use of rail and inland waterways for freight;
v) safeguarding existing and disused railway lines and sidings which could be used for rail traffic in the future;
vi) encouraging the development of new rail freight terminals and improving access to existing terminals;
vii) encouraging developments that generate significant amounts of freight in locations that have good access to the rail network; and
viii) encouraging local sourcing.

B.   Local authorities and other agencies should co-operate to develop a Regional Freight Strategy covering all forms of freight transport, i.e. road, rail, water and air taking into account the Regional Rail Freight Strategy.

Airports

9.84 Birmingham International Airport (BIA) is located centrally within the Region. There are also a number of airports and airfields across the Region providing a range of business, leisure and military facilities. The central location of the West Midlands also results in the use of other UK airports by people and businesses from within the Region, particularly Manchester and East Midlands together with those located in the South East.

9.85 Given its central location and close proximity to the rail and motorway network, BIA presents an opportunity to provide for more of the Region's air transport needs. Its growth will also benefit the Region's economy. A Surface Access Strategy has been developed in partnership with the National Exhibition Centre in order to provide a framework within which the two organisations can work together to achieve the modal change targets required of them. The strategy includes major infrastructure projects and a variety of smaller measures that can combine to improve the choice of means of access to sites, particularly by public transport.

9.86 Nationally, air transport has been examined through a series of studies, (i.e. The Future of Aviation consultation document and the Regional Air Services Studies) all of which suggest that there will be a major increase in the demand for air transport in the future. These studies informed the White Paper on Air Transport which was published in December 2003. Policy T11 will need to be reviewed when the RPB has considered the implications of the White Paper.

9.87 There is also a need to consider the general aviation needs of the Region. These needs will increasingly be provided for by the smaller airfields across the Region which are generally located in rural areas. Development of these facilities will need to be accompanied by appropriate access improvements and controls.

9.88 Air transport has a major impact on the environment. It is important that any development is designed to minimise environmental impacts and that access by public transport is maximised.

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

9.97 In the West Midlands, the ATWP:

- *proposes the provision of an additional runway at BIA, to meet future demand;*
- *recognises the roles of Coventry and Wolverhampton airports and airfields across the Region, that provide a range of passenger, freight, business, leisure and military facilities; and*
- *acknowledges that the central location of the West Midlands results in the use of other UK airports by people and businesses from within the Region (particularly Manchester and East Midlands together with those located in the South East).*

9.98 RAF Cosford will not be available for commercial development within the RSS period.

9.99 The ATWP makes it clear that BIA will continue to be developed as the West Midlands' principal international airport with appropriate facilities in order to increase the extent to which it serves a wider range of global destinations to meet the Region's needs. BIA presents the greatest opportunity to provide for more of the region's air transport needs for business, social and leisure purposes.

9.100 BIA's Masterplan and associated Surface Access Strategy will address transport demand and sustainable surface access. The ATWP sets a mode share target of 25% for public transport, by 2030. The RSS Annual Monitoring Report (2006) shows a public transport mode share at BIA of 19.1% (2005). The RPB considers that the 25% public transport target should easily be achieved by the end of the RSS plan period (2021) and

given the airport's close proximity to the rail network, the 25% is an absolute minimum. BIA is encouraged to achieve and maintain the 25% public transport share as soon as possible.

9.101 Whilst BIA is the only airport required to produce a Masterplan, the RPB encourages other airport owners/developers in the West Midlands to produce statements of their long term plans. The production of the statement should not be onerous but relevant to the scale and scope to their proposals for development to inform the local planning authority's Area Action Plans.

9.102 The ATWP endorses the important role of regional airports in supporting regional economic development. However, airport expansion can have positive and negative impacts on the regional economy. In mitigating these it's important to link employment opportunities to need and develop the necessary skills within the region.

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

Policy T11: Airports ~~(To be reviewed following the Air Transport White Paper, December 2003, as part of a future revision of this RPG)~~

~~A. Birmingham International Airport (BIA) will continue to be developed as the West Midlands' principal international airport with appropriate facilities in order to increase the extent to which it serves a wider range of global destinations to meet the Region's needs.~~

~~B. The planning permission for expansion of BIA has a target to achieve a public transport mode share of 20% (passengers, employees and visitors) by 2005 or 10 mppa whichever is the later.~~

~~C. To accommodate future significant levels of growth additional passenger terminal facilities would be required. Also, to serve more distant international destinations an extension to the main runway would be required. Development plans in Solihull and neighbouring authorities should include policies to provide for the assessment of proposals for the expansion of the airport to meet the demand. Criteria for development proposals should include the requirement that they be subject to rigorous environmental assessment and must demonstrate:~~

i) that both economic benefits and harmful environmental impacts have been assessed, in line with the principles of sustainable development;

ii) that unavoidable harm be reduced through mitigation; and

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

D. Satisfactory provision should also be required for improved surface access including:

i) improvements where necessary to the M42; and

ii) an increase in the percentage public transport mode share for passengers, employees and visitors – supported as necessary by improved public transport services.

E. Consideration should also be given to the provision of remote check-in and or parking facility to serve BIA and the need for bus-based Park & Ride facilities to serve BIA/NEC.

F. Coventry Airport, as primarily a freight airport, provides a complementary service to those at BIA. Development plans for Warwick District and neighbouring authorities should include policies for the assessment of proposals for the expansion of Coventry Airport. Criteria should require the approach to environmental assessment and impacts set out for BIA above; and any proposals for use of Coventry Airport by charter or scheduled passenger flights should be subject to the availability of public transport to serve the airport.

G. The further development of other airports and airfields in the Region providing complementary services to those at BIA, will be supported providing that proposals can be justified following rigorous environmental assessment; mitigation or compensation can be provided for unavoidable, harmful environmental impacts; and any proposals for charter or scheduled passenger services are subject to the availability of public transport.

H. Local transport plans and the Airport Surface Access Strategies should aim to ensure that improvements to strategic and local transport networks and interchanges are provided in order to ensure continued access by all modes to airports is maintained. Within these plans and strategies, challenging targets should be set to encourage a greater percentage of trips, by passengers, visitors and staff, by more sustainable modes.

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

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

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

iv)   that social, economic and environmental impacts (positive and negative) have been considered in line with the principles of sustainable development;
v)   that unavoidable harm will be reduced through mitigation; and
vi)   where harm cannot be avoided or mitigated, it should be compensated for.

