Following the reorganisation of the Government in May 2002, the responsibilities of the former Department for Transport, Local Government and the Regions (DTLR) in this area were transferred to the Office of The Deputy Prime Minister.

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SUMMARY

Key Points in Regional Planning Guidance for the North West

Set out below is a brief outline of key points contained in RPG for the North West. It is not a comprehensive summary and it does not form part of RPG.

The overriding aim of RPG is to promote sustainable patterns of spatial development and physical change. The Region's economic, social and environmental interests must be advanced together and support each other.

Economically, following the decline of many traditional manufacturing and related industries, the emphasis is on making the Region more competitive and encouraging the sectors with most potential for growth. If it is to be sustainable, future economic growth must for the most part be harnessed to support urban renaissance and greater levels of social inclusion. The rural economy, though, also needs reviving. Crucially, the Region's industries need to be able to compete with those in other parts of the world. To assist this the Region requires a first-class infrastructure, a highly skilled and adaptable workforce, and the best possible links to other parts of the UK, the rest of Europe and the world.

Socially, the areas containing the greatest concentrations of multiple-deprivation are the core areas of the Greater Manchester and Merseyside conurbations as well as the inner parts of the Region's other older industrial towns. These areas, though, also contain most of the Region's disused land and buildings. The positive management and re-use of this huge resource offers considerable scope for the restructuring of land uses in a holistic way to achieve more sustainable patterns of development, higher levels of economic activity, and better-quality housing, environment and local facilities.

Environmentally, the highly urbanised nature of large areas of the North West gives rise to a very significant 'ecological footprint'. There is, therefore, a need to move towards a more sustainable future to contribute both to global and national environmental targets and initiatives as well as to make the Region a better place in which to live. There is a need, in particular, to deal with dereliction; improve air and water quality; manage the fabric of the urban estate and sensitive rural landscapes; protect wildlife; increase tree cover; and find more sustainable ways of dealing with waste. Further research is needed on the implications of climate change for the North West to inform a future review of RPG.

With all of this in mind RPG's seven key objectives are:
to achieve greater economic competitiveness and growth, with associated social progress;

to secure an urban renaissance in the cities and towns of the North West;

to ensure the sensitive and integrated development and management of the coastal zone, and secure the revival of coastal resort towns;

to sustain and revive the Region's rural communities and the rural economy;

to ensure active management of the Region’s environmental and cultural assets;

to secure a better image for the Region and high environmental and design quality ; and

to create an accessible Region, with an efficient and fully integrated transport system.

Core Development Principles deal with:

• Economy in the Use of Land and Buildings;

• Enhancing the Quality of Life;

• Quality in New Development;

• Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion.

The Spatial Development Framework establishes guidelines for the distribution of development and for resources to achieve urban renaissance:

• The North West Metropolitan Area (NWMA) is to be the focus for new development and urban renaissance resources with priority being given to Liverpool and Manchester city centres and the inner city areas surrounding them. Priority is also given to development and complementary regeneration in the centres and inner areas of the following metropolitan towns and boroughs – Birkenhead, St Helens, Southport, Ashton-under-Lyne, Bolton, Bury, Oldham, Rochdale, Stockport and Wigan.

• Elsewhere in the NWMA, development and improvements in the metropolitan towns of Runcorn, Widnes, Ellesmere Port, and Skelmersdale should continue to complement, rather than compete with, development in the areas set out above. In Warrington, the focus will be on regeneration and restricting further significant outward expansion.

• To the north and south of the NWMA, development will be concentrated in the following key cities and towns – Blackpool, Blackburn, Burnley, Lancaster/Morecambe, Preston, Barrow-in-Furness, Carlisle, Chester, Crewe, Macclesfield and Northwich. More generally, the Region's Regeneration Priority Areas will also be a focus for development.

• Most other development requirements will be met within smaller towns and large villages where it will be of an appropriate scale to accommodate the needs of local communities.
• The approach towards housing is one that emphasises better quality in both the housing stock and residential environments. Key aims are to maximise the use of brownfield land for new housing, to achieve significantly lower levels of vacant dwellings, and to regenerate areas suffering from low demand and market failure. In providing for new dwellings, the emphasis is on ‘plan, monitor and manage’ rather than ‘predict and provide’. This means that the provision figures for various parts of the Region are set out as annualised rates rather than longer-term targets.

• Particular emphasis is given to maintaining urban form and enhancing urban living. The continued and extensive use of Green Belt policy will be an essential tool. Development plan allocations should be reviewed to ensure conformity with RPG.

• The case for exceptional substantial change to Green Belt will need to be established by a strategic study that, in turn, will inform a future review of RPG. There will be no need for such studies in Greater Manchester, Cheshire or Lancashire before 2011. In Warrington, a detailed Green Belt boundary will be established in a new UDP and a further study of strategic boundaries will not be needed before 2021. A strategic study of Green Belt across Merseyside and Halton is required to determine the need, if any, for changes to Green Belt to accommodate development requirements to 2021 and beyond.

• The North West’s coast is a major asset. The strategic issues are the balance between natural areas and human activities both on-shore and off-shore, and the longer-term implications of climate change on the shape and character of the coastline, much of which is relatively low lying and vulnerable to flooding. Plans will need to recognise the potential for regionally significant development and diversification of existing ports and harbours, and anticipate the need to support off-shore developments. There will also be scope for new strategic tourism development and to enhance and sensitively reshape resort towns for new and more varied purposes.

• Appropriate development in the wider countryside will underpin rural revival in the North West. There are a number of opportunities for land uses in rural areas other than those related to food production. There is scope for energy crops, recreation, woodland and wildlife habitats. Rural diversification is needed in upland areas and the more intensively farmed lowlands to create employment and generate economic prosperity. In some localities, there will be scope for renewable energy developments providing they are respectful of countryside character.

• The Regional Transport Strategy, incorporated into RPG, will deliver:
  • enhancement of Trans-European Networks (TENs);
  • effective multi-modal solutions to the conveyance of goods, people and services, especially at major hubs;
  • effectively planned and significantly more efficient transport interchanges;
  • attractive gateways and transport corridors;
  • scope for effective use of new technology to enhance travel;
• high-quality public transport in urban and rural areas; and

• a safe and pleasant environment complementary to the need to improve the Region’s image and encourage more use of environmentally-friendly modes of transport.
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CHAPTER 1
Introduction

Purpose of the Guidance

1.1 The main purpose of Regional Planning Guidance (RPG) is to provide a regional spatial strategy within which local authority development plans and local transport plans can be prepared. It provides the broad development framework for the Region, identifying the scale and distribution of housing development and the priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal. By virtue of being a spatial strategy it also informs other strategies and programmes. In particular, it provides the longer-term planning framework for the North West Development Agency’s Regional (Economic) Strategy (R(E)S). It will also inform the strategies and programmes of other national and regional agencies, private sector companies and infrastructure and public service providers.

1.2 The Guidance covers the counties of Cumbria, Lancashire and Cheshire, the metropolitan districts in Greater Manchester and Merseyside, and the unitary authorities of Blackburn-with-Darwen, Blackpool, Halton and Warrington. It includes the whole of the Lake District National Park. The parts of the Yorkshire Dales and Peak District National Parks that fall within the Region are covered by regional planning guidance and regional transport strategy for Yorkshire and the Humber and the East Midlands respectively. Planning authorities adjacent to these neighbouring regions should have regard to these documents when producing development plans as should the relevant highways authorities in producing their local transport plans.

Brief Overview of the North West

1.3 The North West is home to some 6.9 million people, around an eighth of the UK’s population and a fiftieth of the European Community’s. The key features of the Region are:

- the city centres of Liverpool and Manchester and their surrounding conurbations;
- a multi-centred structure both in the conurbations and other parts of the Region;
- diverse and very attractive rural areas to the north and south of the conurbations comprising more than 50% of the Region;
- a long and varied coastline;
- some of England’s finest scenery;
1.4 Economically, following the decline of many traditional manufacturing and related industries, the emphasis is on making the Region more competitive and encouraging the sectors with most potential for growth. If it is to be sustainable, future economic growth must for the most part be harnessed to support urban renaissance and greater levels of social inclusion. The rural economy, though, also needs reviving. Crucially, the Region's industries need to be able to compete with those in other parts of the world. To assist this the Region requires a first-class infrastructure, a highly skilled and adaptable workforce, and the best possible links to other parts of the UK, the rest of Europe and the world.

1.5 Socially, the areas containing the greatest concentrations of multiple-deprivation are the cores of the two conurbations as well as the inner parts of other older industrial towns. These areas, though, also contain most of the Region's disused land and buildings. The positive management and re-use of this huge resource offers considerable scope for the restructuring of land uses in a holistic way to achieve more sustainable patterns of development, higher levels of economic activity, and better-quality housing, environment and local facilities.

1.6 Environmentally, the highly urbanised nature of large areas of the North West gives rise to a very significant 'ecological footprint'. There is, therefore, a need to move towards a more sustainable future to contribute both to global and national environmental targets and initiatives as well as to make the Region a better place in which to live. There is a need, in particular, to deal with dereliction; improve air and water quality; manage the fabric of the urban estate and sensitive coastal and rural landscapes; protect wildlife; increase tree cover; and find more sustainable ways of dealing with waste. Further research is needed on the implications of climate change for the North West to inform a future review of RPG.

Partnership in the RPG Revision Process

1.7 The former RPG for the North West (RPG13) was published in 1996. To take account of both changing circumstances and changes to the national and European planning policy context, Draft Revisions to RPG13 were published in 2000 by the North West Regional Assembly (NWRA). In preparing the revisions, the NWRA worked closely with the Government Office for the North West (GONW), the North West Development Agency (NWDA) and other stakeholders. The revisions were the subject of consultation and a Public Examination was held in February/March 2001 to investigate selected topics; the Report of the Panel was published in August 2001. ‘Draft RPG for the North West Incorporating the Secretary of State’s Proposed Changes’, together with its companion ‘Reasons for the Proposed Changes’ document, was published in May 2002, and was the subject of consultation which finished on 16 August 2002. The production of this present document (Regional Planning Guidance for the North West) has taken into consideration the outcome of the consultation, as explained in its supporting statement ‘Summary of Public Consultation Responses to the Proposed Changes and Schedule of Changes to Final RPG’. A Sustainability Appraisal was carried out at the Draft RPG stage, and a second Appraisal was undertaken in respect of the Secretary of State’s Proposed Changes.
Relationship Between Regional Strategies Within the North West

1.8 Action for Sustainability (AfS) is the North West’s Regional Sustainable Development Framework. It was issued by the NWRA in July 1999, building on work instigated by GONW, and provides a high-level regional framework for achieving more sustainable development. It has influenced both the Draft Regional Planning Guidance and the NWDA’s Regional (Economic) Strategy mainly because it has informed the Sustainability Appraisal of both. It identifies the issues concerning the sustainability, nature and character of the Region, taking account of the outcome of the Rio Summit, the Region’s international obligations, the UK Strategy ‘A Better Quality of Life’ and related national indicators of sustainability. It also provides an Action Plan, which sets targets for a wide range of bodies in the Region to ensure a more sustainable future is achieved in the North West and globally.

1.9 The NWDA published its Regional (Economic) Strategy – often referred to as ‘The Regional Strategy’ – in January 2000. Its purpose is to improve economic performance and enhance the Region’s competitiveness, addressing market failures that prevent sustainable economic development, regeneration and business growth in the Region. The Strategy identifies priorities for action, and responsibility for delivery. The Government requires the Strategy to provide:

- a regional framework for economic development, skills and regeneration that will ensure a better strategic focus for activity in the Region;
- a framework for the delivery of national and European programmes;
- the basis for detailed action plans for the NWDA’s own work, setting the wider aims for its annual Corporate Plan.

1.10 There is no absolute hierarchy between RPG, R(E)S and AfS. They deal with different but connected aspects of public policy within the Region and need to be complementary if they are to secure coherent and sustainable progress in the North West. Action for Sustainability is a broader vision than both RPG and the R(E)S, setting a context for economic and spatial strategy, and targets for enhancing quality of life.

1.11 There is a two-way relationship between RPG and the R(E)S. The NWDA must work within and alongside the planning framework provided by RPG and local authority development plans, and have regard to these in formulating and revising the R(E)S. RPG, in turn, has an important role to play in the delivery of the R(E)S and in giving it spatial expression where appropriate, for example in identifying the areas where land needs to be released for economic development or where policies targeted at facilitating regeneration and land reclamation need to be focused. This close relationship between the R(E)S and RPG therefore needs to be reflected in their development, implementation and revision.
Relationship with Strategies in Adjoining Areas

1.12 Significant links exist between the North West and the neighbouring regions which comprise Yorkshire and the Humber, East Midlands, West Midlands and the North East as well as the adjoining parts of Wales and Scotland. The Pennine chain, along the Region’s eastern border, is an important upland area with its own economy, ecology, culture and heritage, with a level of interaction between settlements in the North West and neighbouring North and West Yorkshire. It is a shared environmental and recreational resource, therefore, with important transport and communications links to and from West Yorkshire; to the Northern European ports; and from Cumbria to the North East. All these connections will become increasingly important as part of a North European Trade Axis extending from Ireland to Poland and beyond. Northern Cumbria serves a hinterland around Carlisle, extending into Scotland and the North East; Crewe is closely linked in planning terms to North East Staffordshire and the Potteries; Chester and the Wirral have many functional links with adjoining areas of Wales and share many planning, conservation and transport issues.

1.13 The review of RPG for the North West was, therefore, carried out in consultation with adjoining English regions, as set out above, and with the Scottish Executive and the National Assembly for Wales, to ensure that it was compatible with the existing and emerging strategic planning frameworks for these areas. Further cross-boundary working will be necessary on a number of matters as the Guidance is developed and implemented.

Relationship with other parts of Europe

1.14 The North West is at an important crossroads made up of the east-west routes that extend from Ireland through Liverpool and other North West ports and onwards across the Pennines to Europe via the North Sea and Baltic ports to Scandinavia, the Netherlands, Germany, Poland and beyond (this corridor has come to be known as the North European Trade Axis) and, secondly, the north-south M6 and the West Coast Main Line routes from Scotland to Europe via the Channel Tunnel and ports (see Diagram 1). There is considerable scope to develop and improve these links with other parts of Europe so that the North West Region could develop as part of a wider European area of dynamic economic growth and become a strategic counter-balance to the South East of England/Northern France/Northern Germany, with Liverpool and Manchester recognised as international cities with potential as global cities and gateways. This would give expression to one of the key aims of the European Spatial Development Perspective (ESDP), to achieve greater balance and polycentricity in Europe as a whole. Further research to inform these matters will be useful. The other aims of the ESDP have also informed RPG. Briefly, the main principles for spatial development set out in the ESDP are:

- development of a polycentric and balanced urban system and strengthening of the partnership between urban and rural areas;

- promotion of integrated transport and communication concepts which support the polycentric development of the EU territory as a whole; and

- development and conservation of natural and cultural resources through wise management, contributing to the preservation and deepening of regional identities and
the maintenance of the natural and cultural diversity of the regions and cities of the EU in an age of globalisation.

1.15 Links with other parts of Europe will be strengthened by the development of trans-national projects through the European Community INTERREG III Initiative. The North West is included in two of the new INTERREG IIIB programmes: the Atlantic Area and North West Europe. Additionally, the Region can benefit from the North Sea Programme in respect of trans-Pennine projects and from INTERREG IIIC projects for the whole EU area (see Diagram 2). It will be important for projects to be grounded in the context provided by regional strategies and they will therefore be scrutinised against the framework provided by Regional Planning Guidance and the NWDA’s Regional (Economic) Strategy.

Monitoring and Review

1.16 It will be important to ensure that RPG is kept up to date. The NWRA will be monitoring the implementation and effectiveness of RPG to identify any areas where review may be necessary. The Government Office for the North West will work closely with the NWRA, the NWDA and other partners to carry out research to inform further reviews of RPG.

Content of RPG

1.17 The remainder of this document is organised as follows:

**Chapter 2**
The key objectives of the RPG and the Core Development Principles required to deliver sustainable development in the Region.

**Chapter 3**
The Spatial Development Framework which establishes the broad spatial distribution of development in a physical sense.

**Chapters 4 to 10**
More detailed policies to underpin the Spatial Development Framework and meet the key objectives set in Chapter 2.

**Chapter 11**
Implementation, monitoring and review.

1.18 The Regional Transport Strategy (RTS) has been integrated within RPG. This is to ensure the integration, as far as possible, of land use and transport matters. Appendix 2 indicates which parts of RPG make up the RTS.
CHAPTER 2
Core Development Principles

Introduction

2.1 The state of our natural and built environment is inextricably linked with our social and economic well-being. To ensure a better quality of life in the Region it will be necessary to embrace the notion of sustainable development. Under that banner, all the Region’s economic, social and environmental interests must be advanced together and support each other. In the past, the tendency in the North West has been to trade environmental degradation for economic prosperity, leading to numerous, critical environmental problems which detract from the Region’s image and longer-term prospects. Economic prosperity must be nurtured, but the Region must also protect and enhance its environmental assets. Conserving and enhancing the natural and built environment, bringing areas of environmental dereliction back into productive use, minimising the environmental impact of future development and securing sustainable growth and more social inclusion are all key to achieving more prosperity and a much better quality of life in the North West.

2.2 The overriding aim of RPG is, therefore, to promote sustainable patterns of spatial development and physical change. Sustainable development in the North West will be delivered through:

- supporting and attracting the development of businesses and skills, especially those related to the key economic sectors identified by the North West Development Agency in the Regional (Economic) Strategy;
- planning for and ensuring integration of the physical development of homes, workplaces, infrastructure and services to facilitate this development;
- delivery of attractive mixed use, well designed and compact urban neighbourhoods;
- reducing the need to travel by focusing major generators of travel demand in city, town and district centres and near to major public transport interchanges, and by locating day to day facilities which need to be near their clients in local centres so that they are accessible by foot and bicycle;
- focusing a significant amount of new development and investment in the centre and surrounding inner areas of the two big cities – Liverpool and Manchester/Salford – and those parts of other cities and towns that urgently require urban renaissance, and ensuring that this leads to high levels of social inclusion;
- developing and diversifying the economy of the rural parts of the Region, especially in market towns;
• ensuring an integrated and sensitive approach to the development and management of the coast;

• promoting economy in the use of land and adopting a sequential approach to meeting development needs to ensure that a priority is given to re-using existing buildings worthy of retention and suitable previously-developed land;

• securing appropriate conservation, enhancement and use of the Region's significant natural and cultural resources, its landscape, woodland, access land, built heritage, agricultural land, minerals, biodiversity, water and energy;

• ensuring that new development is of the highest design quality and that it enhances the environment;

• restoring derelict and neglected land and buildings and dealing with contaminated land across the Region;

• securing better air and water quality; and

• minimising and dealing more effectively with the Region’s waste.

The Key Objectives of the RPG

2.3 Regional Planning Guidance sets out the ways in which the above vision of a more sustainable Region will be achieved. It is built around seven key objectives that cut across traditional planning issues and provide the framework for the more detailed policies. The objectives are as follows:

• to achieve greater economic competitiveness and growth, with associated social progress;

• to secure an urban renaissance in the cities and towns of the North West;

• to ensure the sensitive and integrated development and management of the coastal zone, and secure the revival of coastal resort towns and other coastal settlements;

• to sustain and revive the Region’s rural communities and the rural economy;

• to ensure active management of the Region’s environmental and cultural assets;

• to secure a better image for the Region and high environmental and design quality; and

• to create an accessible Region, with an efficient and fully integrated transport system.

2.4 Following Chapter 3, which sets out the Spatial Development Framework, the chapter headings reflect the seven objectives set out above.
Core Development Principles

2.5 Policies DP1 to DP4 below set out the Core Development Principles that should inform spatial and development planning across the Region in order to achieve sustainable development. The Core Development Principles are linked and should not be considered in isolation.

**Policy DP1 Economy in the Use of Land and Buildings**

Economy in the use of land and buildings is required.

New development and other investment in infrastructure and services should be located so as to make the most effective use of land, promote appropriate mixes of uses within a site and its wider neighbourhood, make efficient use of transport facilities and assist people to meet their needs locally.

Local authorities and others should ensure the continual identification and prompt appraisal of vacated land and buildings, make plans and take measures to ensure their speedy redevelopment and re-use. Buildings of very poor quality and little or no scope for re-use should be promptly removed to make way for new uses.

Development plans should adopt the following sequential approach to meeting development needs, taking account of local circumstances, the characteristics of particular land uses, and the Spatial Development Framework:

i) the effective use of existing buildings and infrastructure within urban areas, including the re-use or conversion of empty buildings (if they are sound and worthy of re-use, and/or of architectural or historic interest) – particularly those which are accessible by way of public transport, walking or cycling;

ii) the use of previously-developed land, particularly that which is accessible by public transport, walking or cycling; and then

iii) the development of previously undeveloped land, where this avoids areas of important open space, is well located in relation to houses, jobs other services and infrastructure and is or can be made accessible by public transport, walking or cycling.

**Policy DP2 Enhancing the Quality of Life**

An enhancement in the overall quality of life experienced in the Region is required.

The overall aim of sustainable development is the provision of a high quality of life, for this and future generations.

Enhancing the quality of life requires the enhancement of economic, social and environmental ‘capital’; the sources of the benefits we receive from the economy, the environment and society.
The Region's objectives and targets for achieving more sustainable development are set out in the North West Regional Assembly’s Regional Sustainable Development Framework – ‘Action for Sustainability’ (AfS). Local authorities and others engaged in spatial planning should use AfS to inform their proposals and, in particular, the sustainability appraisal of development plans.

They should also require transport, environmental and other impact assessment of proposals, as appropriate, to identify important elements of environmental, social and economic ‘capital’ and to identify key benefits and services which might be affected.

Development plans should contain policies which set out clearly:

- those elements of ‘capital’ where there is a presumption against any harm arising from development;

- an expectation that development should, where possible, enhance the quality of life and not result in a net loss of any of the key benefits and services; and

- the means, including planning obligations and conditions and the phasing or programming of development, by which any necessary compensation, mitigation or substitution is to be achieved.

**Policy DP3 Quality in New Development**

New development must demonstrate good design quality and respect for its setting.

Local authorities should prepare local design strategies and principles for inclusion in development plans or as Supplementary Planning Guidance, based on community participation and public consultation (including Conservation Area Appraisals, Countryside Design Summaries and Village Design Statements). These should:

- set out guidance to ensure the integration of new development with surrounding land use taking into account the landscape character, setting, the quality, distinctiveness and heritage of the environment and the use of sympathetic materials;

- set out guidance to ensure more innovative design to create a high-quality living and working environment, especially in housing terms, which incorporates:
  - more efficient use of energy and materials;
  - more eco-friendly and adaptable buildings;
  - sustainable drainage systems;
  - community safety and ‘designing out’ of crime; and
  - appropriate parking provision and best practice in the application of highway standards;
• set out key design principles for land allocations, and more detailed design briefs for land;

• encourage the provision of an appropriate range of sizes and types of housing to meet the needs of all members of society;

• set minimum densities for housing based on the individual circumstances of each site, Urban Potential Study results and guidance set out in national planning policy/guidance;

• consider the transport implications of development proposals, in particular:
  • the potential for the existing infrastructure to accommodate further development; and
  • the accessibility of sites by sustainable modes of transport, and any potential for improvement.

Policy DP4 Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion

Economic growth and competitiveness, with social progress for all, is required.

Local authorities and others should set out, in their regional strategies and development plan policies, guidance to ensure that development and investment will, to the fullest extent possible, simultaneously and harmoniously:

• help to grow the Region’s economy in a sustainable way; and

• produce a greater degree of social inclusion.

2.6 In growing the Region’s economy, preparing regional strategies and local development plans and developing the North West there will be many opportunities to encourage the re-use of disused land and buildings. This is critical to improving the Region’s image. The Region contains a very large extent of dereliction and a large number of old industrial buildings of historic interest and great character in need of new uses, especially in the urban areas. Opportunities should also be taken to reshape and restructure land uses to the extent necessary to establish well designed and compact, mixed-use and mixed-tenure neighbourhoods with good facilities and linkages. The aim is to improve local access to jobs, shops, leisure and community facilities and open space. A key aspect of this is to ensure that new housing is built at a sufficiently high density so that the local population is of a size that can support good quality facilities located in local centres within walking and cycling distance. The same principle will also be applicable in rural settlements, thus enabling a range of good quality facilities to be available to rural dwellers in reasonably accessible locations, in small towns and larger villages. In both urban and rural areas, it will be necessary to ensure that there is a stock of attractive and better-quality housing, including attractive affordable housing, available to encourage the development of diverse and socially inclusive communities.
2.7 The competitiveness of the Region's economy is important and its growth must be facilitated but, increasingly, demands for houses, workplaces and services will need to be met in a more sustainable fashion. Greater use of land which has been previously developed, and lies within urban areas, is required for all forms of development across the Region. Throughout this Guidance policies refer to types of development with particular locational requirements and relate these to the provisions of Policy DP1. (A small number of the RPG's policies, in particular those on warehousing, minerals extraction and on waste management facilities, identify the possibility that the provisions of DP1 may not apply in all cases, reflecting relevant Government policy.)

2.8 Not all areas of previously-developed land, however, will be suitable or appropriate for built development. For example, former military bases in rural areas could be relatively remote, may have returned to open land uses or be supporting valuable habitats. Other policies, particularly those on the wider countryside, and on derelict land and contamination, provide further guidance on this issue.

2.9 The Office of the Deputy Prime Minister (ODPM) is undertaking research into the various evaluation techniques (including the Quality of Life Capital Approach promoted by the Countryside Agency, English Heritage, English Nature and the Environment Agency as a tool for appraisal) and is considering the ways in which they may be improved and applied more effectively. None of these techniques is sufficiently developed to provide local authorities with a tried and tested 'toolkit' to identify and evaluate which aspects of social, environmental and economic benefit matter for people's quality of life and how these assets might be enhanced, maintained or, where necessary, genuinely compensated for, when accommodating development and change. The ODPM intends to issue advice on how local planning authorities can address this, at least in part, and extend the scope of environmental appraisal to consider the environmental, social and economic aspects of sustainable development.

2.10 The process of assessment will vary according to the scale of the development. For large scale or otherwise significant proposals it may be by environmental and transport impact assessments or other studies of the site and its local area, but more general tools like Village Appraisals, Village Design Statements or Conservation Area Appraisals may be appropriate to smaller developments, with important input sought from the local community.

2.11 Sustainability appraisals of development plans should cover social, environmental and economic objectives. The Regional Sustainable Development Framework, known as 'Action for Sustainability', provides a high-level guide to what is needed to ensure more sustainable development in this Region. It will provide one basis for such appraisals. Transport and environmental impact assessments are established as part of planning processes and impact assessments related to health and broader social issues are being developed both nationally and within the Region. Clear assessment of the relative benefits or likely ill-effects of development proposals are essential to planning decisions and there is growing acceptance that any tensions between development and existing environmental, social or economic 'capital' (such as road space) should be clearly stated alongside proposals for measures necessary to minimise harm, replace lost capital or provide alternative benefits.

2.12 Creativity and innovation in design are essential to make better use of land to support sustainable development patterns, for example by promoting energy efficiency or car-free neighbourhoods. An imaginative mix of land uses can improve the character of both urban
and suburban areas, strengthen social integration and civic life and support new approaches to neighbourhood structure. The urban village concept has already proved successful at Hulme in Manchester.
CHAPTER 3
The Spatial Development Framework

Introduction

3.1 In terms of urban structure, the North West is a 'bi-polar', metropolitan region, in a coastal position and with extensive rural areas. The two major Regional Poles consist of the city centres of Liverpool and Manchester/Salford. They lie within a large swathe of highly urbanised land consisting of numerous towns, many of which have coalesced over time – the North West Metropolitan Area.

3.2 Both Regional Poles display the style and functions of regional capitals, with Manchester/Salford displaying the greater range of such functions and the greater economic strength at the moment. Manchester City Centre is becoming an economic driver within the Region. The renaissance of Liverpool is a high priority: there is clearly considerable scope to develop Liverpool's role as a Regional Pole and in a manner which complements the progress made in Manchester/Salford in recent years. Both are becoming more attractive, but both will also need to sustain and develop their general attractiveness as places to live and work still further in order to perform their role as Regional Poles, to act as powerful catalysts for further regeneration of the nearby inner-city areas, to assist the urban renaissance of the North West Metropolitan Area, and to secure the prosperity of the Region.

3.3 The complexity of the remainder of the Region's geography and linkages with neighbouring areas, and the economic structure of the North West, makes it difficult to sub-divide it further according to single elements like physical form, administrative area, zone of commuting influence, or housing markets. The Spatial Development Framework, therefore, has regard to the geography of the Region as well as current local authority administrative boundaries. Given the complexity of the Region and its geography, the work of informal sub-regional and cross-boundary groupings will be very helpful to the implementation of this Spatial Development Framework.

3.4 During 1999, the North West Regional Assembly consulted upon several options for the forward planning of the Region in the document ‘Choices for the North West’. Six alternative visions and five alternative spatial options were tested against a broad range of sustainability criteria. A ‘balanced growth’ option evolved, which informs the production of this Spatial Development Framework.

3.5 The following Policies (SD1 – SD9) set out the Spatial Development Framework for the North West. The Policies apply to locations. They should not be read as local authority or other administrative areas (other than in respect of the Note in Policy SD1). They indicate areas/localities where development and urban renaissance resources need to be focused. They should not be read as a sequential preference for development. The Spatial Development Framework establishes:
• a firm focus on concentrating growth and change in the Region's two Regional Poles (the major city centres of Liverpool and Manchester/Salford), their surrounding inner areas and the adjacent metropolitan towns, and key cities and towns beyond to enable their fuller regeneration and renaissance and to take advantage of the concentration of existing physical resources and development opportunities within those areas; to improve connections between them, and to ensure mutual supportiveness and complementarity in terms of roles; and to take advantage of their characteristics as sustainable locations, in general, for new development;

• the importance of maintaining urban form, and discouraging urban sprawl, with the assistance of extensive areas of Green Belt in and around highly urbanised areas and historic towns in the North West; and

• sustainable patterns of growth and change in settlements elsewhere across the Region, supporting a network of settlements of differing sizes and roles surrounded by thriving and attractive rural areas, well-connected to their surroundings, to each other, and to the wider world.

3.6 Development plans and other spatial and land-use strategies should give clear and consistent expression to the Spatial Development Framework in this RPG in its entirety, but particular regard should be given to Policy SD1 which deals with the Regional Poles, the contiguous inner-city areas and the North West Metropolitan Area.

**Policy SD1 The North West Metropolitan Area* – Regional Poles and Surrounding Areas**

A significant proportion of development and urban renaissance resources of the Region should be focused on the North West Metropolitan Area*, especially the Regional Poles and surrounding urban areas.

Within the North West Metropolitan Area, first priority will therefore be given to development and resources which will enhance significantly the economic strength, complementarity of roles, overall quality of life, environmental enhancement, and social regeneration within:

• the city centre of Liverpool and its surrounding inner area; and

• the city centre area of Manchester/Salford and its surrounding inner area;

and which will enhance the major, strategic infrastructure which supports them.

It will also be necessary, in order to keep pace with international standards, to conserve the distinctive architectural heritage of the two Regional Poles, to add modern developments of high design quality, to improve the design and management of the public realm and to add greenery.

Within the other parts of Greater Manchester and Merseyside in the North West Metropolitan Area, priority will be given to development, complementary to regeneration of the areas listed above, which will also enhance the overall quality of life
within metropolitan towns and boroughs where there are concentrations of social, economic and environmental problems. These towns and boroughs would include:

- Birkenhead;
- St Helens;
- Southport;
- Ashton-under-Lyne;
- Bolton;
- Bury;
- Oldham;
- Rochdale;
- Stockport;
- Wigan.

The development, regeneration and environmental enhancement of these urban areas must respond to and sustain people's rising aspirations for a better quality of urban life.

*NOTE:* The North West Metropolitan Area (NWMA) consists of the area contained within the local authority areas of Liverpool, St Helens, Knowsley, Wirral (east of the M53, plus Woodchurch, Leasowe, Wallasey and New Brighton), the town of Ellesmere Port and the eastern half of Ellesmere Port and Neston Borough, Sefton, West Lancashire (Skelmersdale town only), Halton, the town of Warrington (north of the Ship Canal, and its urban area to the south), and the ten unitary authorities in Greater Manchester (see Diagram 3 – Key Diagram). Policy SD1 deals with that part of the NWMA in Merseyside and Greater Manchester. Policy SD2 deals with the other parts of the NWMA.

3.7 In the North West Metropolitan Area the emphasis should be on encouraging new development and redevelopment of good quality which will provide a significant portion of the new and better housing and other development required to cope with anticipated household growth in the Region. It must be coupled with economic development through urban regeneration, re-use of previously developed land, and creative improvements to the public realm, in order to create a more dynamic, attractive and competitive Metropolitan Area. It should be accommodated without encroaching on the following: Green Belt areas, areas of nationally and internationally recognised ecological importance, or other open land that is protected for its agricultural, amenity, recreation or wildlife value. Opportunities should be sought to make the Metropolitan Area itself greener, more biodiverse and better managed as an urban eco-system. The focus should not, however, be exclusively on land. There are significant opportunities for a greater proportion of development to re-use, imaginatively, many older existing buildings, especially in the city centres of Liverpool and Manchester/Salford and the contiguous inner-city areas.
3.8 A focus on the two Regional Poles will require not only many new buildings and open spaces of high design quality but also planned and intensive re-use and adaptation of existing buildings for housing, businesses and community services, wherever possible in a complementary way, incorporating mixed uses at local neighbourhood level. A focus on the contiguous inner city areas will require a systematic and selective approach to building re-use, focusing on those of better architectural quality and/or historic interest, and much comprehensive redevelopment in order to introduce 21st-century best standards of sustainable development into such areas. In some areas, physical urban expansion and the release of Green Belt land may, exceptionally, be required to accommodate growth. This will call for a systematic review of boundaries as set out in Policy SD5, and such land should only be released in line with the ‘plan, monitor and manage’ approach advocated in this Guidance.

3.9 The relevant key economic growth sectors identified in the NWDA’s Regional (Economic) Strategy are, in particular, the cultural and media industries, some high-value services, certain forms of tourism, and emerging manufacturing and research sectors which require proximity or easy access to research establishments like Higher Education Institutes or specialist medical centres. This type of economic growth can be effectively achieved in the city centres both by new development and by the conversion of existing buildings, many of which are of historic interest or character.

3.10 The city centres of Liverpool and Manchester/Salford are already internationally recognised as large centres which are important (and increasingly complementary) centres for shopping, administration, financial services, businesses, heritage, sport, music, leisure and cultural life. The lifestyle offered in these two Regional Poles should be high and of international standard, and will need to be continually improved to that end. The economic success and further sustainable development of these two Regional Poles, and the image they project, will be vital not only to the constellation of different but mutually dependent and increasingly complementary metropolitan towns which have coalesced into the North West Metropolitan Area, but also to the North West Region as a whole and to certain areas beyond, including North Wales. Some of the most important gateways to the North West, particularly Manchester Airport, Liverpool John Lennon Airport, the Port of Liverpool and other Mersey ports, are to be found in or close to the two Regional Poles. These will be increasingly important to local and regional economic growth, and their evolving operational needs. Sustainable development and visual enhancement to befit their role as international gateways will need to be carefully considered and sensitively accommodated, wherever possible. Good connectivity between these international gateways and the metropolitan towns within the North West Metropolitan Area will be important, and needs to be further encouraged. Further research is also needed into the potential future roles of the Manchester Ship Canal and adjoining land to support sustainable development, and active management of the North West Metropolitan Area in environmental terms, in order to inform the next review of the RPG.

3.11 Various regeneration initiatives are under way in the less prosperous parts of the North West Metropolitan Area, many of which experience acute socio-economic problems, multiple constraints, poor environments and considerable environmental challenges. The existing five unitary authorities in Merseyside have European Structural Funds Objective 1 status, while much of Greater Manchester is covered by Objective 2 status and partnerships are

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being established to deliver both physical change and, critically, a wider urban renaissance to improve education, jobs, skills, housing, healthcare, community safety and the local environment.

3.12 The NWDA's Regional (Economic) Strategy identifies both Liverpool and East Manchester as Regional Regeneration Challenges within the 'Mersey Belt' Regeneration Priority Area, thus ensuring that a significant amount of public resource is available over the next several years to underpin Policy SD1.

3.13 These various regeneration initiatives will require for their success a focus on realising opportunities and encouraging significant investment by the private and 'not-for-profit' sectors alike so that the North West Metropolitan Area may swiftly become a more prosperous, attractive and pleasant area in which more people will actively choose to live because of the quality of life on offer.

3.14 Economic capital should be made of the two Regional Poles’ historic character and considerable potential as significant catalysts for the broader urban renaissance of the North West Metropolitan Area. For example, the strong sporting traditions of Liverpool and Manchester and the 2002 Commonwealth Games should provide a springboard for the continuing development of world-class sporting facilities to serve the Region, and the nation. The North West Metropolitan Area also enjoys good access to high-quality landscape around the Area itself, over the Pennines and into Wales, and the work of the Community Forests (which now cover most of the Area) is beginning to yield positive results.

3.15 Within the North West Metropolitan Area greater economic synergy and prosperity will follow on from the development of more efficient and better quality transport linkages within the conurbations, and between the city centres of Liverpool and Manchester/Salford. This Guidance aims to ensure adequate investment in the extensive public transport networks of bus, rail and light rail (such as the Metrolink in Manchester), which are vital for the achievement of higher levels of accessibility and social inclusion. They should be complemented by better networks for cycling and walking, and more imaginative use of the commercial and recreational waterways and canals.

**Policy SD2 Other Settlements within the North West Metropolitan Area**

Elsewhere within the North West Metropolitan Area, wide-ranging regeneration and environmental enhancement should be secured, and most especially in the older parts of the metropolitan settlements listed below:

- Runcorn;
- Widnes;
- Ellesmere Port;
- Warrington;
- Skelmersdale.
Very significant enhancement, in terms of image (improved townscape and landscape quality) and opportunities for a higher quality of life overall, is required in Runcorn, Widnes and Ellesmere Port. Development within these three areas should be sustainable and complementary to the development required in order to fulfil Policy SD1 above.

In Warrington the focus should be on achieving regeneration and restructuring of the older areas and not allowing further significant outward expansion of the settlement on to open land beyond existing commitments, current at the start of the calendar year 2002 thus curtailing further sprawl of the settlement into the countryside, unless fully justified by reference to the new RPG, its Core Development Principles and the Spatial Development Framework.

In Skelmersdale regeneration, restructuring and environmental enhancement is required to improve conditions in some housing and industrial estates. In particular, measures are required to assist in retaining and expanding facilities in Skelmersdale town centre.

Development in the remaining urbanised area of the North West Metropolitan Area (not covered by Policy SD1) will be more modest and should be of an appropriate scale, nature and environmental quality to create and conserve attractive neighbourhoods which will meet local housing, employment and services needs and discourage commuting.

A focus on development within the North West Metropolitan Area will create a need for improved public transport networks between and within all the specific areas and towns listed in Policies SD1 and SD2, particularly rail services, and the introduction of management and other measures to ease traffic flow on the motorways.

Policy SD3  Key Towns and Cities Outside the North West Metropolitan Area

To the north and south of the North West Metropolitan Area, development will be concentrated in the following key towns and cities:

• to the north, Blackpool, Blackburn, Burnley, Lancaster/Morecambe, Preston, Barrow-in-Furness and Carlisle; and

• to the south, Chester, Crewe, Macclesfield and Northwich.

Of these, Chester, Carlisle, Lancaster and Preston should be regarded as historic towns requiring continual conservation with sensitive integration of new development, where needed, plus a regard for maintaining and enhancing their setting.

In the case of Chester, Carlisle, Crewe and Preston there should be regard to their roles as gateways and/or interchanges for visitors to the Region from adjoining areas/regions and countries, and the need to provide high quality modern facilities to support those roles.

Blackpool is a tourist destination of regional and national importance and is a sub-regional centre for the Fylde Coast. There is a need to provide high-quality modern facilities to support these roles.
The distinctive naval and maritime role of Barrow-in-Furness should be respected, its landscape setting enhanced and its links to the rest of the Region, including the Lake District, improved in terms of their environmental quality and efficiency.

There will also be a need for development and re-development to ensure the physical enhancement, significant regeneration and gradual restructuring of the following Regeneration Priority Areas:

- Lancashire’s coastal towns, including Fleetwood and Morecambe;
- East Lancashire, including Accrington, Padiham, Nelson and Colne; and
- West Cumbria and Furness, including Dalton-in-Furness, Ulverston, Maryport, Workington and Whitehaven.

Provision should be made for development requirements in these three areas in line with the approach set out in Policy DP1 (Economy in the Use of Land and Buildings), with local development plans ensuring in each case:

- guidance to encourage the provision of a wider range of complementary services to meet the needs of the resident populations;
- an emphasis on enhancing their overall visual attractiveness and the quality of life on offer within them, their rural setting and access to/from adjacent rural areas;
- in respect of the coastal resort towns listed above, in particular, guidance to encourage more diverse and complementary roles as modern, sustainable resorts and centres for coastal sport/recreation and other uses, and greater elegance; and
- an emphasis on higher quality, interlinked and integrated transport systems in all modes.

Most other development requirements will be met within smaller towns and large villages which are able to provide a range of services, and which have the potential to provide good public transport links to outlying settlements. Such settlements should be identified as key service centres in structure or local plans. Development in key service centres should complement existing settlement character and should be of an appropriate scale and nature to accommodate or fulfil the needs of local communities for housing, employment and services, and to deliver an enhanced quality of rural life.

3.17 Three specific areas – East Lancashire, the coastal resort towns and West Cumbria and Furness – are widely recognised to be economically fragile. They contain a mixture of good and poor urban form and many pockets of decay and neglect, and they are often struggling to modernise to achieve a more diverse and sustainable set of roles. They are identified in the NWDA’s Regional (Economic) Strategy as Regeneration Priority Areas. (See Diagram 3 – Key Diagram). The key service centres situated throughout the North West are towns and villages that offer a comprehensive range of services, including professional services. They are often important for the processing of local products, as hubs for tourism and transport, and as centres for culture and access to housing, training, education and employment. They are usually small rural and coastal towns, serving a rural hinterland. The centres play a
critical role in helping rural communities to thrive and in wider rural regeneration. Not only do they provide vital services for their own population, but they also do so for the more remote rural areas.

3.18 To the south of the North West Metropolitan Area, the environment and the relative prosperity of the local economy may well generate demand for housing and other land uses over and above the western half of Wirral and Cheshire’s own needs, but this demand should continue to be resisted to support the urban regeneration of the North West Metropolitan Area and relieve pressure on areas of constraint within Cheshire together with potential traffic congestion. Provision for housing and other land uses should therefore be based principally on meeting the needs of the area’s current population and its housing needs. Development within and around Chester will need to respect both its historic character and its close functional relationship to North Wales. Similarly development within Crewe must take account of its relationship with the Potteries and North East Staffordshire. In Macclesfield, the focus will be on accommodating development within the existing urban area.

3.19 Elsewhere, to the north of the North West Metropolitan Area, Lancashire has the potential to accommodate its own housing and other land use requirements, with an increasing shift in emphasis towards urban regeneration in the towns of East Lancashire, the coastal resort towns, and Preston, without exerting pressure on Green Belt or the best and most versatile agricultural land. Development within Lancaster will need to respect its historic character but also its close relationship with Morecambe.

3.20 Further north, in Cumbria, housing provision should be based on meeting local needs and reducing in-migration to the Lake District National Park and its southern and eastern hinterland, and other nationally designated areas. In view of their regeneration needs, the economic development of Carlisle, Barrow-in-Furness and other towns in West Cumbria, should not be constrained below the level of demand where it can be accommodated within environmental limits. Development within Carlisle and nearby settlements will need to respect their historic character but also their close functional relationships with West Cumbria, Scotland (Glasgow and Edinburgh), and the North East of England, especially Newcastle-upon-Tyne.

Policy SD4 Maintaining Urban Form and Setting, and the Treatment of North Cheshire*

Development plans and other strategies for the Region should contain policies which will help both to maintain urban form and enhance urban living and also ensure a visually attractive and accessible setting around the North West Metropolitan Area and all other settlements in the Region. To that end, it will be necessary to ensure that:

- the overall physical extent of the North West Metropolitan Area remains reasonably stable;
- development on the urban/rural edge respects and enhances the urban setting and countryside character;
- positive land use planning and management of the land on the edge of settlements is encouraged in all development plans; and
• the recreational potential of urban edge environments is enhanced.

Continued and extensive use of Green Belt policy and other policies to protect open land will be an essential tool to that end.

Given the continued high demand for development in the North Cheshire area, much of which is in the Green Belt, development plan allocations in that area should be reviewed to ensure that any existing and proposed land allocations for further development in the North Cheshire area are fully justified regarding the Core Development Principles and this Spatial Development Framework. In North Cheshire, beyond the North West Metropolitan Area, only those allocations which are sustainable and which will add significant value to the development of the national economy or which are of greater than regional significance should be retained, together with those which meet purely local needs. New employment land allocations may be contemplated where they clearly enable sustainable expansion of existing high-technology and research establishments of at least regional significance. The revised list of allocations for North Cheshire should ensure avoidance of development in flood-risk areas, and development plan criteria should ensure respect for the urban/rural interface and the need for high design quality and low landscape impact.

* NOTE: North Cheshire is to be interpreted for the purpose of this Policy as the northern edge of the County of Cheshire, running west to east from Chester to Macclesfield, and to the north of the ‘A’ roads connecting Chester, Tarvin, Kelsall, Northwich, Knutsford and Macclesfield, plus that area of Warrington BC which lies outside the North West Metropolitan Area.

3.21 Spatially, the physical extent of urbanised areas and their relationship with their surroundings is a matter of considerable sensitivity. In the North West there is a history of urban sprawl and the land around settlements of all sizes – partly within and partly outside the Green Belt – is of variable attractiveness as setting and edging to built-up areas, and it tends to be poorly planned and indifferently managed. This is a wasted opportunity and it detracts severely from the Region’s image and quality of life. Where the land uses are highly variable in type, purpose and scale, the successful integration of uses in physical terms is not easy but local planning authorities and others need to be encouraged to explore positively the scope for visual enhancement to the setting of towns throughout the North West, and around the North West Metropolitan Area in particular. Part of the solution will lie in developing significantly the recreational use of the urban edge (e.g. to develop regional and local parks) and allowing limited enabling development to that end.

3.22 There is still considerable development pressure on areas at the outer edge of the North West Metropolitan Area, especially in areas with good motorway access and close proximity to the airports. In recent years growth industries have sought locations for development in or near the Green Belt in the North Cheshire area, on the edge of established settlements, on formerly developed brownfield sites, and sometimes on greenfield sites. Much of the North Cheshire area will remain as Green Belt for the foreseeable future. Some of it consists of undeveloped coastal and riverbank land which is at risk of flooding, and much of it is open countryside. It also contains heavy plant associated with the chemicals and energy industries, which are continually restructuring and generally requiring less land over time. Quality of life for the village communities scattered among this plethora of uses is very uneven.
3.23 There is much land in the North Cheshire area, already identified in development plans, allocated for employment, housing and related uses. Much of it is brownfield land. Nevertheless, given the Core Development Principles and Policy UR5, local planning authorities will need to review all such allocations whether they be brownfield or greenfield, and in doing so will need to have full regard to this new RPG and the Spatial Development Framework. This process should ensure that any allocations retained in North Cheshire are fully justified in the context of this new RPG. Allocations will need to be retained if they will enable significant growth in the national and the regional economy in respect of high technology and research enterprises, and if they allow for the meeting of purely local needs.

3.24 When reviewing allocations in North Cheshire local planning authorities will need to have serious regard to the scope for achieving more sustainable patterns of development; the potential coastal and fluvial flood risk issues; the need for less reliance on commuting long distances to work by car; realising the potential of good public transport and the environmentally-friendly modes (canals and cycleways); conserving countryside character; minimising adverse landscape impact and enhancing biodiversity. They will also need to contain, in respect of the remaining or new allocations for further development in the North Cheshire area, criteria in development plan policies to secure high quality design.

3.25 Given the current development pressures in the North Cheshire area, Policy SD4 above assumes that the Region will need to be very careful and highly selective in deciding upon which allocations should be retained, post-review, given all the practical constraints (especially flood-risk and health and safety issues) and in the best interests of the nation and the Region. If allocations are proposed which do not respect Policy SD4 in this RPG and supporting guidance on this matter, they will be resisted by the Secretary of State. Where schemes for inappropriate development are proposed for areas in the North Cheshire Green Belt, they will not be approved unless it is clearly established that there are very special circumstances which justify them, in line with National Planning Policy Guidance on Green Belts.

3.26 The complex urban form of North West England results in an environment where vulnerable countryside is closely interwoven with urban areas in need of regeneration. The discouragement of urban sprawl therefore becomes, for a variety of reasons including enhancing economic competitiveness and housing markets in the conurbation cores, a crucial element of the Spatial Development Framework for the Region. In particular, the Green Belt is an essential means of assisting urban regeneration; but it is important also to curb unwarranted and unsustainable growth of settlements beyond designated Green Belts. Thus the maintenance of urban form is a central principle of the Spatial Development Framework and support to policies for urban renaissance.

**Policy SD5  The Green Belts**

The need for exceptional substantial change to any Green Belt in the Region should be investigated by a strategic study, which should involve:

- identification of the extent of allocated, undeveloped, safeguarded, and redevelopable brownfield land;
• identification of any Green Belt land which does not serve the purpose of its designation, and whose removal would not impact adversely on the maintenance of the Green Belt;

• trends in the rate of consumption of both greenfield and brownfield land for both residential and all forms of non-residential development; and

• assessment of the feasibility of individual districts’ housing and employment needs being met by provision in adjoining districts consistent with the principles of social inclusion and sustainable development.

Any subsequent change to Green Belt boundaries should have full regard to:

• the principles of sustainable access;

• the relation to social inclusion and economic competitiveness of any release of Green Belt land for employment uses;

• the effect of any release on urban regeneration;

• the guidance in National Planning Policy Guidance on the density of residential development;

• the potential robustness of revised Green Belt boundaries;

• the intentions of the Spatial Development Framework;

• the need to preserve the extent and quality of the countryside; and

• conformity with the purposes of Green Belts as set out in National Planning Policy Guidance.

Where, exceptionally, there is a need for strategic studies of Green Belt boundaries to consider the extent of the Green Belt, these will be undertaken by the relevant local authorities together with the NWRA, and should take into account the views of key stakeholders. The findings will inform future reviews of RPG and subsequently reviews of development plans.

Strategic studies of the Green Belt should be undertaken on the following basis, in line with the Core Development Principles and the Spatial Development Framework.

In Merseyside and Halton:

• a strategic study of Green Belt across Merseyside and Halton is required to determine the need, if any, for changes in the broad extent and location of Green Belt boundaries to accommodate likely development requirements to 2021 and beyond.

In other designated Green Belts in the North West:
3.27 The North West has four linked, major areas of Green Belt, in Greater Manchester, Merseyside, North Cheshire and Lancashire (along with that in South Cheshire, which in effect is part of the North Staffordshire Green Belt). There are also small but significant Green Belts on the Fylde Peninsula and in North Lancashire. The purposes of Green Belts are fivefold: to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns from merging into one another; to assist in safeguarding the countryside from encroachment; to preserve the setting and special character of historic towns; and to assist in urban regeneration, by encouraging the recycling of derelict and other urban land. These considerations will inform any review.

3.28 The intentions behind the creation of the Region’s Green Belts were not identical; in particular protection of the historic setting of Chester and Lancaster remain important considerations around those cities. Nevertheless, they all fulfil each of the five purposes in some measure, and their contribution to urban regeneration, directly or indirectly, will remain of prime importance for the foreseeable future.

3.29 The current Merseyside Green Belt boundary was defined 20 years ago. It comprises an inner boundary tightly drawn right up to the urban edge with virtually no ‘white land’ provision. The need for a joint strategic study of Green Belt in Merseyside and Halton is justified by the need to assess the long-term development issues arising from current regeneration programmes, including Objectives 1 and 2, and to ensure that current boundaries support urban renaissance and Green Belt objectives.

3.30 Urban Potential Studies and information on the availability of land suggest that long-term development needs in Greater Manchester, Lancashire and Cheshire can be accommodated up to at least 2016 without the need to significantly encroach upon Green Belt. Strategic reviews of Green Belt in these areas need not therefore be undertaken before 2011, although the NWRA will still review the situation as part of its monitoring process.

3.31 The strategic extent of Green Belt in Warrington is defined in the Cheshire 2001 Structure Plan which remains extant in Warrington. The intention had been for the Warrington Borough Local Plan to define Green Belt boundaries but this will now be achieved through Warrington’s UDP. Once this has been completed it is envisaged that there will be no need to undertake a strategic review of Green Belt in Warrington before 2021.

3.32 Major change to the North Cheshire Green Belt around Chester is not considered to be necessary at this stage. However, it is recognised that Chester is part of a sub-region extending across the regional border, and that there are legitimate concerns about the impact of the growth of the Chester economy upon the housing market in North East Wales in the longer term. The relevant local planning authorities in Cheshire should collaborate with the North West Regional Assembly, their counterparts in North East Wales, appropriate English regional agencies, Welsh agencies and other relevant bodies to assess development and other relevant requirements in the sub-region as a whole. The assessment should inform the
adoption of policies and actions which would establish a more stable and sustainable relationship between the component local planning authorities of the sub-region. This will need to be a significant feature of existing and future joint cross-border working on a sub-regional, cross-boundary, spatial development framework for the Chester/Wrexham/Flint sub-region.

3.33 The sites identified in the Region’s current employment portfolio are believed adequate to meet business needs. If, in exceptional circumstances, additional sites are required within Green Belt locations these must be justified in line with PPG2 and Policy EC5.

**Policy SD6 Settlement boundaries in areas not covered by Green Belt**

In those parts of the Region not covered by Green Belt, where identified local needs up to 2016 cannot be fully met within existing settlement boundaries, development plans will need to review settlement boundaries in line with the Core Development Principles and the Spatial Development Framework.

3.34 Where Green Belt has not been designated, particularly in Cumbria, parts of Cheshire and Lancashire, settlement boundaries, as defined in development plans, have successfully controlled the spread of development and conserved open land for many years. It is important that these firm policies are maintained to secure sustainable development patterns and encourage continued rural uses while at the same time allowing for rural diversification.

3.35 Where new housing and other forms of development are justified but cannot practically be achieved within existing urban areas, local authorities should consider urban expansion and consolidation of development along public transport corridors. Such proposals should, however, be compatible with the Core Development Principles and the Spatial Development Framework and not detract from urban renaissance schemes. Where development requirements must be met outside current settlement boundaries, an informed and consistent approach to the use of the urban fringe will be necessary in line with Policy UR11.

**Policy SD7 The North West’s Coast**

On the undeveloped and developed coast alike, the primary emphasis will be on the need to:

- respect the changing physical nature of the coastline;
- recognise the risk over time of fluvial and coastal flooding and erosion;
- take active steps to ensure the conservation and enhancement of historic and archaeological features, natural beauty, seascapes and natural features;
- enable wise use of all the natural resources, both on and off-shore; and
- ensure that on-shore enabling development to support off-shore activity is anticipated.

Development plans should recognise the potential for regionally significant development, support existing operations and diversification of existing ports and harbours, and
anticipate the need to support off-shore developments. There will also be scope for new and strategic tourism development well related to the coastal environment. There will be a need to ensure the reshaping of resort towns for new and more varied purposes and, simultaneously, ensure that more elegant, accessible and economically competitive coastal frontages emerge in respect of all coastal settlements in the North West.

3.36 It is vital to take an overall view of the Region’s coastline in planning and managing its development. Strategic issues to be considered are the balance between natural areas and the resources they contain and human activities both on-shore and off-shore; and the longer-term implications of climatic change on the shape and character of the coastline, much of which is relatively low-lying and vulnerable to flooding.

3.37 Urban areas like Liverpool and much of other parts of Merseyside dominate the coastline and a continuing focus on water quality, habitat management, development quality and the careful planning of waterside land uses is essential to ensure that human activity in these areas makes the most of the setting and potential to create exciting and attractive new living and working environments with high-quality recreational facilities, attractive views and harmony with the natural environment. The Mersey Basin Campaign is an internationally recognised long-term project, which aims to radically improve the quality of the environment of the Mersey river system.

3.38 Elsewhere, most of the remaining coastal settlements need gradual renewal and regeneration, environmental enhancement and swift adaptation to a new and wider set of roles and markets. For example, in the coastal towns of West Cumbria settlements have had less impact on the coastline and the benefits of a coastal location could be exploited in a sensitive fashion to deliver regeneration opportunities that are not necessarily based on traditional industries like fishing, port services or shipbuilding.

**Policy SD8 Development in the Wider Countryside**

Development in rural areas outside key service centres should promote the diversification of the rural economy and support agriculture or other existing land use practices that sustain landscape, biodiversity and cultural heritage. Such development should be encouraged where it is:

- of an appropriate scale and nature, in line with its rural location, to fulfil, in a sustainable way, the needs of all groups within local communities for housing, employment, transport and services; and

- respectful of the landscape character of the countryside in which it is to be located.

Development plans should make provision for such development in line with Policies DP2 and DP3.

It will be the exception for major new development to be located on open land in the countryside, especially in the case of National Parks and Areas of Outstanding Natural Beauty.

The sustainable re-use of rural brownfield land for forestry, woodland, agriculture and other biodiversity habitats should be encouraged. Other uses, which respect the
character of the countryside, should be encouraged where sites are capable of being well served by public transport. Major built development should be discouraged on such sites, except where this would fulfil a significant regional or national need which cannot be met elsewhere.

3.39 There are a number of opportunities for land use in agricultural areas, over and above food production. For example, areas could be used for energy crops, public access for recreation, woodland, or managed extensively for the benefit of wildlife habitat. Environmentally Sensitive Areas (ESAs) have been designated and other support measures are being introduced for rural areas. Rural diversification is necessary in the upland areas and the more intensively farmed lowlands to both create employment and generate economic activity. In some localities, there may be significant scope for renewable energy developments providing these are respectful of the character of the countryside.

3.40 The majority of the North West previously covered by Objective 5b EU funding will be incorporated into Objective 2, which now includes rural areas alongside urban and industrial neighbourhoods. This largely covers the upland areas of Cumbria and North East Lancashire where agricultural incomes are most vulnerable. The Objective 1 programme also includes a rural component. The European Union's Rural Development Regulation lays the foundation for a new European framework, which reduces direct support for agricultural production but offers increased assistance for sustainable development in rural areas. England's Rural Development Programme provides assistance to ensure rural development of many types in the North West.

Policy SD9  The Regional Transport Strategy

The Regional Transport Strategy will support the achievement on the ground of Policies SD1-8, especially Policy SD1, and should deliver:

- enhancement of Trans-European Networks (TENs);
- effective multi-modal solutions to the conveyance of goods, people and services, especially at major hubs;
- effectively planned and significantly more efficient transport interchanges;
- attractive gateways and transport corridors;
- scope for effective use of new technology to enhance travel;
- high-quality public transport in urban and rural areas; and
- a safe and pleasant environment complementary to the need to improve the Region's image and encourage more use of environmentally-friendly modes of transport (e.g. walking, cycling and canals).

3.41 The regional effort to enhance the current transport systems will need to take the following into account:
• major new development must be located where good access to public transport exists or can be created, and be backed by secure car parking facilities and appropriate parking controls and provision for pedestrians and cyclists;

• multi-modal solutions to transport issues must be considered with emphasis on the maintenance and selective improvement of regionally significant routes; and

• existing transport networks must be allowed to perform their proper function while accommodating any new developments necessary, including network management tools and intelligent transport systems.

3.42 The three priorities for transport investment will be:

• high-quality public transport in major urban areas;

• key transport corridors; and

• gateways and interchanges.

3.43 The policy and physical linkages between land use and transport are paramount, and progress on both must march hand in hand in the North West. To that end, the Regional Transport Strategy is dispersed and interwoven into the fabric of this RPG. The RPG encourages effective use of land, including the promotion of mixed use within sites and the wider neighbourhood, assisting people to meet their needs locally and encouraging business clustering. The aim of this approach is to reduce the need to travel in the first instance and to reduce journey distances when travel is necessary. The RPG also focuses much new development in the North West Metropolitan Area. Reductions in journey distances and promotion of more sustainable forms of transport are more readily achievable in metropolitan areas given the density of population and the relative proximity of housing, employment, retail and recreational facilities. Further policies have been formulated that instruct local authorities to consider the transport implications of development proposals, in particular the accessibility of sites by more sustainable modes and the ability of transport networks to cope with new development. Any necessary infrastructure improvements should be undertaken and co-ordinated commensurate with planned development. Further policies for rural areas guide authorities to only consider development which is of an appropriate scale and nature to meet identified needs and favour proposals that enhance public and community transport provision.

3.44 The Regional Transport Strategy is integrated throughout this document. Chapter 10 considers key transport networks at a regional scale and other elements, for example rural and urban transport, rural accessibility and freight, are taken into account elsewhere. The Regional Transport Strategy embraces and must respect the policies contained within the Core Development Principles and the Spatial Development Framework, above. For ease of identification, the elements of policy comprising the Regional Transport Strategy are at Appendix 2. The Regional Transport Strategy will be comprehensively reviewed in 2003 and will be informed by the results of the regional transport studies referred to in Table 10.1, pertinent multi-modal studies in adjacent regions and the conclusions of the Government’s consultation on air transport policy.
3.45 The Spatial Development Framework depends for its success upon the mobilisation of significant private and public sector resource. The North West Regional Assembly, with the assistance of the Government Office for the North West, has rehearsed the availability of various streams of funding to support it. In the light of that exercise, the results of which were presented to the RPG Panel in February 2001, the approach set out above is considered by the Secretary of State to be both realistic and achievable.
### Policy Linkages with Economic Growth and Competitiveness with Social Progress

#### Chapter 2 Core Development Principles
- **DP1** Economy in the Use of Land and Buildings
- **DP2** Enhancing the Quality of Life
- **DP3** Quality in New Development
- **DP4** Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion

#### Chapter 3 The Spatial Development Framework
- **SD1** The North West Metropolitan Area
  - Regional Poles and Surrounding Areas
- **SD2** Other Settlements within the North West Metropolitan Area
- **SD3** Key Towns and Cities Outside the North West Metropolitan Area
- **SD4** Maintaining Urban Form and Setting, and the Treatment of North Cheshire
- **SD5** The Green Belts
- **SD6** Settlement Boundaries in areas not covered by Green Belt
- **SD7** The North West's Coast
- **SD8** Development in the Wider Countryside
- **SD9** The Regional Transport Strategy

#### Chapter 4 Economic Growth and Competitiveness with Social Progress
- **EC1** Strengthening the Regional Economy
- **EC2** Manufacturing Industry
- **EC3** Knowledge-Based Industries
- **EC4** Business Clusters
- **EC5** Regional Investment Sites
- **EC6** The Regeneration Challenge: Bringing the Benefits of Economic Growth to Areas of Acute Need
- **EC7** Warehousing and Distribution
- **EC8** Town Centres – Retail, Leisure and Office Development
- **EC9** Tourism and Recreation
- **EC10** Sport

#### Chapter 5 Delivering an Urban Renaissance
- **UR1** Urban Renaissance
- **UR2** An Inclusive Social Infrastructure
- **UR3** Promoting Social Inclusion through Urban Accessibility and Mobility
- **UR4** Setting Targets for the Recycling of Land and Buildings
- **UR5** Existing Commitments in Development Plans
- **UR6** Existing Housing Stock and Housing Renewal
- **UR7** Regional Housing Provision
- **UR8** A Phasing Mechanism for Release of Housing Land
- **UR9** Affordable Housing
- **UR10** Greenery, Urban Greenspace and the Public Realm
- **UR11** Urban Fringe
- **UR12** Regional Park Resources

#### Chapter 6 Enhancing the Coastal Zone
- **CZ1** Defining the Coastal Zone
- **CZ2A** Coastal Development
- **CZ2B** Coastal Defence
- **CZ3** Coastal Communities and Economic Development

#### Chapter 7 Enhancing the Rural Areas
- **RU1** Sustainable Agriculture
- **RU2** Diversification of the Rural Economy
- **RU3** Housing Needs in Rural Areas
- **RU4** Local Services in Rural Areas
- **RU5** Rural Transport and Accessibility

#### Chapter 8 Active Management of Environmental Resources
- **ER1** Management of the North West’s Natural, Built and Historic Environment
- **ER2** Landscape Character
- **ER3** Built Heritage
- **ER4** Contribution of Built Heritage to Regeneration
- **ER5** Biodiversity and Nature Conservation
- **ER6** Woodlands
- **ER7** Water Resources
- **ER8** Development and Flood Risk
- **ER9** Minerals Extraction
- **ER10** Land-won Aggregates
- **ER11** Secondary and Recycled Aggregates
- **ER12** Marine Dredged Aggregates
- **ER13** Renewable Energy and Energy Efficiency

#### Chapter 9 Ensuring High Environmental Quality
- **EQ1** Tackling Derelict Land and Contamination Issues
- **EQ2** Air Quality
- **EQ3** Water Quality
- **EQ4** Principles Governing a Regional Approach to Sustainable Waste Management
- **EQ5** A Regional Approach to Waste Management
- **EQ6** Waste Management Facilities
- **EQ7** Radioactive Waste

#### Chapter 10 An Accessible Region with an Integrated Transport System
- **T1** Integrating Transport Networks in the North West
- **T2** The Regional Rail Network
- **T3** The Regional Highway Network
- **T4** Road Safety
- **T5** The Region’s Airports
- **T6** The Region’s Ports and Strategic Inland Waterways
- **T7** Freight Transport
- **T8** The National Cycle Network
- **T9** Demand Management
- **T10** Regional Priorities for Transport Investment and Management
CHAPTER 4
Economic Growth and Competitiveness with Social Progress

Introduction

4.1 The strength of the Region's economy is vital to the future prosperity and the quality of life of its residents. The Region's economic performance is the key driver impacting on the achievement of the priorities for all aspects of progress – social and physical. This chapter is concerned with increasing the competitiveness of the North West economy whilst promoting wider social benefits, particularly social inclusion, through targeting key sectors and promoting sustainable development patterns. It correlates closely with the chapters on Delivering an Urban Renaissance; Enhancing the Rural Areas; Enhancing the Coastal Zone; and An Accessible Region with an Integrated Transport system.

Policy EC1 Strengthening the Regional Economy

The Region's economy should be strengthened by an increasing focus on the sectoral priorities identified in the North West Development Agency's Regional (Economic) Strategy, published in 2000.

Development plans in conjunction with local economic development strategies should identify a range of suitable sites and premises for employment purposes which:

- complement the Region's sectoral priorities;
- take account of the needs of local businesses and communities and the need to ensure the modernisation and diversification of older manufacturing industries and their premises;
- are based on a review of existing commitments (Policy UR5);
- have the potential to promote clustering (Policy EC4);
- take account of the sequential approach set out in Policy DP1;
- support the Spatial Development Framework; and
• take account of the availability of skilled labour and wider employment and training opportunities.

Development plans should support a greater shift of freight from road to rail and water by guiding new major industrial and distribution developments to sites that can be readily connected to the rail network, waterways and ports.

Local authorities should work with their partners, particularly the NWDA, in relation to the Regional (Economic) Strategy, to promote the environmental economy and the arts, culture and creative industries in their areas in line with the above approach, to aid regeneration, rural diversification and tourism initiatives and benefit the North West economy as a whole. They should do this by promoting diverse local economies through the creation and growth of local businesses to provide jobs, goods and services needed by the local population.

4.2 Economic performance in the North West can be significantly improved by developing a regional infrastructure that encourages investment, steady growth and competitiveness, but such efforts must clearly sit alongside the need to achieve urban renaissance and improve environmental quality and social cohesion. They must also take account of the emerging concept of the North European Trade Axis (NETA), and INTERREG IIIB projects designed to take forward the objectives of the European Spatial Development Perspective (ESDP).

4.3 NETA identifies a polycentric zone stretching across Northern England in a ‘euro corridor’ between Ireland, Holland, and points east, which includes Liverpool and Manchester (plus Sheffield and Leeds).

4.4 The Region is also part of the North West (of Europe) Metropolitan Area. This European context is an increasingly significant influence in the growth and development of the Trans-Pennine zone, and it must be fully integrated within strategies designed to strengthen the Region’s economy.

4.5 GDP per capita growth in the North West has failed to keep pace with that of the European Union or the UK as a whole. However, performance across the Region varies dramatically, with Merseyside among the worst performers in GDP terms and Cheshire riding high in the UK rankings. The NWDA’s Regional (Economic) Strategy sets a target, supported by RPG, to raise the level of GDP per capita to within 92% of the UK average by 2006.

4.6 The NWDA’s Regional (Economic) Strategy identifies a group of established target sectors, which are important because of their existing scale and contribution to the regional economy. These sectors should be supported alongside the growth target sectors (see below) and include:

• chemicals;
• textiles;
• aerospace;
• mechanical and other engineering industries, including marine industries;
• energy;
• automotive;
• food and drink; and
• land-based industries (primary agriculture and forestry and diversification of the rural economy).

4.7 The Regional (Economic) Strategy also identifies seven growth target sectors that are expected to develop both nationally and globally over the next decade and in which the North West must increase its representation to gain competitive advantage and achieve prospects for growth. These are:

• environmental technologies;
• life science industries (biotechnology and pharmaceuticals);
• medical equipment and technology;
• financial and professional services;
• tourism;
• computer software and services/internet-based services; and
• creative industries, media, advertising and public relations.

4.8 It is important to promote a range of sites to meet employment and investment opportunities across the Region, particularly in areas of economic assistance (Diagram 4) including Assisted Areas and Objectives 1 and 2. Many of these sectoral priorities have broadly similar location characteristics and local authorities should identify sites that support local needs or are capable of attracting investment to the Region. Access to suitable labour will be more important than size, although larger sites can deliver economies of scale.

**Policy EC2 Manufacturing Industry**

In providing for the needs of manufacturing industry, development plans and other strategies should ensure the provision of sites which meet the changing needs of traditional manufacturing industry as well as new and emerging manufacturing activities. The sites should also be able to meet the need for expansions and relocations as well as the needs of inward investors.

Development plans should also anticipate the need for existing manufacturing establishments to modernise their plant and to adapt and diversify their operations, and to undertake improvements to plant in accordance with environmental legislation, as well as general environmental enhancement.

The sites for manufacturing should be located in accordance with the Core Development Principles and the Spatial Development Framework, within key transport corridors or
Regeneration Priority Areas, ideally with inter-modal transport capability. The need for new specialist manufacturing industry to locate close to existing related plants should be recognised, as should the availability of skilled labour.

Education and training should be recognised as central components in promoting the development of manufacturing industry.

4.9 Manufacturing industry, including the established sectors referred to in paragraph 4.6, will continue to be an important part of the industrial and employment structure of the Region. In encouraging new development and expansion in sectors such as chemicals, textiles, aerospace, engineering and the automotive industry, the need to reflect inter-relationships through co-location and clustering will be recognised. Within established sectors new business developments will emerge and these will present new and different demands, including for the use of digital and communications technologies as well as for premises. Some of these sectors – notably chemicals – are of importance not just to the Region but also in a UK context.

Policy EC3 Knowledge-Based Industries

Knowledge-based industries will be supported, in accordance with the Core Development Principles, particularly the sequential approach set out in Policy DP1, and the Spatial Development Framework. Development plans and other strategies should facilitate the development of sites with direct access to research establishments, including universities, Higher Education Institutes and major hospitals. Priority locations will be in the main conurbations, close to centres of research, or within science parks. Sites should be well located in relation to transport infrastructure, especially public transport, and should be capable of providing high environmental quality. Access to education, skills and training should be recognised as key aspects of securing the development of this sector.

4.10 There are strong linkages between the growth target sectors and the knowledge-based industries. The growth target sectors include those listed in paragraph 4.7 above. The sites identified for their location should allow for flexible development, and have access to related manufacturing activities where appropriate, and research establishments such as universities and major hospitals.

4.11 In addressing the needs of knowledge-based industry, such as biotechnology and research-driven activities, the need to allow for and encourage the development of sites close to research-established hospitals and academic institutions is recognised. Access to a graduate workforce and other skilled labour is also an important consideration.

4.12 The environmental economy includes a diverse range of activities, defined in the 1998 OECD/EUROSTAT to include pollution management, cleaner technologies and products and resources management, and generates a significant number of jobs. The environmental technologies have been identified as a key growth sector in the North West. The environmental economy has the potential to promote sustainable economic development, foster links to tourism, agriculture, forestry and rural diversification and to diversify the Region's industrial base by applying existing engineering skills to environmental products and
services like renewable energy and land remediation and collaborating with Higher Education Institutes on research and development work.

4.13 Research\(^3\) has been undertaken to identify key growth opportunities within the environmental economy and opportunities for strengthening the positive links to economic and social progress in the future.

4.14 Rapid technological advancements are creating further potential for growth in the Region's creative and cultural sectors, which include media production and advertising. Such businesses are currently clustered mainly in or on the edges of Manchester/Salford and Liverpool city centres, with some firms operating in Cheshire and the more accessible parts of Cumbria, partly due to the availability of re-used buildings which cater for small firms and new business start-ups and the proximity of cultural and entertainment facilities. Clearly the opportunity exists to aid regeneration by re-using redundant buildings in urban areas to provide creative and cultural quarters to foster industries of national and European repute.

4.15 The arts and cultural industries should assist in regeneration schemes including the use of public art projects, add value to tourism opportunities across the North West and assist rural diversification.

**Policy EC4 Business Clusters**

Development plans and other strategies including regeneration strategies should consider the potential to promote the clustering of existing and new economic activities with the potential for sustainable growth. They should meet both the Region's sectoral priorities and local needs by making appropriate provision for premises, including business and science parks, in line with the sequential approach set out in Policy DP1 and the Spatial Development Framework.

Clusters designed to support knowledge-based industries should:

- make provision for networks based on information communication technologies; and
- as a preference be located near to Higher Education Institutes, major hospitals, research establishments or major technology-based businesses.

4.16 The Government's Competitiveness White Paper published in 1998\(^4\) emphasises that the clustering of businesses operating in the same or complementary sectors can benefit the local, regional and national economy. This practice builds on regional and sub-regional specialisms and encourages closer links between businesses, their suppliers and the universities or other research establishments and facilitates networking and shared problem-solving. It also provides opportunities to develop targeted training and labour market strategies, improving workforce skills and career development opportunities.

4.17 The NWDA’s Regional (Economic) Strategy suggests that competitiveness in the North West would be improved by developing new clusters of sectors that are currently under-represented

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in the Region but which present significant potential for growth, especially any of national
importance. This will involve provision not only of basic infrastructure but also business
support measures, financial assistance, training and marketing. Some clusters, such as those
found on science parks linked to research establishments, will promote growth in some of the
more innovative, knowledge-based businesses.

4.18 DTI research\(^5\) expanded on in PPG12\(^6\) proposes an innovative planning solution to the
management of high technology growth while avoiding unacceptable impacts on sensitive
areas. This involves the development of designated zones, or ‘Urban Networks for Innovative
Cluster Areas’ (UNICAs), where clusters in specialist sectors such as biotechnology can
develop. These should be centred around research establishments in urban locations within
the conurbations, with information communication technology links as important as physical
colocation, and may consist of research and incubator intensive centres linked to specialised
production, analysis, testing and service. The Government requires further advice on a
means of identifying and promoting UNICA zones, and resources must be directed to these
growth points to help support the required infrastructure.