C. BIA should achieve a minimum modal share by public transport of 25% (passengers, employees and visitors) by 2021. The target and the actions required to deliver this should be made clear and monitored, in the Airport Surface Access Strategy and Local Transport Plans.

D. The further development of Coventry, and Wolverhampton Business airports and the other airfields in the Region should complement the role of BIA as the region's principal passenger airport. Development plans for the relevant local planning authority (and neighbouring authorities) should include policies for the assessment of expansion proposals, with criteria the same as those set out in T6 A and mode share targets that are challenging and deliverable.

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

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

9.89 In the short to medium term, further passenger terminal capacity is being provided at BIA with improved access provided by the multi-modal interchange at Birmingham International Station

which incorporates a people-mover link to the terminals, and improved
links to the A45.

Priorities for Investment

9.90 The following policy illustrates the wide range of investment that
is needed to improve accessibility and mobility across the Region. The
results of the WMAMMS have highlighted that there is no single
solution to transport problems and that a balanced package needs to
be implemented. The delivery of this programme requires funding and
action by a wide range of partners over the period of this RPG. The
overall Spatial Strategy relies heavily on the implementation of an
integrated investment programme. It is proposed to develop an
implementation document which will consider this matter in more
detail and priorities will need to be kept under review as circumstances
change in the future.

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

9.92 Revenue and capital funding will be required from central
Government, Highways Agency, Strategic Rail Authority, Network Rail,
rail operators, public transport operators, local authorities, income
from local charges, Birmingham International Airport, Countryside
Agency, Advantage West Midlands, developers, and other partners.

*9.104 Policy T12: Priorities for Investment, illustrates the wide range
of regionally significant transport measures that are needed to deliver
the RSS and WMES. The delivery of this programme requires funding,
action and leadership.*

*9.105 The successful delivery of the RSS and WMES relies heavily on
the timely implementation of regionally significant transport measures.
Significant capital and revenue funding is required to deliver these
priorities from a wide range of sources, public and private.*

*9.106 The Priorities for Investment have been updated to take account
of the:*

- *Factual changes that have taken place, identified in the West
  Midlands Transport Delivery Plan (2007);*
- *Regional Funding Allocation transport priorities, identified in the
  advice provided to the Government in January 2006, are set out
  in Table X.and;*

- *The need to support 'settlements of significant development', examples are provided in Table Y.*

9.107 In 2006 the region prioritised the schemes set out in Table Y for delivery in the period 2006 to 2016. This prioritisation is likely to be reviewed in 2008

Table X RFA West Midlands' Transport Priorities (January 2006)

Theme	*Relationship with T12*
A41/A4031 Junction, Sandwell	*See T12A*
A4123/A461 Junction, Sandwell/Dudley	*See T12A*
Brierley Hill Public Transport Network	*See T12A*
Brownhills Package, Walsall	*See T12A*
Chester Road, Birmingham	*Improved access to regeneration sites*
Coventry Primelines	*Quality Bus Networks*
Coventry Station	*West Midlands Rail capacity and performance enhancement*
Darlaston Access, Walsall	*See T12A*
Hagley Road Bus Showcase, Birmingham/Sandwell	*Quality Bus Networks*
Longbridge Link Road, Birmingham	*Improved access to regeneration sites*
M54 J2 Wobaston Road, Wolverhampton	*See T12A*
Nuneaton Development, Warwickshire	*Improved access to regeneration sites*
Outer Circle Bus Showcase, Birmingham/Sandwell	*Quality Bus Networks*
Owen Street Level Crossing, Sandwell	*See T12A*
Rotherwas Access Road, Herefordshire	*Improved access to regeneration sites*
Rugby Western Relief Road, Warwickshire	*Improved access to regeneration sites*
Selly Oak Access Road, Birmingham	*Improved access to regeneration sites*
Shrewsbury North West Relief Road, Shropshire	*Development of improved road network management and prioritisation, including between nodes in High Technology Corridors*
SPARK (Leamington Spa/Warwick Public	*Quality Bus Networks*

Transport), Warwickshire	
Stourport Relief Road, Worcestershire	Development of improved road network management and prioritisation, including between nodes in High Technology Corridors
Walsall Town Centre	See T12A
West Midlands Urban Traffic Control	Measures aimed at achieving behavioural change
Wolverhampton Centre	See T12A

Policy T12 has been amended to include references to Table Y investment areas. In addition a number of schemes have had details amended. It should therefore be read in conjunction with the existing text of the policy.

Policy T12: Priorities for Investment

Scheme	Key Policy Links	Status as of April 2007	Delivery Mechanism	Key Delivery Role	Support Delivery	Implementation 2007-2010	Period 2011-2015	Post 2015
National and Regional Priorities								
Measures aimed at achieving behavioural change	T1, T2, T3,T4, T5, UR2, RR2, PA11	Various	LTP, Operators and Developers	LA and operators	Other agencies	■	■	■
West Coast Mainline Strategy	T5, T9, T10	C	West Coast Mainline Strategy	DfT	Operators	■		
Upgrading rail freight routes to Felixstowe and Southampton	T10	FA	TIF	NR		■	■	
M6 widening J11a – J19	T9	FA	HABP	HA		■		■
M40 J15 Longbridge	T9	C	HABP	HA		■		
M42 widening J3-7	T9, T11	UI	HABP	HA		■		
M54 – M6/M6 Toll link	T9, PA3	FA	HABP	Private Sector and HA			■	
Active Traffic Management for M5/M6/M42 motorway box	T9	FA	HABP	HA			■	
A38 Streethay – A50 Improvements	T9	FA	HABP	HA		■	■	■
A45/A46 Tollbar End	T9	C	HABP	HA			■	

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Scheme	Key Policy Links	Status as of April 2007	Delivery Mechanism	Key Delivery Role	Support Delivery	Implementation 2007-2010	Period 2011-2015	Post 2015
West Midlands Rail capacity and performance enhancement	T5, UR2, RR2, CF2	Various	NRBP/TIF/R FA/LTP	NR, LA	Operators			
Passenger capacity enhancement Birmingham New Street	T5, T6, T9, T10, UR1, UR2, UR3, PA1, PA2, PA10, PA11, PA12	FA	DfT/NRBP/R FA/LTP/	NR	AWM/Bir mingha m City Council, Centro, Private			
BIA, development of services and improved surface access, especially by public transport	T11	Various	HABP/NRBP /RFA/LTP/Pr ivate Sector	AWM/BI A/NR/H A/LA/Ce ntro	National Exhibition Centre			