**Policy EC5 Regional Investment Sites**

Development plans and other strategies should identify Regional Investment Sites for
strategic business investment which supports the Region's sectoral priorities. They
should set out mechanisms including planning conditions and Section 106 agreements
to support their status and ensure high quality, environmentally sensitive, sustainable
development well linked with existing urban infrastructure and consistent with this
RPG's Core Development Principles.

Such Regional Investment Sites should be identified in consultation with the NWDA,
NWRA and GONW. Identification of the sites must support:

- urban renaissance;
- the objectives of the Regeneration Priority Areas (Policy EC6);
- areas of economic assistance;
- sectoral priorities (identified by the NWDA within the Regional (Economic)
  Strategy); and
- this RPG's Core Development Principles and the Spatial Development Framework.

In addition, and in the interests of sustainability, all Regional Investment Sites should be,
or be designed to become:

- well related to public transport infrastructure;
- readily accessible, wherever possible, to the rail network, or a port or commercial
  waterway;

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\(^5\) Biotechnology Clusters, DTI, August 1999

\(^6\) PPG12: Development Plans, DETR, 1999
• well related to housing and supporting community facilities;
• well landscaped;

and should preferably be located:
• clear of flood-risk areas;
• on recycled land; and
• close to existing employment concentrations.

The sites should also, for reasons of practicality be:
• capable of development within appropriate timescales, with regard particularly to:
  • land condition and availability;
  • ownership;
  • infrastructure capacity;
• suitably located, where appropriate, for international access;
• in proximity, where appropriate, to Higher Education Institutes, or other research facilities; and
• capable of providing a good environmental setting.

4.19 Eleven Regional Investment Sites were identified in the NWDA's Regional (Economic) Strategy, published in 2000. They are listed below.

• Kingsway, Rochdale;
• Daresbury Park, Runcorn;
• Cuerden Regional Business Park, Preston;
• Kingmoor, Carlisle;
• Royal Ordnance, Chorley;
• The Estuary, Liverpool (Speke Garston);
• Ashton Moss, Tameside;
• Wirral International Business Park;
• Kings Business Park, Knowsley;
• Basford (East and West), Crewe; and
• Omega 600, Warrington.

4.20 This list of sites contains some which are already physically well-established on the ground and others which are still at the master-planning stage. They are mentioned here without prejudice to later formal consideration by all interested parties at the master-planning, phasing, development plans and planning application stages and the environmental assessment process and other statutory procedures, all of which continue to apply and which they will need to navigate and/or satisfy.

4.21 The NWRA will work with the NWDA, GONW and local authorities to monitor the take-up of these sites. It will provide the NWDA with advice on the extent to which any other potential Regional Investment Sites comply with the Core Development Principles, the Spatial Development Framework and Policy EC5 above.

4.22 Bearing in mind the nature of investment attracted to the North West and the trend for more labour-intensive projects to choose lower cost locations outside the UK there is no need to identify additional sites for large single users. It should be possible to accommodate such future investment opportunities within the Region’s existing employment portfolio subject to the availability of appropriate infrastructure requirements.

**Policy EC6 The Regeneration Challenge: Bringing the Benefits of Economic Growth to Areas of Acute Need**

Local authorities and other agencies will work together to rectify the imbalance between parts of the Region where continued growth may have unfavourable consequences, and those where economic regeneration is needed, in a manner consistent with the Core Development Principles and the Spatial Development Framework.

The NWDA’s investment in Regeneration Priority Areas and derelict land reclamation must be supported by development plan (including sub-regional strategies) and local transport plan policies to encourage and deliver, simultaneously:

• improved linkages (in terms of access to labour, skills and expertise; travel to work routes, transportation and communications; training and other facilities) between thriving areas and other areas nearby where employment opportunities are more limited; and

• co-ordinated and coherent efforts to enhance the attractiveness to potential investors of locations in more needy areas (primarily by improvements in image; visual attractiveness and better environmental quality, including advance ‘structure planting’; better health/schools/social facilities; more varied leisure facilities; improved skill-levels; and business support), especially within the North West Metropolitan Area.

Local authorities and other agencies should consider this challenge as they prepare all of their partnership initiatives, action plans and investment strategies, including their plans for management of the public realm.
4.23 In the North West some areas are very prosperous, have little difficulty in attracting more economic growth, and are capable of attracting growth well beyond their immediate local needs, with distorting effects on travel-to-work patterns. Any further development planned in such areas – to the extent that it goes beyond meeting local needs – will need to be justified in terms of its wider benefits to the Region, and the scope for successfully managing any adverse environmental impacts.

4.24 Other areas of the North West (which largely coincide with the NWDA's identified Regeneration Priority Areas) have had difficulty in recent years in attracting sufficient quantum of growth to meet their roles and the local people's need for employment and quality services, although they work hard to attract investors.

4.25 Research has indicated that there are particular areas of economic need in the North West. They include large parts of East Lancashire, West Cumbria, and the inner city parts of the metropolitan areas. They also include some settlements, and rural areas, within more prosperous parts of the Region.

4.26 Since 1991 the Region's employment growth has been concentrated in South Greater Manchester – Salford, Trafford, Stockport and the area around Manchester Airport; large parts of Cheshire; central Lancashire and the eastern and more accessible parts of Cumbria.

4.27 Much of this growth is a result of the expansion of industries like computer software and services, media and professional services and creative industries, and the need for certain industries to respond to globalisation and technological advances and to find efficient, lower cost production locations. In contrast, reflecting national trends, economic activity has tended to decline in parts of the Region associated with traditional manufacturing industries like textiles, heavy chemicals, aerospace and automotive and also in the Region's congested North West Metropolitan Area. The worst-hit areas have been highly urbanised districts such as Manchester, Salford, Liverpool, Tameside and Knowsley; the Region's most peripheral areas like West Cumbria and Furness; parts of East Lancashire; and the coastal resort towns.

4.28 The NWDA's Regional (Economic) Strategy recognises that the need for proximity to the main banks of skilled labour has led the newer, more skills-intensive growth sectors to locate in the already successful area which stretches across Cheshire and South Manchester from Chester across to Macclesfield. Additionally the new creative industries tend to be particularly concentrated in the Regional Poles of Manchester/Salford and Liverpool.

4.29 The role of the North Cheshire Area in attracting business and stimulating growth is identified in the Regional (Economic) Strategy as significant in relation to the North West's economic competitiveness. In so far as it can be shown to be consistent with the Core Development Principles and the Spatial Development Framework, and especially Policy SD4, this activity could be encouraged where it can be sustainably accommodated. The Region's employment site portfolio indicates capacity for further growth at Daresbury Park and Omega 600, around Manchester Airport, widening out to include Ashton Moss and the Estuary, Liverpool (Speke Garston) and particularly within the Regional Poles/inner cities.

7 Strategic Employment Sites Listing, North West Region Umbrella Database, October 1999
4.30 In encouraging development and investment in the key sectors, it is intended that the regional economy will be strengthened and the performance gap between the Region’s businesses and their competitors will be closed. Regional competitiveness will thereby be increased and value added to the economy through the expansion of existing firms and the introduction of new enterprises. Although a range of key sectors has in recent years been centred in the areas south of the Mersey, the focus should be shifted to the city centres, the conurbations and other key cities and towns to promote urban renaissance. The trend towards city centre living, 24-hour cities and the redevelopment of existing buildings to provide attractive city centre dwellings and house creative and cultural industries is simultaneously contributing to urban regeneration and wider regional development goals. To fully realise this longer-term vision of urban renaissance, the Region must co-ordinate investment in infrastructure and regeneration in Regeneration Priority Areas.

**Policy EC7 Warehousing and Distribution**

Development plans should ensure that new warehousing and distribution developments are located so as to avoid the unnecessary movement of goods by road and to make best use of the Region’s rail network. Sites should be identified on the basis of need in line with the Core Development Principles and take particular account of:

- the preference for brownfield sites while recognising that urban locations are not always appropriate;
- proximity to an appropriate labour supply;
- access to the regional highway network for freight purposes;
- access to rail freight facilities;
- access to airports/ports; and
- the need to be of sufficient scale to allow for flexible development and expansion.

4.31 Warehousing and distribution are increasingly important to support industry and commerce. Large scale warehousing sites should be situated at inter-modal locations or in key transport corridors and should be of such a scale as to allow for flexible development and expansion. The capacity to accommodate very large, cost-effective premises for inter-regional and national distribution functions should also be considered, along with the effects of vehicle noise and disturbance. The growth in e-commerce will create an increasing demand for local distribution networks which development plans will need to recognise. Further guidance on the locational and other criteria for freight terminals will be brought forward when the Regional Freight Strategy is completed, and will be included in the next Review of RPG.

**Policy EC8 Town Centres – Retail, Leisure and Office Development**

Development plans, town centre management initiatives and other strategies should recognise the continued need to protect, sustain and improve all of the town and city centres in the Region, including the role of the two Regional Poles (Liverpool and Manchester/Salford) as regional shopping centres, in line with the Spatial Development Framework, by:
• encouraging new retail, leisure and/or mixed-use developments within existing defined town and city centre boundaries (retail development should be directed particularly to primary shopping areas); and

• directing office developments (Use Classes: B1(a) and A2), that generate significant numbers of trips, to suitable locations within or adjoining main city and town centres, or district centres, and near to major public transport interchanges within urban areas. Where capacity is not available in these centres, office development should be located in accordance with the principles of sustainable development set out in the Core Development Principles, having regard particularly to Policy DP1, and the need for accessibility to public transport.

A sequential approach to retail and leisure development must be adopted, in accordance with national planning policy guidance (PPG 6: Town Centres and Retail Developments) and the Core Development Principles. Office development should locate within preferred locations, as set out above, as close as possible to public transport, in accordance with national planning policy guidance (PPG 13: Transport).

Where a need is established for retail and leisure development, and where the application of the sequential approach has indicated that no suitable town centre sites are available, new or expanded developments in urban areas will be considered where their function forms the core of a mix of uses, including housing and only then when public transport is accessible.

Office development that is ancillary to, and needs to be co-located with, manufacturing uses will not be classed as office development for the purposes of this Policy.

No need has been demonstrated to create new or to extend existing out-of-centre regional or sub-regional shopping and leisure facilities.

4.32 Incorporating mixed uses like business and commerce, residential, retail, leisure and culture into developments in central areas helps to keep them alive both day and night, contributes to urban regeneration and social inclusion and reduces the need to travel. Local planning authorities and developers should, however, be flexible in their approach to this kind of development and, in line with Government advice, take care that edge-of-centre mixed use schemes with a strong commercial element do not undermine the vitality or viability of nearby centres or the shopping facilities in rural areas.

4.33 While retailing is central to the strength of the Region's city and town centres, it is important to accommodate a full range of uses including community and civic facilities, cultural, entertainment and leisure facilities to encourage sustainable development and increase long-term viability. Out-of-centre amenities do not perform all of these functions and are not located to encourage sustainable development or social inclusion. It would not be appropriate to redefine existing major out-of-town retail centres like the Trafford Centre and Cheshire Oaks as town or district centres in development plans and the expansion or intensification of activities in such locations should be avoided where it will impact upon existing centres or undermine regeneration priorities.

8 PPG 6: Town Centres and Retail Developments, DoE, June 1996.
4.34 Local authorities will need to work with local partners to redefine the role of smaller centres that are experiencing economic decline and decentralisation to retain community facilities and ensure their continued economic activity.

4.35 While the Region must take advantage of the economic benefits that Information Communication Technologies developments can bring in terms of business location, local land-use planning policies must ensure that there are no significant adverse effects on the economy of existing town centres, for example with businesses moving away from the high street. Technological change, rationalisation and an increased focus on customer service has led to the rapid growth of call centres, data centres and other forms of back office operation by financial services companies and other commercial and service sector industries. The location of such centres has been driven by property prices, recruitment and productivity issues. In considering the development of these centres, emphasis should be given to town and city centre locations across the Region, particularly those with a ready labour supply.

4.36 To promote sustainable development and to tackle social exclusion, it may be appropriate for development plans to impose limitations on the floorspace of proposed office developments on the edge of urban areas so as not to undermine the strategy of concentrating major office development in town centres. However, such restrictions must not undermine commercial viability.

**Policy EC9 Tourism and Recreation**

Tourism has the potential to be a major economic driver within the North West in supporting regeneration, as well as constituting a key sectoral priority, particularly in and around the Lake District; in Blackpool and many of the North West’s other coastal resort and historic towns throughout Lancashire, Cheshire and Cumbria; in the Regional Poles (Liverpool and Manchester/Salford); and elsewhere in the North West Metropolitan Area. In all these locations, the emphasis should be on sustaining and adding quality rather than mere quantity.

Partnerships should develop local tourism strategies that effectively manage existing and new opportunities and promote investment that encourages the creation of tourist facilities around appropriate attractions and activities. Recreation and leisure are complementary to many tourism activities and together can help to support economic growth and urban renaissance.

Development plans should facilitate the provision of employment opportunities by encouraging the growth of and investment in tourism within the North West. They should identify provision for new facilities that generate significant numbers of tourists/trips in appropriate development locations. In identifying such locations, plans should give priority to areas that have existing major tourism and leisure attractions and facilities (including visitor accommodation) or where development will contribute to regeneration within the defined Regeneration Priority Areas.

They should ensure that:

- the location represents economy in the use of land in accordance with Policy DP1;
- the infrastructure and environment is able to accommodate the visitor impact;
• the existing amenities for local residents and business are protected; and

• the location is, especially in respect of large-scale visitor attractions, conveniently accessible by public transport.

Where an activity requires specific natural features or areas of large open space, then development should be considered as an exception to the sequential approach set out in Policy DP1 as long as the intrinsic quality of the environment is conserved and enhanced.

Development in and around the Region’s most valued landscapes should be considered in accordance with the Core Development Principles and Policy ER1 and ER2.

Local authorities should develop regional footpaths and cycle routes that link with the National Cycle Network (Policy T8) to improve accessibility and increase links along the coast, and between the coast, the rural uplands and lowlands and the conurbations in order to encourage increased sustainable tourism and recreational activity across the North West.

4.37 Tourism in the North West is predicted to grow substantially over the next five to ten years, bringing significant numbers of new jobs. Changing demographic structures and lifestyle changes are leading to increasing amounts of leisure time, while rising car ownership and the active marketing of the ‘great outdoors’ have led to increases in the numbers of people visiting a range of attractions across the North West. However, such pursuits often generate excessive traffic and increase the need for parking and visitor facilities that can adversely affect the landscape and annoy the local communities. The development of new tourist and leisure attractions including major conference, heritage and cultural centres can enhance the image of the Region and play a key role in diversifying the economy of town centres, rural areas, coastal resorts, historic cities and mill towns where traditional industry is in decline, as well as the Regional Poles of Manchester/Salford and Liverpool.

4.38 The North West’s current attractions include:

• such historic cities as Chester, Lancaster and Carlisle;

• the Hadrian’s Wall World Heritage Site;

• the coast and popular seaside resorts like Blackpool, Southport and Morecambe;

• museums and industrial heritage attractions;

• semi-natural landscapes like the Lake District;

• the canal network; and

• cultural and sporting amenities.

9 A Framework for Growth, North West Tourist Board/Cumbria Tourist Board, 1999
10 An Ageing Population: Impacts for the North West, NWRRL, Lancaster University, June 2000
4.39 The Region boasts some 9,000 accommodation establishments from luxury hotels to guest houses, youth hostels, and campsites. Urban tourism is growing rapidly, and is an increasingly important part of the economies of the conurbation cores and other towns and cities across the Region. The contribution that such tourism is making to the process of urban regeneration is a significant one. Developments such as the Liverpool Waterfront, Salford Quays and Manchester City Centre, as well as many others in the Region's towns and cities, are attracting increasing numbers of visitors, generating income, and providing the basis for innovation and enterprise.

4.40 Local authorities are working in partnership with tourist boards and other interest groups, taking account of the Regional Cultural Strategy of the North West Cultural Consortium that promotes a sustainable balance between tourism, the environment and the communities involved, focused upon key priorities to:

- improve the quality of the visitor experience;
- increase access to tourism for all; and
- maintain and improve local distinctiveness.

4.41 Innovative schemes will be essential to improve access to tourist attractions and at the same time manage the capacity of transport and other infrastructure.

4.42 Over 600 kilometres of continuous cycle routes in the North West will connect to the National Cycle Network to provide a safe and attractive network for cyclists; a major new amenity for walkers and people with disabilities; and to supplement the Region’s extensive network of statutory rights of way.

**Policy EC10  Sport**

This RPG supports the development of major new sporting facilities in East Manchester as part of Sport England’s proposals for the English Institute of Sport network.

Development plans should support Sport Action Zones in the North West by encouraging the development of new sports facilities in the following broad locations:

- South Liverpool;
- East Manchester;
- West Cumbria; and
- as part of Regional Park resources (identified in Policy UR12).

Local authorities across the North West should undertake a definitive audit of sports facilities, underpinned by the Playing Pitch Strategy, to assess local requirements for a range of indoor, outdoor, organised and informal sport in order to maintain a quality environment supporting and encouraging a range of sport, recreation and leisure activities. Provision of facilities should be promoted in accordance with the Core Development Principles.
4.43 The North West is internationally renowned for its sporting excellence, a reputation underlined by the successful Commonwealth Games in 2002. Sport has an important contribution to make to the Region's health, heritage, culture and regeneration opportunities. Annually, the Region hosts many national and international events including the Grand National at Aintree; Test Match Cricket at Old Trafford; major golf championships at Royal Lytham, Royal Liverpool and Royal Birkdale; and the British Touring Car and Superbike Championships at Oulton Park. The North West is widely regarded as a traditional stronghold of rugby league and its sporting profile is further boosted by a number of successful Premiership and Nationwide league football clubs.

4.44 The English Institute of Sport has a network of centres and services across the regions which aim to provide a first class high-performance training environment for over 4,000 athletes, in a variety of sports. Proposals for sport developments in the North West include Sportcity, the base for Commonwealth Games activity in Manchester, and it is central to the Region's strong sporting traditions that new facilities are developed at regional or sub-regional level. The Sport Action Zones proposed by Sport England for South Liverpool, East Manchester, West Cumbria and the proposals for Regional Park resources (Policy UR12) should provide a basis for new sport development.

4.45 Despite the Region's strong sporting traditions it suffers the poorest health of the nine English regions. As the decline in school and company sports fields, pitches and other open spaces continues, local authorities should address the relationship between the Region's health and the shortage of local sport and open space provision. Increasingly pressure exists to develop these facilities for other uses, particularly in urban areas and it is disappointing that there has been little co-ordination between sports development, health initiatives and land use strategies. The methodology for assessing requirements outlined in the Playing Pitch Strategy will be a useful starting point for the development of a consistent approach across the North West.
### Policy Linkages with Delivering an Urban Renaissance

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CHAPTER 5
Delivering an Urban Renaissance

Introduction

5.1 The North West contains many prosperous and very attractive ‘green and leafy’
neighbourhoods and areas of high-quality housing, with a very high quality of supporting
facilities and leisure opportunities. Even so, there are extensive areas, especially within the
older urbanised areas, which need considerable improvement and some remodelling
(physically, economically and socially) in order that the bulk of residents of the North West
may enjoy a better, indeed good, quality of life. This chapter introduces the key means of
delivering the urban renaissance required within the Region, with a focus on the most
challenging issues such as health and education, housing provision, transport, urban
greenspace and the recycling of land and buildings.

Policy UR1 Urban Renaissance

The sustainable regeneration of the Region's urban areas as identified in the Spatial
Development Framework (which encompass all the areas included in the NWDA's
Regeneration Priority Areas) will be a regional priority.

In preparing strategies and programmes local authorities and other regional agencies
should work together to provide accessible, desirable, living and working conditions that
ensure a good quality of urban life for all. They should take account of the key principles
identified in the ‘National Strategy for Neighbourhood Renewal’\(^{11}\) and promote urban
renaissance by:

- reviving local economies, including industrial restructuring;
- reviving communities;
- ensuring the delivery of decent services;
- encouraging leadership and joint working practices;
- co-ordinating resources like education and health to tackle poverty and promote
  social inclusion; and
- tackling low demand for housing and poor physical conditions.

\(^{11}\) The National Strategy for Neighbourhood Renewal Action Plan, January 2001
5.2 The achievement of sustainable development in the North West involves addressing many challenges. Looming large among them is the challenge of delivering a marked improvement in the overall quality of life in some of the Region's less attractive urban areas. An urban renaissance is required. The sustainable regeneration of the Region's urban areas, in line with the Spatial Development Framework, and the creation of desirable environments in which to live, invest, work, relax and enjoy a good quality of life is a clear priority for the Region.

5.3 Most people already live in urban areas where the centralisation of homes, jobs and services reduces the need to travel, encourages efficient use of infrastructure and services, allows the socially excluded to benefit from development activity, and promotes the conservation of the countryside and good quality agricultural land. Over recent decades poverty and social exclusion have become particularly concentrated in certain neighbourhoods, with an obvious impact on local people and also on the Region's prosperity, as public spending on benefits, housing repairs and anti-crime measures increases. Young people and people from ethnic minorities are particularly affected.

5.4 The re-use of derelict land and buildings, the balanced distribution of good quality dwellings including affordable housing, access to employment opportunities, community facilities, and open space will improve the appeal of urban areas, contribute to their regeneration and safeguard their future. In the past too much emphasis has been placed on small-scale, short-term regeneration programmes operating in only a few areas. Successful urban regeneration will require complementary improvements to community safety, educational standards and healthcare facilities, as well as an integrated approach to accessibility by public transport, cycling or walking to discourage car use and promote social inclusion. Voluntary and community agencies can assist local authorities in meeting these aims.

5.5 Major regeneration schemes in East Manchester and Liverpool City Centre demonstrate how new homes, urban greenspace, schools and other facilities, and the creation of jobs within walking or cycling distance are essential to maintain viable and sustainable communities.

**Policy UR2 An Inclusive Social Infrastructure**

Local planning authorities should liaise closely with health service, education, crime prevention and other providers in developing and implementing strategies and development plans. These should:

- facilitate the modernisation of local health services, in line with the Core Development Principles and the Spatial Development Framework, informed by partnership working with Primary Care Trusts on Health Improvement and Modernisation Plans and Health Action Zones;

- allow for the varied provision of facilities for education and training, including Education Action Zones;

- promote the provision of other facilities necessary for local communities, and maximise the potential of existing community buildings and other facilities, wherever there is potential for mixed use; and

- have regard to the impacts of proposed developments on the health of local communities so that they support health improvements and the narrowing of health
inequalities. This will require working in partnership with the appropriate public health expertise in the Government Office, health authorities and Primary Care Trusts.

As well as ensuring that the requirements and plans of relevant agencies are taken into account, continuing liaison and consultation should aim to ensure that social and community facilities are provided in locations which optimise their contribution to social inclusion and sustainable development.

5.6 ‘Social infrastructure’ can be taken to include health facilities, schools and colleges, public sports and leisure facilities, ‘greenspace’ and other community facilities such as libraries, neighbourhood offices and meeting places. Those responsible for providing and maintaining these services or facilities should ensure that they are accessible to all those who might need or wish to use them. Land-use planning decisions can make an important contribution and local planning authorities should take this fully into account in preparing their development plans.

5.7 Health and well-being are essential to quality of life in the Region. The Government’s White Paper ‘Saving Lives: Our Healthier Nation’ identifies four priority health areas: heart disease and stroke, accidents, cancer, and mental health. It has set targets to reduce death and disability from these causes by 2010. The White Paper also recognises that health is affected by a range of factors, including provision of a safe, secure and sustainable environment; reducing pollution; adequate housing provision; access to leisure and recreation; reducing social exclusion and increasing employment opportunities. It proposes a contract indicating how national, regional and local bodies and individuals can participate in better health. Local planning authorities should work within these partnerships to ensure that the land-use dimension of health issues, relating both to healthcare facilities and the wider influences on a healthy quality of life referred to above, is taken into account. In July 2000 the Government issued the National Health Service Plan setting out sustained increases in investment to enable modernisation of the service. This is expected to deliver major structural changes in health services over a period of about ten years. The NHS Plan also gave commitment to the setting of national health inequality targets for the first time ever. These were announced in February 2001 in the areas of life expectancy and infant mortality. Their delivery will require concerted cross-sectoral and cross-Government action. There is a significant opportunity for mutual reinforcement between Health Improvement and Modernisation Plans (HIMPs), development plans and local transport plans, all of which underpin Community Strategies. Partnership working between NHS bodies and local care providers, including local authorities, are developing HIMPs and the three Health Action Zones (HAZs) in the Region to tackle the root causes of ill-health and modernise services, to deliver national and local targets. Local planning authorities should work within all of these partnerships to ensure that the land-use dimension of health issues, relating both to healthcare facilities and the wider influences on a healthy quality of life referred to above, is taken into account.

5.8 Similarly, a creative approach and co-operation between local authorities, local Learning and Skills Councils, local learning partnerships and education providers is needed to identify and provide suitable facilities and assist the operation of Education Action Zones.

5.9 A co-ordinated approach between various agencies and bodies is required to tackle the above issues effectively. A number of towns in the North West have been developing new forms of management for council estates, town centres and community facilities. Further initiatives
are required, particularly at a local level, to ensure the long-term management of
neighbourhoods.

Policy UR3  Promoting Social Inclusion through Urban Accessibility and
Mobility

Within the North West Metropolitan Area and other urban settlements as defined in the
Spatial Development Framework, local authorities and transport service providers
should place a high priority on the development and improvement of accessible
infrastructure and services, in the interests of sustainable development and maximising
mobility for people who may not have access to a car.

Priority should be given to the identification of:

a) areas where social exclusion is being fostered or exacerbated by lack of access to
employment and education opportunities, shops, leisure facilities and public services;
and

b) locations where safety and environmental quality are key concerns.

Detailed policies and proposals should then be defined in local transport plans and
development plans as appropriate, with particular regard to:

• assisting people with special mobility needs;

• improvement and development of pedestrian routes;

• creation of cycle networks;

• upgrading the public transport network;

• related improvements to the road network.

5.10 Local planning authorities and transport providers should ensure that their plans, policies and
proposals take account of the need to reduce social exclusion by encompassing the following
principles;

better policy integration, via the incorporation of walking and cycling strategies in local
transport and development plans. This should include a review of local pedestrian networks,
which should be fully accessible to all users, to identify and prioritise remedial measures;

better awareness, through the further promotion of walking and cycling through transport
awareness campaigns such as TravelWise, and by assisting schools and businesses to prepare
and implement Travel Plans to reduce unsustainable commuting. The National Cycling
Strategy will also be supported;

better infrastructure, by placing a high priority on the development and improvement of public
transport infrastructure and services, especially for journeys that cannot readily be made on
foot or by cycle. The role of taxis, private hire vehicles and voluntary transport organisations
is recognised and should be integrated within local transport strategies;
better quality development, through the use of planning powers to ensure that, in addition to the necessary highway infrastructure, new developments include good public transport facilities, pedestrian and cycle links and adequate cycle parking facilities. Local authorities should also seek contributions towards improvements in public transport through the planning process;

better management and higher levels of safety, via the adoption of a comprehensive approach to traffic management which includes defining road hierarchies to incorporate concepts such as Home Zones. The main emphasis of this approach should be on the safety of vulnerable and disadvantaged road users, especially pedestrians and cyclists, in a way which also improves their access to work, educational institutions, shops and community facilities.

5.11 The planning of movement systems should take fully into account not only technical and environmental considerations but also the social context in which transport operates. The Urban White Paper\textsuperscript{12} refers to the Government’s intention to ensure that all members of the community have good access to services and opportunities to participate fully in society. Inadequate public transport services and facilities, and poor or non-existent connectivity of pedestrian and cycle routes, can militate against this. Consequently, the 10 Year Transport Plan\textsuperscript{13} includes among its objectives improved access for those who are heavily reliant on public transport and better access to jobs and services, especially from deprived areas.

5.12 Social exclusion does not only exist in urban areas but the greatest concentrations of it are found there. However, the urban areas also have more highly developed transport networks. They therefore have the greatest potential to promote inclusion by developing these networks to increase the ability of deprived communities to make more use of opportunities to improve their quality of life. Thus development plans should promote sustainable development by arranging land uses to maximise accessibility and reduce unnecessary movement.

5.13 In particular, it is essential to reverse recent trends of development which have tended to decentralise employment, retail and service provision, and thereby brought about greater traffic congestion, militating against the better provision of public transport.

5.14 A quick and easy means of transferring from one mode of travel to another, for both long distance and local services, is essential if public transport is to compete with the convenience of the private car. Interchanges should be located at key transport hubs around the Region. They should be easily accessible on foot and cycle, with clear direction signs and timetable information, good security and waiting facilities, and secure cycle parking. Local interchange facilities, ranging from bus and rail stations and park-and-ride schemes to simple bus stops, should also be improved to high standards. Crime, disorder and fear of crime will also need to be minimised across the network.

5.15 Some 30\% of all journeys made are less than 1.5 kilometres in distance, and around a quarter of all journeys made by car are less than 3 kilometres. The environmental impact of traffic congestion is at its worst when cars are used for short trips and, clearly, a greater proportion of journeys could easily be made on foot or by cycle. The National Cycling Strategy has set targets to increase cycle use, requiring local authorities to prepare local strategies to promote cycling and to make it safer, and the need exists to improve the range of local, easily accessed

\textsuperscript{12} Our towns and cities: the future. Delivering the urban renaissance (Urban White Paper), DETR, November 2000

\textsuperscript{13} Transport 2010, The 10 Year Plan, DETR, July 2000
facilities. Strategies to encourage walking and cycling must also include measures to improve the safety of vulnerable road users.

5.16 A comprehensive approach to traffic management can help to change travel patterns and improve the safety and operation of the highway network in urban areas. This should include traffic calming measures and improvements to existing pedestrian and cycle networks to provide safe and convenient links with schools, shops, workplaces and recreational and social facilities. Information communication technology should also be increasingly useful for managing the demand for travel.

5.17 Transport awareness campaigns and workplace travel plans have a role to play in providing information about the benefits and availability of alternative modes of transport, and can help to encourage travellers to consider not only their mode of transport but even the necessity of making the trip.

Policy UR4 Setting Targets for the Recycling of Land and Buildings

The redevelopment and re-use of vacant sites and buildings within urban areas should be a priority. Additional development should be encouraged to make best use of such sites in sustainable locations.

Local authorities should make full use of their extensive powers to ensure that any existing or emerging areas of derelict and abandoned buildings are immediately identified and swiftly addressed. The NWDA’s Regional (Economic) Strategy, related sub-regional strategies, development plans, neighbourhood renewal, and housing strategies will need to ensure the re-use of suitable buildings and areas of historic interest, wherever possible, and ensure swift progress in clearing and redeveloping any other derelict and/or abandoned buildings. The regional aim must be to clear unsuitable buildings, to bring about the continual, positive ‘gradual renewal’ of urban areas, and thus reduce the need for later, more far reaching, comprehensive clearance and redevelopment of older buildings.

The regional target is that at least 70% of new dwellings, including conversions, constructed in the Region from April 2002 should use previously-developed land and existing buildings in sustainable locations in line with the approach to development set out in the Core Development Principles and the Spatial Development Framework. However, it is recognised that variations exist in the amount of previously-developed land and buildings in sustainable locations across the Region, and in preparing development plans local planning authorities should aim to achieve the following targets, through co-operative working within the specified areas and in conjunction with adjoining authorities:

• in the Liverpool and Manchester/Salford City Council areas, on average at least 90% of new housing will be on previously-developed land;
• in the remainder of the Merseyside area, and Halton, on average at least 65%;
• in the rest of the Greater Manchester area, and Warrington, on average at least 80%;
• in Cheshire at least 55%; in Cumbria at least 50%; and in Lancashire at least 65%.
5.18 The Government is committed to maximising the re-use of previously-developed land and the conversion of existing buildings to promote regeneration and minimise the amount of greenfield land being taken for development. It has set a national target that 60% of additional housing should fall into this category. Such re-use will be dependent upon many variables, including the level of development activity proposed and the capacity of the area to accommodate it, particularly in terms of planning for a variety of uses. Land Use Change Statistics (LUCS) indicate that between 1997 and 2000 an average of 61% of new development in the Region (excluding conversions) was provided on previously-developed land. Taking into account an assessment of Urban Potential and housing land supply across the Region, this Guidance has set a new regional target of at least 70% of new dwellings to be provided on previously-developed land, and associated sub-regional targets against which achievement may be measured. It is acknowledged that local circumstances such as the legacy of contaminated industrial land in certain parts of the Region will not always make such targets feasible to achieve.

5.19 Local planning authorities will implement policies to facilitate re-use of previously-developed land, including the managed release of sites, and refine and apply these targets to development plans in the light of local circumstances. Progress will be monitored against the established targets in line with the sequential approach to development form. Further investment will be essential to meet these challenging targets and the NWDA's strategies should be integrated with those of local planning and housing authorities to regenerate urban areas with mixed and balanced communities.

Policy UR5 Existing Commitments in Development Plans

When carrying out a review of any development plans local planning authorities will need to reconsider existing allocations in line with the requirements set out in the Core Development Principles and the Spatial Development Framework. In particular, the suitability of existing employment land commitments should be assessed in the light of:

- whether they provide for strategic investment which supports the Region's sectoral priorities balanced with the need for local indigenous growth;
- the commercial viability and attractiveness of sites for employment;
- whether development for employment would be less environmentally and socially sustainable than alternative allocations;
- whether the re-designation of employment sites for other uses is consistent with the retention of a balanced and appropriate mix of uses within settlements;
- whether, if housing is considered more appropriate, this accords with the approach of ‘Plan, Monitor and Manage’ set out in Policies UR6, UR7, and UR8; and
- whether they provide a focus and support for urban renaissance by regenerating and consolidating existing urban areas through the promotion of mixed use, efficient use of land and car parking provision.

Local planning authorities should:
• ensure that land allocations in development plans provide for development to meet identified needs only;

• minimise the amount of take-up of additional greenfield land for development; and

• review as a matter of urgency all unimplemented planning permissions and development plan allocations, especially for housing, respecting the Spatial Development Framework in order to maximise the re-use of previously-developed land and buildings and, through development plans, de-allocate sites and set policies for the non-renewal of permissions for housing where alternatives are available in more sustainable locations.

The scope for encouraging mixed-use developments as alternatives, including partial re-use for housing, should be considered, particularly on larger sites. Mixed use should be considered for all sites within the defined town centres of all the Region’s towns and cities named in the Spatial Development Framework and development plans should clearly identify the uses proposed.

5.20 It is essential that development plans identify sites for a range of uses which complement the Region’s aspirations but which do not necessarily fall within a growth or priority sector or are of regional significance. However, there is considerably more urban land suitable for ‘restructuring to other uses’ than that which is likely to be required to accommodate future economic growth. This is generally vacant, underused, derelict, contaminated or safeguarded in development plans for employment purposes and includes land considered for the regional portfolio of employment land14. A realistic balance must be found between catering for strategic investments, providing for local indigenous economic growth and meeting the broader social requirements of urban renaissance. Land that is no longer needed for business purposes could be put to alternate uses such as housing, with possibly a mix of uses considered. In city and town centres, development plans will need to establish an appropriate balance of uses as the mix may well be more intense and, with land likely to be at a premium, smaller sites involved.

Policy UR6 Existing Housing Stock and Housing Renewal

Local authorities should develop an understanding of local and sub-regional housing markets, taking into account changing labour demand patterns, in order to adopt a concerted and comprehensive approach to influencing housing supply across all tenures and values, in the interests of improving the quality of the Region’s housing stock. This will be especially important in the Region’s urban areas, and particularly within the following authorities:

• Liverpool, Sefton and Wirral;

• Manchester and Salford;

• Oldham and Rochdale;
- Hyndburn;
- Burnley;
- Pendle;
- Blackburn with Darwen; and
- Rossendale.

A comprehensive approach to housing renewal, clearance and urban regeneration, particularly in Regeneration Priority Areas, is required. In order to bring this about, the NWDA's Regional (Economic) Strategy, sub-regional strategies, development plans, neighbourhood renewal and housing strategies should:

- support initiatives, mechanisms and resources for improvements to both public and private sector housing stock in conjunction with the Government, private sector and other agencies;
- reflect local circumstances and priorities as well as the availability of resources;
- consider designating substantial local areas for comprehensive regeneration, possibly including demolition and clearance, as part of a broader course of action to regenerate local communities, improve the environment and increase numbers of and access to local jobs;
- involve and engage the local community in determining the future of its area;
- give high priority to making the best use of existing dwellings to minimise the need to develop new housing on greenfield sites;
- identify and implement measures through their regeneration strategies in order to reduce regional vacancy levels in the existing housing stock to 3%;
- include a prior evaluation of the environmental, economic, social and cultural impacts of the way any proposed clearance and after-uses will affect the surrounding area and the local community; and
- incorporate a fully resourced Action Plan for implementing strategies of housing renewal and after-uses.

The approach to be adopted, whether clearance, or renewal and refurbishment, or a mix of these, will depend on local circumstances. There will be a particular need for clearance in areas where there are problems with housing that is:

- unfit;
- beyond economic repair;
- life expired and unsuitable for modern living;
• in areas of extremely low demand; and
• necessary to assist the better functioning of local housing markets or the overall improvement and regeneration of an area.

Clearance will also be necessary in some parts of the Region in order to assist the better functioning of local housing markets or to bring about the overall improvement and regeneration of an area.

5.21 One of the biggest problems facing the North West is the condition of the existing housing stock and the low demand and abandonment that is blighting some areas. Clearly a new approach is required. It is signalled in Policy UR6 above, which is intended to provide the basis for a concerted series of initiatives to address the particularly severe problems of low demand and abandonment within certain parts of the Region.