Sub-regional Priorities in support of MUAs

Scheme	Key Policy Links	Status as of April 2007	Delivery Mechanism	Key Delivery Role	Support Delivery	Implementation 2007-2010	Period 2011-2015	Post 2015
Quality bus networks, including Bus Rapid Transit in appropriate key corridors	T5, UR2, PA2	Various	TIF/RFA/LTP	Centro and LA	Operators			
Red Route network development	T5, T8, T9, UR2, PA2	Various	TIF/RFA/LTP	LA				
Metro extension Birmingham city centre to Five Ways	T5, UR1, UR2	FA	TIF/RFA/LTP /Private Sector	Centro	LA, Operators			
Metro extension Wednesbury to Brierley Hill	T5, UR1, UR2	FA	TIF/RFA/LTP /Private Sector	Centro	LA, Operators			
Further Metro extensions in Birmingham/Black Country conurbation	T5, UR2	FA	TIF/RFA/LTP /Private Sector	Centro	LA, Operators			
Scheme	Key Policy Links	Status as of April 2007	Delivery Mechanism	Key Delivery Role	Support Delivery	Implementation 2007-2010	Period 2011-2015	Post 2015
Strategic Park & Ride –	T5, T6,	FA	RFA/LTP/Pri	Centro	NR,			

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Brinsford	T7, PA3		vate Sector	and LA	Operators	
Strategic Park & Ride – Other sites	T5, T6, T7	UI	RFA/LTP/Private Sector	Centro and LA	NR, Operators	See T12A
Improved transport networks within the Black Country	See T12A	See T12A	T12A	See T12A	See T12A	See T12A
Improved public transport network in North Staffordshire	T5, UR2, PA2	UI	RFA/LTP	LA, Operators		
Improved access to regeneration sites	PA7, PA8, PA9	Various	RFA/LTP/Private Sector	LA	Centro	
Improved access to 'settlements of significant development'	CF2	Various	RFA/LTP/Private Sector	LA, Developers	Centro	

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Scheme	Key Policy Links	Status as of April 2007	Delivery Mechanism	Key Delivery Role	Support Delivery	Implementation 2006-2010	Period 2011-2015	Post 2015
Sub-regional Priorities Outside MUAs								
Enhancement and development of rural public and community transport, particularly links between market towns and their hinterlands	T5, RR2, CF2	Various	AWM/LTP	RASP, LA	Operators			
Development of improved road network management and prioritisation, including between nodes in High Technology Corridors	T9, PA3	Various	RFA/LTP/HABP	LA, HA	AWM			
Worcester Parkway Strategic Park & Ride	T1, T5, T6, T7, T9, UR2	UI	NRBP/RFA/LTP/Private Sector	NR, LA	Operators			
Improved access to regeneration sites	PA7, PA8, PA9	Various	RFA/LTP/Private Sector	LA, Developers	AWM			
Improved access to	CF2	Various	RFA/LTP/Pri	LA,				

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		vate Sector	Develop ers
'settlements of significant development'			

Notes

Status

C (Committed) – schemes approved by the Secretary of State for Transport and included in the relevant programme, although powers may still be required.
FA (Further Appraisal Work Needed) – schemes identified in a MMS or relevant Business Plan but requiring further appraisal work
UI (Under Investigation) – appraisal work is underway
Various – combination of the above due to long term programme

Organisations

AWM – Advantage West Midlands (Regional Development Agency)
Centro – West Midlands Passenger Transport Authority/Executive
DfT – Department for Transport
HA – Highways Agency
LA – Local Transport Authorities
NR - Network Rail

Delivery

HABP – HA Business Plan
NRBP – NR Business Plan
LTP – Local Transport Plan
RASP – Rural Access Service Partnership
RFA – Regional Funding Allocation
TIF – Transport Innovation Fund

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Table Y Examples of the potential Transport improvements needed to Support 'Settlements of Significant Development' beyond MUA

Settlement of Significant Development	Transport Measure
Burton-upon-Trent	e.g. increased transport capacity including a new river crossing to access sites and sustainable transport measures
Hereford	e.g. Outer Distributor Road to access sites, and sustainable transport measures
Nuneaton	e.g.increased transport capacity including road access to sites, and improved sustainable transport measures
Redditch	e.g. increased transport capacity including improved sustainable transport measures
Rugby	e.g. road access to major development areas, and sustainable transport measures
Shrewsbury	e.g. North West Relief Road and sustainable transport measures
Stafford	e.g. western access improvements and sustainable transport measures
Telford	e.g. action to address pinchpoints and sustainable transport measures
Warwick / Leamington Spa	e.g increased transport capacity including access to sites and sustainable transport measures
Worcester	e.g. increased transport capacity including improvements to the road network and sustainable transport measures

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Policy	Target	Indicator	Sources of information
OUTPUT/OUTCOME INDICATORS			

T1 – Developing Accessibility and Mobility within the Region to support the spatial strategy
 	
T2 – Reducing the need to travel
	(a) To increase the proportion of new residential development in Major Urban Areas (MUAs) or otherwise in the larger settlements in the RSS *settlement* *hierarchy in order to reduce the need to travel*
	
	(b) To increase the proportion of new employment land in MUAs or otherwise in the larger communities in the settlement hierarchy in order to encourage **balanced** **urban and rural renaissance, and to support (a)**
	
	To each year see an increase in the percentage of the resident population within the specified levels of bus/Metro
		1. ACCESSIBILITY
		
		1. Completions and commitments of residential and employment land by RSS settlement hierarchy
		
		2. Percentage of residents within 10 minutes walk of a 20 minute frequency and 60 minute frequency bus/Metro service for:
		-
		
		  (i) Former Met County Area
		  (ii) Rest of WM
		  (iii) Other areas as may be appropriate
		
		3. Percentage of new residents each year within 10 minutes walk of a 20 minute frequency and 60 minute frequency bus/Metro service for: -
			Annual Land Availability Surveys
			
			RA:
			[Further indicators of accessibility to facilities (hospitals with outpatient facilities, 'centres' etc) will be considered subject

TRANSPORT AND ACCESSIBILITY - MONITORING

services: or otherwise at least to maintain the previous years proportion

(iii) Former Met County Area
(iv) Rest of WM
Other areas as may be appropriate

to cost and resource considerations]

To each year see an increase in the percentage of the **new** resident population within the specified levels of bus/Metro services: or otherwise to at least maintain the previous years proportion

Policy	Target	Indicator	Source of information

OUTPUT/OUTCOME INDICATORS - continued

Policy	Target	Indicator	Source of information
	An increase in the proportion of journeys to/from school undertaken by sustainable modes	4. - % Modal Split for Trips to and from School (5-16 year olds)	RTStat Regional Transport Statistics [DfT] (plus LA surveys for LTP mandatory)

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indicator from 2007 onwards for trips to school)

2. MOBILITY

T3 – Walking and Cycling	An increase in walking trips and distance walked	5. Annual Walking Trips and Average Walking distance travelled *per person*	RTStat – DfT
T4 - Promoting Travel Awareness			
T5 – Public Transport	An increased level of cycling	6. Regional Cycling Index	LA: Derived from LTP mandatory indicators
T11 - Airports			
	To increase overall bus patronage	7. Bus use: journeys by bus	Primary data source to be DfT's Regional Transport Statistics (RTS)
	(a) To deliver 98.6% of timetabled tram services within three minutes of the published time	**8. Metro performance:** (a) Reliability	Centro
	(b) Increase light rail use from 5.1 million trips per year in 2003/04 to 5.8 million in 2010/11 (current LTP target)	(b) Light rail journeys	Centro

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TRANSPORT AND ACCESSIBILITY - MONITORING

Policy	Target	Indicator	Source of information
	Increase in rail patronage	9. Rail use/Patronage WM/England	RTStat

OUTPUT/OUTCOME INDICATORS - continued

Policy	Target	Indicator	Source of information
	Birmingham International Airport (BIA) 1/ To achieve a passenger "public transport*" mode share of 25% at 2012 (from a 20.8% base at 2005) [* defined as non car/taxi, but including off site parking) 2/ An employee mode share of 25% at 2012 (from a 2005 base of 20.3%) **3/ 1.08 vehicle trips per passenger at 2012 (from a 2005 base of 1.15)**	10. Passenger Air Transport Surface Access: Proportion by public transport *(a)* Birmingham International Airport *(b)* Regional comparisons ('East Midlands' and Manchester)	*(a)/(c)CAA Annual Passenger surveys Plus BIA data*

3. CONGESTION & RELIABILITY

Policy	Target	Indicator	Source of information
T6 – Strategic Park and Ride	The indicator is currently under	11. CURRENT RSS CORE INDICATOR 3	The 34 Local

TRANSPORT AND ACCESSIBILITY - MONITORING

Policy	Indicator	Target	Source of information
T7 – Car Parking Standards and Management T8 – Demand Management T9 – The Management and Development of National and Regional Transport Networks T10 – Freight	TRANSPORT: "Percentage of completed non-residential development complying with the car-parking standards set out in the regional transport strategy'"	review by CLG – a revised target will be considered if appropriate	Planning Authorities in the Region
	12. Number of parking spaces at rail stations;		
	(a) Metropolitan area	(a) Increase number of spaces where appropriate	Centro
	(b) Rest of region	(b) Increase number of spaces where appropriate	Strategic LAs

OUTPUT/OUTCOME INDICATORS - continued

Policy	Indicator	Target	Source of information
	13. Strategic P&R Spaces	Increase provision where appropriate	Strategic LAs
	14. Road Reliability Indicators (a) All vehicles (b) HGV* vehicles (i) Average speed of traffic (ii) Average delay of traffic (iii) "Standard deviation of traverse time of traffic" (i.e. a measure of the variability of traverse time) For a) Former Metropolitan County b) Rest of Region	To see an increase or otherwise no decrease year on year in (ii) average speed; and similarly a decrease or otherwise no increase in (ii) delay and (iii) variability of travel time,	RA [using ITIS data] (* 'HGV/commercial' as defined in ITIS data)

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c) Other areas as may be appropriate

15. Rail Reliability: ORR network data for the three most relevant franchises:
(i) Govia* (From November 2007)
(ii)Virgin West Coast
(iii) Arriva 'Cross country' (From November 2007)
**

Office of Rail Regulation (ORR)

A 3.5 - Public Performance Measures (PPMs) for franchises should, at the least, not fall below the relevant 'Long Distance' and 'Regional' sector level averages for any financial year overal

PROCESS INDICATORS
[The indicators primarily relate to Objective 3 'Congestion and Reliability': Objectives 1 & 2 do not currently have process indicators specifically associated with them]

3. ACCESSIBILITY/ 2. MOBILITY/ 3. CONGESTION AND RELIABILITY

16. Progress against programmes for elements identified in T12 (as updated)

17. priorities from Phase 1 Revision (Black Country)

18. The implementation of a parking

LA/HA/NR/BIA/A WM – Transport Delivery Plan; HA Business Plan

T12 – Priorities for Investment

To achieve the implementation of individual schemes according to programme)

To achieve the implementation of individual schemes according to programme)
***I**mplementation of the target*

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Policy	Target	Indicator	Source of information
		management regime at Brierley Hill/Merry Hill, including the use of parking charges, compatible with those in the Region's major centres	

CONTEXTUAL INDICATORS

Policy	Target	Indicator	Source of information
		1. ACCESSIBILITY/ 2. MOBILITY/ 3. CONGESTION AND RELIABILITY	
	(A numerical target relating to the to reduction of average trip length is not appropriate as many factors outside RSS influence impact upon commuting trip length, albeit that a reduction or limitation is sought)	19. Commuting average trip length (miles) (a) Metropolitan area (b) Rest of region	NTS (Special tabulation)
	(Targets inappropriate as parental choice and other factor are outside RSS influence) (Target not appropriate. Journeys can be by sustainable modes (e.g. train, walking), and have quality of life implications	20. Education average trip length (miles) (a) Metropolitan area (b) Rest of region	NTS (Special tabulation)
		21. Miles travelled per person per year (all modes)	NTS (Special tabulation)
	(Target not appropriate as many trips are by sustainable modes (e.g.	22. Trips per person per year (all modes)	NTS