5.22 In recognition of the particular problems of low demand and abandonment, the Government announced in April 2002 nine Pathfinder Housing Market Renewal Initiatives in Northern England and the Midlands to tackle problems resulting from housing market failure. Four of the Pathfinder projects have been established in the North West; they are Manchester and Salford, Merseyside (which includes Liverpool, Wirral and Sefton), Oldham and Rochdale, and East Lancashire (which includes Blackburn with Darwen, Hyndburn, Burnley, Pendle, and Rossendale). The aim of the Pathfinder projects is to provide lasting solutions for communities blighted by housing market failure through investment and innovation. The projects have significant regional, sub-regional and local implications, particularly in relation to targets for population increase, housing markets, housing land supply and urban capacity. Through the implementation of the Pathfinder projects it is intended to take an integrated sub-regional approach to addressing low demand and effectively link housing, planning and economic policy.

5.23 There are some 2.9 million dwellings in the North West. Despite high levels of owner-occupation, renting from local authorities and registered social landlords is still widespread, particularly in certain areas of the Region\(^\text{15}\). There is a large stock of high-density (around 80-100 dwellings per hectare) older terraced housing and pre/post-war local authority-built housing where physical and social problems are rife. Further areas of inter-war and post-war owner-occupied suburban housing could also experience problems in the future due to a current lack of adequate investment and maintenance.

5.24 Most of the existing stock will continue to meet the Region’s housing needs over the next twenty years, but failure to maintain and make the most effective use of these dwellings would increase the number of empty properties, lead to pressures for further land release and pose potential urban regeneration problems for the future.

5.25 The spiral of decline is accentuated in areas with much higher vacancy levels than the regional average of 4.3 %\(^\text{16}\), and where demand for housing is low. These factors can reduce confidence in the neighbourhood and lead to further decline. While housing improvements can help enormously to revitalise local communities and enhance the local environment, regeneration can only be sustained when supported by commitment and investment from

\(^{15}\) North West Regional Housing Statement, GONW/Housing Corporation, 2000
\(^{16}\) 1999 HIP returns
Delivering an Urban Renaissance

both public and private sectors. Local authorities and other partners will need to incorporate housing refurbishment, clearance and redevelopment into a comprehensive approach which reflects local circumstances and priorities as well as the availability of resources, and work in conjunction with the Government, private sector and other agencies\(^\text{17}\) to develop new initiatives and mechanisms to achieve their targets. Attempts to reduce housing vacancy levels should re-use the existing stock wherever possible to minimise the amount of land needed for new housing to meet requirements set out in Policy UR7.

5.26 Whilst the existing stock will be retained and refurbished wherever possible and appropriate, housing which is unfit, beyond viable economic repair or unsuitable for modern living must still be cleared, and this might include older housing improved in the 1960s and 1970s.

5.27 Housing clearance (including some falling outside the definition in 5.26 above) will also be a necessary part of the regeneration process, particularly in areas of low demand, notably in some parts of East Lancashire, Liverpool, Manchester and Salford, where a significant amount of abandonment has taken place and where large-scale clearance may be necessary. Such clearance must contribute positively to the regeneration of these areas, and not result in unused and neglected open space. It is also very important that policies in development plans and other strategies should not exacerbate the problem of abandonment of older housing stock in these and other areas.

5.28 Recent levels of clearance activity have been low and focused largely on local authority housing and, despite problems of funding and implementation, activity must be stepped up considerably to avert a major crisis in housing stock. Local authority estimates, based on recent clearance activity and the current availability of financial resources, anticipate that at least 74,900 dwellings may need to be cleared over the next 25 years at a cost of at least £2.5 billion. In reality much higher levels of clearance may be necessary and the bill could be much higher. In some areas clearance will have to be followed up with temporary landscaping pending an upturn in the housing market, and in all areas redevelopment should provide opportunities for a wider mix of tenures and housing choice, in a more pleasant environment, with employment opportunities and good services.

5.29 Local planning authorities will need to take local circumstances into account when addressing clearance issues and the implications for future housing land provision should be assessed as part of the ongoing monitoring and review of RPG, regional and local housing strategies and development plans. Consideration must also be given as to whether replacement homes need necessarily be supplied on a one-for-one basis.

**Policy UR7  Regional Housing Provision**

Local planning authorities should monitor and manage the availability of land identified in development plans to achieve the annual average rates of housing provision set out in Table 5.1 and in doing so must seek to minimise the amount of land needed for new housing by:

- bringing about a reduction in vacancy rates to 3% in the existing dwelling stock, and 2% within the new stock, in line with Policy UR6, through the increased re-use of

\(^{17}\) Quality and Choice: A Decent Home for All – The Housing Green Paper, DETR/DSS April 2000
suitable vacant housing, especially in areas where vacancy rates are currently high, including East Lancashire and the North West Metropolitan Area;

- maximising the re-use of vacant and under-used land and buildings in line with Policy UR4;

- making allowances for the contribution that can be made by conversions to residential use and subdivision of existing dwellings;

- considering the impact of new housing development upon the existing housing stock and market in the immediate area and adjoining districts.

In considering the allocation of land for new housing in development plans, local planning authorities should:

- adopt the sequential approach to development location as outlined in the Core Development Principles and the Spatial Development Framework;

- use the results of up-to-date Urban Potential Studies to inform the allocation of specific sites;

- introduce phasing policies in line with Policy UR8 as part of the ‘Plan, Monitor and Manage’ approach;

- allow for clearance replacement to reflect local circumstances, as a mechanism for the recreation of viable and sustainable neighbourhoods; and

- take into account the need for affordable housing provision in line with Policy UR9.

5.30 This Guidance takes a realistic and responsible view of future housing requirements, within the context of an up-to-date projection of household growth. Government projections point to a growth of 248,000 households between 1996 and 2016. This Guidance puts forward a level of housing provision slightly higher than that given by the projections, allowing for economic growth rates, household formation and migration rates slightly in excess of those incorporated in the projections.
### Table 5.1 DISTRIBUTION OF REGIONAL HOUSING PROVISION
(Annual Average Rates of Housing Provision)

<table>
<thead>
<tr>
<th>Strategic Planning Authority</th>
<th>Annual Average Rate of Housing Provision Net of clearance</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>NW Metropolitan Area and Regional Poles and Inner Cities</strong></td>
<td></td>
</tr>
<tr>
<td>Manchester</td>
<td>1,350</td>
</tr>
<tr>
<td>Salford</td>
<td>530</td>
</tr>
<tr>
<td>Liverpool</td>
<td>1,110</td>
</tr>
<tr>
<td><strong>Sub Total</strong></td>
<td><strong>2,990</strong></td>
</tr>
<tr>
<td><strong>Rest of Former Counties of Greater Manchester, Merseyside, Halton, Warrington</strong></td>
<td></td>
</tr>
<tr>
<td>Bolton</td>
<td>450</td>
</tr>
<tr>
<td>Bury</td>
<td>230</td>
</tr>
<tr>
<td>Oldham</td>
<td>270</td>
</tr>
<tr>
<td>Rochdale</td>
<td>240</td>
</tr>
<tr>
<td>Stockport</td>
<td>220</td>
</tr>
<tr>
<td>Tameside</td>
<td>370</td>
</tr>
<tr>
<td>Trafford</td>
<td>270</td>
</tr>
<tr>
<td>Wigan</td>
<td>410</td>
</tr>
<tr>
<td>Knowsley</td>
<td>230</td>
</tr>
<tr>
<td>St Helens</td>
<td>400</td>
</tr>
<tr>
<td>Sefton</td>
<td>350</td>
</tr>
<tr>
<td>Wirral</td>
<td>160</td>
</tr>
<tr>
<td>Halton</td>
<td>330</td>
</tr>
<tr>
<td>Warrington</td>
<td>380</td>
</tr>
<tr>
<td><strong>Sub Total</strong></td>
<td><strong>4,310</strong></td>
</tr>
<tr>
<td><strong>Shire Counties</strong></td>
<td></td>
</tr>
<tr>
<td>Cheshire (excluding Halton and Warrington)</td>
<td>1,630</td>
</tr>
<tr>
<td>Cumbria and the Lake District</td>
<td>1,170</td>
</tr>
<tr>
<td>Lancashire (including Blackburn with Darwen and Blackpool)</td>
<td>2,690</td>
</tr>
<tr>
<td><strong>Sub Total</strong></td>
<td><strong>5,490</strong></td>
</tr>
<tr>
<td><strong>North West Total</strong></td>
<td><strong>12,790</strong></td>
</tr>
</tbody>
</table>
5.31 In establishing levels of planned housing provision, this Guidance takes into account:

- the Core Development Principles and Spatial Development Framework, with 25% of new housing provision in the conurbation cores and 60% within the North West Metropolitan Area;
- the Government’s 1996-based population and household projections;
- the findings of the North West Regional Housing Need and Demand Study\(^\text{18}\);
- the anticipated level of economic growth in the Region indicated in the North West Development Agency’s Regional (Economic) Strategy\(^\text{19}\);
- the way in which households occupy dwellings, including the demand for and location of different types, size and tenure and the age and condition of the existing housing stock;
- means of making the best use of the existing housing stock and the need to reduce the present level of vacancy;
- the potential for new housing to be accommodated on previously-developed land or by re-use of existing buildings;
- the results of urban potential studies undertaken in the North West;
- the housing land supply and development plan allocations already committed within the Region;
- the risk of exacerbating the potential scale of abandonment of older housing stock; and
- environmental and other policy considerations.

5.32 It is an essential feature of the ‘Plan, Monitor, and Manage’ approach that housing provision and the ways of meeting it should be kept under continuous review at regional level. Appropriate indicators will need to be monitored and recorded in annual monitoring reports. They should form the basis for the review and roll forward of RPG, which will take place at least every five years and more frequently if there are clear signs of either under- or over-provision of housing land. The annual rates of provision should apply from April 2002 to 2006. Where development plans are reviewed and the new plans extend beyond 2006, they should continue to provide for additional dwellings at the same annual average rate until such time as any different rate is adopted following review of this Guidance.

5.33 RPG has set annual provision rates which can be used by development plans to plan provision and site allocations within their area and set a contextual figure for longer-term planning in sub-regional areas. Local Plans and UDPs could then develop phasing mechanisms for up to 20 years ahead based on these rates.

\(^{18}\) North West Regional Housing Need and Demand Research, DETR, 2000

\(^{19}\) England’s North West – A Strategy Towards 2020, NWDA, 2000
5.34 A sequential approach to the allocation of housing land lies at the core of this Guidance, supported and informed by urban potential studies and the development of phasing mechanisms. Housing is best integrated with other land uses in order to maximise its role in the creation of sustainable communities and, as major new housing developments can generate significant increases in traffic, transport impact assessment will be essential.

5.35 Local planning authorities should apply the criteria set out in Policy UR7 when making allocations within development plans, which will require the direction of public and private funds to improve the quality of the urban environment, coupled with planning controls over the timing and quantity of land release. It must be recognised that previously-developed land within urban areas will also be required for other uses such as employment, retail and other commercial activities, leisure facilities and open space.

**Policy UR8 A Phasing Mechanism for Release of Housing Land**

Land allocated for housing should be released in an orderly, managed, manner in accordance with the principles set out in Policies DP1-4 and SD1-9. To this end, all development plans should incorporate phasing mechanisms which:

- are underpinned by housing capacity studies prepared in accordance with the guidance in PPG3 and in the Good Practice Guide, ‘Tapping the Potential’, carried out on a regular basis by local authorities in partnership with the house building industry and other parties;

- secure the development of previously-developed land and buildings in urban areas as a first priority;

- allow for the release of land for housing in phases over the period of the plan, the timing of release to take account of the need for co-ordinated provision of the necessary infrastructure and the overall availability of land for housing identified in the housing provision studies; and

- take account of the potential housing land provision and policy framework in place in adjoining local authority areas to ensure a sub-regionally consistent approach that does not undermine urban renaissance in other districts.

5.36 Phasing will be an important mechanism for managing the release of previously-developed and undeveloped sites for housing in line with the ‘Plan, Monitor and Manage’ approach. The location of housing will be determined through the development plan process taking into account a sequential approach to development form. Management of the land supply should be developed in a way that involves an assessment of existing housing provision and potential of urban areas to accommodate more. In formulating a phasing mechanism local planning authorities should take account of the following guiding principles:

- the development plan process will form the basis of any phasing mechanism and the release of sites should not be on a short-term or ad hoc basis but relate to the overall timescale of the plan in line with PPG3;
• ensure that land allocated is brought forward so that the re-use of previously-developed urban land and buildings is promoted as a priority while ensuring the provision of sufficient land for housing in the wider sub-region; and

• an awareness of the potential housing land provision and policy framework in place in adjoining local authority areas is essential to ensure that a sub-regionally consistent approach is adopted that does not allow urban renaissance in other districts to be undermined by the early release of land.

The sub-regions referred to above are: the Merseyside area (including Halton); the Greater Manchester area (including Warrington); Cheshire; Cumbria; and Lancashire.

5.37 With this in mind, the local planning authorities will have to commit to ensuring that none of them will pursue development plan allocations or grant planning permissions which result in the over provision and early release of open land in one district to the detriment of urban renaissance in other local authority areas.

5.38 Regular housing provision studies, undertaken jointly by groups of local authorities together with the house building industry and other parties to take account of sub-regional circumstances, should replace existing housing land availability studies. This would allow for monitoring of the development of brownfield and greenfield sites, enable urban potential study assessments to be rolled forward and the provision of housing land supply to be assessed, and also monitoring density of development and the contribution from windfall sites.

**Policy UR9 Affordable Housing**

Development plans across the North West should address the need for affordable housing. It is anticipated that the greatest need will be in:

- market towns and the more accessible and scenic rural areas of Cumbria, particularly the Lake District National Park and adjoining areas to the South and East;

- villages in remoter rural areas; and

- particularly affluent areas within commuting distance of the Regional Poles including Stockport, Trafford and parts of North Cheshire and South Lancashire.

Development plans should make provision for a range of dwelling types and sizes to meet the assessed need of all sectors of the community, including the elderly, those with special requirements, ethnic minorities, single households and larger families in both rural and urban areas, based on up-to-date local housing needs studies. They should do this in accordance with national planning policy, as currently expressed particularly in PPG3 (Housing) and Circular 6/98 (Planning and Affordable Housing), and:

- indicate how many affordable homes need to be provided and make proposals for their provision on particular sites;
• indicate the type of affordable housing necessary in the context of their own area, provided this does not exclude any particular type of affordable housing taken into account in local studies;

• indicate how an element of affordable housing would be sought in all substantial housing schemes;

• consider the use of local connections criteria, where appropriate, and conditions on planning permissions and planning obligations to support the provision of housing to meet local needs;

• address the development of affordable housing to meet identified local needs as an exception to normal planning policies in rural areas where there is a demonstrable shortage of such housing which cannot otherwise be met;

• address the need for affordable housing in rural settlements with populations under 3,000 by seeking contributions even on the smallest sites;

• permit the sympathetic conversion of other buildings to residential use, particularly traditional farm buildings and under-used commercial premises not required for employment purposes; and

• seek to ensure that affordable housing provided can be secured and will be available in the long term.

5.39 An adequate supply of good quality affordable housing is essential to the quality of life and economic well being of the Region's residents. The North West Regional Housing Need and Demand Research\(^{20}\) suggests that the predominance of low house prices in the North West belies the need for affordable new housing in many parts of the Region, although market pressure caused by demand for holiday, retirement and commuter homes renders some areas prohibitive to those on modest or low income. Many people raised in the locality are likely to find it more difficult to live or remain in the countryside or to enter the housing market. This can create a serious imbalance in the population of certain communities and reduce the workforce available to rural businesses.

5.40 By creating a greater choice of housing types the land-use planning system can help to increase the supply of both social and low-cost market housing, aid social inclusion and create more balanced communities. The aim is to redress the imbalance in affordable housing provision and ensure that where need cannot be met, for example due to a lack of resources available to social housing providers, the shortfall will not be made up by additional market housing provision. This approach also reflects the principles of 'Plan, Monitor and Manage'.

5.41 The North West Regional Housing Need and Demand Research indicated an approximate 30% growth in households in the rented sector, based on continuation of current patterns of tenure. It is possible that this may translate into a considerable demand for affordable housing, unless the economic situation of householders improves, thus placing a considerable

\(^{20}\) North West Regional Housing Need and Demand Research, DETR, 2000
demand upon the private, local authority or Registered Social Landlord sectors with the remainder made up of low cost, owner occupied, market housing.

5.42 Circular 6/98 requires that development plans define the type of affordable housing appropriate to their own area, provided this does not exclude any particular type of affordable housing taken into account in local studies. Where up-to-date local housing needs studies point to a shortage of affordable housing, development plans should reflect local circumstances. The provision and management of affordable housing will need to be backed by considerable resources from both the private and public sectors.

5.43 Isolated countryside residential development for farm or forestry workers may be justified in certain circumstances, in line with PPG7.

Policy UR10 Greenery, Urban Greenspace and the Public Realm

Local authorities and other agencies should identify the urban areas in need of more greenspace, and in response develop appropriate strategies for the design, management, maintenance and enhancement of the public realm and urban greenspace with an emphasis on:

- driving up significantly the overall quality of the public realm, especially in city and town centres;
- enhancing the setting of local residential neighbourhoods in built-up areas;
- increasing the overall stock of urban trees; and
- improved accessibility and community safety.

Development plan policies should create and enhance urban greenspace networks by:

- ensuring adequate protection is given to key features such as parks, linear walkways, river valleys, canals and public open spaces, and
- identifying the areas where new physical linkages between these areas need to be forged.

Local authorities and others should also encourage patterns of development which maintain and improve air quality and minimise the impact of light and noise pollution upon the public realm. Good lighting of the public realm and urban greenspace should be secured in order to ensure safety. Tranquil zones should be identified, sustained and extended as part of the plans to enhance urban greenspace networks.

5.44 The creation of attractive, safe, well planned and maintained public spaces and the promotion of patterns of growth and types of development that aim to improve tranquillity in urban areas can make towns and cities more attractive places to live and work, in line with the broader aim of achieving an urban renaissance in the North West. Networks of urban

21 Circular 6/98 Planning & Affordable Housing, DoE, 1998
22 PPG7: The Countryside: Environmental Quality and Economic and Social Development, DoE, February 1997
greenspace and public open spaces have the potential to significantly improve the appeal of the urban environment for local residents, workers and tourists; encourage wildlife and biodiversity; and provide valuable links to local and regional footpath, cycle and bridleway networks, such as the Trans-Pennine Trail and the Cumbria Coastal Way. This approach will complement the promotion of the concept of Regional Park resources proposed in Policy UR12.

**Policy UR11 Urban Fringe**

Change in the urban fringe should be managed as follows:

- local authorities in partnership with other agencies should prepare joint strategies to identify the role, potential and management of urban fringe areas, with an emphasis on improving their visual attractiveness as urban setting/rural edge, and their recreational value and biodiversity; and

- development plans and briefs should ensure that new developments on the edge of urban areas contribute significantly towards enhancing the character, appearance and environmental capital of the urban fringe, improving the setting of towns and consolidating greenspace networks. They should also ensure that new developments do not undermine housing markets within urban areas which are suffering from low demand.

5.45 Urban fringe is defined as the land around urban areas that is under the influence of the urban system. Much of the Region's urban fringe is transitional or degraded in form, typified by a fragmented landscape and mismanagement of the land including overstocking, discontinuous hedgerows and unattractive urbanising features like pylons and industrial buildings, and unsightly, neglected, degraded and derelict land such as landfill sites and minerals workings either in active use, disuse or in some state of restoration. But, in some cases, landowners deliberately neglect land in the expectation that it will have development potential in the future. Much of the urban fringe zone around the North West Metropolitan Area and around many towns in Lancashire is unattractive at present, but capable of being made more attractive and useful in supporting urban and rural functions.

5.46 In contrast, some urban fringe land is highly valued as a recreational resource in the form of wooded country parks, wetlands, parkland golf courses and playing fields, while other areas are located close to the urban edge but remain largely unspoilt and rural in character. Viable agricultural activity prevails in much of the urban fringe areas in the North West from the rural upland fringes of the Southern Pennines and fells of Cumbria to the rural lowland fringes of Morecambe Bay and the Cheshire Plains.

5.47 Innovative land management initiatives such as the Greater Manchester River Valleys Projects, the Mersey Basin Campaign and Community Forests are in place within the North West to reclaim dereliction, raise water quality and improve recreational resources. Consideration should be given to strategies that take into account the role of urban fringe beyond local authority boundaries, and the preparation of joint strategies will provide a better...
understanding of its condition and role to enable it to be used in a way which best meets the needs of urban and rural communities.

**Policy UR12 Regional Park Resources**

The North West Regional Assembly and the North West Development Agency will agree broad locations (linked as appropriate to the review of RPG) for the creation of new and/or further Regional Park resources, which are accessible to the main centres of population, in the following areas:

- in/around the North West Metropolitan Area;
- along the Region's coast;
- alongside the towns in East Lancashire, and West Cumbria and Furness; and
- adjacent to the key cities and towns identified in Policy SD3.

Regional Parks should be focused on informal outdoor recreational provision with limited all-weather facilities, which will complement the regional effort to secure an urban renaissance. They should be of a significant size, well beyond that of a district park, and/or should provide linear parks of several miles length. They should do some or all of the following:

- extend opportunities for water-based sporting activities on the existing developed coast or within/adjacent to urban areas;
- secure landscape and biodiversity enhancement;
- enhance existing open space networks in urban areas;
- radically enhance and extend footpath, cycle and bridleway provision and connections along the undeveloped coast and river valleys/canals;
- ensure the reclamation of derelict and contaminated land;
- significantly improve urban fringe environments;
- extend woodland cover and build upon the work of the Community Forests;
- display public art and provide small scale venues for the performing arts;
- include a range of sporting facilities, principally outdoors and informal in nature;
- include limited additional development to enable interpretation, to ensure the public’s comfort and security, and essential maintenance functions.

Regional Parks will not be business parks, but their recreational functions may augment other adjacent regeneration efforts and increase employment opportunities, directly or indirectly, within the Parks and in adjacent localities, in an integrated manner.
5.48 The NWDA’s Regional (Economic) Strategy\textsuperscript{24} promotes the concept of developing Regional Park resources and, as part of a future review of RPG, the NWRA may carry out research to identify appropriate and accessible locations for new/further Regional Parks, and/or reach an understanding with the NWDA about where they might sensibly be located, for confirmation at the next review of RPG. Regional Park resources will be primarily recreational in function. They will vary in format according to local circumstances, providing sustainable development solutions for areas of urban fringe and derelict land; improving the appearance of gateways and strategic transport corridors; enhancing recreational facilities; and supporting biodiversity or becoming locations for outdoor sculpture and the visual and performing arts.

There is scope to develop one or a series of Regional Parks along the coast, with new water-based sports facilities on the developed coast. Regional Parks could augment the tourism facilities of urban areas and resorts in the Region and take the pressure off popular tourist and leisure attractions. Their development should be planned in a strategic way to support urban renaissance. There may be scope to develop Regional Parks alongside other major developments within and adjacent to urban areas in a mutually supportive manner, in terms of sustainable development/quality of life/leisure and public safety, but Regional Parks will not be and should not become business parks.

5.49 Local authorities may need to consider a collaborative approach to the strategic provision of Regional Park resources, for example where a transport corridor improvement scheme or a sub-regional network of cycle ways is proposed.
### Policy Linkages with Enhancing the Coastal Zone

#### Chapter 2  Core Development Principles

| DP1 | Economy in the Use of Land and Buildings |
| DP2 | Enhancing the Quality of Life |
| DP3 | Quality in New Development |
| DP4 | Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion |

#### Chapter 3  The Spatial Development Framework

| SD1 | The North West Metropolitan Area  
Regional Poles and Surrounding Areas |
| SD2 | Other Settlements within the North West Metropolitan Area |
| SD3 | Key Towns and Cities Outside the North West Metropolitan Area |
| SD4 | Maintaining Urban Form and Setting, and the Treatment of North Cheshire |
| SD5 | The Green Belts |
| SD6 | Settlement Boundaries in areas not covered by Green Belt |
| SD7 | The North West's Coast |
| SD8 | Development in the Wider Countryside |
| SD9 | The Regional Transport Strategy |

#### Chapter 4  Economic Growth and Competitiveness with Social Progress

| EC1 | Strengthening the Regional Economy |
| EC2 | Manufacturing Industry |
| EC3 | Knowledge-Based Industries |
| EC4 | Business Clusters |
| EC5 | Regional Investment Sites |
| EC6 | The Regeneration Challenge: Bringing the Benefits of Economic Growth to Areas of Acute Need |
| EC7 | Warehousing and Distribution |
| EC8 | Town Centres – Retail, Leisure and Office Development |
| EC9 | Tourism and Recreation |
| EC10 | Sport |

#### Chapter 5  Delivering an Urban Renaissance

| UR1 | Urban Renaissance |
| UR2 | An Inclusive Social Infrastructure |
| UR3 | Promoting Social Inclusion through Urban Accessibility and Mobility |
| UR4 | Setting Targets for the Recycling of Land and Buildings |
| UR5 | Existing Commitments in Development Plans |
| UR6 | Existing Housing Stock and Housing Renewal |
| UR7 | Regional Housing Provision |
| UR8 | A Phasing Mechanism for Release of Housing Land |
| UR9 | Affordable Housing |
| UR10 | Greener, Urban greenspace and the Public Realm |
| UR11 | Urban Fringe |
| UR12 | Regional Park Resources |

#### Chapter 6  Enhancing the Coastal Zone

| CZ1 | Defining the Coastal Zone |
| CZ2A | Coastal Development |
| CZ2B | Coastal Defence |
| CZ3 | Coastal Communities and Economic Development |

#### Chapter 7  Enhancing the Rural Areas

| RU1 | Sustainable Agriculture |
| RU2 | Diversification of the Rural Economy |
| RU3 | Housing Needs in Rural Areas |
| RU4 | Local Services in Rural Areas |
| RU5 | Rural Transport and Accessibility |

#### Chapter 8  Active Management of Environmental Resources

| ER1 | Management of the North West's Natural, Built and Historic Environment |
| ER2 | Landscape Character |
| ER3 | Built Heritage |
| ER4 | Contribution of Built Heritage to Regeneration |
| ER5 | Biodiversity and Nature Conservation |
| ER6 | Woodlands |
| ER7 | Water Resources |
| ER8 | Development and Flood Risk |
| ER9 | Minerals Extraction |
| ER10 | Land-won Aggregates |
| ER11 | Secondary and Recycled Aggregates |
| ER12 | Marine Dredged Aggregates |
| ER13 | Renewable Energy and Energy Efficiency |

#### Chapter 9  Ensuring High Environmental Quality

| EQ1 | Tackling Derelict Land and Contamination Issues |
| EQ2 | Air Quality |
| EQ3 | Water Quality |
| EQ4 | Principles Governing a Regional Approach to Sustainable Waste Management |
| EQ5 | A Regional Approach to Waste Management |
| EQ6 | Waste Management Facilities |
| EQ7 | Radioactive Waste |

#### Chapter 10  An Accessible Region with an Integrated Transport System

| T1 | Integrating Transport Networks in the North West |
| T2 | The Regional Rail Network |
| T3 | The Regional Highway Network |
| T4 | Road Safety |
| T5 | The Region's Airports |
| T6 | The Region's Ports and Strategic Inland Waterways |
| T7 | Freight Transport |
| T8 | The National Cycle Network |
| T9 | Demand Management |
| T10 | Regional Priorities for Transport Investment and Management |
CHAPTER 6
Enhancing the Coastal Zone

Introduction

6.1 Britain’s culture and economy have been shaped by its island status. The ports, especially the Port of Liverpool, opened up the development of North West England and coastal recreation spurred the growth of several resort towns along the Lancashire coast. Nowadays, the North West coast exhibits an intricate mixture of assets and challenges. It contains some of Europe’s most important estuarine habitats – which the UK Government has an international obligation to conserve. It also has some of Britain’s most attractive scenery, and some of the most deprived communities in England. Its traditional industries have suffered contraction or extinction. Few parts of the Region are far from the coastal zone and Liverpool, whose regeneration is critical to a secure future for the Region, is, along with the core of its conurbation, very much a maritime city. Consideration of the relationship of the Region with its coastal zone, the meeting of the social, economic and environmental needs of that zone, and assessing the contribution the coast can make to the Region, are therefore a key part of this Guidance.

6.2 It is essential that the coast be developed in a sustainable and environmentally sensitive manner in order to comply with national policy. The challenge in the North West is to do that and realise the potential of the coast, to make it a high quality and dynamic natural and economic asset for the Region as a whole. This can only be done by encouraging the integrated development and management of the whole of the coastal zone, embracing high design standards, and tackling the socio-economic problems of coastal settlements. Coastal processes are changeable and coastal realignment may be necessary or appropriate in response to these processes and to rising sea level.

6.3 The policies in this chapter are concerned with matters which the land-use planning system can directly influence, and also other matters which development plans should take account of and relate to. The latter include:

- shoreline management (in the light of evolving knowledge about the likely consequences of climate change and necessary flood protection measures);

- water quality; and

- off-shore development (in particular, for energy generation and seabed mineral extraction).

Although not all aspects of these matters come formally within the aegis of development plans, they can have an impact on communities, their economy and their environment. Local planning authorities should therefore ensure that their on-shore implications are
sufficiently and correctly taken into account. To do so properly, dialogue with other interested parties will be essential.

6.4 Local planning authorities and other relevant agencies should also have regard to emerging European Commission recommendations, which the Government supports, concerning the implementation of Integrated Coastal Zone Management (ICZM). This will help to integrate the consideration of on-shore and off-shore matters. Although no apparatus yet exists to give it formal expression, ICZM is already being practised to some extent by the Region’s local coastal and estuarine partnerships.

6.5 While it is essential to have a perspective which can identify and deal with issues affecting the coastal zone on a regional scale, it is recognised that there is also a need to look at the coast on a more local or sub-regional scale. Three of the priority areas identified elsewhere in this Guidance are coastal (Merseyside; the Lancashire coastal towns; and Furness/West Cumbria), and their regeneration is a key element of the Spatial Development Framework.

- Merseyside includes one of the busiest ports in the country, along with fine stretches of undeveloped coast which must be protected, and a famous waterfront requiring protection as well as appropriate development. It also exhibits areas of severe deprivation whose character has much in common with that seen in inland cities, along with a large and vulnerable manufacturing sector. The architectural and cultural heritage of Liverpool in particular is a major national asset, which needs to be protected and utilised. Here, the quality of waterside development and urban recreation as well as commercial uses must be reconciled. In particular, development around the Mersey Estuary must not jeopardise the water quality and ecological value of that important regional asset.

- In the Lancashire coastal towns, economic decline and social deprivation are linked to change in the tourist and fishing industries. There is a need for sub-regional working to promote economic development and help achieve more attractive and useful coastal frontages (and a partnership exists with that aim). Such development should operate so as to encourage or complement, and not compete with, the regeneration of the resort cores.

- Other resort towns in the Region face similar challenges. Their economic regeneration should, while pursuing diversification, build upon, modernise and enhance the core function of tourism. This demands a strong focus on design quality.

- In Furness and West Cumbria, the economy has traditionally been based more on industry than on tourism. Diversification and regeneration should include a focus on improving provision for high-quality tourism (building on the attractiveness of the Lake District) and on encouraging new industries for which the sub-region's peripherality is not an issue. Again, the achievement of this will be assisted by commitment to enhancing the image of these communities through a strong focus on quality in new development.

6.6 In each of these areas, development plans should recognise that regeneration is likely to be achieved by capitalising on the locational or amenity advantages of being by the sea. Development in the coastal zone should in general be for purposes requiring a coastal location. This should not prevent other forms of development needed for the benefit of the
community as a whole, for example in town centres close to the shore; but it is important that local plan policies and allocations make reasonable provision for the development, modernisation and expansion of coastal activities, particularly relating to port functions and tourism.

6.7 Between the areas referred to above are stretches of mostly undeveloped coast, often around estuaries. These are valuable not only for the habitats they provide, but also as an asset whose protection is vital for the Region's image and thus for its economic development. Their protection is therefore critical and development threatening their natural beauty and tranquillity should be resisted, unless there are overriding considerations in its favour. On the undeveloped coast, protection measures should be carried out in a way which wherever possible enhances its attraction as a natural resource, and this may include the creation of new habitats through 'managed retreat'. The potential of these areas for informal countryside recreation and 'green tourism' should be more fully developed and linked back into existing and proposed facilities in the coastal resort towns and other settlements in the coastal zone.

**Policy CZ1 Defining the Coastal Zone**

Development plan authorities on the coast, in partnership with the North West Regional Assembly and other relevant agencies, will define in development plans the developed, undeveloped and, if appropriate, the remote coast at a strategic and local level. This definition will use the coastal Countryside Character Areas as an initial area of search and be based on the following:

- settlement size, to determine whether an area is classed as developed or undeveloped;
- areas of tidal flood risk and coastal erosion or land instability reflecting Shoreline Management Plan assessments of the impacts of climate change;
- biological criteria relating to the influence of maritime conditions on habitats and species;
- landscape criteria including more detailed local landscape character assessments (following Countryside Agency guidelines) and the extent of visibility between land and sea;
- patterns of economic activity and the extent of maritime influence on the built environment;
- distinctive boundaries such as coastal roads, railways and field boundaries; and
- the broader maritime zone to the three-mile seaward limit.

6.8 A definition of the area comprising the North West's coastal zone, using the above criteria, can provide planning authorities with a strategic framework within which to develop an integrated approach to planning in the coastal zone. The Countryside Character Areas bounding the North West coast can be taken as a starting point for the inland boundaries, while the seaward boundary is generally defined by the mean low water mark. Local authorities should also consider a broader maritime zone to the three-mile limit and the
relationship between on and off-shore activities as inland development can have a significant effect off-shore; for example, the presence of hydrocarbon resources in the marine environment can impact on-shore. Exploitation of these opportunities should not impact unfavourably on the quality of water in coastal areas, including bathing water.

6.9 A three-tier classification of the coastal zone, which considers the 3-mile seaward limit, will provide a consistent framework for local authority land use planning that also recognises offshore maritime influences. Policies affecting this zone should address key regional issues such as climate change, coastal flooding and the need to maintain and regenerate the coastline. Patterns of coastal erosion and accretion should also be considered as these natural processes are critical in planning the Region’s coastal defences, managing coastal habitats and planning new development within the coastal zone. In line with PPG20, policies should also encourage development requiring a coastal site to be located within existing developed coastal areas. A strategic approach should be adopted which seeks to integrate development plan processes with other strategies such as Shoreline Management Plans, Estuary Management Plans and LEAPs (Local Environment Agency Plans). In areas covered by the Habitats Regulations (which will include zones not within protected areas but where activities might impact upon them), the Scheme of Management will be particularly significant. Local planning authorities should pay particular attention to matters relevant to this area of regulation, participate fully in partnerships producing Schemes of Management, and consider the potential for using the Schemes as tools to integrate on-shore and relevant off-shore issues.

Policy CZ2A Coastal Development

Local authorities, with other relevant agencies and partners, should collaborate in the preparation of plans, policies and proposals for the integrated planning and management of the North West coastal zone, to ensure that development proposals enhance the economic importance as well as the natural, historic and heritage value of the Region’s coast. In particular, plans and policies should:

- ensure co-ordination between development plans, Coast and Estuary Management Plans, European marine site Management Plans and other relevant plans or strategies affecting the coastal zone; and

- support the sustainable planning and management of adjacent coastal regions.

The NWRA, working with the coastal local authorities and other relevant bodies, will actively sustain and pursue the establishment of effective co-operation on marine issues affecting the Region’s coastal zone, at local, regional and Irish Sea levels, to promote sustainable development, paying particular attention to off-shore developments relating to energy, waste, pollution, transport, minerals and fisheries.

Policy CZ2B Coastal Defence

In the preparation of plans, policies and proposals for the integrated planning and management of the North West coast, local authorities and relevant partners should ensure that development proposals are compatible with the sustainable planning and management of coastal defences. In particular, plans and policies should:
• contain flood risk statements and assessments which reflect the findings of relevant Shoreline Management Plans (SMPs) and Strategies, and take account of Indicative Flood Plain Maps;

• support the provisions of Coastal Habitat Management Plans linked to Shoreline Management Plans;

• direct development away from areas of flood risk, coastal erosion and land instability;

• avoid development which would prejudice existing coastal defences, or the capacity of the coast to form a natural sea defence, or to adjust to changes, without endangering life or property;

• allow for the relocation of existing development from areas of the coast which cannot be sustainably defended in the long term.

The NWRA, together with relevant agencies, will develop an approach to coastal planning and management which will take into account the likely impacts of climate change on the coast over the next 50 to 100 years, as part of a future review of RPG.

6.10 The majority of the North West coastal zone lies below the 10 m contour and is particularly vulnerable to sea level rises and increased storminess resulting from climate change. Inland authorities must consider the downstream effects of developments which may interfere with either water flow or quality, or increase surface run-off which could in turn increase the risk of flooding, pollution or habitat damage elsewhere. Development should be avoided in coastal areas where the risk of erosion or landslide is high and affected by rises in sea level.

6.11 Coastal waters and estuaries also play a key role in the Region’s economy as the location for seaside resorts, major ports and industrial installations. A major effort, involving large-scale investment, has been made in recent years to improve the Region’s bathing waters, so that in 2002 all beaches bar one passed the EU mandatory cleanliness standard and four (Silloth, Bispham, Blackpool South and West Kirby) received the seal of approval of the Marine Conservation Society. This presents an opportunity further to promote the potential of the North West coast in tourism and leisure terms.

6.12 The scale at which coastal processes operate needs to be respected and cross-boundary implications within the Region’s coastal sub-cells and the wider Coastal Cell 11 need to be considered. Coastal Cell 11 stretches from The Great Orme in Wales to the Solway Firth. Sub-cells are the territorial units used for shoreline management planning. Significant implications for climate change are likely within the period covered by RPG and local authorities and their partners should work together to develop integrated approaches towards coastal planning, using existing non-statutory planning initiatives such as Local Environment Agency Plans (LEAPs), Shoreline Management Plans and Estuary Strategies.