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(Special tabulation)

walking), and can have quality of life implications

* Govia is the new rail franchisee that on November 11 2007 is to take over the majority of the Central Trains franchise

**[NB the rail new franchises incorporate elements of previous franchises, and hence previous performance results will not be comparable] Draft 23 August 2007 JL

RTStat – Regional Transport Statistics
NTS – National Travel Survey

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Insert diagram Transport and Accessibility

Chapter 8:
Part 4 WASTE POLICIES

8.77 *When it is approved by the Secretary of State the Revised RSS will become the Regional Waste Strategy for the West Midlands.* PP~~G~~S10 sets out how the planning system can contribute to sustainable waste management ~~and includes the principles of 'the Best Practicable Environmental Option',~~ *"by providing sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time". The RSS proposes to "deliver sustainable development through driving waste management up the waste hierarchy, addressing waste as a resource and looking to disposal as the last option," and to "provide a framework in which communities take more responsibility for their own waste" by seeking to be self-sufficient in its waste management as a region and by requiring each Waste Planning Authority to manage an equivalent tonnage of waste to that arising within its boundary.* ~~'regional self-sufficiency', the 'proximity principle' and the 'waste hierarchy', for locating waste management facilities.~~ *The importance of considering waste as a resource at every level of the hierarchy cannot be over emphasised with the current concern about 'sustainability' and 'climate change'. The work of organisations like NISP, which acts as a facilitator between businesses with surplus and residual material and businesses which can utilise those materials as a raw material and resource, is vital to the continued economic prosperity of the region. Each stage of the hierarchy needs to be applied in a sequential manner from waste minimisation and the development of reprocessing of materials to recovering energy from the minimum residual material that remains after the maximum re-use, recycling, and processing.*

W1: Waste should be considered as a resource and each Waste Planning Authority, or sub region, should allocate enough land in its Local Development Documents to manage an equivalent tonnage of waste to that arising from all waste streams within its boundary, taking into account the Waste Hierarchy and not making allowance for landfill or waste transfer stations.

8.78 The policies in this guidance have been informed by ~~the draft Regional Waste Strategy (RWS) prepared by the Regional Technical Advisory Body (RTAB)~~ *a series of background papers and studies which are available on the WMRA web site. Using these studies as a base the RSS provides "a distribution of waste tonnage requiring management, a pattern of waste management facilities of national, regional or sub-regional significance, and. identifies the tonnages of waste requiring management for the following waste sectors:*

- *commercial and industrial; and,*

– *municipal."*

It apportions these tonnages by waste planning authority area, or to sub-regions comprising more than one waste planning authority in the case of Staffordshire and Stoke-on-Trent; and the four Black Country authorities; because these waste planning authorities have indicated that they intend to work jointly on their development plan documents ~~In preparing development plans PPG10 expects Waste Planning Authorities (WPAs) to take the RWS into account~~.

8.79 Data shows that the Region is largely self-sufficient in terms of meeting its own needs for waste treatment and disposal. However, the acknowledged net flow of household and *commercial and* industrial waste from the metropolitan area to landfill in the shire counties and the reverse flow of special wastes means there is continued importance in co-ordinating waste planning at the Regional level *and providing more facilities to manage waste further up the waste hierarchy and to maximise its potential as a resource.*

8.80 The way in which waste is managed will need to change in response to new waste management legislation. This ~~will~~ involve*s* the full implementation of the Waste Framework Directive, the Landfill Directive and the emerging legislation. In order to meet the requirements of the Landfill Directive there will be a need for significant initiatives to *pre-treat waste and to* provide facilities for the recovery and treatment of all waste streams, including municipal, industrial and commercial. ~~Some of the ways in which change will need to take place were addressed in the~~ Waste Strategy ~~2000~~ for England *2007* ~~and Wales~~ *sets out targets for diverting waste from landfill and the approach which should be taken to providing facilities and the priority in providing different types of facility*.

8.81 The RPB, ~~in conjunction with the Regional Technical Advisory Body, should undertake a study of the Best Practicable Environmental Option for Waste in order to inform an early review of the waste policies in this Chapter~~ *has undertaken a SA/SEA to ensure that the policies are sustainable and the chapter on Sustainable Communities and Development incorporates the principles of the waste hierarchy and ensuring that* ~~In addition~~, priority should be given at the Regional *and local* level, by both individual authorities and other stakeholders, to initiatives and facilities which will encourage and promote waste reduction and the reuse of materials and products across all sectors in the West Midlands. These principles should also be communicated to businesses and members of the public.

8.82 Local authorities and industry and commerce are encouraged to apply the principles of life cycle assessment to ensure that the full range of environmental as well as other costs and benefits have been taken into

account. *The Environment Agency has replaced its model for calculating the impact of various waste management practices (Wizzard) with a more accurate tool – WRATE.*

Targets for Waste Management in the Region

8.83 The Region must play its part in delivering the targets set out in the ~~National~~ Waste Strategy *for England 2007 which set more stringent targets and challenges. The government has in parallel introduced more challenging fiscal and regulatory measures through the sharp increase in the Landfill Tax Escalator and the LATS allowances for local authorities.* Given the present overall performance in the Region and the need for new contracts and investment in infrastructure in the short and medium term, *and the* ~~any~~ ~~than those in~~ ~~the National~~ ~~would be unrealistic~~ *it is essential that at a minimum the targets in the Regional Spatial Strategy and Local Development Documents conform to national planning guidance on waste. Without this policy framework the waste infrastructure projects needed to deliver this strategy are less certain to receive planning approval.* It is therefore proposed that the national targets are adopted *to indicate the direction of travel to minimise waste production and to provide new facilities to reprocess and manage waste in* ~~for~~ the West Midlands.

W2: Each Waste Planning Authority, or sub region, though their WDFs and LDFs, will need to plan for a minimum provision of new facilities to reprocess and manage waste in accordance with the tonnages set out below in 5 year bands, at sites distributed across their areas.

Municipal Waste:

TABLE MUNICIPAL WASTE MINIMUM DIVERSION BY WASTE PLANNING AUTHORITY

Pref Option Post RAG 5 Sep 2007

Municipal Waste Management	2005/6		2010/1		2015/6		2020/1		2025/6	
	Min. Diversion from landfill	Max. Landfill	Min. Diversion from landfill	Max. Landfill	Min. Diversion from landfill	Max. Landfill	Min. Diversion from landfill	Max. Landfill	Min. Diversion from landfill	Max. Landfill
Birmingham	498,000	62,000	551,000	57,000	575,000	53,000	602,000	46,000	612,000	56,000
Coventry	150,000	29,000	185,000	15,000	200,000	14,000	213,000	16,000	221,000	23,000
Black Country	246,000	380,000	357,000	323,000	399,000	305,000	443,000	286,000	456,000	299,000
Solihull	83,000	11,000	96,000	4,000	99,000	3,000	103,000	2,000	104,000	3,000
Met Area Sub-Total	1,102,541	505,218	1,331,015	416,482	1,420,618	390,126	1,514,766	362,291	1,548,456	394,981
Herefordshire	24,000	68,000	43,000	59,000	60,000	48,000	69,000	45,000	74,000	46,000
Shropshire	60,000	118,000	109,000	85,000	194,000	10,000	206,000	10,000	217,000	10,000
Staffordshire & Stoke-on-Trent	379,000	280,000	491,000	227,000	559,000	185,000	613,000	158,000	636,000	163,000
Borough of Telford & Wrekin	26,000	78,000	64,000	57,000	88,000	46,000	108,000	40,000	121,000	42,000
Warwickshire	92,000	223,000	181,000	165,000	236,000	126,000	272,000	107,000	288,000	110,000
Worcestershire	78,000	234,000	160,000	181,000	212,000	143,000	242,000	127,000	254,000	130,000
Shire Area Sub-Total	533,310	978,345	906,151	756,612	1,201,752	543,212	1,356,219	475,909	1,434,545	488,750
WEST MIDLANDS REGION	1,635,850	1,483,563	2,237,167	1,173,094	2,622,369	933,338	2,870,985	838,199	2,983,001	883,731

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

Landfilling as a % of total Commercial and Industrial waste	*2002*	*2010*	*2015*	*2020*	*2025*
	42%	*35%*	*30%*	*25%*	*25%*

TABLE COMMERCIAL & INDUSTRIAL WASTE DIVERSION BY WASTE PLANNING AUTHORITY

8.84 The RWS for the West Midlands aims to maintain Regional self-sufficiency and incorporates challenging Government targets for different forms of waste management. ~~This includes increased quantities of waste to be treated further up the waste hierarchy and the adoption of the 'proximity principle' where there is scope for this to be taken further in individual waste plans.~~ The Region's progress towards achieving these targets will be closely monitored *through the Annual Monitoring Reports at regional and waste planning authority level and through monitoring the adoption and content of the Local Development Documents*. Relevant stakeholders will, through their involvement in the RTAB on Waste, contribute data that will be presented in an annual report to the RPB. ~~RTAB~~ *The RA* will also need to consider how these targets relate to particular sub-regions and ~~set appropriate~~ *monitor progress to achieving the* targets.

8.86 ~~Whilst overall the Region is self-sufficient in waste treatment and disposal facilities, performance locally with regard to waste minimisation, reduction and recycling varies widely. The achievement of the statutory performance standards for waste recycling for 2003/4 and 2005/6 will improve the Region's overall waste management performance in the short term.~~

The Need for Waste Management Facilities by Sub-Region

8.85 *The RSS has "considered the need for additional waste management capacity of regional or sub-regional significance and will reflect any requirement for waste management facilities identified*

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nationally." The RA has not been notified of the need to make provision for any facilities to meet a national need. The ~~RTAB~~ RA has carried out technical work to determine a broad indication of the needs for ~~municipal waste~~ reprocessing, recycling/composting and recovery facilities for all waste streams in the West Midlands. It has taken into account the need for facilities of a regional and sub-regional nature arising from the economies of scale to manage certain waste streams and the technical requirements to locate some waste management facilities at a distance from "sensitive receptors". The work takes into account the extent to which existing, and consented waste management capacity not yet operational would satisfy any identified need. ~~Further work is needed, however, to assess the level of requirements to manage and treat other waste streams.~~

8.86 *A number of authorities have been identified as having a significant shortfall in facilities to manage an equivalent tonnage of waste to that arising in their area. These authorities should make provision for facilities of a regional and sub-regional nature in the Major Urban Areas, Settlements for Significant Development or the major settlements identified in the Key Diagram, or in close proximity to these locations, depending on the characteristic of the waste management facility, to meet the shortfall in the tonnages which have been indicated. In managing waste the characteristics and properties of the material and the proximity to economic quantities of material are more important than the source of the material as municipal or commercial and industrial waste. To allocate specific waste streams or technologies to particular locations would stifle the opportunity for innovation in managing waste as a resource. The changes in the Landfill Tax are already having a significant impact in making it viable to introduce and to develop new markets to utilise what is currently considered to be waste as a resource. Over the life of the RSS there will be a 'sea change' in 'resource management' and the waste scene as it is today will rapidly be overtaken as business and local authorities seek to avoid paying the Landfill Tax and LATS penalties. By being too rigid and specific in the allocation of facilities to manage particular waste streams or apply particular technologies to any one broad location the RSS could have an adverse affect on the introduction of new developments in resource management and innovation and enterprise.*

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

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

W3: Authorities which have a 'Treatment Gap' in facilities to manage waste should make provision for facilities of a regional and sub regional scale in accordance with tonnages in the attached table, in, and in close proximity to, the Major Urban Areas, Settlements for Significant Development, and major settlements identified in the Key Diagram depending on the characteristics of the technology.

New facilities of a regional or sub-regional scale to reprocess, re-use, recycle or recover value from waste should be located in, or close to:-

Birmingham; Coventry; Dudley; Sandwell; Solihull; Walsall; Wolverhampton; Stoke-on-Trent; Newcastle-under-Lyme; Hereford; Rugby; Shrewsbury & Atcham; Telford & Wrekin; Worcester; Bromsgrove; Burton-upon-Trent; Cannock; Droitwich; Kidderminster; Lichfield; Nuneaton; Redditch; Rugeley; Stafford; Stratford-upon-Avon; Tamworth; Wawick.