6.13 It is important that there is, at a regional level, integrated consideration of the relationship between development issues and coastal defence measures. This can help to prevent development being carried out in a way which compromises coastal protection, and to encourage coastal protection work to proceed in a way which contributes to the well-being of coastal communities (for example, by design quality and the inclusion of elements
encouraging recreation and tourism). The NWRA supports the North West Coastal Forum which has been set up to provide a forum for the promotion of Integrated Coastal Zone Management. The NWRA, the Coastal Forum, the NWDA, GONW and others will need to work together to ensure that local authorities are aware of current coastal issues and the importance of ensuring a co-ordinated approach to coastal issues and opportunities.

Policy CZ3 Coastal Communities and Economic Development

Local authorities and other agencies should work with their partners to develop and diversify the economies of coastal communities by:

- ensuring that developments which require a coastal location, where these are compatible with other policies for the coastal zone, are located within existing, developed, coastal areas;

- developing tourism roles for coastal communities which reflect local heritage and character and which protect and enhance existing tourist attractions;

- promoting regeneration based upon the Region's maritime heritage and addressing issues of environmental decline, and social and economic exclusion;

- preventing the loss of traditional boating and associated facilities to other uses not requiring a waterside location; and

- improving recreational access to the coast where this will not harm wildlife and other nature conservation resources.

6.14 The Region’s coastal communities are suffering from a fall in traditional resort tourism; the migration of the elderly; seasonal employment and unemployment; and a decline in employment in their ports and associated industries. Areas experiencing relative economic decline include the conurbation centre of Liverpool; Birkenhead and Wallasey; the older industrial and peripheral areas of Furness and West Cumbria and Lancashire’s coastal towns. However, many natural and built features exist which can be developed to assist economic competitiveness and diversification of these coastal economies, particularly for tourism and recreation purposes, and these must be protected from non-essential development.

6.15 Developments which require a coastal location include water-based tourism and ‘green tourism’; recreation facilities; ship-building; servicing for off-shore installations and sea fisheries. The regeneration of coastal communities is likely to involve the re-use of redundant docks and the conservation and restoration of landmarks and buildings of special historic, archaeological or architectural interest as well as the introduction of information communications technology.
### Policy Linkages with Enhancing the Rural Areas

#### Chapter 2 Core Development Principles
- **DP1** Economy in the Use of Land and Buildings
- **DP2** Enhancing the Quality of Life
- **DP3** Quality in New Development
- **DP4** Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion

#### Chapter 3 The Spatial Development Framework
- **SD1** The North West Metropolitan Area
  - Regional Poles and Surrounding Areas
- **SD2** Other Settlements within the North West Metropolitan Area
- **SD3** Key Towns and Cities Outside the North West Metropolitan Area
- **SD4** Maintaining Urban Form and Setting, and the Treatment of North Cheshire
- **SD5** The Green Belts
- **SD6** Settlement Boundaries in areas not covered by Green Belt
- **SD7** The North West’s Coast
- **SD8** Development in the Wider Countryside
- **SD9** The Regional Transport Strategy

#### Chapter 4 Economic Growth and Competitiveness with Social Progress
- **EC1** Strengthening the Regional Economy
- **EC2** Manufacturing Industry
- **EC3** Knowledge-Based Industries
- **EC4** Business Clusters
- **EC5** Regional Investment Sites
- **EC6** The Regeneration Challenge: Bringing the Benefits of Economic Growth to Areas of Acute Need
- **EC7** Warehousing and Distribution
- **EC8** Town Centres – Retail, Leisure and Office Development
- **EC9** Tourism and Recreation
- **EC10** Sport

#### Chapter 5 Delivering an Urban Renaissance
- **UR1** Urban Renaissance
- **UR2** An Inclusive Social Infrastructure
- **UR3** Promoting Social Inclusion through Urban Accessibility and Mobility
- **UR4** Setting Targets for the Recycling of Land and Buildings
- **UR5** Existing Commitments in Development Plans
- **UR6** Existing Housing Stock and Housing Renewal
- **UR7** Regional Housing Provision
- **UR8** A Phasing Mechanism for Release of Housing Land
- **UR9** Affordable Housing
- **UR10** Greenery, Urban Greenspace and the Public Realm
- **UR11** Urban Fringe
- **UR12** Regional Park Resources

### Chapter 6 Enhancing the Coastal Zone
- **CZ1** Defining the Coastal Zone
- **CZ2A** Coastal Development
- **CZ2B** Coastal Defence
- **CZ3** Coastal Communities and Economic Development

### Chapter 7 Enhancing the Rural Areas
- **RU1** Sustainable Agriculture
- **RU2** Diversification of the Rural Economy
- **RU3** Housing Needs in Rural Areas
- **RU4** Local Services in Rural Areas
- **RU5** Rural Transport and Accessibility

#### Chapter 8 Active Management of Environmental Resources
- **ER1** Management of the North West’s Natural, Built and Historic Environment
- **ER2** Landscape Character
- **ER3** Built Heritage
- **ER4** Contribution of Built Heritage to Regeneration
- **ER5** Biodiversity and Nature Conservation
- **ER6** Woodlands
- **ER7** Water Resources
- **ER8** Development and Flood Risk
- **ER9** Minerals Extraction
- **ER10** Land-won Aggregates
- **ER11** Secondary and Recycled Aggregates
- **ER12** Marine Dredged Aggregates
- **ER13** Renewable Energy and Energy Efficiency

#### Chapter 9 Ensuring High Environmental Quality
- **EQ1** Tackling Derelict Land and Contamination Issues
- **EQ2** Air Quality
- **EQ3** Water Quality
- **EQ4** Principles Governing a Regional Approach to Sustainable Waste Management
- **EQ5** A Regional Approach to Waste Management
- **EQ6** Waste Management Facilities
- **EQ7** Radioactive Waste

### Chapter 10 An Accessible Region with an Integrated Transport System
- **T1** Integrating Transport Networks in the North West
- **T2** The Regional Rail Network
- **T3** The Regional Highway Network
- **T4** Road Safety
- **T5** The Region’s Airports
- **T6** The Region’s Ports and Strategic Inland Waterways
- **T7** Freight Transport
- **T8** The National Cycle Network
- **T9** Demand Management
- **T10** Regional Priorities for Transport Investment and Management
CHAPTER 7
Enhancing the Rural Areas

Introduction

7.1 The policies in this chapter deal with the issues facing North West rural communities and how these concerns can be addressed to improve and enhance the quality of life in rural areas.

7.2 The national context provided by the Rural White Paper ‘Our Countryside the Future’ (November 2000) sets out the vision of the countryside as a living, working, protected and vibrant environment. The aspiration for the rural communities of the North West Region can be summed up as follows:

‘To create a thriving and diverse rural economy which improves the living standard of the people, safeguards and enhances the countryside and its environment, and better integrates the rural and urban communities of the North West’.
(North West Regional Chapter of the England Rural Development Programme (2000)).

7.3 The changing role of agriculture within rural areas and diversification of the whole rural economy within the Region are addressed in order to afford opportunities for the future. The implications of the interdependence between agriculture and access to the countryside are fundamental to the rural economy and due regard must be paid to them. The changes brought about by the Countryside and Rights of Way Act 2000 will increase the accessibility of land to the general public, promote interaction between urban and rural communities and offer opportunities for some expansion in the rural economy.

7.4 The North West boasts a huge diversity of rural areas within the Region. Although the Region contains the major conurbations of Greater Manchester and Merseyside, some 80% of the land area in the North West is designated as agricultural. The Region has been generally described as having three distinct rural areas, each with their own rural development issues. These areas are the:

- uplands of Cumbria and the Pennines
- lowland plains of West Lancashire and Cheshire
- urban fringes of Greater Manchester, Merseyside and other industrial towns.

7.5 The farming sector of the North West Region is currently undergoing substantial change. Falling farm incomes, animal health crises, reduced consumer confidence and modulation of production subsidies into the CAP second-tier payments have increased the pressure for change within the agricultural industry. That has a knock-on effect on the wider rural economy. These changes will be evidenced by the alteration in the structure of the industry, which in turn will raise planning issues such as the amalgamation of farm holdings, which may lead to an increase in redundant farm buildings both old and new. This restructuring of the industry may also result in pressure for the expansion of facilities on certain sites to allow for economies of scale in the resulting holdings. The diversification of some of the remaining
businesses will raise other planning issues. Rural areas should evolve in ways that protect and enhance landscape and biodiversity and involve a forward looking and competitive farming industry delivering good stewardship of the environment as well as producing our food and a thriving rural economy.

7.6 The rural development issues for the three diverse rural areas in the North West Regional Chapter of the England Rural Development Programme, are quite distinct:

• The upland areas are sparsely populated and heavily dependent on the vulnerable agricultural industry and in turn European support. As evidenced by the foot and mouth disease crisis, the links between this sector and tourism and the wider rural economy should not be underestimated. Tourism and forestry may offer opportunities for diversification in some of these areas.

• The lowland plains, river valleys and coastal areas are areas where the agricultural and rural community is under pressure from declining farm commodity prices. The key issues for these areas are collaboration, regional branding and local food initiatives, which add value to agricultural production.

• The rural/urban fringes of the major conurbations face competing demands for land and the threats and opportunities afforded by proximity to the urban population. Activities which address the need to create links between the two communities should be considered, such as providing access to land under the Countryside and Rights of Way Act 2000 and educational visits.

Policy RU1 Sustainable Agriculture

Development plans and other strategies should recognise the need for a flexible and efficient environmentally sensitive and sustainable agricultural industry in the North West and give favourable consideration to farm-based business, including diversification into non-agricultural enterprises, to maintain the viability of agricultural holdings according to the principles in the Core Development Principles and the Spatial Development Framework and to underpin the Region’s tourism industry.

In general the countryside will be safeguarded for its intrinsic value and its contribution to the leisure economy. Development plan policies and other environmental strategies will have regard to sustainability considerations including, for example, the protection of high-quality agricultural land, the quality of the landscape, the conservation of wildlife and habitats, water quality, including freshwater and bathing water quality, recreational amenity and the historic and cultural heritage and the maintenance of viable sustainable communities.

7.7 Some 80% of North West land area is agricultural, with dairy and arable farming predominant in Cheshire; beef and sheep farming in the upland areas of North Lancashire and Cumbria; and arable farming and horticulture concentrated in South West Lancashire.

7.8 Soil composition varies dramatically across the North West. In the rural lowlands of Cumbria, and the Cheshire and Lancashire plains, there are clay loam soils over boulder clays, sandy loams over alluvium, or sands and gravels and silty soils over coastal sediments.
In contrast, in the rural uplands of the Pennines and the Lake District, there is peat or shallow, nutrient-poor soils on the moorlands and heavy clay soils on the lower slopes.

7.9 Grades 1, 2 and 3a soils are the best and most versatile for agricultural purposes. The North West contains 7.1% of agricultural land in Grades 1 and 2 and 30.8% of Grade 3\textsuperscript{25} against corresponding figures for England of 16.1% and 43.6% respectively. When considering any proposals for utilising best and most versatile agricultural land the assessment should be in accordance with the advice in paragraphs 2.17 and 2.18 of PPG7. Grade 1 agricultural land is principally concentrated in West Lancashire with small pockets located in Greater Manchester, while Grade 2 agricultural land broadly follows a similar pattern but with a significant resource being located in the Fylde. It is also of interest that 53% of the agricultural area in Merseyside is of Grade 1 and 2 quality, which is the highest proportion in an English county. Grade 3 land is found throughout the North West and is particularly characteristic of the rural lowlands. However, the rural uplands is also of vital importance to the continued viability of individual farms, particularly when considering the role of 'in-by' land to upland hill farms.

7.10 In 1997 some 17,400 farm businesses were in existence, employing 44,600 people. By 1999 that figure had fallen to 42,000, indicating the magnitude of the losses in agricultural employment. With the continued support of EU Common Agricultural Policy (CAP)\textsuperscript{26}, agriculture has declined more slowly than some other key industries. However, the need to respond to changing circumstances to remain competitive in regional, national and international markets remains.

7.11 In view of the scale of changes required in the farming industry and the variety of individual responses, planning authorities should adopt a flexible and enabling approach to aid diversification. This will include encouraging farmers to develop good proposals for such activities as farm tourism, accommodation, farm shops, on-farm processing, leisure and recreation facilities, light industrial use of farm buildings where appropriate, farm woodland establishment and ongoing management and sale of woodland products. The promotion of Farmers Markets in urban and also rural areas is also to be encouraged. Planning authorities should set out in their development plans the criteria to be applied to farm diversification schemes for business purposes that are consistent in scale with their rural location. Planning authorities should consider how these diversification schemes could be enhanced through improvements to the environment, including to landscape, wildlife habitats, water quality, recreational amenity and heritage.

**Policy RU2  Diversification of the Rural Economy**

Development plans and other strategies should recognise the continued need for diversification and further development of the rural economy that:

- maintains viable and sustainable local communities; and
- respects particular environmental sensitivity and distinctiveness.

This will be promoted through:

\textsuperscript{25} Farming & Rural Issues in the North West, FRCA, 1999

\textsuperscript{26} New Direction for Agriculture, MAFF, 1999
• the provision of land for small and medium enterprises of an appropriate scale and nature to accommodate or fulfil local employment needs within or adjacent to key service centres, as defined in the Spatial Development Framework, and the development or conversion of premises in villages for workspace, including information communication technology-based businesses;

• the conversion of farm and other rural buildings for appropriate purposes, in scale with their rural location, especially to assist with the diversification of farm businesses. This could include workspace and other uses such as small scale tourism attractions, and produce retailing, and the possibility of commercial and limited residential uses;

• the development of tourist facilities in line with the principles set out in Policy EC9;

• the development of renewable energy schemes at appropriate locations, including recycling schemes such as the composting of green waste;

• the development of value-added agricultural activities such as farm and woodland products and on-farm food processing; and

• the conservation of natural, cultural and historic resources.

7.12 The England Rural Development Programme (ERDP) 2000–2006, which has been approved by the European Commission in response to the Rural Development Regulation (RDR), includes a specific goal to assist the restructuring and diversification of North West agriculture as part of the bid to sustain the rural economy and protect the environment.

7.13 The long-term impact of foot and mouth disease has yet to be realised. The hastening of the restructuring of the industry is likely to be a consequence. Areas of land with reduced stocking levels may bring pressures for alternative employment opportunities where agriculture is no longer economically viable. Changes in the agricultural and rural economy along with pressure from CAP reforms continue to affect rural lowlands and uplands in social, economic and environmental terms. The success of the partnership working behind the Bowland Initiative and Cumbria Farm Link demonstrate how necessary diversification can be assisted by developing existing businesses and attracting inward investment to create new ones.

7.14 Planning authorities should ensure that suitable land is readily available to meet local workspace economic diversification requirements, enabling development by the private sector or the North West Development Agency. The re-use of previously-developed land and the conversion of suitable good quality existing buildings can often meet these needs, subject to sustainability considerations, and may help to maintain the built heritage and retain local distinctiveness and character.

7.15 The development of sustainable tourism, located to take advantage of a range of transport modes, will not only protect the environment and heritage but also bring new employment and conservation benefits by supporting traditional farming methods and improving visitor management in areas such as the Lake District.
7.16 Forestry enterprises and renewable energy developments, such as biomass schemes of short rotation coppice, can help to diversify the local economic base and provide an energy source for local industry or community projects. Biomass developments can be put towards regional targets for renewable energy.

**Policy RU3  Housing Needs in Rural Areas**

Local authorities, social housing providers and other agencies should make provision for limited additional housing within or adjacent to key service centres in rural areas in circumstances where:

- it will support sustainable local services which could become unviable without some modest growth;

- it is needed to support local economic development, which will help diversify the rural economy.

In smaller settlements in the Region it will still be necessary to meet the needs of those rural communities, including the provision of affordable housing where need is established. Special rural measures such as the use of agricultural occupancy conditions or the ‘exceptions’ policy (as referred to in Policy UR9) will be appropriate in some circumstances.

Given the need to support a living, vibrant countryside with a balanced mix of homes and jobs and to preserve family and other social relationships in these areas, special provision should be made to ensure that local people have access to housing in these locations.

7.17 As stated previously, the aspiration for the rural communities of the North West Region can be defined as ‘To create a thriving and diverse rural economy which improves the living standard of the people, safeguards and enhances the countryside and its environment, and better integrates the rural and urban communities of the North West’. With those aims in place policies should be promoting accessibility to employment, housing, education, health-care, local services and transport. Many of the concerns that affect urban communities are mirrored in the rural areas; however, the unique nature and problems of rural communities must be addressed. As such, policies will need to ensure that the needs of the rural communities are met as well as their urban counterparts.

**Policy RU4  Local Services In Rural Areas**

The provision of local services for towns and villages within rural areas of the Region, particularly those defined as key service centres under Policy SD3 of the Spatial Development Framework, will be supported in development plans and other strategies by:

- bringing forward proposals which promote innovative ways of maintaining or reintroducing local services in town and village centres which are identified as being deficient or vulnerable to decline in relation to the size and character of the surrounding rural hinterland;

- supporting and promoting the key service centre role that rural towns and villages play for surrounding areas in order to retain and enhance essential services and facilities for rural communities and to reduce the need to travel;
• supporting the development of an information communication technology infrastructure to assist the local economy and services;

• encouraging the multi-use of buildings for community and local service uses;

• actively planning for development which will enhance the availability and viability of public and community transport where this would be consistent with other sustainability objectives; and

• resisting development that would lead to loss of local facilities and services.

7.18 Many rural areas, however prosperous, are experiencing a decline in local facilities and services\(^2\) with the elderly, young people, the mobility-impaired and those without access to a car being most affected. To maintain viable and sustainable rural communities it is essential to halt the continuing loss of commercial and public sector services, local employment, population, income and social and community services. Although action to address this decline will be largely financial and community based, land use and transportation planning systems have a role to play.

7.19 Further economic development will create a stable, balanced local population. Improvements must be made to community facilities and services in areas where local needs are not being met, for example by the multi-use of buildings like schools and village halls for retailing, training, post offices and computer-based communication centres. Public and community transport provision needs to be stepped up to provide wider accessibility to job opportunities and other services. Favourable consideration of local transport infrastructure needs can help to support new public transport initiatives, but in some areas more innovative community transport schemes will be necessary. The economic base can be expanded by developing existing businesses and encouraging the formation of viable new ones. Tourism should also be developed where there is both need and the potential for growth.

**Policy RU5  Rural Transport and Accessibility**

Development plans and other strategies should improve access to jobs, rural services and facilities, public transport and road safety; and protect the character of rural areas in accordance with the Spatial Development Framework by:

• ensuring, subject to the principles of Policy SD8, that development is primarily sited at the most accessible locations and that local circumstances and the proximity to local services is taken into account;

• improving integration between different modes of transport;

• ensuring demand responsive transport including community-based transport initiatives, including those from the voluntary sector;

• adopting a comprehensive approach to traffic management to include speed management strategies and the definition of road hierarchies which incorporate the concepts of Quiet Lanes and Greenways; and

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• introducing demand management measures in major tourist areas that are in need of protection.

7.20 In rural areas it is as important as elsewhere to ensure that development plan allocations and local transport priorities and investment are complementary. Jobs, shopping and leisure facilities should be located at accessible locations or where improved accessibility is being planned. What is appropriate in a remote rural area may be very different from rural areas close to larger towns. Rural travel is highly dependent upon car use and the centralisation of many rural facilities has led to longer-distance journeys. The challenge is to provide rural inhabitants, particularly the disabled and those without private cars, with access to the services they need in an environmentally acceptable way. It should also be recognised that there are a number of rural tourist attractions and facilities which are largely dependent on access by car. Major new developments should, however, be located to take advantage of all forms of transport.

7.21 There is a growing consensus that the rural environment is being degraded by traffic growth and increased vehicle speed. Local authorities must find a strategic approach to increasing safety on rural roads and protecting the local environment by encouraging traffic to use designated routes wherever possible. The creation of networks of Quiet Lanes and Greenways, which discourage through traffic, should be considered, taking into account the access needs of local businesses, residents and emergency services. Traffic management measures, ideally self-enforcing, are essential to reduce vehicle speeds. Demand management measures should be considered where visitor pressure is threatening the local environment and quality of life.

7.22 An adequate bus network, designed to meet the needs of local people, is vital to rural areas. Significant funding has specifically been made available by both the Department for Transport and the Countryside Agency to improve rural transport provision, including community-based initiatives. Consideration should also be given to the integration of transport services with the use of Social Services and health authority/trust vehicles for local community organisations. Dial-a-ride services and taxi buses can provide a solution in some parts of the Region. Trials have shown that post buses can effectively provide a passenger service alongside their mail delivery services.

7.23 The rail network, although less flexible or extensive, provides a valuable link between some small settlements and larger communities and enables commuting and longer distance travel. Improvements to rural rail services should be considered, particularly where there is scope for additional tourist use, such as the West Cumbria Line and the Windermere Link.

Lake District Transport Plan

7.24 In the Lake District National Park a transport strategy\textsuperscript{29} has been developed to provide a focus for the delivery of solutions to transport problems in a co-ordinated way. It is envisaged that the Lake District Transport Plan will, over a ten-year period, fully combine national and local economic, environmental and social policy to improve the quality of life in a dispersed rural area and become a national example of a successful system of integrated transport. Areas such as Furness and West Cumbria will also be included in new marketing strategies for the Lake District. Public transport connections into, around and through the National Park

\textsuperscript{29} Lake District National Park Strategy, 1998
are to be further developed to create better access to jobs and new sustainable transport initiatives to improve social inclusion.

South Pennines Integrated Transport Strategy

7.25 The Peak Transport Forum, a partnership consisting of local authorities, the Peak District National Park Authority, transport operators and other agencies, has developed the South Pennines Integrated Transport Strategy (SPITS), the primary aim of which is to improve rail and bus services and introduce traffic restraint measures to enhance the environment in the Peak District National Park and its surrounding area.
### Policy Linkages with Active Management of Environmental Resources

#### Chapter 2 Core Development Principles
- DP1 Economy in the Use of Land and Buildings
- DP2 Enhancing the Quality of Life
- DP3 Quality in New Development
- DP4 Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion

#### Chapter 3 The Spatial Development Framework
- SD1 The North West Metropolitan Area Regional Poles and Surrounding Areas
- SD2 Other Settlements within the North West Metropolitan Area
- SD3 Key Towns and Cities Outside the North West Metropolitan Area
- SD4 Maintaining Urban Form and Setting, and the Treatment of North Cheshire
- SD5 The Green Belts
- SD6 Settlement Boundaries in areas not covered by Green Belt
- SD7 The North West’s Coast
- SD8 Development in the Wider Countryside
- SD9 The Regional Transport Strategy

#### Chapter 4 Economic Growth and Competitiveness with Social Progress
- EC1 Strengthening the Regional Economy
- EC2 Manufacturing Industry
- EC3 Knowledge-Based Industries
- EC4 Business Clusters
- EC5 Regional Investment Sites
- EC6 The Regeneration Challenge: Bringing the Benefits of Economic Growth to Areas of Acute Need
- EC7 Warehousing and Distribution
- EC8 Town Centres – Retail, Leisure and Office Development
- EC9 Tourism and Recreation
- EC10 Sport

#### Chapter 5 Delivering an Urban Renaissance
- UR1 Urban Renaissance
- UR2 An Inclusive Social Infrastructure
- UR3 Promoting Social Inclusion through Urban Accessibility and Mobility
- UR4 Setting Targets for the Recycling of Land and Buildings
- UR5 Existing Commitments in Development Plans
- UR6 Existing Housing Stock and Housing Renewal
- UR7 Regional Housing Provision
- UR8 A Phasing Mechanism for Release of Housing Land
- UR9 Affordable Housing
- UR10 Greener, Urban Greenspace and the Public Realm
- UR11 Urban Fringe
- UR12 Regional Park Resources

#### Chapter 6 Enhancing the Coastal Zone
- CZ1 Defining the Coastal Zone
- CZ2A Coastal Development
- CZ2B Coastal Defence
- CZ3 Coastal Communities and Economic Development

#### Chapter 7 Enhancing the Rural Areas
- RU1 Sustainable Agriculture
- RU2 Diversification of the Rural Economy
- RU3 Housing Needs in Rural Areas
- RU4 Local Services in Rural Areas
- RU5 Rural Transport and Accessibility

#### Chapter 8 Active Management of Environmental Resources
- ER1 Management of the North West’s Natural, Built and Historic Environment
- ER2 Landscape Character
- ER3 Built Heritage
- ER4 Contribution of Built Heritage to Regeneration
- ER5 Biodiversity and Nature Conservation
- ER6 Woodlands
- ER7 Water Resources
- ER8 Development and Flood Risk
- ER9 Minerals Extraction
- ER10 Land-won Aggregates
- ER11 Secondary and Recycled Aggregates
- ER12 Marine Dredged Aggregates
- ER13 Renewable Energy and Energy Efficiency

#### Chapter 9 Ensuring High Environmental Quality
- EQ1 Tackling Derelict Land and Contamination Issues
- EQ2 Air Quality
- EQ3 Water Quality
- EQ4 Principles Governing a Regional Approach to Sustainable Waste Management
- EQ5 A Regional Approach to Waste Management
- EQ6 Waste Management Facilities
- EQ7 Radioactive Waste

#### Chapter 10 An Accessible Region with an Integrated Transport System
- T1 Integrating Transport Networks in the North West
- T2 The Regional Rail Network
- T3 The Regional Highway Network
- T4 Road Safety
- T5 The Region’s Airports
- T6 The Region’s Ports and Strategic Inland Waterways
- T7 Freight Transport
- T8 The National Cycle Network
- T9 Demand Management
- T10 Regional Priorities for Transport Investment and Management
CHAPTER 8

Active Management of Environmental Resources

Introduction

8.1 This chapter has a focus on the active management of environmental resources by considering the character of the North West landscape; the built heritage and its contribution to regeneration; biodiversity, woodland and nature conservation issues; and the Region's water resources and associated risks. The chapter also contains the policies that deal with minerals extraction, with land-won aggregates, with marine, secondary and recycled aggregates and with renewable energy and energy efficiency. Diagram 5 shows the Region's key environmental assets. It is very important to recognise both the intrinsic value of these assets and their contribution to the quality of life and economic prosperity of the people of the North West. In the face of the uncertainty surrounding the effects of climate change and the inevitable developmental pressure, it is vital that the Region's environmental assets be actively managed to conserve and enhance them for the benefit of all.

The Implications of Climate Change for the North West

8.2 The North West of England is a major emitter of carbon dioxide and other greenhouse gases and must play a full part in meeting Government targets for the reduction of such emissions. Over the last century the Region has warmed by nearly 0.5°C, summer rainfall has decreased by up to 20% and sea levels have risen. The climate in the North West will continue to change with increased temperatures likely, more winter rainfall, higher wind speeds and wave heights, and a greater incidence of storms. Research carried out in the Region has revealed the wide-ranging implications of such change on industry and business, land management and social life in the North West.

8.3 The North West landscapes expected to be most sensitive to climate change up to 2080 are the coastal zone and rural uplands. Much of the North West's low-lying coastline is already at risk from flooding and would increasingly be threatened by tidal waves. Internationally significant bird feeding grounds in the Region's bays and estuaries would suffer from the loss of mudflats and saltmarshes, and upland character would be affected as soil, moorland vegetation and land uses adjusted to warmer and wetter conditions. The longer-term impacts of climate change must be critically assessed and integrated into strategies developed by business leaders and policy makers in the North West. Further consideration may need to be given to the effects of climate change to inform future reviews of RPG.

31 Everybody has an Impact – Climate Change Impacts in the North West of England, North West Climate Group, 1998
Policy ER1  Management of the North West’s Natural, Built and Historic Environment.

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

- promote positive management of the Region’s natural, built and historic environment and protect it from development likely to cause harm (such as further loss or fragmentation of tranquil areas, including by light or noise pollution) as identified in the Regional Landscape Strategy;32

- adopt an integrated approach which protects designated areas while meeting the social and economic needs of local communities;

- protect, for their own sake, all important aspects of the landscape, including regionally and sub-regionally distinctive features and special sites;

- conserve and enhance, wherever possible, regional and local distinctiveness and variety, including the South and West Pennine landscapes, by re-assessing local landscape designations in the light of the Countryside Agency’s Countryside Character initiative supported by local landscape assessments;

- integrate a site-based approach for development planning with a more broadly based concern for biodiversity and other environmental issues;

- seek to restore damaged and lost environmental features wherever possible;

- take a common approach to landscape and character issues which cross local planning authority boundaries.

8.4 Development plans should give priority to protecting and enhancing areas designated at international or national level. Development likely to significantly affect such sites should be allowed only if there are no alternative solutions and only if there are reasons of overriding public interest. Not all landscapes which contribute to the beauty, diversity and distinctiveness of the Region are covered by national designations, and positive steps should also be taken to enhance and conserve locally designated landscapes. The principles in Policy ER1 should apply to the management of internationally, nationally and locally designated landscape areas.

Policy ER2  Landscape Character

Planning authorities and other agencies in their plans, policies and proposals will provide the strongest levels of protection for the North West’s finest landscapes and areas of international and national importance and their settings, specifically the Lake District National Park; Areas of Outstanding Natural Beauty (Solway Coast, North Pennines, Arnside and Silverdale and the Forest of Bowland); and St Bees Head Heritage Coast.

It is also very important that the rich diversity of landscapes and their settings throughout the North West be conserved and enhanced. Planning authorities and other agencies, in their plans, policies, and proposals, will conserve and enhance landscapes

32 Greening the North West: A Regional Landscape Strategy, Sustainability NW, 1997
and their settings which are of regional and sub-regional importance (highlighted by the Countryside Agency’s Countryside Character initiative and English Nature’s Natural Areas initiatives), but not covered by national designations, by:

- seeking to restore those which have become degraded;
- ensuring that all new development makes every effort to avoid damage to the landscape and, where possible, enhances it;
- seeking to provide adequate mitigatory measures where avoidance of damage is impossible or impractical;
- ensuring that, where mitigation is insufficient, equivalent compensatory landscape enhancement is provided elsewhere to ensure no net loss.

8.5 A range of planning designations are in place to ensure protection of the Region’s most valued landscapes, including the Lake District National Park, Heritage Coast and several Areas of Outstanding Natural Beauty. The Lake District, in particular, as an area of immense environmental importance and an internationally recognised tourist attraction, is of vital importance to the North West’s prosperity and quality of life. However, a sustainable approach to conservation must also recognise characteristic features outside these designated areas. The South and West Pennines contrast vividly with the metropolitan areas of Greater Manchester and West Yorkshire they lie between, creating a distinctive landscape that defies comparison with any other part of the country. There are significant development pressures on the area due to its close proximity to two neighbouring National Parks and an Area of Outstanding Natural Beauty; the area is fragmented by administrative boundaries. The South Pennine Special Protection Area (SPA) extends across the regional boundary into Burnley and Pendle districts. In protecting this area special regard should be paid to the emerging work of the Standing Conference of South Pennine Authorities.

8.6 While the North West is home to some of the most beautiful landscapes in England it also contains some of the worst areas in urgent need of environmental improvement:

- Within the North West Metropolitan Area buildings of high quality often reflect the underlying geology of the area through the use of local stone. The urban cores contain a unique concentration of listed buildings and of green space, much of which can be found along transport corridors. However, a key challenge will be to address the significant proportion of derelict land, of which an unquantified amount is contaminated. The continuing loss of tranquil areas will also adversely affect the appeal of towns and cities as places to live and work.

- The rural lowlands are characterised by agricultural activity and intensive practices have led to a decline in the management of ancient and species-rich hedgerows and other traditional boundary features. The Cheshire lowlands are home to over 10% of all the ponds in England and Wales, although recent monitoring indicated that the number fell by over 60% between 1870 and 1997. The wealth of listed buildings and ancient monuments also lends local distinctiveness to the landscape. Key challenges arise from

33 A Heritage Strategy for the South Pennines, Standing Conference of South Pennine Authorities (draft), 2000
34 Wild about the North West: A Biodiversity Audit of the North West England, Regional Biodiversity Steering Group, 1999
the gradual deterioration of landscape quality due to development and intensive agricultural practices. There is a need to ensure that new development respects local distinctiveness, to promote new woodlands and to protect remaining tranquil areas and key habitats such as wetlands and mosslands.

- The highly sensitive landscape of the rural uplands includes some of the largest remaining areas of common grazing land to be found in north western Europe. Upland river systems and lakes feature prominently along with dry-stone walling, largely constructed of local stone. This walling, the most extensive in the country, is a key element of the local landscape, but despite attempts at restoration some 8,467 km of its estimated 24,000 km has fallen into disrepair. The area’s outstanding beauty generates visitor pressure and its fragile ecology is particularly susceptible to airborne and water pollution. Key challenges include landscape restoration of abandoned mines and quarries, the monitoring and mitigation of pollution and the sensitive management of recreation demand through green tourism.

- The North West’s distinctive coastline is recognised as one of the Region’s key intrinsic environmental resources. The estuaries, cliffs, salt marshes and sand dunes of the coast are prized environmental assets. Expansive Morecambe Bay offers panoramic views across to the Lake District, while Southport’s long beach and elegant buildings lend the resort town a distinctly Victorian character. However, a long history of coastal development in the Region has also left a legacy of dereliction in many settlements and sea water quality remains a serious issue. Coping with the effects of climate change resulting from global warming will present a particularly serious and pressing challenge.

8.7 The Regional Landscape Strategy provides a valuable overview of the Region’s landscape and a valuable source of reference for its management. The Countryside Agency has identified 30 distinctive countryside character areas in the North West as part of the Countryside Character Map of England, which should provide a standardised strategic framework for local authorities to undertake detailed assessments of their local landscape. DEFRA initiatives such as Environmentally Sensitive Areas and Countryside Stewardship Schemes, while delivering a broad range of biodiversity, economic, access and heritage benefits, also have important implications for the management of the Region’s landscape, particularly in the rural lowland areas.

**Policy ER3 Built Heritage**

Planning authorities and other agencies in their plans, policies and proposals will identify, protect, conserve and, where appropriate, enhance the built heritage of the Region, including those features and sites (and their settings) of historic significance to the North West:

- Hadrian’s Wall World Heritage Site;
- the City of Chester;
- Liverpool’s commercial centre and waterfront and parts of Manchester and Salford (Ancoats, Castlefield and Worsley);

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• listed buildings, historic parks and gardens, conservation areas and battlefields; and

• the wider historic landscape that contributes to the distinctiveness of the Region, taking into account the chronological depth of heritage contained within the North West Metropolitan Area, the rural lowlands, rural uplands and coastal areas.

8.8 The distinctiveness of the North West is embodied in the wealth of its cultural inheritance. That includes part of Hadrian’s Wall World Heritage Site; the historic Ancoats and Castlefield areas of Manchester and Worsley in Salford; Liverpool’s commercial centre and waterfront, which have been proposed for World Heritage designation and the outstandingly important historic centre of Chester. Table 8.1 quantifies the features within the Region that are afforded statutory protection.

<table>
<thead>
<tr>
<th>County</th>
<th>Conservation Areas</th>
<th>Listed Building Entries*</th>
<th>Scheduled Monuments</th>
<th>Historic Parks and Gardens</th>
<th>Battlefields</th>
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<td>175</td>
<td>5426</td>
<td>138</td>
<td>34</td>
<td>–</td>
</tr>
</tbody>
</table>

* ‘Listed Building Entries’ is the number of individual entries on the English Heritage Listed Building System. It includes Grade I, II* and II entries as well as A, B and C grades, which are the categories used for places of worship in some earlier survey work.

Source: English Heritage

8.9 The whole landscape can be said to be historic, with human activity being at the heart of its creation. Historic landscapes must evolve and cannot be preserved in aspic, but some landscapes will be exceedingly rich in clear physical evidence of past land use on the surface of the land. Aside from particular sites (castles, forts, abbeys, field walling systems, etc) there will be areas where a series of sites and their settings create an integral whole which provides interest, and which should be regarded as cultural assets in their own right. While the North West’s most valued features are already protected by statutory designations, a holistic approach to conservation in the Region, such as the programme of Historic Landscape Characterisation being carried out by English Heritage, involves recognition of the many centuries of heritage to be found in its wider historical landscape. Prehistoric earthworks proliferate in the rural uplands and lowlands and the settlement patterns that exist today are defined by many exceptional examples of Roman occupation and of medieval secular and religious activity. Many of the Region’s mill towns in and around East Lancashire and Greater Manchester and much of the surviving transport infrastructure that connects Manchester with the Port of Liverpool is a testament to the North West’s status at the forefront of the Industrial Revolution. The distinctive coastal landscape of Liverpool, Southport, Blackpool and Morecambe is largely shaped by fine Victorian architecture. Even within the Regeneration Priority Areas, where much modernisation and enhancement is needed, there will be scope to undertake some analysis of the historic character of the landscape and to
conserve, enhance and re-use – with sensitivity, but also in innovative and exciting ways – their most valued historic features.

Policy ER4 Contribution of Built Heritage to Regeneration

Local authorities should work together with English Heritage to develop strategies and programmes that maximise opportunities for the historic and built environment to contribute to the physical, economic, educational and cultural life of the North West.

Conservation-led regeneration of areas rich in historic interest should capitalise on the quality and distinctiveness of traditional buildings, and features in parks and gardens of historic interest, and the value that they lend to an area through design and use of materials. In particular, strategies should exploit the regeneration potential of:

- the maritime heritage of the North West coast including docks and waterspaces; coastal resorts and piers; and historic buildings and features, including their settings;
- the Pennine textile mill-town heritage that exists in East Lancashire and Greater Manchester; and the textile mill-town heritage of East Cheshire.
- Victorian and Edwardian commercial developments in Liverpool and Manchester city centres; and
- the traditional architecture of rural villages and market towns of Cumbria, Cheshire and Lancashire.

Such areas will remain important priorities for focusing investment in the Region, particularly in terms of tourism promotion and regional image-building.

8.10 The rich cultural and environmental heritage of the North West offers potential sustainable solutions to the physical, social and economic problems that continue to afflict the Region. Conservation and economic growth objectives should work hand in hand and the conversion of former industrial and commercial buildings to new uses, including housing, can provide a catalyst for the physical regeneration of problem areas. The North West has a successful track record in this type of development, particularly for housing, tourism and leisure opportunities. Much of the Region’s wealth of historic buildings is threatened by neglect or decay\(^\text{37}\) and it is important that RPG provides the framework for English Heritage and other regeneration agencies to secure their preservation and restoration.

Policy ER5 Biodiversity and Nature Conservation

Planning authorities and other agencies in their plans, policies and proposals will afford the strongest levels of protection to:

- sites with international and national nature conservation designations in the Region, encompassing: Ramsar Sites, Special Protection Areas, Special Areas of Conservation, National Nature Reserves and, Sites of Special Scientific Interest; and
Planning authorities and other agencies in their plans, policies and proposals should ensure that the overall nature conservation resource in the North West is protected and enriched through conservation, restoration and re-establishment of key resources by:

- affording the highest level of protection and management to those resources which are important and irreplaceable within practical timescales;
- ensuring that there is no net loss in the value of other biodiversity resources in the Region;
- returning key biodiversity resources to viable levels by promoting the restoration and re-establishment of habitats and species populations in accordance with the targets set out in the UK and Local Biodiversity Action Plans. In identifying areas for habitat restoration and re-establishment, particular attention should be paid to reversing habitat fragmentation and species isolation and ensuring the appropriate management of wildlife corridors that are important for the migration and dispersal of wildlife. In implementing the above, local authorities should set out a coherent and functional ecological framework which identifies priority biodiversity resources, areas of land which have the potential for returning these resources to viable levels and wildlife corridors; and
- applying the principle of enhancing the quality of life set out in Policy DP2 when considering all new development proposals which will impact on biodiversity.

Planning authorities and other agencies in their plans, policies and proposals must take into account the Regional Biodiversity Audit\textsuperscript{38}, English Nature's Regional Biodiversity Targets in Appendix 1, the Local Biodiversity Action Plans and initiatives related to the implementation of National Biodiversity Action Plans.

The North West Regional Assembly (NWRA) will actively pursue arrangements for the establishment of effective co-operation with authorities from neighbouring regions on cross-border issues, which require inter-regional co-ordination, specifically with regard to the Pennines, Solway Firth and such important landscape and biodiversity strategies as the Dee Estuary Management Plan, and more widely in relation to the potential impacts of climate change.

Approximately a quarter of a million hectares of the North West have been designated as areas of international conservation significance for the biodiversity they contain. Such sites represent the best features in the North West and therefore make a valuable contribution in defining the Region's distinctiveness. However, while these sites represent the best examples of biodiversity and natural features in the Region, they do not encompass all that is exceptional. Sites with local or non-statutory designations, parks, green spaces and even private gardens are sometimes the only contact that the majority of people, particularly in built-up areas, have with nature and accordingly represent important reservoirs of biodiversity.

\textsuperscript{38} Wild about the North West: A Biodiversity Audit of North West England, Regional Biodiversity Steering Group, 1999
8.12 In identifying the regional distribution and sub-regional concentrations of priority habitats and species English Nature’s Natural Areas profiles provide an effective framework that is related to variations in the character of the landscape:

- Although built-up areas usually have fewer designated sites, certain habitats are characteristic of the conurbations and support a range of species which otherwise would not prosper.

- The rural lowlands contain the largest concentration of raised bogs in England with extensive areas found particularly in the Solway Basin, but also found in Cheshire. Ponds are a distinctive feature of lowland Cheshire and the Lancashire plains, supporting amphibians like the great crested newt and also the water vole, both of which are UK priority species. The Cheshire meres and mosses are particularly important in this respect. Lowland heath is another important natural habitat but this has become highly fragmented and its restoration will be vital for priority breeding species, like the nightjar.

- The distinctive earth heritage of the rural uplands creates another stronghold for many priority habitats and species. Limestone and sandstone rivers like the River Eden support such priority species as otters and white clawed crayfish, while the carboniferous limestone hills that flank Morecambe Bay have both limestone pavements and grasslands. The natural lakes, heathlands and ancient oak woods of the upland areas are home to a number of priority bird species.

- Around a third of the sand dunes in England can be found in the North West and approximately one-fifth of the English total are situated along the Sefton Coast. These dunes, together with coastal and estuarine salt marshes, support a number of endangered species, including the natterjack toad and the sand lizard. Elsewhere sediments dominate the shores. Morecambe Bay has the largest continuous area of inter-tidal flats in Britain and the sandflats and mudflats that stretch along the length of the North West coast provide feeding and roosting grounds for waterfowl.

**Policy ER6 Woodlands**

Local authorities will work with other regional partners to take every opportunity to increase the level of tree cover by at least 10% (or approximately 1000ha per annum) by 2010 and at least 15% by 2020, supporting native species in both urban and rural areas and also to promote the improvement and sustainable management of existing woodland.

Opportunities for new planting must, however, be balanced against impacts on the natural and historic landscape, biodiversity and on agricultural land quality (see Policy RU1) and when reviewing development plans and other strategies local authorities must take account of the framework provided by Local Biodiversity Action Plans and Landscape Character Assessments.

8.13 Tree coverage in the North West stands at around 6%, one of the lowest in England, and within the Region this figure varies from 8% in the uplands of Cumbria to just 4% in the plains of Lancashire and Cheshire and between 2% and 3% in the conurbations. The Region does, however, boast extensive areas of ancient, semi-natural woodland in the Lake District and around Morecambe Bay. The England Forestry Strategy and the Regional Sustainable

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Development Framework share the objective of continuing the steady expansion of woodland area but this must be achieved sustainably, bearing in mind the need to support native species.

8.14 Despite the low tree cover, some 1,600 people work directly in forestry in the Region and many more in associated tourism. Increased afforestation will assist farm diversification and support rural communities through timber sales or indirectly through recreation and tourism. The Region's two community forestry schemes, the Mersey Forest and Red Rose Forest, have been instrumental in improving the image, environment, economy and social cohesion of the conurbations and also in fulfilling educational and health objectives. Meanwhile, an internationally renowned public arts programme at Grizedale Forest in the Lake District attracts visitors from around the world and encourages an involvement in broader environmental issues. The regeneration potential of increased woodland cover, especially on derelict land, could also be applied to other priority regeneration areas, such as West Cumbria and East Lancashire. More generally, increased woodland cover can help to revitalise rural communities devastated by the outbreak of foot and mouth disease in 2001. A future review of RPG should identify priority types of locality for tree planting and afforestation in addition to the community forests.

Policy ER7 Water Resources

Local authorities will work in partnership with other regional agencies to ensure that strategies and programmes are co-ordinated to:

- manage demand, conserve supplies, reduce wastage and promote local recycling of water;
- reduce over-abstraction of water from watercourses or aquifers;
- ensure patterns of development where water supplies are already available or can be affordably developed without environmental harm; and
- take account of the potential impacts of climate change.

In particular, local authorities should be aware of and play their part in addressing problems associated with:

- water supply problems in North and West Cumbria;
- rising groundwater levels in Merseyside; and
- low river flows in catchments in Bowland.

In order to reinforce the link between water supply and environmental concerns, local authorities should have regard to Policy ER5 (Biodiversity and Nature Conservation).

8.15 Water supply is an important factor in the consideration of new development. This should only take place where adequate water resources exist or could be affordably developed.
without environmental harm, with water-saving measures and water-efficient equipment incorporated wherever possible.

8.16 Further groundwater abstractions in the Wigton area in Cumbria and on the Fylde, Cheshire and Wirral aquifers are likely to cause environmental problems. Over-abstraction of groundwater has also caused salination problems in some parts of Merseyside and the Barrow-in-Furness area, whereas parts of Merseyside where there are fewer abstractions are experiencing rising levels of groundwater. It is anticipated that these issues will be dealt with either as part of the AMP3 investment programme or subsequently as part of the proposed review of abstraction licences by the Environment Agency.

8.17 All plans and programmes from local authorities, Environment Agency and water service providers will be co-ordinated to ensure that new developments have access to an adequate water supply; to assess the impact on the existing water supply infrastructure; to identify necessary improvements and ensure that additional demands do not exacerbate existing problems; and consider climate change impacts, such as the possibility of too much water in the winter and shortages during the summer.

**Policy ER8 Development and Flood Risk**

In preparing development plans and other relevant strategies and considering individual planning proposals, local authorities should apply the precautionary principle. In accordance with this precautionary principle they will make use of Indicative Flood Plain Maps, Shoreline Management Plans, Estuary Management Plans and Local Environment Agency Plans to develop the information necessary to apply the sequential approach to flood risk set out in PPG25. In particular, they should:

- ensure built development is wholly exceptional and limited to essential transport and utilities infrastructure in areas of functional flood plains;

- apply the precautionary principle, using the sequential approach, to developments in areas at risk of flooding. In the North West, areas of greatest risk are:
  - the Solway Coast;
  - the Duddon Estuary and Morecambe Bay;
  - the Lower Lune Valley;
  - the Fylde, the Ribble Estuary and Sefton Coast; and
  - the River Mersey network and the River Dee and its Estuary;

- discourage inappropriate development in areas at risk from flooding;

- avoid development which could lead to flood risk elsewhere either by reducing the ability of flood plains to store floodwaters or by creating unacceptable increases in surface water run-off;

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• promote the use of Sustainable Drainage Systems (SuDS) in all new developments;
• support the protection, management and development of flood defences; and
• take account of the longer-term impacts of climate change.

8.18 Flood risk must be considered at all stages of the planning and development process to avoid potential damage to property and even loss of life. The Environment Agency has provided information on flood risk to all local planning authorities and this is currently being updated to include Section 105 maps. The Environment Agency’s indicative flood plain map for the Region is reproduced in Diagram 7 – Indicative Flood Plains.

8.19 Flood risk is not restricted to flood plains and areas such as the Wyre, Sankey Brook and the River Beal all experience flooding and environmental problems related to surface water disposal. Surface water from impermeable areas is generally conveyed by drains and sewers, either directly or via a sewerage system, to a watercourse but the development of greenfield sites creates less permeable land that can alter the natural water cycle. Development which threatens the stability of fluvial and tidal flood defences can place large areas at risk and the scale at which coastal processes operate must be respected and cross-boundary implications considered. Such arrangements not only reduce the natural recharge of groundwater, so wasting a valuable resource and increasing the risk of pollution, but can also increase flood flows and damage habitats.

8.20 Sustainable Drainage Systems (SuDS) encourage the disposal of surface water as close to the source as possible. Where risks are identified, appropriate flow attenuation facilities or mitigation measures should be a pre-requisite for development. Building design should ideally use softer engineering structures such as swales, detention ponds, infiltration basins and porous surfaces as alternatives to conventional drainage systems to minimise flooding and environmental damage as a result of uncontrolled surface water run-off.

8.21 Development plans have a key role to play in providing a focus and support for a range of plans and strategies, such as Shoreline Management Plans and Local Environment Agency Plans. Using this information in these documents, and applying the sequential approach based on the precautionary principle, development plans can create an integrated approach to development and flood risk in the North West. This will also assist the long-term strategic approach necessary to planning for the impacts of climate change in the Region which predict increased flooding of estuaries and low-lying land. It must be recognised that adopting this approach could potentially preclude some types of development on brownfield sites in the urban flood plain areas. It must also be accepted that the increased storminess and resulting persistent flooding which may arise through climate change could make the cost of flood defence unsustainable in certain areas.43

Policy ER9 Minerals Extraction

Appropriate provision should be made in the North West for the supply of a range of minerals. This will take into account:

43 Climate Change: Assessing the Impacts–Identifying the Responses, UK Climate Impacts Programme, DETR, 2000
• the national significance of the Region's reserves of salt, silica sand, gypsum and peat;

• the need to maintain land banks of permitted reserves of certain minerals including materials for the cement industry;

• the contribution that substitute, secondary or recycled sources, or imports from outside the Region, should make;

• the principles set out in Policy DP2 and other relevant national and regional policies; and

• the provisions made for aggregates in Policies ER10, ER11 and ER12.

Minerals extraction forms an exception to the sequential approach set out in Policy DP1.

Development plans should:

• subject to the necessary information being available, identify and safeguard mineral resources to ensure that appropriate levels of current and future supplies can be maintained and indicate where future land-based extraction would or would not be appropriate;

• include criteria-based policies to indicate the circumstances under which extraction might or might not be permitted;

• identify in broad terms the preferred after-use of extraction sites, and encourage environmentally sensitive restoration and after-care strategies, taking account of local circumstances and strategies;

• identify, safeguard and encourage opportunities for the transportation of minerals by pipeline, rail or water, including the maintenance of existing wharvage and railhead facilities and the provision of new ones and of facilities for on-shore processing and distribution of hydrocarbons; and

• include policies to safeguard mineral resources from other forms of development.

8.22 Government policy promotes the general conservation of minerals while ensuring an adequate supply is available to meet needs. Mineral resources are not distributed evenly across the country and some areas may make provision for larger amounts of certain minerals than its own needs justify. The North West is an important national source of salt, silica sand, gypsum and peat and has significant reserves of building stone, clay, shale and coal, as well as aggregates for which guidance is given below. The Region has important reserves of minerals in offshore, coastal and estuarine locations, particularly hydrocarbons but also marine sand. A small amount of aggregate and silica sand is also extracted from the foreshore at Southport. There is also a cement manufacturing plant at Clitheroe. Policies RU2 and ER12 will be applicable in considering further off-shore, coastal and estuarine minerals extraction.
8.23 MPG1 gives general advice on all of these minerals. Detailed advice on minerals of regional significance is set out in MPG3, MPG13, MPG15 and Circular 2/85, while the planning implications of minerals extraction are covered in relevant PPGs, and a number of policies in this Guidance provide further regional interpretation.

8.24 The ability of mineral planning authorities to ensure that minerals resources are conserved and an appropriate supply maintained will be dependent upon the extent of minerals in the area and the availability of reliable information on the subject. Development plans should encourage the extraction of minerals that might otherwise be sterilised by subsequent surface development as far as this is practical. It is important to ensure that the highest quality minerals are reserved for applications that require such grades, a move which will promote the increased use of secondary and recycled materials, which may be of a lesser quality.

8.25 Extraction is dependent upon the location of workable reserves of minerals and, although a sequential approach is inappropriate, it is important that it be carried out in a sustainable manner with access to sustainable transportation methods as far as is possible. It is also essential to assess the likely generation of traffic and its impact upon the local highway network before drafting plans for mineral extraction. The presence of important archaeological remains may also inhibit mineral extraction.

8.26 Best practice must be applied to the operation and the restoration of the site, with the aim of restoring and, where possible, improving its quality – and its overall utility – in the longer term. After-use should therefore be considered in line with other relevant policy objectives contained in this Guidance, including the protection of the best and most versatile agricultural land, appropriate rural diversification, the creation of regional park resources, increased woodland cover, and the enhancement of biodiversity and habitats.

**Policy ER10 Land-won Aggregates**

Mineral planning authorities should continue to work together to make provision for the agreed regional apportionment of land-won aggregate requirements to 2006 that is set out in Minerals Planning Guidance Note 6 (MPG6), pending its review, and the sub-regional apportionment set out in Table 8.2.

Following publication of the revised MPG6, the NWRA will work with the Regional Aggregates Working Party to identify an appropriate distribution within the North West and to undertake an early review of this Policy and of Policy ER11. The NWRA will then provide guidance to mineral planning authorities in making appropriate provision in their development plans for the extraction of aggregates and the maintenance of landbanks.

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44 MPG1: General Considerations and the Development Plan System, DOE, June 1996
45 MPG3: Coal Mining and Colliery Spoil Disposal, DETR, March 1999
48 Circular 2/85: Planning Controls over Oil and Gas Operations, DOE, 1985
8.27 Aggregates – sand and gravel, crushed rock and a range of secondary materials used for construction purposes – are the most widely-used minerals found within the Region. While an adequate and steady supply is necessary to maintain economic growth and quality of life, this must be carefully balanced against the environmental implications of mining aggregates. Over-provision of aggregates might be a disincentive to industry to use secondary or recycled minerals.

8.28 The North West is a large user of aggregates, but relies heavily on imports of material from other Regions. MPG6 sets out current Government advice on planning for aggregates from 1992 to 2006, based on technical advice from the Regional Aggregates Working Parties and long-term demand studies. It identifies a need for 175 million tonnes of aggregate materials to be provided from primary land sources within the North West (excluding Cumbria), with an additional 265 million tonnes from other sources, including imports from outside the Region, marine-dredged sources, and secondary or recycled materials.

8.29 Since 1994 it has become apparent that the estimates for national demand on which these figures were based were too high. MPG6 is currently being reviewed and will consider whether new targets should be set. The strategy underlying this Guidance is for higher levels of economic growth, and the Regional Aggregates Working Party will need to take this into account in putting forward advice as part of the review of MPG6.

8.30 An early review of this element of this Guidance will be required, based on information provided by the Regional Aggregates Working Party (RAWP), once a revised MPG6 has been published.

**Policy ER11 Secondary and Recycled Aggregates**

The NWRA will work with the Regional Aggregates Working Party, mineral and waste planning authorities, and others to maximise the role played by secondary and recycled sources of aggregates in meeting the Region’s requirements by:

- developing better systems to monitor the use of secondary and recycled aggregates in construction projects;

- working with the construction industry to achieve a target of 20% of construction aggregates to be from secondary or recycled sources by 2010 and 25% by 2021;

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\[\text{Table 8.2 Sub-regional Apportionment of Aggregates in the North West 1992–2006 (million tonnes)}\]

<table>
<thead>
<tr>
<th>Sand and Gravel</th>
<th>Crushed Rock</th>
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<td>Cheshire</td>
<td>37.4</td>
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<td>Cumbria</td>
<td>15.5</td>
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<tr>
<td>Lancashire</td>
<td>11.0</td>
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<tr>
<td>Merseyside/Greater Manchester</td>
<td>6.6</td>
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<tr>
<td>Total</td>
<td>70.5</td>
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MPG6: Guidelines for Aggregates Provision in England, HMSO, 1994. In this MPG note, figures for the North West exclude Cumbria, which was at that time covered by the Northern region.
• encouraging local authorities and developers to incorporate temporary materials-recycling facilities on the sites of major demolition or construction projects; and

• identifying in development plans, sites or criteria for the provision of permanent recycling plants for construction and demolition waste in appropriate locations.

8.31 MPG6 sets challenging targets for reducing the proportion of aggregates from primary land-won sources to 74% by 2001 and to 68% by 2006, which the Government expects to be met largely through increased use of recycled materials and marine-won sand and gravel.\textsuperscript{50}

8.32 In 1989 it was estimated\textsuperscript{51} that around 10% of the national supply came from secondary sources of aggregates. MPG6 assumes that 90 million tonnes – just over 20% – of the 442 million tonnes of aggregates required in the North West between 1992 and 2006 will come from secondary and recycled sources. Improved data will be a necessary aid to strategic monitoring as the figures currently available are believed to underestimate the use of recycled materials, which varies across the Region. This Policy sets an aspirational target for the Region as a whole, which will need to be reviewed in the light of improved information.

**Policy ER12  Marine Dredged Aggregates**

The Regional Aggregates Working Party will take into account the potential supply of marine dredged aggregate in contributing towards overall regional aggregate needs, taking into account the demand for marine dredged aggregate as well as the need to protect the marine environment.

8.33 The North West is a relatively minor producer of marine dredged sand and gravel, though these supplies can be locally important for the construction industry, beach replenishment and flood defence. Dredging is currently licensed on submerged river systems and beach formations in Liverpool Bay and off the Cumbrian Coast. Marine dredged sand and gravel is targeted to reach 1.6% of the Region’s demand for aggregates by 2006, an average of 467,000 tonnes a year, against a national average of 7%. In 1997 only 284,000 tonnes were landed in the Region, against permitted licences for the extraction of 680,000 tonnes. Enough marine-dredging licences should be granted to meet demand. However, it is an over-simplification to consider the extraction of marine aggregates as having less environmental impact than extraction from land sites. If not properly controlled, dredging can potentially affect fisheries and cause coastal erosion. It is therefore important to balance the demand for marine dredged sand and gravel against the principles of sustainable development and ensure that new extraction does not have an unacceptable impact on the marine and coastal environment and other uses of the sea.

**Policy ER13  Renewable Energy and Energy Efficiency**

The NWRA will develop targets for the supply of electricity from grid-connected renewable installations based, inter alia, on the findings of the DTI sponsored regional renewable energy scoping study, ‘From Power to Prosperity’.

\textsuperscript{50} Regional Aggregates Working Party Annual Report, 1998

\textsuperscript{51} MPG6; para. 19
Local authorities should support local initiatives and proposals for renewable energy installations that promote self-sufficiency in energy generation and use.

Development plans should:

- ensure that development minimises energy use through careful and imaginative location, design and construction techniques;
- positively encourage the use of energy-efficient technologies and energy from renewable sources in major new developments; and
- identify areas of search with criteria-based policies for renewable energy development, which should aim to protect the Region's most valuable and sensitive environments, and areas of similar value in adjoining regions, in line with Policies DP2 and ER2, ER3 and ER5.

8.34 As electricity consumption grows, scope for switching to gas-fired generation diminishes and existing nuclear capacity is retired, renewable energy is increasingly important to the future provision of secure, diverse and sustainable energy. The Government has proposed that 5% of UK electricity requirements should be met from renewable sources by the end of 2003, and 10% by 2010, subject to the cost to consumers being acceptable.

8.35 Renewable energy sources, like wind or solar energy, are readily available, and the growing of energy crops is being encouraged. These renewable energy resources produce significantly fewer pollutants than conventional sources and generally emit no greenhouse gases or are carbon neutral. The use of waste that cannot be recycled reduces carbon dioxide and methane emissions, while new energy technologies such as fuel cells offer significantly reduced emissions and open up the longer-term prospect of the hydrogen economy, using hydrogen from renewable energy sources.

8.36 PPG22 sets out the national policy considerations applicable to the treatment of renewable energy in development plans and to planning applications for renewable energy projects. RPG and development plans can play a key role in fostering a more positive and strategic approach to renewable energy provision.

8.37 There are significant opportunities to generate renewable energy in the North West. Studies in Cumbria and Lancashire suggest that wind energy will be a major resource, both on-shore and in coastal and off-shore locations. Limited data is available for the metropolitan areas, but it is likely that in the Region's major towns and cities active solar technology – including the future use of photovoltaics – will be particularly significant. Urban areas may also benefit from energy produced from waste (EfW) and the development of Combined Heat and Power. However, since much of the content of the waste stream feeding EfW is from non-renewable material, it should not be regarded as a renewable energy source. In rural areas, small-scale renewable installations using biomass may provide greater self-sufficiency in electricity, combined heat and power or heat only, in addition to producing electricity for the grid. The Government's initiative for grants for energy crops under the England Rural Development Programme and the market development funding for electricity

generation via CHP and heat in the Bio-energy Capital Grants Scheme have considerable potential, as has the development of biomass crops within Community Forests.

8.38 As renewable energy resources are often located amid sensitive, valued landscapes (along the coast or in and near to areas like the Lake District National Park, AONBs or the South and West Pennines), careful consideration must be given to their development in line with national policy established in PPG22, PPG7\textsuperscript{54} and PPG9\textsuperscript{55}. Often structures erected to capture this energy can be readily removed at the end of their life.

8.39 GONW is updating earlier studies with a comprehensive assessment of the Region’s renewable energy potential. The NWRA will then aim to develop longer-term targets for grid-connected generation and an early review of this part of RPG will provide a strategic framework for policies and proposals on renewable energy and define broad locations for its development.

\textsuperscript{54} PPG7: The Countryside: Environment Quality and Economic and Social Development, DETR, 1997

\textsuperscript{55} PPG9: Nature Conservation, DETR, 1994
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CHAPTER 9
Ensuring High Environmental Quality

Introduction

9.1 This chapter focuses on the environmental concerns associated with derelict and contaminated land; air and water quality; waste management and radioactive waste.

Policy EQ1 Tackling Derelict Land and Contamination Issues

Local authorities should work in partnership with the North West Regional Assembly (NWRA), North West Development Agency (NWDA) and the Environment Agency to identify and prioritise a major programme of schemes for the restoration and remediation of derelict and contaminated sites. Wherever possible, priority should be given to those sites which present the best opportunities to support urban renaissance and reduce sources of pollution and environmental impact in the North West in line with the Core Development Principles and in a manner that will support the Spatial Development Framework.

9.2 The North West’s industrial heritage includes a legacy of derelict, contaminated and degraded land and buildings. This derelict land – one quarter of that found in the country as a whole – detracts from the image of an area, attracts crime and flytipping and discourages investment. Its reclamation and regeneration can provide valuable land for housing, employment, leisure, nature conservation and public open spaces, assist urban renaissance and vastly improve the appearance of an area while easing pressure on greenfield sites and protecting valuable environmental assets. Some areas classified as derelict may serve as important urban green spaces and wildlife havens.

9.3 Part IIA of the Environment Protection Act 1990 provides a framework for local authorities and the Environment Agency to ensure that unacceptable risks from land identified as contaminated land in its current use are removed and to allocate and apportion the liability for the costs of doing so. The NWRA is working with local authorities, industry and other regional partners to encourage a consistent approach to the delivery of the new regime.

9.4 The NWDA’s Regional (Economic) Strategy includes a commitment to a review of land reclamation in the North West. Programmes should be prioritised to return as much of this land as possible to beneficial use. This work will assist future reviews of RPG for the North West.
Policy EQ2  Air Quality

The NWRA and the Environment Agency will take measures to improve air quality in the North West and co-ordinate action to monitor air quality in line with the Regional Sustainable Development Framework. Development and local transport plans should:

- include air quality criteria and proposals to reduce or reverse the growth in road traffic and encourage greater use of public transport, walking and cycling;

- promote more sustainable and healthier patterns of development in line with the Core Development Principles; and

- be linked to any air quality action plans.

Local authorities should:

- work together with their partners to tackle poor air quality and reduce emissions; and

- designate Air Quality Management Areas, where required, as part of the local air quality management process.

9.5 Although air quality in the Region has improved over recent decades, levels of oxides of nitrogen, carbon monoxide and carbon dioxide have increased and efforts to reduce local and global air pollution must clearly be supported. At a local level the most significant pollutants are industrial processes and road traffic, particularly in the more industrialised and densely populated areas, and their effects can be exacerbated by particular climatic conditions. A recent report highlighted the need to collect regional data to assist policy development on climate change and greenhouse gas reduction targets and the NWRA will support such an initiative.

9.6 The Environment Act 1995 introduced new responsibilities for local authorities in relation to local air quality management and the Government’s Air Quality Strategy also sets out air quality standards and objectives. Local authorities must designate Air Quality Management Areas and draw up action plans to work towards achieving the air quality objectives by relevant deadlines. Neighbouring authorities and regions should be encouraged to work together to address problems that cross local and regional boundaries. The Environment Agency has identified a Zone of Industrial Pollution Sources (ZIPS) covering the industrialised area from Ellesmere Port to Manchester and is currently assessing the contribution of Integrated Pollution Control (IPC) processes to air quality in this area.

56 Action for Sustainability, 2000
9.7 Development plans should take into account the location of developments likely to have a detrimental effect on local air quality. The availability of information concerning the impact of land-use planning on air quality and health would aid the encouragement of more sustainable patterns of development in the North West. Traffic pollution should be addressed by efforts to reduce the need to travel, reduce dependency on private cars and encourage the use of public transport. Encouraging the use of cleaner, less polluting vehicles and fuels can also be an important means of reducing pollution from road transport. It should also be recognised that the cumulative effect of particular development patterns within a locality can increase poor air quality.

9.8 Tree and woodland planting, particularly along the Region’s main transport corridors, and the creation of networks of urban greenspace should be encouraged, in the interests of improving air quality, especially in urban areas and those downwind of urban or industrial zones.

**Policy EQ3 Water Quality**

Measures to improve and sustain the quality of the Region's rivers, canals, lakes and sea will be promoted.

Local authorities and other regional agencies should co-ordinate their strategies and programmes to:

- maintain or improve the quality of groundwater, surface or coastal waters;
- avoid development that poses an unacceptable risk to the quality of groundwater, surface or coastal water;
- ensure that adequate foul and surface water provision and infrastructure is available to serve new development and minimise the environmental impact of discharges;
- ensure that adequate pollution control measures to reduce the risks of water pollution are incorporated into new developments;
- discourage the proliferation of private sewage disposal facilities;
- locate development in locations where the necessary sewerage infrastructure will be available or can be provided at an affordable cost and without environmental harm;
- discourage diffuse pollution of water from agriculture and from landfill sites; and
- ensure that the construction of roads and other transport infrastructure does not unnecessarily add to diffuse pollution.

9.9 While some stretches of water in the North West represent notable beauty and conservation spots, other areas, particularly in the southern parts of the Region, have become derelict and polluted by urbanisation and industrialisation and require improvement. The Region historically suffers from some of the poorest surface water quality in England and Wales due to farming practices, industrial discharges and, significantly, sewerage and the sewage treatment infrastructure, some of which dates back to Victorian times. More positively, salmon and sea trout have returned to the River Bollin for the first time in over a century and
the Mersey Basin Campaign continues to deliver water quality improvements and waterside regeneration and has recently been awarded the first international ‘Riverprize’.

9.10 The EU Water Framework Directive sets an objective of achieving good water quality status for water bodies. This includes good chemical and good ecological status. The Directive requires the production of strategic management plans for river basin districts, based on consultation with stakeholders, and for the implementation of programmes of measures aimed at achieving the environmental objectives which have been set for each body of water. The Directive is to be implemented progressively over the period to 2015.

9.11 Some 13% of the Region’s watercourses, mainly in the Mersey Basin, are classified as ‘poor’ or ‘bad’. Its combined sewer overflows are clearly unsatisfactory and many of its major wastewater treatment works do not have ‘river needs’ consents and will add considerably to the pollution. Bathing waters are another cause of concern and several of the Region’s beaches currently fail to meet EU Directive standards.

9.12 The Environment Agency’s Local Environment Action Plans (LEAPs) have identified areas where water quality problems exist and development must not proceed before the sewerage systems undergoing works are able to deal with increased loads. The agreed Asset Management Plan (AMP) 3 targets areas where sewerage improvements will take place up to 2005. Developments should not be allowed to connect to any system that already has potential environmental problems and where no improvements are scheduled unless it can be demonstrated that no increase in discharge volumes will result.

9.13 Diffuse pollution, especially from agriculture, is a major challenge to water quality. This can affect both the chemical and ecological quality of water, including bathing water. This is becoming a proportionately more important consideration as pollution from point sources is improved and in order to meet the objectives of the Water Framework Directive. In addition to agriculture, diffuse pollution can arise from other sources, including roads.

9.14 Emphasis should be placed on protecting the quality of groundwater resources as, once contaminated, they can be difficult or even impossible to remediate. Water pollution can result from failure to install adequate measures such as oil interceptor facilities or trapped gullies to surface water systems that serve industrial, highway, residential or commercial schemes. Sustainable Drainage Systems (SuDS) can help to reduce the problem. If private sewage treatment facilities are not properly maintained, pollution can result and the proliferation of small package treatment plants and septic tanks should be discouraged in favour of first time rural sewerage.

**Policy EQ4 Principles Governing a Regional Approach to Sustainable Waste Management**

Because of the rapidly diminishing landfill capacity in the Region, waste planning, collection and disposal authorities should, as a matter of priority, work with all stakeholders, including the waste industry, to significantly reduce the volume of biodegradable waste sent to landfill, in accordance with the national waste strategy and the requirements of the EU Landfill Directive. All key agencies should review their waste minimisation policies as a matter of priority with a view to adopting best practice, and co-operate in the promotion of waste minimisation practices throughout the Region.
Waste management options should be determined through the application of the following principles:

- The waste hierarchy which advocates waste minimisation, then re-use, then recycling, composting and energy recovery, where recycling and composting options are not appropriate. Disposal should only be considered if none of the former options is viable. Disposal through ‘landraising’ should be discouraged and regarded as a very last resort.

- The Best Practicable Environmental Option (BPEO) for each waste stream. Consideration of what constitutes BPEO in each case should be guided by the priorities of the waste hierarchy.

- Regional Self Sufficiency – most waste should be treated or disposed of within the region in which it is produced.

- ‘The proximity principle’ – waste should generally be managed as near as possible to its place of production, to minimise the environmental impact of transporting waste.

9.15 An estimated 19 million tonnes of solid household, commercial and industrial waste is produced each year in the North West. All forms of waste management and disposal impact upon the environment and natural resources and the management of this waste raises issues of health and safety; the depletion of non-renewable resources; and the pollution of air, water and land.

9.16 In its National Waste Strategy the Government has made it clear that waste management decisions should be based on the objective of ‘best practicable environmental option’ (BPEO), taking into account the principles of waste hierarchy, proximity and self-sufficiency.

9.17 The BPEO for a particular waste stream may be towards the lower end of the hierarchy because the environmental impact or the cost of transport outweighs the benefit of recovering the waste.

9.18 The Government is also committed to the diversion of waste from landfill by such measures as the landfill tax introduced by the Government and the EC’s Landfill Directive, which will impose challenging mandatory reductions on the landfilling of biodegradable municipal waste. It will also require the pre-treatment of waste and prohibit the landfill disposal of certain hazardous waste, liquid wastes and tyres, and co-disposal practices.

**Policy EQ5 A Regional Approach to Waste Management**

Waste management options should be determined through the application of the principles listed in Policy EQ4 and comprise an appropriate mix of:

- increased re-use and recycling of household, commercial and industrial waste, including the development of centralised materials recycling facilities;

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• bio-treatment through composting and anaerobic digestion; and, only if these options are not feasible,

• energy recovery from waste facilities, using the most environmentally-friendly technologies possible.

Waste planning and disposal authorities should establish clear frameworks for the provision of appropriate waste management in their areas. These will be informed by the Regional Waste Strategy, which the NWRA is drawing up with advice from the Regional Technical Advisory Body (RTAB) on the likely levels of waste to be managed within the Region and the likely requirements for management and disposal facilities. The Regional Waste Strategy should be incorporated in the next RPG review.

Additional landfill capacity should only be required where the preferred alternatives do not meet the overall capacity requirement. New landfill sites should be primarily located to meet the needs of those parts of the Region where alternatives are not viable.

9.19 The Region currently relies too heavily on final disposal waste management practices with significant amounts of waste moved from urban areas to landfill sites in more rural areas. Recycling levels for household waste are around 6% for the Region as a whole, well below Government targets, and the amount generated is predicted to increase. Provisional figures for the recycling of commercial and industrial waste are around 35%. Clearly change is required.

9.20 The NWRA’s predecessor (the former North West Regional Association) commissioned Coopers and Lybrand to consider waste management options for waste arisings in the Mersey Belt. The findings were published in 1997. This study has been extended and developed by the RTAB for the whole Region. The following waste management options have been assessed in line with their potential to achieve Landfill Directive targets for municipal waste diversion, and the number of waste management facilities needed:

• increased recycling alone;

• bio-treatment of green waste by composting, using Civic Amenity sites (CAs) or home composting, coupled with increased recycling;

• centralised bio-treatment via a materials-recycling facility (MRF) coupled with increased recycling;

• energy from waste (EfW) introduced Region-wide, coupled with increased recycling;

• EfW introduced in the main urban areas, coupled with increased recycling throughout the Region;

• intensive recycling with bio-treatment in urban areas and composting/anaerobic digestion in rural areas;

• EfW in the Mersey Belt and centralised bio-treatment in remaining sub-regional areas, coupled with increased recycling; and
• minimal EfW in main urban areas, centralised bio-treatment and increased recycling.

9.21 The Regional Technical Advisory Body has reached some interim conclusions with respect to the management of municipal waste and achievement of the Landfill Directive diversion targets, although work is still underway on commercial and industrial wastes. In summary: the preferred options of increased waste minimisation, and increased recycling either alone or coupled with composting at civic amenity sites are unlikely to provide sufficient capacity to meet the diversion targets. The development of centralised bio-treatment and materials-recycling facilities would only allow targets to be met if participation rates were high and, in all cases, new and stable markets for the products of recycling or composting would be required. The use of energy from waste facilities (EfWs) alone or in association with other waste management options would guarantee the achievement of the targets. Regional diversion targets would be achieved by a strategy in the Mersey Belt, which incorporated EfW together with centralised composting in other parts of the Region where outlets for products are found in close proximity. The use of EfW in the main urban areas across the Region with increased recycling and composting would also meet the diversion targets and reduce the number of EfW facilities required. However, it is Government policy that EfW should only be considered when options higher in the waste hierarchy cannot be pursued, taking account of the shift in modes of waste disposal during the expected life of the plant.

9.22 As existing contracts with waste disposal and collection authorities are renewed at different times across the Region it will be important for authorities to work individually and collectively towards the realisation of a regional integrated approach to the management of municipal waste.

9.23 The implications of the Landfill Directive in relation to commercial and industrial waste are less clear due to the current availability of data, but additional specialised recycling and treatment facilities for both hazardous and non-hazardous waste are likely to be required.

9.24 An urgent review of waste matters in RPG will take place on publication of the Regional Waste Strategy.

Policy EQ6 Waste Management Facilities

New major waste management proposals, with the exception of those for new final disposal in or on land facilities, will be required to adopt the sequential approach outlined in the Core Development Principles and the Spatial Development Framework. Wherever possible they should be accessible by rail or by water, with existing wharves and railheads protected.

9.25 The development of any new waste management facilities can have an effect of one kind or another on the local environment. Waste combustion makes the least impact in terms of global warming and acidification, the use of fossil fuels, and groundwater pollution, but would increase local air pollution. Waste management facilities have the potential to generate odour, noise and dust as well as, more critically, groundwater pollution and global warming. All are likely to meet strong local opposition and planning permissions for new facilities will take time to achieve. With this in mind, it is unreasonable to expect final disposal facilities to adopt a sequential approach that prioritises urban brownfield sites. However, such locations will be preferable and in some cases urban locations will be appropriate or desirable for all other waste management facilities.
9.26 The traffic generated by waste management facilities can have a significant effect upon the highway network in the vicinity of the site and for some distance away and it will be important to include an assessment of this likely impact when considering new facilities.