POLICY WD2:

A. The type and precise location of waste management and treatment facilities to be provided within the Region in order to meet the National Waste Strategy targets and the future waste management needs of all major waste streams are matters to be determined in development plans and through Waste Management
Strategies.
B. Regarding municipal waste produced in the Region, additional facilities will be required to recycle, compost or in other ways recover value from at least 47.9 million tonnes, and landfill capacity will be required for approximately 40 million tonnes, between 1998/99 and 2020/21.
C. Landfill capacity with planning permission exists in the West Midlands to satisfy the identified need to dispose of approximately 75 million tonnes of industrial and commercial waste, and 29 million

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tonnes of construction and demolition waste, between 1998/99 and 2020/21.

D. In preparing development plans, local planning authorities should take into account the needs outlined in

Table 4 – for waste treatment and landfill capacity generated by each sub-region.

E. Where necessary, and in accordance with the principles of best practicable environmental option and proximity, local authorities should seek agreement with neighbouring authorities to make provision in their

plans to meet these needs (including those in neighbouring regions).

TABLE 4: Needs for Waste Management Facilities by Sub-Region

Sub Region	Municipal waste recycling and composting facilities Annual throughput capacity required by 2020/21 ('000 tonnes)	Municipal waste recovery Annual throughput capacity required by 2020/21 ('000 tonnes)	Cumulative landfill void capacity required for all waste streams taking into account the target reductions in the National Waste Strategy 1998/99 – 2020/21		
			Municipal ('000 tonnes)	Industrial & commercial ('000 tonnes)	Construction & demolition ('000 tonnes)
Herefordshire	44	45	1,227	1,693	
Metropolitan area	845	1,020	16,616	31,709	
Shropshire, Telford & Wrekin	150	155	4,216	7,562	
Staffordshire, Stoke on Trent	364	383	7,837	18,010	
Warwickshire	172	173	4,479	9,379	
Worcestershire	159	164	4,414	6,883	
West Midlands Region	1,734	1,940	38,789	75,236	28,700*

* data not available to enable a sub-regional assessment

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TABLE 5: Additional Municipal Waste Management Facilities Required by 2021

Sub Region	Recycling and Composting		Recovery – either EfW or MRF		
	Additional capacity required by 2021 (annual throughput capacity in '000 tonnes)	Equivalent number of facilities @ 50,000 tonnes pa capacity	Additional capacity required by 2021 (annual throughput capacity, '000 tonnes)	Equivalent number of EfW facilities required at 300,000 tonnes pa	Equivalent number of MRFs required at 50,000 tonnes pa
Herefordshire	38	0.5	45	-	1
Metropolitan Area	781	16	382	1	8
Shropshire, Telford & Wrekin	136	2.5	155	0.5	3
Staffordshire, Stoke on Trent	284	5.5	187	0.5	4
Warwickshire	151	3	173	0.5	3
Worcestershire	134	2.5	164	0.5	3
West Midlands Region	1,524	30	1,106	3-4	22

~~8.88 Targets have been set in Tables 4 and 5 for each waste planning authority (WPA) or group of authorities where figures are aggregated in the Environment Agency's Strategic Waste Management Assessment, to meet the targets in the National Waste Strategy. These targets are set out in a way that meets the requirements of PPG10 with regard to the preparation of waste strategies by waste planning authorities.~~

Criteria for the Location of Waste Management Facilities

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

W4: Waste Planning Authorities should safeguard and expand suitable sites with an existing waste management use, provided that they meet local environmental and amenity criteria, and should not allow the continued operation of the

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sites to be compromised by new development on adjoining land.

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

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

W5: Where there is evidence that additional capacity is required the basis on which WPAs identify additional sites should be based on the following criteria;

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

In the first instance such sites should be:

- **Sites with current use rights for waste management purposes; or**
- **Active mineral working sites or landfills where the proposal is both operationally related to the permitted use**

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and for a temporary period commensurate with the permitted use of the site; or

- *Previous or existing industrial land use; or*
- *Contaminated or derelict land; or*
- *Land within or adjoining a sewage treatment works; or*
- *Redundant agricultural or forestry buildings and their curtilage.*

In every case the proposal should be capable of meeting local environmental and amenity criteria.

8.90 The management of waste in rural areas can pose particular problems because of the dispersed nature of settlements, and the increase in the quantity of controlled waste that will arise because agricultural waste has recently been classified as controlled waste and much of it will now need to be managed at licensed facilities rather than on the holding where it arises. The number of facilities which manage "green waste", whether from gardens or from kitchens and retail premises, is increasing. The Environment Agency may require a health risk assessment for bio-aerosols for certain categories of waste facility such as "open windrow" and "in-vessel" composting where these are within 250 metres of "sensitive receptors". The requirement to locate these facilities away from "sensitive receptors" means that they are frequently located in the open countryside and sometimes in the green belt if they are be close to and to serve the Major Urban Areas and major settlements. In many cases these facilities will not have any greater visual or amenity impact than agricultural activities which are an integral part of maintaining the green belt in an attractive and economically sound basis. The policy for locating facilities on open land must respect the need to keep that land open whilst at the same time allowing facilities to manage green waste and waste arising in rural areas in a sustainable way.

W6: Waste management facilities should only be permitted on open land, including land within the Green Belt, where they are:

- *close to the communities producing the waste; and*
- *where there are no alternative sites; and*
- *where it would not harm the openness of land, or the objectives of Green Belt; or*
- *where it can be demonstrated to be necessary to support an existing essential activity and to facilitate other key development; or*
- *would improve the agricultural diversity or the biodiversity value of the area.*

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W7: All Waste Planning Authorities outside the Major Urban Areas should identify sites for the treatment and management of waste arising from areas of low population and scattered communities. Additional sustainable waste management capacity in rural areas for waste recovery or recycling should be based on:

- **effective protection of amenity and the environment; and**
- **the proposed activity is appropriate to the area proposed.**

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

Hazardous Waste

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

8.92 Since the change in name, from Special Waste, and the change in definition of Hazardous Waste, the construction and demolition sector has been much more careful about the categorisation of which wastes on a site are hazardous, and which are not. As a consequence the quantity of Hazardous Waste arising from construction and demolition projects has reduced significantly and more contaminated soils are being treated 'in situ' rather than being removed from site and landfilled. There has also been a reduction in the number of landfill sites accepting Hazardous Waste, and, because of the increasing costs of disposal and transport, alternative methods of managing Hazardous Waste have been developed, substantially reducing arisings, and greater care is being taken by the industry in categorising waste as hazardous.