**Policy EQ7 Radioactive Waste**

The North West is a centre of national and international expertise in the fields of nuclear fuel fabrication, reprocessing, radioactive waste management and decommissioning. National and regional partners will work together to promote an agreed solution to the safe long-term management of radioactive waste, based on consultation with all relevant interests. This will incorporate a long-term commitment to the reduction of radioactive discharges and to radioactive waste minimisation, management and safe storage techniques.

9.27 British Nuclear Fuels plc (BNFL) has bases in Cheshire, Lancashire and Cumbria and also operates the Calder Hall Magnox Nuclear Power Station. British Energy plc has two Advanced Gas Cooled Reactor (AGR) power stations in Lancashire. In addition to the Low Level (LLW) and Intermediate Level (ILW) waste generated in the Region by the nuclear energy industry, small amounts of radioactive waste are also produced by local industry, universities and hospitals.

9.28 The majority of the solid LLW produced in the UK is transferred to the Drigg shallow surface disposal site in Copeland. Most of the UK's ILW is conditioned and transferred into passive safe surface stores at Sellafield, pending national agreement on a long-term waste management strategy. Liquid High Level Waste, a by-product of reprocessing, is stored to cool in surface tanks at Sellafield for a period of years and then subject to a process of 'vitrification' pending policy clarification.

9.29 The question of the long-term management and disposal of radioactive wastes is a national issue. Proposals to further investigate a site for the final disposal of ILW near Sellafield were rejected by the Secretary of State after a long deliberation. The Government published a consultation paper on the long-term management of radioactive wastes in 2002, as the basis for considering options for a national policy on radioactive waste management.

9.30 Proposals for the final disposal of radioactive waste will continue to be considered during the RPG period. However, national investigations into securing its long-term safe management, whether at the surface or in some form of managed underground facility, will continue. The national strategy for the next 25 to 50 years will probably be to retain ILW and HLW in passive safe surface storage, principally at Sellafield, while LLW will continue to be stored at Drigg until around 2050.

9.31 Day to day operation of the Region's nuclear facilities is subject to separate regulatory control by the Health and Safety Executive, while the Environment Agency keeps up its pressure to reduce environmental discharges. The Oslo Paris convention strategy for radioactive substances states: 'By the year 2020, the Commission will ensure that discharges... are reduced to levels where the additional concentrations in the marine environment above historic levels, resulting from such discharges... are close to zero.'
Policy Linkages with An Accessible Region with an Integrated Transport System

Chapter 2 Core Development Principles

DP1 Economy in the Use of Land and Buildings
DP2 Enhancing the Quality of Life
DP3 Quality in New Development
DP4 Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion

Chapter 3 The Spatial Development Framework

SD1 The North West Metropolitan Area
Regional Poles and Surrounding Areas
SD2 Other Settlements within the North West Metropolitan Area
SD3 Key Towns and Cities Outside the North West Metropolitan Area
SD4 Maintaining Urban Form and Setting, and the Treatment of North Cheshire
SD5 The Green Belts
SD6 Settlement Boundaries in areas not covered by Green Belt
SD7 The North West’s Coast
SD8 Development in the Wider Countryside
SD9 The Regional Transport Strategy

Chapter 4 Economic Growth and Competitiveness with Social Progress

EC1 Strengthening the Regional Economy
EC2 Manufacturing Industry
EC3 Knowledge-Based Industries
EC4 Business Clusters
EC5 Regional Investment Sites
EC6 The Regeneration Challenge: Bringing the Benefits of Economic Growth to Areas of Acute Need
EC7 Warehousing and Distribution
EC8 Town Centres – Retail, Leisure and Office Development
EC9 Tourism and Recreation
EC10 Sport

Chapter 5 Delivering an Urban Renaissance

UR1 Urban Renaissance
UR2 An Inclusive Social Infrastructure
UR3 Promoting Social Inclusion through Urban Accessibility and Mobility
UR4 Setting Targets for the Recycling of Land and Buildings
UR5 Existing Commitments in Development Plans
UR6 Existing Housing Stock and Housing Renewal
UR7 Regional Housing Provision
UR8 A Phasing Mechanism for Release of Housing Land
UR9 Affordable Housing
UR10 Greenery, Urban Greenspace and the Public Realm
UR11 Urban Fringe
UR12 Regional Park Resources

Chapter 6 Enhancing the Coastal Zone

CZ1 Defining the Coastal Zone
CZ2A Coastal Development
CZ2B Coastal Defence
CZ3 Coastal Communities and Economic Development

Chapter 7 Enhancing the Rural Areas

RU1 Sustainable Agriculture
RU2 Diversification of the Rural Economy
RU3 Housing Needs in Rural Areas
RU4 Local Services in Rural Areas
RU5 Rural Transport and Accessibility

Chapter 8 Active Management of Environmental Resources

ER1 Management of the North West’s Natural, Built and Historic Environment
ER2 Landscape Character
ER3 Built Heritage
ER4 Contribution of Built Heritage to Regeneration
ER5 Biodiversity and Nature Conservation
ER6 Woodlands
ER7 Water Resources
ER8 Development and Flood Risk
ER9 Minerals Extraction
ER10 Land-won Aggregates
ER11 Secondary and Recycled Aggregates
ER12 Marine Dredged Aggregates
ER13 Renewable Energy and Energy Efficiency

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EQ2 Air Quality
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Chapter 10 An Accessible Region with an Integrated Transport System

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CHAPTER 10
An Accessible Region with an Integrated Transport System

Introduction

10.1 A high-quality transport system is essential to support the competitiveness of the North West’s industry and commerce, and to facilitate the Region's social and recreational needs. It is also important for attracting new investment, particularly in areas where declining traditional industries need replacing by new development. The North West's major trading links into Europe are through the Channel Tunnel and the Dover/Haven ports, and also through the Humber ports, creating two principal transport corridors of strategic importance, from north to south and from east to west. This chapter concentrates on the various mechanisms for making the best use of the Region's key inter-regional and intra-regional rail and road links and gateways. Local transport issues are covered in Chapters 5 and 7. Diagram 6 shows the extent of the Region's communications network.

Policy T1 Integrating Transport Networks in the North West

It is critical to the economic competitiveness of the Region that transport systems should be modern, efficient and very well integrated.

Transport issues in the Region should be examined on a multi-modal basis to develop, where appropriate, sustainable and integrated solutions for all users, in accordance with the priorities of the Spatial Development Framework.

The management of all routes within the Regional Highway Network should be closely co-ordinated with parallel rail routes to ensure that each is planned in an integrated context.

Transport network and service providers should seek to make the best use of existing networks and utilise developments in intelligent transport systems and information technology. The promotion of quality public transport partnerships and initiatives such as through ticketing should be fully examined.

10.2 A sustainable approach to integrated transport requires each mode to contribute to future travel needs in an efficient and complementary way. Future studies of regional significance should, therefore, consider the potential for all modes to contribute to the solution of land-use and transport issues.

10.3 It is now widely accepted that constructing new roads to accommodate future traffic growth is neither environmentally nor economically sustainable. The emphasis should therefore be
on increasing the role of public transport, cycling and walking, together with making the best use of existing highway infrastructure through a strategy of network and demand management, including the exploitation of new technology to provide better information to drivers and to co-ordinate traffic flows. New technology can also improve the operation and reliability of public transport. Furthermore, the development of ‘soft’ measures such as through-ticketing can facilitate seamless journeys which, when combined with improvements in vehicle and infrastructure quality, can help to make public transport more attractive. The North West Regional Assembly (NWRA) will need to develop a close working relationship on cross-border transport issues with the Scottish Executive, the National Assembly for Wales and adjacent English regions. It will also be necessary to take account of the Trans-Pennine Strategic Environmental Assessment Study, the South Pennines Integrated Transport Strategy and pertinent multi-modal studies.

Policy T2 The Regional Rail Network

Organisations which play an active role in rail service and infrastructure provision should work towards the delivery of the following regional visions and be in accordance with the priorities of the Spatial Development Framework:

- A Region of First-Class Links;
- Towards a Citizen’s Network;
- A Regional Express Network;
- A Local Trains Initiative; and
- A Regional Freight Strategy.

Local authorities should protect disused railway lines from development where there is the potential for their future re-use as transport routes. Authorities should consult with the Strategic Rail Authority on all proposals that would affect the re-use of disused lines.

10.4 A Region of First-Class Links – The West Coast Main Line and Trans-Pennine routes, together with the North Wales Coast Main Line, form the main links between the North West and the rest of the UK and Europe, and play an essential role in supporting the Region’s economy. The West Coast Main Line should be developed so as to make certain that the proposed improvements for long-distance passenger movements are realised whilst ensuring that sufficient capacity remains to meet the future aspirations for regional and local passenger services and the movement of freight. The proposed Trans-Pennine improvements for passengers and freight should be pursued as they offer the prospect of improved access to Europe via the East Coast and help to ease pressure on congested Trans-Pennine road links. A network of regionally significant passenger interchanges, easily accessible to pedestrians and cyclists, should also be developed to facilitate transfer between the different types of rail service and different modes of transport. These should be strategically located, safe, well-lit and signed, with disabled access and pleasant waiting areas. Furthermore, a high-speed passenger service between the North West and mainland Europe via the Channel Tunnel would improve integration with the European rail network.
10.5 Towards a Citizen’s Network – To achieve an increase in rail travel it will be necessary to improve integration with other forms of transport, especially bus services. This will require the development of local interchanges, through-ticketing and feeder bus services to stations. Other measures include the removal of capacity constraints, improvements to train services and passenger facilities at stations and improved access to support regeneration areas. The development of the rail network as part of a comprehensive integrated public transport system is particularly important in Greater Manchester and Merseyside, where there is the greatest potential to achieve modal shift.

10.6 A Regional Express Network – The vision is for the introduction of limited stop express services on specific routes, with common standards and high-quality interchanges to provide an attractive alternative to car journeys between major centres. A number of issues will need to be addressed, including the identification of suitable routes, the provision of junction and line improvements in key areas and access improvements to city centres, in particular, increased capacity through Manchester city centre. Improved services between Manchester and Blackpool, new links with increased capacity to Manchester Airport and issues of contractual access to the network also need to be addressed.

10.7 A Local Trains Initiative – Local services are also important to the Region, improving accessibility, supporting regeneration initiatives and providing a more environmentally-sustainable alternative for commuting trips. Greater use of the rail network could be encouraged by the removal of capacity constraints, the development of rural and underused sections, improved integration with other public transport systems and other modes of transport, the introduction of standardised stopping patterns, the provision of even headways and other general service level improvements. Strategic Rail Authority (SRA) investigation of strategic issues in the Greater Manchester area has addressed the quality, frequency and accessibility of local train services. The tram-train concept, which involves track-share between heavy and light rail services, may be a possible option – among others – for some corridors in Greater Manchester, but this needs further investigation. The SRA believes further studies of interchanges would be appropriate (e.g. at Manchester Airport, Stockport, Guide Bridge or Ashton-under-Lyne, Rochdale, Salford Crescent, Bolton and Wigan). Further studies will also be required to assess the need for a link between Chat Moss and Cheshire Lines Committee routes from Manchester to Liverpool, and the feasibility of the proposed Manchester Airport Western Rail Link.

10.8 A Regional Rail Freight Strategy – see Policy T7 on Freight Transport.

Policy T3 The Regional Highway Network

The Highways Agency and local authorities should give a high priority to investment in the maintenance, management and selective improvement of regionally significant routes and be in accordance with the priorities of the Spatial Development Framework. Route Management Strategies should be developed for all routes within the Regional Highway Network, with a high priority given to safety-related improvements. Best use should be made of existing infrastructure, with new road construction only being considered once a thorough examination of all possible solutions to a particular problem has taken place.

Any infrastructure improvements necessary for the safe, efficient and effective operation of the Network should be carefully co-ordinated so that they are completed and operational commensurate with planned development.
Local authorities should ensure that their development and transport plans support integrated transport objectives and the safe, efficient and effective operation to the North West’s Network of Long Distance Strategic Routes. The Highways Agency should manage these routes in accordance with their identified function, and ensure that they are not adversely affected through inappropriate use by local traffic.

10.9 The Regional Transport Network is listed in Appendix 3. The network has been defined and categorised by function in terms of route status and the type of traffic carried, rather than the volume. The aim is to guide the determination of policy in respect of highway management and improvement, and to assist in the identification of appropriate locations for new development. This does not, however, mean that a route needs to be improved to a particular standard. The hierarchy consists of:

- Long Distance Strategic Routes, which are of the highest strategic importance and include those routes classified as part of the Trans-European Networks (TENs). Their principal function is to connect the Region with national and international traffic movements, in particular access to the ports and airports served by the TENs routes.

- Strategic Access Routes, which link the North West’s main population and activity centres to the Network of Long Distance Strategic Routes, and as such, serve traffic movements of regional rather than national significance.

- Other Routes of Regional Significance, which provide access to gateways and serve important traffic movements between the North West and adjoining regions.

10.10 Substantial investment in highway construction during the last 30 years has created a high-standard strategic network of links both within the North West and with other regions. This network is now suffering from significant congestion, with a number of sections operating at or above their design capacity; the motorway network in particular experiences regular congestion during peak periods which are extending in duration. The M62 and M6 in the south of the Region are considered to be under the greatest stress, and this is of particular concern, given the need to maintain their strategic function in the face of continued traffic growth. The main issues on other routes relate to road safety, the environmental consequences of through traffic in towns and villages, and journey time reliability. A number of studies arose from the 1998 Trunk Road Review, and these are listed in Appendix 3.

10.11 Further investment is still required on some sections of the highway network to bring it up to a safe and modern standard, and to provide relief for those communities badly affected by heavy flows of through traffic. In some locations in particular, the provision of a suitable bypass may be the only way to resolve traffic-related problems. However, the emphasis will still remain on making the best use of existing infrastructure. The Highways Agency is proposing to have Route Management Strategies (RMS) in place for the entire core trunk road network in the near future. Each RMS will be reviewed regularly to ensure that it remains consistent with wider regional planning aims, regional transport strategies and the outcomes of multi-modal studies. Local authorities should extend the RMS methodology to cover those non-core trunk roads and other routes designated as being of regional significance, and include reference to these strategies in their local transport plans.
Policy T4  Road Safety

Highway authorities in the North West should seek to achieve a minimum target of a 40% reduction in the number of people killed or seriously injured in road accidents by 2010, compared to the average for 1994 to 1998. In addition, highway authorities should seek to achieve an absolute minimum target of a 50% reduction in the number of children killed or seriously injured. The national target of a 10% reduction in the slight casualty rate should also be bettered.

The Highways Agency and local authorities will be expected to develop and implement consistent speed management strategies. The harmonisation of speed limits across highway authority boundaries should be actively considered to encourage consistency on routes of similar standard. Local authorities should include in their local transport plans proposals for action to improve and change driver behaviour through publicity, education and enforcement.

10.12 The North West continues to have a disproportionately high road casualty rate, hence one of the principal aims of the Regional Transport Strategy is to reduce the number and severity of road traffic accident casualties. Apart from needless loss of life and injury, road traffic accidents result in a waste of resources in terms of hospital treatment costs and the demand for beds. Area Health Authorities will therefore join the police as key partners in addressing casualty reduction.

10.13 Engineering measures alone are not sufficient to reduce road traffic accidents, and attention will need to be focused on a long-term strategy to change the behaviour and attitude of road users, particularly drivers, in a number of key areas such as drink driving, bad driving and speed limit observance. Reductions in inappropriate speed and bad driving will be of benefit to all road users, including the more sustainable forms of transport such as walking and cycling. Road safety schemes and education, training and publicity initiatives should be integrated with the objectives of local transport plans. Safety schemes should be designed in the context of an integrated approach to transport and careful consideration should be given to their effect on other activities.

Policy T5  The Region’s Airports

The role of Manchester Airport as the north of England’s key international air gateway and its potential to become an important multi-modal transport interchange are recognised and supported. The role of the other airports in the North West as air gateways, which provide complementary services to those at Manchester, is also recognised and supported.

Improvements to the strategic and local transport networks, particularly public transport, will be needed to accommodate the anticipated growth in air traffic at Manchester and Liverpool airports. Development plans, local transport plans and the airports’ surface transport forums should develop strategies and set challenging targets to encourage a greater percentage of trips to be made, by both passengers and staff, to the airports by more sustainable modes.

Development plans should make provision for capitalising on the economic activity generated and sustained by the Region’s airports in accordance with the sustainable
development principles set out in the Core Development Principles and the Spatial Development Framework and the economic Policies EC1–10. Development plans should protect the existing use of Carlisle Airport and safeguard it for possible future increased use.

Development plans should take account of the following when considering the need to allocate land for physical expansion of airports beyond their existing boundaries:

- the scope for intensification and rationalisation of facilities within existing boundaries;
- the scope to utilise off-site facilities that conform with sustainable surface transport access strategies; and

10.14 In order to achieve economic competitiveness, growth and social progress, it is important to exploit the potential of major economic generators. Manchester Airport is the North of England's largest airport and the third largest in the UK. It has a wide range of scheduled and chartered services and is developing an important role as an international hub capable of serving the north of the country and reducing reliance on London's major airports. Development plans and local transport plans should seek to capitalise on the economic activity the airport generates to assist urban regeneration, particularly in deprived areas, though future growth will need to strike an appropriate balance between economic, environmental and social impacts. Making better use of existing facilities and exploring the potential for off-site facilities will be important considerations given the location of the airport within the Green Belt. Further investment and improvement in surface access infrastructure, especially public transport, will be required to provide opportunities for a greater modal shift for both passengers and the workforce. Development of the airport as a multi-modal interchange and as a key node in the Region's transport network should be encouraged through further investment in heavy rail, light rail, bus, coach, walking and cycling.

10.15 Liverpool Airport has the potential to sustain further growth and become an important gateway for Merseyside and the second airport for the North West. This can be achieved by specialising in complementary roles to Manchester, for example, niche markets – charter, freight and low-cost services, and scheduled services for local business and leisure travellers on core routes. The opportunity also exists to develop its mail facility into a freight centre. Public transport links are currently poor, with access mainly by car. Further investment and improvement in public transport infrastructure will be required to provide opportunities for a greater modal shift for both passengers and the workforce.

10.16 Blackpool Airport operates on a much smaller scale than Liverpool. The scale of future growth is uncertain although opportunities may exist to serve niche markets such as general aviation, off-shore facilities and some popular charter destinations. Improved public transport access would be desirable though this is constrained by the limited throughput of the airport. Travel plans should be developed together with targets for reducing the number of staff travelling to work by car. In the long-term, targets for greater modal shift of passengers should be developed in stages as airport-related traffic increases.
10.17 Carlisle Airport currently has no scheduled or charter air services. However, the area is one of the least well served by air services in the UK, suggesting that there may be future potential for the airport to develop services. The airport’s key market is likely to concentrate on a small number of core domestic/European short-haul services if these prove viable. Future opportunities could include development as a tourist gateway; supporting BNFL operations; developing freight facilities and capitalising on its location and unconstrained airspace to create a major flight and air-service training centre. Development plans should protect the existing use to allow for possible future growth in air traffic. In the long-term, strategies and targets for greater modal shift of passengers and staff should be developed in stages commensurate with increases in airport-related traffic.

10.18 When the Regional Transport Strategy is reviewed it should have regard to the findings of the Regional Air Services Co-ordination Study and the policies that will emerge from the Air Transport Services White Paper.

**Policy T6 The Region's Ports and Strategic Inland Waterways**

The role of the Port of Liverpool as the North West’s key international seaport is recognised and supported. Environmental and capacity improvements to the strategic and local freight transport networks will, however, be needed in order to secure the economic and regeneration benefits of the anticipated growth at the Port. The function of the Region's other ports in providing useful sub-regional facilities is also recognised. The Manchester Ship Canal is identified as having significant potential for an increase in freight traffic.

Development plans should make provision for capitalising on the economic activity generated and sustained by the Region's ports in accordance with the sustainable development principles set out in the Core Development Principles, the Spatial Development Framework and the economic Policies EC1–10. Any future development of the Region's ports should take full account of environmental issues and other planning constraints, and development plans should take account of the scope for intensification and rationalisation of on-site facilities when considering the need to allocate land for physical expansion of ports beyond their existing boundaries. Furthermore, land allocation should only be considered where proposals have a reasonable degree of certainty of proceeding within the plan period.

Where growth in port-related road traffic is likely to compromise the Region's strategic and local highway networks, there should be a presumption in favour of making the best use of existing infrastructure where possible, and all available options to secure modal transfer should be explored.

10.19 The North West currently has nine active ports, of which the Port of Liverpool is by far the most dominant. It operates the UK's largest Freeport zone with extensive facilities on both sides of the River Mersey, and acts as a hub, connecting worldwide deep-sea services with a dense network of Continental and Irish Sea short-sea services. Passenger ferry services also operate to both Ireland and the Isle of Man. Further port facilities on the Mersey are located at Garston, and in Wirral at Birkenhead and Eastham. There is great scope for an increase in traffic along the length of the Manchester Ship Canal to Salford.

10.20 In Lancashire, there are three ports of which Heysham is the largest. Heysham is particularly important for the movement of freight between the UK mainland and Ireland and the Isle of
Man. Conversely, traffic through the Port of Fleetwood has declined in recent years; however, there are indications of an up-turn in traffic. The third port, at Glasson Dock near Lancaster, offers a useful service which is not available at the larger ports, these handling mainly Roll on-Roll off or containerised units.

10.21 There are three small active ports in Cumbria, at Barrow-in-Furness, Workington and Silloth, together with two that are currently non-operational, at Maryport and Whitehaven. The active ports handle a combined total of around 1 million tonnes a year, over half of which is shipped through Workington.

10.22 Port-related road traffic, particularly bulk and unitised freight, can have a significant impact on congestion and environmental quality on approach routes to ports. Demand is growing for warehousing, light industrial and storage/transit facilities at the ports themselves, and for quicker, more reliable transit times for port-bound traffic. Rail and road links to most of the Region's ports are poor and this, when combined with competition from ports in neighbouring regions, is likely to restrain future growth. Improved access is essential to ensure continued economic competitiveness, with measures contributing to the transfer of port traffic from road to rail an integral part of the solution, together with consideration of a potentially more sustainable shift from land to short-sea routes.

10.23 Small amounts of freight are carried by inland waterways such as the Weaver Navigation, but there is considered to be little scope for inland waterways and navigable rivers to play a strategic role in the internal transportation of goods in the North West.

**Policy T7  Freight Transport**

Local authorities in the North West should develop freight strategies through the local transport plan process. These should consider the establishment of Quality Freight Partnerships, including partnership schemes between companies and supply chains to maximise the opportunities for efficiency savings. A Regional Freight Strategy will be developed and included in a future revision of Regional Planning Guidance.

The Strategic Rail Authority and freight transport companies should assist the transfer of freight from road to rail through the provision of new, strategically located, intermodal interchanges to serve the North West. Local authorities should satisfy themselves that the prime purpose of any proposed site is to facilitate rail freight when allocating land in development plans.

The Strategic Rail Authority should enhance loading gauges on key freight routes, where viable, to ensure that sufficient capacity is available to meet anticipated future demand.

The Highways Agency and local authorities should protect road access to existing rail freight terminals through network management measures on the highway network. Road access to new rail terminals will need to take account of the traffic and environmental impact.

10.24 Road haulage accounts for around 96% of all goods moved in the North West, but is becoming increasingly affected by congestion on the Region's highway network. Opportunities will therefore need to be explored to develop freight strategies through the local transport plan process to establish best practice for more efficient and sustainable
distribution. Whilst modal shift will be an important component of such strategies, the essential role of the highway network in supporting the Region’s economy must not be overlooked.

10.25 The rail network has the potential to move a greater volume of freight, particularly in the international and inter-modal markets; however, the potential for growth is governed by network capacity and financial constraints. Capacity is a particular problem on the approaches to Manchester and on the North Trans-Pennine route through Diggle.

10.26 Loading gauge enhancements, when combined with the latest development in wagon technology, offer significant potential for the development of the inter-modal freight business. The development of key links in the network for ‘Piggyback’ trailer operation would offer increased attractiveness for modal shift; however, such an upgrade would require considerable expenditure on infrastructure which the private sector is unlikely to fund. Hence public sector investment reflecting the benefits to society may be necessary to secure delivery of such enhancements. In the short term, priority should be focused on upgrading key routes to meet the requirements of the market and to cater for anticipated growth. In the longer term, higher gauges should be introduced where they can be justified. There is a proposal from Central Railway to establish an independent railway to a large structure gauge connecting the Region to points south and to Lille, using the Channel Tunnel. The proposal is potentially of major importance for freight transport in the Region and should be taken into account in developing a regional freight strategy and the Regional Transport Strategy.

10.27 The Strategic Rail Authority’s national strategy to increase the volume of freight moved by rail is constrained by a lack of freight terminals and, in particular, the lack of major inter-modal facilities with access to the motorway network. Guidance on criteria for the location and other criteria for freight terminals will be brought forward when the Regional Freight Strategy is completed and will be included in the next review of RPG.

Policy T8 The National Cycle Network

Development of the National Cycle Network within the North West should be supported by local authorities where appropriate, and should also be facilitated by the developers and other agencies in the Region when an increase in local cycling can be achieved.

Local authorities should work with interested partners to extend, improve and coordinate their cycle networks and to provide a regional network of routes that will integrate local networks with the National Cycle Network.

10.28 A National Cycle Network has been proposed by SUSTRANS. Over 600 kilometres of continuous routes will connect many of the regional towns and cities and significant areas will be entirely traffic-free, including: Workington to Whitehaven; Morecambe to Lancaster; connecting Liverpool to the Sefton Coast and part of the South Manchester route. The network will also increase accessibility into adjoining regions, providing strategic recreational routes connecting: Whitehaven to Tynemouth; the Trans-Pennine Trail; from Chester into North Wales; and, connecting Carlisle to the Scottish Cycle Route. Local authorities throughout the Region are also in the process of developing local networks of continuously-signed cycle routes both within and between urban areas.
**Policy T9 Demand Management**

The NWRA will develop guidance for the introduction of demand management measures in the North West which will ensure that no part of the Region is prejudiced. This guidance will be included in a future revision of Regional Planning Guidance. Criteria for guiding the location of regionally or sub-regionally significant levels or types of development will also be developed, reflecting the differing level of public transport provision across the North West, including the development of a consistent approach to defining accessibility.

Local authorities should develop a co-ordinated approach to the use of parking charges, enforcement and provision as a demand management tool in support of wider planning and transport objectives.

Park and Ride schemes, in appropriate circumstances, can help to promote more sustainable travel patterns and improve the accessibility and attractiveness of town centres. Well-designed and well-conceived schemes that are in accordance with national and regional guidance should be included in local transport plans and should be given favourable treatment through the planning system.

Local authorities should develop maximum parking standards in accordance with the regional ceilings set out in Table 1 of Appendix 4. Standards should generally be more restrictive in urban areas to reflect local characteristics, such as higher levels of public transport accessibility and higher development density. Areas where more restrictive standards are to be applied should be defined in development plans and referenced in local transport plans. There should be consistency and co-ordination in the definition of these areas and of parking standards across neighbouring authorities.

The introduction of demand management measures such as charging for travel on congested roads or for workplace parking will be an important factor in influencing the number of people prepared to switch from private cars to public transport. Charging schemes will need to be considered within a multi-modal environment, and take account of the potential effects on neighbouring areas, for example, the possible diversion of traffic away from city and town centres to out-of-town developments. It will also be necessary to ensure that the introduction of demand management measures takes account of the social, political and environmental acceptability of the proposals.

Parking provision, charges and enforcement are all key elements of demand management. The provision and promotion of secure car parks can encourage the use of Park and Ride facilities and public transport. Local highway authorities should also make use of on-street parking controls as a way of encouraging greater use of alternative modes. Park and Ride schemes can be based around bus, light rail or rail. The review of the Regional Transport Strategy in 2003 should consider the need for regional criteria for Park and Ride sites.

**Policy T10 Regional Priorities for Transport Investment and Management**

The general priorities for transport investment and management within the Region, in order of importance, are:

- maintaining existing networks;
• making best use of the networks through measures to improve;
  • safety;
  • conditions for pedestrians and cyclists;
  • public transport passenger services;
  • more sustainable movement of freight;
  • global and local environmental conditions; and

• investment in major transport infrastructure schemes of regional significance focused on the following key areas:
  • high-quality public transport;
  • key transport corridors; and
  • gateways and interchanges.

Major schemes of regional significance for the period to 2007 have been identified and prioritised in Table 10.2; however, it should be recognised that these schemes will still be subject to the availability of resources and will need to undergo detailed appraisal and appropriate statutory processes.

10.31 The Government’s 10 Year Plan for Transport aims to provide sufficient resources to halt the deterioration in the condition of local roads by 2010. Local transport plans are expected to include a strategy for highway maintenance and bridge strengthening. Network Rail has a similar imperative to ensure that rail infrastructure does not deteriorate. The Region’s transport networks are a finite resource, often with limited scope for improvement. There is, therefore, a fundamental need to maintain these assets, to consider the impact of any changes in land use on transport and to assess how that impact can be dealt with. Local transport plans will be the principal means by which to improve safety, promote accessibility, contribute to an effective economy, promote transport integration and protect the environment. Under the 10 Year Plan, capital investment, delivered through partnership between the public and private sector, is expected to increase by 75% in real terms compared to the previous ten years.

10.32 Priorities for regional transport investment and management have been determined to provide a long-term framework for structure plans, Part 1 unitary development plans, local transport plans and transport operators’ programmes, with particular emphasis on maintaining existing networks, encouraging more sustainable travel and improving the regional public transport and highway networks. Although RPG covers a twenty-year period, priorities for regionally significant major schemes up to 2007 have been identified to assist the development of shorter-term transport plans. It should not, however, be taken that schemes of local significance which accord with the policies and principles of the Regional Transport Strategy should not be promoted and funded, rather that they should be assessed on their individual merits. Strengths and weaknesses are evident in public transport provision within the Region. Occasional examples of best practice can be found for various elements – light
rail, urban bus infrastructure, rural interchange, public transport information – but it will be necessary to improve public transport across a broad front to achieve the levels of patronage envisaged in the Government’s 10 Year Plan for Transport.

10.33 The findings of a number of transport studies of value to the Region, many of which are not yet completed, will need to be taken into account. Any regionally significant proposals arising from these studies will need to be assessed as to their priority as part of a future review of RPG. These studies, together with a number of transport investment and management schemes of regional significance which have already been committed to by various transport providers are shown in Table 10.1. Close consideration will in particular need to be given in the review to the incorporation of recent Ministerial decisions on several multi-modal and road-based studies affecting the Region.

10.34 A number of proposals have been identified in Table 10.2 that contribute towards the delivery of the Regional Transport Strategy and are in accordance with the regional spatial and economic strategies. The relevant bodies should seek to deliver these schemes within the period to 2007 as a matter of priority. A number of other proposals have been identified in Table 10.2 that also contribute towards the delivery of the Regional Transport Strategy within RPG and though not of the same priority should be delivered if sufficient resources are available.
### Table 10.1 Regionally Significant Transport Studies and Committed Schemes

<table>
<thead>
<tr>
<th>Transport Studies</th>
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<tbody>
<tr>
<td>Merseyside Integrated Transport Study;</td>
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<tr>
<td>Trans-Pennine Strategic Environmental Assessment;</td>
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<tr>
<td>Greater Manchester Rail Strategy Study;</td>
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<tr>
<td>West Midlands to North West Conurbation Multi-Modal Study;</td>
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<tr>
<td>South East Manchester Multi-Modal Study;</td>
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<tr>
<td>Freight Studies (Cumbria, Greater Manchester, Lancashire, Merseyside);</td>
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<tr>
<td>East Lancashire Study;</td>
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<tr>
<td>Manchester Hub Railway Stations Study;</td>
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<tr>
<td>Mersey Belt Linkages Study;</td>
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<tr>
<td>M62 Route Management Strategy;</td>
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<tr>
<td>A66(T) Safety Study (Penrith to Scotch Corner);</td>
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<tr>
<td>A550(T)/A5117(T) Deeside Park Junctions Study;</td>
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<tr>
<td>A5(T)/A483(T) Shrewsbury to Chester Study;</td>
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<tr>
<td>M60 Junctions 12 to 18 Multi-Modal Study;</td>
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<tr>
<td>M60 Development Control Corridor Study (Trafford-Barton Bridge Area);</td>
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<tr>
<td>Mersey Crossing Study, Halton;</td>
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<tr>
<td>Waterloo Link Study, Liverpool;</td>
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<td>Port of Liverpool Strategic Transport Access Study;</td>
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<tr>
<td>The Future Development of Air Transport in the United Kingdom.</td>
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<th>Committed Schemes</th>
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<tr>
<td><strong>Schemes where funding has been committed, subject to statutory processes</strong></td>
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<tr>
<td><strong>Schemes to be delivered by local authorities</strong></td>
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<tr>
<td>Manchester Metrolink extensions to Oldham and Rochdale, Ashton-under-Lyne and Manchester Airport;</td>
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<tr>
<td>Merseytram Line 1;</td>
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<tr>
<td>Development of a network of major passenger interchanges at strategic locations;</td>
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<tr>
<td>Development of the Greater Manchester and Merseyside strategic bus networks;</td>
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<tr>
<td>Hall Lane Improvement, Liverpool.</td>
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<tr>
<td><strong>Schemes to be delivered by the rail industry</strong></td>
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<tr>
<td>Upgrade of West Coast Main Line;</td>
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<tr>
<td>Liverpool Lime Street Station Improvements;</td>
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<tr>
<td>North Wales Coast Main Line – journey time improvements;</td>
</tr>
<tr>
<td><strong>Schemes to be delivered by the Highways Agency</strong></td>
</tr>
<tr>
<td>Widening of M60 Junctions 5 to 8;</td>
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<tr>
<td>A66(T) Temple Sowerby Bypass and Improvement at Winderwath;</td>
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<tr>
<td>M62 Junction 6 Improvement;</td>
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<tr>
<td>A500 Basford, Hough and Shavington Bypass;</td>
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<tr>
<td>A595 Parton – Lillyhall Improvement;</td>
</tr>
<tr>
<td>A5117/A550 – Deeside Park Junctions Improvement;</td>
</tr>
<tr>
<td>A74(T) Carlisle To Guards Mill upgrade to M6 Motorway;</td>
</tr>
<tr>
<td><strong>Development-Related Schemes to be delivered by the Highways Agency</strong></td>
</tr>
<tr>
<td>M56 Junction 6, Access Improvements to Manchester Airport</td>
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<td>(this scheme is related to and dependent on the further expansion of Manchester Airport)</td>
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</tbody>
</table>
### Table 10.2 Regionally Significant Transport Proposals

<table>
<thead>
<tr>
<th>Transport Proposals of Regional Significance that should be delivered by 2007 as a matter of priority (subject to availability of resources, detailed appraisal and appropriate statutory processes)</th>
<th>Other Transport Proposals of Regional Significance that could be delivered by 2007 if sufficient resources are available</th>
</tr>
</thead>
</table>
| **Schemes to be delivered by local authorities**
  - Further development of a network of major passenger interchanges at strategic locations;
  - Further development of the Greater Manchester and Merseyside strategic bus networks;
  - Further development of the Merseytram system;
  - Development of the Allerton multi-modal interchange to improve access to Liverpool Airport;
  - An improved road link between Heysham and the M6; and
  - Access improvements to the regional investment site at Kingmoor, Carlisle. | **Schemes to be delivered by local authorities**
  - Schemes of regional significance arising out of the various transport studies; and
  - Schemes of local significance which accord with the policies and principles of the Regional Transport Strategy. |
| **Schemes to be delivered by the rail industry**
  - Improvements to Northern and Trans-Pennine franchise rail routes through franchise negotiation. | **Schemes to be delivered by the rail industry that may proceed with industry and/or external funding**
  - Further improvements to Manchester Piccadilly Station;
  - Windermere branch capacity improvements;
  - Rail access improvements to the port of Liverpool (Birkenhead); and
  - Rail access improvements to the Port of Heysham. |
| **Schemes to be delivered by the Highways Agency**
  - Network management measures (Toolkit and Traffic Control Centre Project) on the Network of Long Distance Strategic Routes to ease traffic flows;
  - A57(T)/A628(T) Mottram, Hollingworth and Tintwistle Bypass;
  - A590 (T) High and Low Newton Bypass. This proposal's inclusion as a regionally significant transport proposal is only justifiable in the context of its delivery as part of improvements to the overall operational efficiency and environmental quality of the whole route between the M6 and Barrow-in-Furness. | **Schemes to be delivered by the private sector:**
  - Trafford Centre extension to Metrolink system;
  - Development of a network of inter-modal freight interchanges;
  - Ground transport interchange at Manchester Airport. |

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Transport Proposals of Regional Significance for Delivery by 2021

10.35 The following proposals have been identified for longer-term delivery:

- Capacity improvements to the Manchester Hub railway system including the Manchester Airport Western Rail Link;
- A6 Stockport North-South Bypass;
- A523/A555 Poynton Bypass;
- A55 Manchester Airport Link Road West;
- Manchester Airport Eastern Rail Link;
- Further extension to the Greater Manchester Metrolink and Merseytram systems;
- regionally significant proposals arising from the various multi-modal, freight and road based studies, including potentially a second Mersey crossing in Halton borough;
- further improvements to the Regional Transport Networks, in particular, Trans-Pennine passenger rail routes;
- further expansion of the network of passenger interchanges;
- further expansion of the network of inter-modal freight interchanges;
- further enhancements to the Greater Manchester and Merseyside Public Transport Networks; and
- further freight enhancements to the North/South Spine and Trans-Pennine rail routes.