8,93 It has not been possible to estimate a figure for the facilities that will be required to manage Hazardous Waste as the industry is still adjusting to the changes in regulation. Without information on tonnages, discussions are taking place with the Environment Agency

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and Government Office to make sure that adequate and safe provision will be made for Hazardous Waste arising within the Region. The available evidence indicates that the total quantities of waste classified as hazardous has significantly reduced, and that the Region is a net importer of Hazardous Waste for treatment.

8.94 WMRSS policies focus development in the Major Urban Areas and by definition these areas are already developed and in the majority of cases development will involve demolition of existing buildings. In some cases the ground stabilised and decontaminated, depending on the previous use, before the sites can be redeveloped.

8.95 In order to meet the housing proposals more land will be required for residential development. In addition to brownfield sites this will include greenfield sites, due to urban capacity. The quantity of Construction and Demolition Waste arising from the housing proposals will grow in proportion to the number of new houses if there is an increase in demolitions outside the MUAs or use of contaminated or uncontaminated previously developed land. The construction industry also has improved site supervision resulting in less waste being generated and more being re-used and recycled.

8.96 The management of Construction and Demolition Waste can either take place on-site or off-site. The decision on which course of action to follow has usually been made on the perceived time that it will take to process the material on-site and the cost. If the material is managed on site there are potential consequences in terms of noise, dust and odour from the activities. If the material is taken off-site there is the potential problem of intensive HGV traffic movements on roads which may be unsuited to such movements as well as potential problems in where the material is taken.

8.97 If developers adhere to 'considerate construction' practices, the recycling of demolished structures which takes place on the demolition site need not cause nuisance to adjoining occupiers. In calculating the amount of employment land that will be required in the future, and how much existing employment land can be redeveloped for housing, the need for recycling sites, and urban quarries should be taken into account. Urban Quarries are modern sites for recycling Construction and Demolition Waste for use as secondary aggregates with very little material going to landfill and which can be located in the built up area without causing a visual or environmental nuisance.

8.98 The redevelopment of "brownfield sites" in the region will produce some waste which cannot be recycled on site because of its hazardous nature but which can be treated at a specialist facility to

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remove or neutralise the hazardous substances and allow it to be used again. *Authorities at the centre of the Major Urban Area where most of the contaminated soils are likely to arise would be the most practical and sustainable location for any new facility which is required to manage contaminated soils and hazardous waste in this broad location. In preparing their joint Core Strategy for Waste the Black Country Councils should give specific priority to identifying new sites for facilities, to store, treat and remediate hazardous waste.*

8.99 *Most Hazardous Waste in the Region arises in the MUAs, there are two major facilities reprocessing Hazardous Waste in the Black Country. The residues from these processes are further treated, but a large proportion of the residual material is landfilled. On the basis of current information these plants are well placed to manage the Region's Hazardous Waste and they could be expanded, or another facility could be constructed if a third player wanted to enter the market. Consequently it could be argued that other authorities in the Major Urban Areas should make provision for another facility to manage Hazardous Waste or contaminated soils facility in the event that a third facility is needed in region.*

W8: Waste Development Frameworks and Local Development Frameworks should safeguard existing sites for the treatment and management of Hazardous Waste where they meet local environmental and amenity criteria.

W9: More Construction & Demolition Waste should be recycled through:

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

W10: Waste Development Frameworks, and Local Development Frameworks in the Major Urban Areas, should give specific priority to identifying new sites for facilities, to store, treat and remediate contaminated soils and demolition waste.

W11: The Core Strategy for the Black Country Councils should give specific priority to identifying new sites for facilities, to store, treat and remediate contaminated soils and other Hazardous wastes.

8.100 ~~RTAB's~~ *A* survey of existing *landfill* facilities shows *that depending on the success in diverting waste from landfill* no additional

landfill capacity is necessary unless it is a means of achieving other essential planning objectives *until between 2016 and 2022. In order to protect groundwater the Environment Agency has introduced new guidelines which are set out in RGN3. Whilst there is a shortage of landfill capacity in the west of the region (Herefordshire and Shropshire) the geology of the West Midlands region is such that it is very unlikely that any site which is not on the Etruria Marls which are located in the north east of the region (Staffordshire and its immediate surroundings) would obtain a Permit from the Environment Agency. On the basis of this information it is not proposed to require individual waste planning authorities to identify any new landfill sites in the Local Development Documents*. There will, however, be a significant need for additional waste management, recovery and treatment facilities throughout the Region.

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

POLICY WD3: Criteria for the Location of Waste Management Facilities

A. In their development plans, appropriate planning authorities should include policies and proposals for all major waste streams to:

  i) guide the location and siting of waste treatment and recycling facilities to appropriate locations, having regard to the proximity principle and other environmental and amenity principles as identified elsewhere in this guidance;

  ii) wherever possible and consistent with the principles of Best Practicable Environmental Option and Proximity, encourage the use of rail and water transport in preference to road transport; and

  iii) require the submission of a waste audit and provision for in-house or on-site recycling and treatment of wastes, in the case of major development proposals.

B. Where possible, site-specific proposals for new waste management facilities should be included in development plans. Consideration should be given to the potential advantages of making provision for waste management in the form of small-scale facilities that may be more easily integrated into the local setting.

C. Development plans should restrict the granting of planning permission for new sites for landfill to proposals which are necessary to restore despoiled or degraded land, including mineral workings, or which are otherwise necessary to meet specific local circumstances. The depletion of landfill capacity will be the subject of regular monitoring.

8.91 RTAB and the RPB should work together to develop more Regionally specific locational criteria and identify subregional priorities for the provision of facilities. This should take into account cross boundary flows, particularly those across the boundary of the metropolitan area.

W12: Waste Development Frameworks and Local Development Frameworks should restrict the granting of planning permission for new sites for landfill to proposals which:

  a) ***are necessary to restore despoiled or degraded land, including mineral workings; or***

  b) ***which are otherwise necessary to meet specific local circumstances; and***

  c) ***where they are supported by robust evidence of suitability and need arising from a shortage of local capacity that exists in the plan period; and***

  d) ***where geological conditions are suitable for existing landfill capacity.***

W13: Waste Development Frameworks for the non MUAs, should identify final disposal sites for Hazardous Waste, including where necessary encouraging the creation of separately appropriate engineered cells in landfills for

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Stabilised Non-Reactive Hazardous Waste where the geological conditions are suitable.

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