Potential Multi-Modal Studies

10.36 A number of regionally significant transport issues in the North West require further analysis. The following are suggested as potential future regional multi-modal studies:

- transport within the North Cheshire area, including an assessment of north-south movements crossing the River Mersey and east-west movements along the M56 Corridor; and
- access to West Cumbria and the Furness area.
Other Studies

10.37 The NWRA intends, in conjunction with the Government Office and the North West Development Agency, to undertake the following studies:

- development of guidance for demand management measures across the North West;
- development of guidance for the determination of public transport accessibility criteria;
- development of a Regional Freight Strategy; and

Appendix 2 – Regional Transport Strategy

Appendix 3 – Regional Transport Networks

Appendix 4 – Regional Car Parking Standards
CHAPTER 11
Implementation, Monitoring and Review

Implementation

11.1 The successful implementation of RPG will fall to a range of organisations and agencies and it is their cumulative decisions that will ultimately shape future patterns and dynamics of development and travel. This Guidance aims to influence those decisions in order to achieve the best outcome and, with this in mind, it identifies the partners it believes should be responsible for the carrying forward of each individual policy.

11.2 Strategic and local planning authorities, through the development plan process, will clearly be the key implementers. However, they will need to work alongside a diverse range of other agencies, and with colleagues in other local government departments, most notably those involved in economic development, housing, education, leisure, waste, highways, environment, public health and Local Agenda 21. The North West Development Agency (NWDA) is also a significant agent of change in the North West and the need to ensure that this Guidance is complementary to the Regional (Economic) Strategy has been a priority throughout its preparation.

11.3 The North West Region is not self-contained and there will be an ongoing need to consult with neighbouring regions and regional bodies in the implementation of the European Spatial Development Perspective. In policy implementation and subsequent monitoring and targeting the planning authorities will need to consult the Chester/Cheshire/Flintshire/Wrexham Liaison Group (CCFWLG) concerning cross-boundary issues for the Cheshire/North Wales sub-region. In addition, the regional agencies such as the NWRA, NWDA, and GONW, will also need to foster cross-border links with the complementary organisations for the North East, Yorkshire and the Humber, the East and West Midlands, and Scotland and Wales.

11.4 Other partners involved in carrying forward this Guidance will include the private sector including the utility companies; organisations such as housebuilders, transport operators, investors and landowners; public agencies like the Countryside Agency, the Forestry Commission, Highways Agency, Housing Corporation, English Nature, English Heritage and the Environment Agency; and voluntary and community bodies including parish councils and local community groups.

Resources

11.5 The resources and mechanisms which will be available are not yet clear and will certainly vary over the period covered by RPG. It will be essential to develop a system of genuine partnership working which applies a co-ordinated and holistic approach to make the most effective use of resources and roles. Clearly, this can only be successful if adequate resources are committed for sufficiently long periods of time.

Monitoring

11.6 The effectiveness of RPG in action must be regularly monitored against its main objectives of:

- achieving greater economic competitiveness and growth, with associated social progress;
- securing urban renaissance in North West cities and towns;
- ensuring the integrated management and development of the coastal communities;
- sustaining and reviving the Region’s rural economy;
- ensuring the prudent management of the Region’s environmental and cultural assets;
- securing environmental quality; and
- creating an accessible Region.

11.7 It is important to establish a robust monitoring system, which not only uses general intelligence-gathering methods but also involves the analysis of relevant data for the North West, according to availability.

11.8 In monitoring RPG it is important to recognise that it operates within the wider context of the Regional Sustainable Development Framework and other plans like the Regional (Economic) Strategy, the ongoing assessment of which, along with the establishment of the Regional Intelligence Unit (RIU), will in turn inform RPG. These strategies have been taken into account in applying targets and indicators to the policies in this document.

11.9 The key focus of the monitoring process is to assess the impact over time of RPG on the objectives and policies it covers, through the use of appropriate targets and indicators and by means of information collected in partnership with other bodies. To assist the development and maintenance of this process the NWRA will prepare and publish a monitoring manual. This is intended as a practical guide for data providers to ensure that data coming from one or more organisations are provided in a consistent format.

11.10 Each year the NWRA will publish an RPG Monitoring Report, to comprise:

- a small number of key indicators analysed annually to provide an early indication of emerging trends that may require a response; and
• measures on a yearly basis to show the overall progress of RPG towards its objectives.

In the event of a significant divergence from the plan being evident after three years of monitoring, the NWRA and its monitoring partners should agree to trigger a five-year-style review of RPG or its successor.

11.11 The decision as to when particular indicators will be measured and by whom will be based upon a number of factors, including:

• the ease and cost of acquiring robust information that can be compared across periods of time;
• the need to develop background studies and missing indicators as appropriate;
• the value of the indicator in the measuring process;
• specific timescales relating to targets and review arrangements; and
• the core indicators identified in the ODPM’s good practice guidance on targets and indicators for monitoring RPG63.

11.12 The tables that form Appendix 5 identify key targets and indicators by chapter, which may form the basis of a future monitoring system, a number of which are also contained within ‘Action for Sustainability’ (the North West’s Regional Sustainable Development Framework). In some cases it has not been possible to set an appropriate target due to lack of baseline indicator data and these gaps will be reviewed as work on the system continues. New indicators may also come to light as part of the monitoring process.

11.13 Given the timing of the preparation of RPG it has been acknowledged throughout that an early Review would be necessary to take account of emerging planning policy, issues and research. This Review will begin in 2003.

11.14 The Review will need to take into account the findings of a number of studies, including those on:

Public Transport Accessibility Profiling;
Regional Freight;
Renewable Energy Resources;
Transport Demand Management;
Regional Park Resources;
Multi-Modal Transport Studies;
Regional Park-and-Ride Sites;

63 Monitoring Regional Planning Guidance: Good Practice Guidance on Targets and Indicators, ODPM, November 2002
Regional Derelict Land Survey;

Assessment of the need for a range of waste management and disposal facilities across the North West;

Review of Urban Potential Studies;

The implications of reviews of PPGs and MPGs;

Air Service;

Strategic Views along the River Mersey;

The Merseyside and Halton Green Belt Study;

West Cheshire and North East Wales sub-regional study; and

Spatial Implications of Climate Change.

11.15 The NWRA will be working closely with the Government Office and other stakeholders to determine the final scope of an early partial review. It is anticipated that this will be informed by the findings of the above studies where available and appropriate. No fundamental review of the Core Development Principles or the Spatial Development Framework is expected. However, a review of the Regional Transport Strategy, carried out by the NWRA in 2003, will have implications for this review of the guidance.
The following glossary aims to assist understanding of this RPG, particularly where it includes technical or unfamiliar terms. Unless stated, these are not definitive or legal descriptions.

**Accessible, Accessibility**
The terms 'accessible' and 'accessibility', as used in this Guidance in relation to transport and other services, refer both to proximity of services and to the ability of all sectors of the community to use those services.

**Affordable housing**
Low-cost market housing and subsidised housing, irrespective of tenure, ownership or financial arrangements, available to people who cannot afford to occupy houses generally available on the open market.

**Aggregates**
Granular or particulate material which is suitable for use in construction as concrete, mortar, roadstone, asphalt or drainage courses, or for use as constructional fill or railway ballast.

**Allocation**
The use assigned to a piece of land in a development plan.

**Amenity**
An element of a location or neighbourhood which helps to make it attractive or enjoyable for residents and visitors.

**Ancient grasslands and meadows**
Pastures and meadows that have not been ploughed for decades or even centuries; have not been subjected to modern fertilisers, sprays or re-seeding, and which are composed of unsown grasses and flowers that reflect natural environmental variations.

**Ancient hedgerows**
Hedgerows that are more than 300 years old and retain species that reflect natural variations in site and soil. They were often planted to define important boundaries and are therefore of historic interest.

**Ancient woodlands**
Areas that have had been covered by trees since at least 1600 AD and cleared only for underwood or timber production. They support species that reflect natural variations in site and soil. Some ancient woodlands are the relics of natural forest that developed after the last glaciation, some 10,000 years ago, and have never been cleared for farming while others may have developed on land last farmed or grazed before medieval times.

**Areas of Outstanding Natural Beauty (AONBs)**
These are designated by the Countryside Agency primarily to conserve and enhance natural beauty.

**Assisted areas**
Designated areas where industrial regeneration is encouraged through the availability of Government grants and loans to private sector developers.

**Best and Most Versatile Agricultural Land**
Land identified by the Agricultural Land Classification system developed by the Ministry of Agriculture, Fisheries and Food (now the Department for Environment, Food and Rural
Affairs) as falling within Grades 1, 2 or 3a. The system is based on the extent to which the land’s physical or chemical characteristics impose long-term limitations on agricultural use.

**Best Practicable Environmental Option (BPEO)**
The outcome of a systematic and consultative decision-making process which emphasises the protection and conservation of the environment across land, air and water.

**Biodiversity**
The whole variety of life encompassing all genetic, species and ecosystem variations.

**UK Biodiversity Action Plan**
The Government plan for the protection and sustainable use of biodiversity. As part of this process national action plans for individual habitats and species have been produced. These give an assessment of the current situation, 10–15 year targets and objectives for management, restoration and expansion of habitats, or maintenance or enhancement of species populations.

**Local Biodiversity Action Plans**
These usually cover a county or group of unitary authorities, and are produced by a partnership of local authorities, relevant agencies and voluntary organisations for the local implementation of the UK BAP and national habitat and species action plans. They will also include actions for biodiversity features of more local importance.

**Brownfield land**
See ‘Previously-developed land’.

**Business uses**
This is defined by any or all of the following:
- an office other than financial and professional services;
- research and development of products or processes; or
- any light industrial process.

**Bus priority measures**
Measures that allow buses an advantage over other traffic, e.g. bus lanes, preferential treatment at signalled junctions.

**Combined Heat and Power (CHP)**
A highly fuel-efficient technology which produces electricity and usable heat from a single generation facility.

**Community forest**
A large area of land transformed into a wooded landscape by a partnership of local authorities, national agencies, and private and voluntary sector organisations to support employment, recreation, education and wildlife.

**Commitments**
Land that is the subject of an existing planning permission and other projects or proposals which it is accepted will take place due to financial or other reasons.

**Conservation areas**
Areas designated by the local planning authority which are considered of special architectural or historic interest, the character of which it is desirable to preserve or enhance.
**Contaminated land**
Defined in The Environment Protection Act Part IIA, Section 78A(2) as 'any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land, that:

a) significant harm is being caused or there is a significant possibility of such harm being caused, or;

b) pollution of controlled waters is being, or is likely to be, caused.’

**Derelict land**
Land damaged by industrial or other development that cannot be put to beneficial use without prior treatment.

**Designated areas**
Areas which have been awarded a statutory designation because of their special features or qualities, e.g. National Parks, AONBs, Green Belts, SSSIs and historical and archaeological sites.

**Development**
Legally defined in Section 55 of the Town and Country Planning Act 1990 as, ‘the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land’.

**Development briefs**
These provide more detailed information to guide developers on the design and layout constraints and other requirements of individual sites.

**Development plans**
These can be structure plans, unitary development plans (UDPs) or local plans.

**Edge-of-centre**
For shopping purposes, this is a location within easy walking distance, i.e. 200–300 metres, of the primary shopping area. For leisure and other uses the definition would be based on how far people would be prepared to walk.

**Employment uses**
Any undertaking or use of land that provides paid employment.

**Environmentally Sensitive Areas (ESAs)**
Areas where local farmers are offered incentives to join voluntary management schemes that encourage the use of traditional farming methods to maintain and enhance conservation interests.

**Estuary Management Plans**
These aim to bring together a wide range of organisations with an interest in sustainable estuarine planning.

**European Spatial Development Perspective (ESDP)**
ESDP is a policy framework prepared by Member States of the European Union and the European Commission which aims to achieve a balanced and sustainable development of the European territory.

**Factory outlet centre**
Group of shops specialising in selling seconds and end-of-line goods at discounted prices.
Farm diversification
The development of a variety of economic activities linked to working farms, designed to support farm income and use surplus land, e.g. forestry, leisure, tourism.

Flood plain
Land adjacent to a watercourse over which water flows, or would flow but for defences in place, in times of flood.

Fossil fuels
Fuels derived from organic remains. Fossil fuels result from the incomplete decomposition of organic material and are considered to be non-renewable resources as the rate at which they are consumed exceeds that of their formation.

Green Belt
Areas of land where development is particularly tightly controlled. The purposes of Green Belt are to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns from merging; to safeguard the countryside from encroachment; to preserve the setting and special character of historic towns; and to aid urban regeneration by encouraging the recycling of derelict and other urban land. The broad extent of the Green Belt is designated in structure plans, with detailed boundaries defined in UDPs/local plans.

Greenfield land
Land which has not previously been developed.

Historic battlefields and parks and gardens of special historic interest
These are of national interest and are included on non-statutory Registers maintained by English Heritage.

Homeworking
This relates to the growing practice of working from home, particularly when making use of new information technology and telecommunications, or tele-working, e.g. by freelance workers or employees using electronic links to the office.

ICT
An abbreviation for information communication technology, e.g. telephony and the development of the use of the internet for business, educational, community and domestic purposes.

‘In bye’ land
Enclosed grassland, usually found in rural upland areas, which has not been ploughed, levelled, drained and re-seeded for at least 10 years and which is subject to regular treatment with fertiliser, used for pasture or for the production of hay or silage.

Infilling
The filling of a small gap in an otherwise built-up frontage, e.g. a gap which could be filled by one or two houses.

Informal open space
Land provided for the enjoyment and amenity of residents and visitors that does not contain marked out pitches or other facilities.

Infrastructure
Services necessary to serve development, e.g. roads and footpaths, electricity, water, sewerage.
**Land contamination**
Contamination by substances with a potential to harm the environment, from any previous use or activity but which is not considered to constitute Contaminated Land under the Environment Protection Act 1990 Part IIA.

**Local Agenda 21 (LA21)**
A comprehensive programme of action prepared by local authorities and designed to achieve sustainable development.

**Listed buildings**
Buildings of special architectural or historic interest listed by the Secretary of State for Culture, Media and Sport on the advice of English Heritage. Buildings are graded to indicate their relative importance.

**Local Environment Agency Plans (LEAPs)**
These are prepared by the Environment Agency on a catchment basis and develop a long-term vision and medium-term strategies and actions.

**Local housing needs**
These apply when employment, social and economic consequences lead people to choose or demonstrate a need to live or remain in a locality where accommodation is not available to them. Categories of need could include:

i) existing residents who need separate accommodation in the area, e.g. newly married couples, people leaving tied accommodation on retirement

ii) people who need to live in proximity to the key local services they provide

iii) people who have long-standing links with the local community such as the elderly, who need to be close to relatives

iv) people with the offer of a job in the locality.

**Local nature reserves**
Sites designated under terms of the National Parks and Access to the Countryside Act 1949 and owned, leased or managed under agreement by local authorities.

**Local planning authority**
Usually the district council, metropolitan district or unitary authority, but for some functions in the shire counties of Cheshire, Cumbria and Lancashire (e.g. structure plans, mineral control and waste disposal), the county council. The Lake District National Park Authority is the local planning authority for the Lake District National Park.

**Local plan**
Prepared under the Planning Acts, usually by district councils, this sets out detailed policies and proposals for the development and use of land. Planning law now requires that all district councils prepare a local plan covering the whole of their area. Some local plans are prepared for specific subjects like minerals and waste disposal.

**MAFF**
The Ministry of Agriculture, Fisheries and Food (MAFF) has now been replaced with the Department for Environment, Food and Rural Affairs. The new Department brings together: the Environment Protection Group and the Wildlife and Countryside Directorate from the former DETR; all the functions of the former MAFF (including the old Farming and Rural Conservation Agency); and responsibility for certain animal welfare issues and hunting with hounds from the Home Office. Additionally, DEFRA sponsors a number of important
agencies and Non-Departmental Public Bodies and has a range of statutory and non-statutory advisory bodies.

**Minerals development**
The acquisition and working of minerals by surface or underground methods and associated ancillary business, like secondary mineral industries and aggregate handling depots.

**Natura 2000**
A network of internationally significant wildlife sites within the EU, comprising Special Areas of Conservation (SACs) and Special Protection Areas (SPAs).

**National Nature Reserves (NNR)**
Areas of land, all SSSIs, of national and sometimes international importance in terms of nature conservation, managed by or for English Nature.

**National Parks**
The North West contains the Lake District National Park in its entirety and a part of two others, the Yorkshire Dales and Peak District. (These others are, for strategic planning purposes, covered respectively by the Regional Planning Guidance for Yorkshire and the Humber and the East Midlands.)

National Parks were created by the National Parks and Access to the Countryside Act 1949 for the purpose of

- conserving and enhancing the natural beauty, wildlife and cultural heritage of their area
- promoting opportunities for the understanding and enjoyment, by the public, of the special qualities of those areas.

National Park Authorities also have the duty to foster the economic and social well-being of communities within the Park. They additionally act as the local planning authority and joint structure plan authority for the areas they administer.

**Objectives 1 & 2**
The European Union has a number of major policies in place with a strong regional perspective. These objectives form part of its Structural Funds programme, which is directed at areas affected by industrial decline. Merseyside is eligible for Objective 1 funding and other parts of the North West are included under Objective 2.

**Open countryside**
That part of the Region outside towns and villages.

**Out-of-centre**
A location that is clearly separate from a town centre but not necessarily outside the urban area.

**Park-and-Ride**
Long stay parking areas at the edge of built-up areas linked to the city or town centre by frequent bus or other public transport services.

**Planning obligations**
Legal agreements which ensure certain planning issues related to the development are undertaken. Also known as Section 106 agreements.

**Planning Policy Guidance and Mineral Planning Guidance notes (PPGs/MPGs)**
These notes set out the Government’s policies on different aspects of planning. They should be taken into account by regional planning bodies and local planning authorities in preparing
Regional Planning Guidance and development plans and may also be material to decisions on individual planning applications and appeals.

Previously-developed land
Defined in Annex C of PPG3 as:

‘Previously-developed land is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure.’

The definition covers the curtilage of the development. Previously-developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures.

The definition excludes land and buildings that are currently in use for agricultural or forestry purposes, and land in built-up areas which has not been developed previously (e.g. parks, recreation grounds and allotments – even though these areas may contain certain urban features such as paths, pavilions and other buildings). Also excluded is land that was previously developed but where the remains of any structure or activity have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings), and where there is a clear reason that could outweigh the re-use of the site – such as its contribution to nature conservation – or it has subsequently been put to an amenity use and cannot be regarded as requiring redevelopment.’

Ramsar sites
Designated by the UK Government under the Ramsar Convention to protect wetlands that are of international importance, particularly as waterfowl habitats. All Ramsar sites are also SSSIs.

Regional (Economic) Strategy
The North West Development Agency’s Regional Strategy is referred to in the text of this RPG13 as the ‘Regional (Economic) Strategy’ to avoid confusion with other regional strategies which may be relevant to development plan preparation.

Regional Poles
The chief metropolitan centres of the Region, which are also, currently and/or potentially, major centres of employment and drivers of economic growth. They comprise the city centres of Manchester/Salford and Liverpool, including contiguous inner areas providing metropolitan scale economic and other assets and areas of appropriate development potential.

Regionally Important Geological/Geomorphological Sites (RIGS)
Non-statutory sites recognised by English Nature and local authorities as of regional importance.

Renewable energy
The generation of electricity from sources that occur naturally and repeatedly in the environment, i.e. from the sun, wind, oceans and the fall of water. Plant material is an important source of renewable energy and combustible or digestible industrial, agricultural and domestic waste materials are also normally categorised as renewable sources.

Retail uses
Defined as Shops (A1), Professional and Financial Services (A2), and Food and Drink, including hot food take-aways (A3).
**River corridor**
Land which has visual, physical or ecological links to a watercourse and which is dependent on the quality or level of the water it contains.

**Route Management Strategy**
A strategic approach to the maintenance, operation and improvement of a trunk route, leading to the adoption of a ten-year investment plan and a three-year improvement plan for the route.

**Rural area**
An area containing open countryside and villages.

**Scheduled Ancient Monuments**
Archaeological sites, monuments or buried remains of national importance, designated by the Secretary of State for Culture, Media and Sport.

**Semi-natural habitats**
Habitats modified by human activity but containing native wildlife species.

**Semi-natural woodlands**
Areas of woodland that do not obviously originate from planting.

**Settlements**
Towns and villages where basic services are provided. This definition does not include isolated groups of buildings.

**Shoreline Management Plans**
Non-statutory plans prepared by coastal defence authorities (the Environment Agency and maritime local authorities) which set out a strategy for sustainable coastal defence within coastal sediment cells.

**Sites of Special Scientific Interest (SSSI)**
SSSIs are designated by English Nature as being of special value for nature conservation and represent the best examples of the nation's heritage of wildlife habitats, geological features and landforms.

**Special Areas of Conservation (SAC)**
Designated by the UK Government under the European Community Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora. The areas of the UK proposed as SACs are SSSIs that contribute most to the survival of species and habitats of European importance.

**Special Protection Areas (SPA)**
Areas designated by the UK Government under the European Community Directive on the Conservation of Wild Birds to safeguard the habitats of migrating birds and certain threatened species. All SPAs are also SSSIs.

**Statutory Undertakers/Statutory Utilities**
These provide essential services such as gas, electricity, water or telecommunications.

**Structural Funds**
European Union funding allocated to reduce economic disparities within the EU and address the impact of structural change.

**Structure plan**
Development plan which sets out strategic planning polices for a particular shire county and forms the basis for detailed policies in local plans.
**Sustainable development**
The most commonly used definition is that of the 1987 World Commission on Environment and Development, the Brundtland Commission: ‘development which meets the needs of the present without compromising the ability of future generations to meet their own needs’.

**Sustainable Drainage Systems (SuDS)**
A means of controlling surface water run-off as close as possible to its origin before it enters a watercourse.

**Traffic management**
Measures to control the volume and speed of traffic and assist road safety.

**Tranquil areas**
Areas sufficiently remote from visual or audible intrusion from development or traffic to be considered unspoilt by urban influences.

**Trunk road**
A road for which the Secretary of State for Transport is legally responsible. The Highways Agency is responsible for discharging the Secretary of State’s duties, including the planning, funding and execution of maintenance and other works.

**Unfit housing**
Housing which does not meet legislative standards for human habitation.

**Unitary Development Plan (UDP)**
A plan prepared by a metropolitan district and some unitary local authorities which contains policies equivalent to those in both a structure plan and local plan. In the North West the districts of Bolton, Bury, Halton, Knowsley, Liverpool, Manchester, Oldham, Rochdale, St Helens, Salford, Sefton, Stockport, Tameside, Trafford, Warrington, Wigan and Wirral are all responsible for preparing a UDP for their area.

**Urban open spaces**
Parks, play areas, sports fields, commons, allotments, green corridors alongside rivers, canals and railway lines and other open areas that are vital to the cultural, aesthetic, and historic heritage of urban life.

**Village**
A group of houses in a predominantly rural area with some community facilities and employment activity, but smaller than a town.

**Vitality and viability**
The factors by which the economic health of a town centre can be measured.

**Waste developments**
The disposal and treatment of refuse or waste material by landfilling or other methods; the disposal of mineral waste; the development of buildings, engineering processes or other operations to deal with waste; and plants and facilities for waste water treatment and disposal are all classified as waste developments.

**Windfall site**
A site not specifically allocated for development in a local plan or UDP but which becomes available for development or is granted planning permission during the lifetime of a plan.
APPENDIX 1

Biodiversity Targets for the North West Region

A1.1 The Biodiversity Targets for the North West Region summarised in the table below identify those UK Biodiversity Action Plan Priority Habitats of greatest importance in the NW Region and set targets for their maintenance, restoration and expansion.

Derivation of Regional Biodiversity Targets from the UK Biodiversity Action Plan

A1.2 The UK Government published the UK Biodiversity Action Plan in 1994 together with a series of documents detailing action plans for habitats and species of importance in a national context (termed Priority)\(^64\).

A1.3 The North West Regional Biodiversity Targets have been derived from the UK Biodiversity Action Plan targets for the terrestrial and coastal habitats by a process of disaggregation to individual Natural Areas and recombination to the geographical area of the North West. English Nature has carried this out nationally in consultation with key partners, with the involvement of the North West Biodiversity Forum at a regional level. Marine habitats have not been included in this process because there is insufficient information on their distribution. Similar arguments apply at present to Priority species.

A1.4 The North West Regional Biodiversity Targets are indicative and subject to a process of regular monitoring and review of the UK targets. They have been simplified for ease of use and reference should be made to the published UK Habitat Action Plans for full details. The hectarage figures for restoration and expansion of habitat represent the minimum target areas which would need to be achieved in the North West Region in order for the overall UK targets to be met. In most cases it would be beneficial for the Region to achieve a greater hectarage than this minimum and these targets can be adjusted upwards to meet regional and local aspirations and objectives.

Relationship with Natural Areas

A1.5 Natural Areas provide a framework for dividing England into areas based on the distribution of wildlife, natural features, current and historic land use patterns. Natural Areas within the Region with the greatest potential for the restoration and expansion of particular habitats are

identified by number on the table below. This relationship is developed in more detail in the English Nature publication ‘Natural Areas in the North West Region’ 1999, which should be viewed in conjunction with the regional biodiversity target table and used as a starting point for action to protect and manage the Region's biodiversity and geological assets. Biodiversity targets for the individual Natural Areas are available on the English Nature website (www.english-nature.org.uk).

**Relationship with Local Biodiversity Action Plans (LBAPs)**

**A1.6** Local Biodiversity Action Plans are the primary mechanism for implementing the UK Biodiversity Action Plan targets, and the regional Biodiversity Targets form a natural link between the two stages. LBAPs are being developed across the Region by local authorities and county wildlife trusts. They identify and set targets for Priority habitats (and species) in their areas and also for other habitats (and species) of regional importance. The Regional Biodiversity Targets will assist in this process by providing guidance and co-ordination across the Region for Priority habitats. The collective achievement of LBAP targets for Priority habitats will contribute significantly to the delivery of the Regional Biodiversity Targets.

**Relationship with ‘Action for Sustainability targets’**

**A1.7** The Regional Biodiversity Targets form an important component of Action for Sustainability target PT103 concerning regional and local biodiversity delivery.

**Target Definitions and Relative Importance**

**A1.8** The Regional Biodiversity Target categories are defined below and ranked in order of their importance. The targets for maintenance take precedence over those for restoration and expansion.

**Maintain habitat extent**

**A1.9** Ensure that there is no further loss in current habitat resource and that the physical processes required to maintain the habitat are operating.

**Maintain habitat quality**

**A1.10** Maintain the quality of areas of habitat, which are in good condition.
Restore habitat quality

A1.11 Restore those areas of habitat, which are degraded in quality to good condition, through positive management or the cessation of damaging practices. This includes achieving favourable condition of the habitat resource within Sites of Special Scientific Interest, and demonstrable improvements in the condition of habitat outside SSSIs.

Expand habitat extent

A1.12 Increase the area of the habitat beyond its current extent. This includes the creation of lost habitat in areas where it formerly occurred. Wherever possible, habitat expansion should aim to link or extend existing areas of that particular habitat type.

Biodiversity Targets for the North West Region

A1.13 Habitat Maintenance targets take precedence over targets for Restoration and Expansion. For each of the habitats below the Maintenance Target is: Ensure no loss in the extent or quality of the existing resource of the habitat.
### Biodiversity Targets for the North West Region

<table>
<thead>
<tr>
<th>Habitat</th>
<th>Habitat Restoration (Ha)</th>
<th>Habitat Expansion (Ha)</th>
<th>Natural Areas*</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Lowland Grassland and Heath:</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lowland calcareous grassland</td>
<td>Secure sympathetic management of 30% of remaining resource by 2005, 100% by 2010</td>
<td>Re-establish grassland of wildlife value: 30 ha by 2010</td>
<td>10, 12</td>
</tr>
<tr>
<td>Lowland dry acid grassland</td>
<td></td>
<td>Re-establish grassland of wildlife value: 30 ha by 2010</td>
<td>9, 10, 11, 13, 26, 27, 120</td>
</tr>
<tr>
<td>Lowland hay meadows</td>
<td></td>
<td>Re-establish grassland of wildlife value: 20 ha by 2010</td>
<td>3, 9, 10, 11, 12, 13, 14, 26, 27</td>
</tr>
<tr>
<td>Coastal and flood plain grazing marsh</td>
<td>Restore degraded grazing marsh through sympathetic management: 600 ha by 2010</td>
<td>Re-establish new areas of grazing marsh: 50 ha by 2010</td>
<td>3, 9, 10, 11, 13, 26, 27, 117, 118,119, 120</td>
</tr>
<tr>
<td>Lowland heathland</td>
<td>Secure sympathetic management of remaining heathland resource by 2010</td>
<td>Re-establish heathland on suitable areas: 50 ha by 2010</td>
<td>3, 9, 10, 11, 13, 26, 27, 29</td>
</tr>
<tr>
<td><strong>Arable:</strong></td>
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<tr>
<td>Cereal field margins</td>
<td>Restore by appropriate management the biodiversity of field margins: 350 ha by 2010</td>
<td>All Natural Areas have potential for creation of new field margins on appropriate soil types</td>
<td>Many lowland Natural Areas particularly 9,13,26</td>
</tr>
<tr>
<td><strong>Woodland:</strong></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Upland oakwood</td>
<td>Restore damaged/degraded upland oak woodland: 360 ha by 2010</td>
<td>Increase total area through planting and natural regeneration: 550 ha by 2015</td>
<td>3, 4, 9, 10, 12, 14, 29</td>
</tr>
<tr>
<td>Upland mixed ashwoods</td>
<td>Restore damaged/degraded upland mixed ashwoods: 475 ha by 2010</td>
<td>Increase total area through planting and natural regeneration: 600 ha by 2015</td>
<td>4, 8, 9, 10, 12, 14</td>
</tr>
<tr>
<td>Wet woodland</td>
<td>Restore damaged/degraded wet woodland: 175 ha by 2010</td>
<td>Increase total area through planting and natural regeneration: 300 ha by 2015</td>
<td>2, 3, 9, 10, 11, 12, 13, 14, 26, 27, 29</td>
</tr>
<tr>
<td>Lowland wood pasture and parkland</td>
<td>Restore former or degraded parkland: 100 ha by 2010</td>
<td>Begin expansion: 12 key sites by 2002</td>
<td>10, 13, 26, 27</td>
</tr>
<tr>
<td><strong>Ancient and/or Species-rich hedgerows:</strong></td>
<td>Secure sympathetic management of 50% of remaining resource by 2005, 100% by 2010</td>
<td>All Natural Areas have significant potential for the establishment of new hedgerows</td>
<td>All Natural Areas across region</td>
</tr>
<tr>
<td><strong>Bog, Fen and Swamp:</strong></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Reeds</td>
<td>Identify and rehabilitate marsh and reed in key areas: 150 ha by 2010</td>
<td>Create new reedbed habitat (in blocks &gt; 20 ha): 150 ha by 2010</td>
<td>3, 9, 10, 11, 13, 26, 27</td>
</tr>
<tr>
<td>Fens</td>
<td>Identify priority fen sites in critical need of, and initiate, restoration by 2005</td>
<td></td>
<td>2, 3, 4, 8, 9, 10, 11, 12, 13, 14, 26, 27</td>
</tr>
<tr>
<td>Lowland raised bog</td>
<td>Improve the condition of raised bog which is degraded but readily restored: 1,000 ha by 2015</td>
<td>–</td>
<td>3, 9, 10, 11, 13, 26, 27</td>
</tr>
<tr>
<td>Blanket bog</td>
<td>Improve the condition of blanket bog which is degraded but readily restored: 23,100 ha by 2015</td>
<td>–</td>
<td>2, 4, 8, 10, 12, 14, 29</td>
</tr>
<tr>
<td>Purple moor grass and rush pasture</td>
<td>Secure sympathetic management of 30% of remaining resource by 2005, 100% by</td>
<td>Re-establish grassland of wildlife value: 50 ha by 2010</td>
<td>2, 3, 9, 10, 11, 12</td>
</tr>
</tbody>
</table>

* The numbers referred to are sub divisions of England, each with a characteristic association of wildlife and natural features as defined by English Nature. www.english-nature.org.uk
<table>
<thead>
<tr>
<th>Habitat Grassland and Heath:</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Upland heathland</td>
<td>Restore dwarf shrub heath to &gt;25% cover where it has been reduced/degraded: 5,000 ha by 2015</td>
<td>Increase upland heath resource on suitable areas: 350 ha by 2010</td>
<td>2, 4, 8, 10, 12, 14, 25, 29</td>
</tr>
<tr>
<td>Upland calcareous</td>
<td>Restore the condition of degraded/improved calcareous grassland: 610 ha by 2010</td>
<td>Re-establish grassland of wildlife value: 40 ha by 2010</td>
<td>4, 8, 10, 12</td>
</tr>
<tr>
<td>grassland</td>
<td>Re-establish the condition of degraded/improved calcareous grassland: 610 ha by 2010</td>
<td>Re-establish grassland of wildlife value: 20 ha by 2010</td>
<td>4, 10, 12, 14</td>
</tr>
<tr>
<td>Upland hay meadows</td>
<td>Secure sympathetic management of 30% of remaining resource by 2005, 100% by 2010</td>
<td>Re-establish grassland of wildlife value: 20 ha by 2010</td>
<td>4, 10, 12, 14</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Inland Rock:</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Limestone pavement</td>
<td>Secure sympathetic management to maintain and enhance both geological and biological features on all limestone pavements by 2010</td>
<td></td>
<td>4, 8, 10</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Freshwater:</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Mesotrophic lakes</td>
<td>Initiate action to restore to favourable condition important sites that have been damaged by human activity by 2005 Ensure that no further deterioration occurs in the water quality and wildlife of the remaining sites.</td>
<td>Realise habitat creation opportunities in existing and new lakes, reservoirs and gravel pits, including the creation of reedbeds and other edge habitats</td>
<td>10, 11, 13, 26, 27</td>
</tr>
<tr>
<td>Eutrophic standing</td>
<td>Initiate action to restore to favourable condition important sites that have been damaged by human activity by 2005 Ensure that no further deterioration occurs in the water quality and wildlife of the remaining sites.</td>
<td>Realise habitat creation opportunities in existing and new lakes, reservoirs and gravel pits, including the creation of reedbeds and other edge habitats</td>
<td>13, 26, 27</td>
</tr>
<tr>
<td>waters</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Coastal:</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Maritime cliff and slope</td>
<td>Improve by management the quality of cliff-top and slope habitat: 15 km by 2015</td>
<td>Increase cliff-top and slope habitat: 20 ha by 2010</td>
<td>117, 118, 119</td>
</tr>
<tr>
<td>Coastal vegetated</td>
<td>Restore quality of damaged/degraded shingle habitats by 2010 where natural regeneration is unlikely</td>
<td></td>
<td>118, 119, 120</td>
</tr>
<tr>
<td>shingle</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coastal sand dunes</td>
<td>Restore the condition of degraded/improved dune grassland/heath: 780 ha by 2010</td>
<td>Re-establish open dune vegetation lost to other land uses and erosion: 150 ha by 2010</td>
<td>117, 118, 119, 120</td>
</tr>
<tr>
<td>Coastal saltmarsh</td>
<td>Restore the nature conservation interest of saltmarsh through appropriate management by 2010</td>
<td>Create saltmarsh to replace past losses: 70 ha by 2015</td>
<td>117, 118, 119, 120</td>
</tr>
<tr>
<td>Mudflats</td>
<td>Restore coastal water quality to enable mudflat habitats to be in favourable condition by 2010</td>
<td>Offset all losses due to natural processes: 600 ha by 2015</td>
<td>117, 118, 119, 120</td>
</tr>
<tr>
<td>Saline lagoons</td>
<td>Improve quality of existing saline lagoons by 2010</td>
<td>Re-create saline lagoons to offset past losses: 20 ha by 2010</td>
<td>117, 118, 119, 120</td>
</tr>
<tr>
<td>Seagrass beds</td>
<td>Assess feasibility of restoring damaged/degraded seagrass beds by 2010</td>
<td></td>
<td>118, 120</td>
</tr>
<tr>
<td>Sabellaria alveolata reefs</td>
<td>Ensure that coastal water quality objectives and nutrient standards are achieved and secure sympathetic management of activities affecting reef restoration by 2010</td>
<td></td>
<td>118, 119, 120</td>
</tr>
</tbody>
</table>
APPENDIX 2
Regional Transport Strategy

A2.1 The Regional Transport Strategy contains the following RPG policies and supporting text:

DP1 Economy in the Use of Land and Buildings

DP2 Enhancing the Quality of Life

DP3 Quality in New Development

DP4 Promoting Sustainable Economic Growth and Competitiveness and Social Inclusion

SD1 The North West Metropolitan Area – Regional Poles and Surrounding Areas

SD2 Other Settlements within the North West Metropolitan Area

SD3 Key Towns and Cities Outside the North West Metropolitan Area

SD4 Maintaining Urban Form and Setting, and the Treatment of North Cheshire

SD5 The Green Belts

SD6 Settlement boundaries in areas not covered by Green Belt

SD7 The North West’s Coast

SD8 Development in the Wider Countryside

SD9 The Regional Transport Strategy

EC1 Strengthening the Regional Economy

EC2 Manufacturing Industry

EC3 Knowledge-Based Industries

EC4 Business Clusters

EC5 Regional Investment Sites

EC6 The Regeneration Challenge: Bringing the Benefits of Economic Growth to Areas of Acute Need

EC7 Warehousing and Distribution
EC8  Town Centres – Retail, Leisure and Office Development
EC9  Tourism and Recreation
EC10 Sport
UR1  Urban Renaissance
UR3  Promoting Social Inclusion through Urban Accessibility and Mobility
UR10 Greenery, Urban Greenspace and the Public Realm
CZ3  Coastal Communities and Economic Development
RU4  Local Services in Rural Areas
RU5  Rural Transport and Accessibility
ER1  Management of the Region’s Natural, Built and Historic Environment
ER8  Development and Flood Risk
ER9  Minerals Extraction
ER11 Secondary and Recycled Aggregates
EQ2  Air Quality
EQ5  A Regional Approach to Waste Management
EQ6  Waste Management Facilities
T1  Integrating Transport Networks in the North West
T2  The Regional Rail Network
T3  The Regional Highway Network
T4  Road Safety
T5  The Region’s Airports
T6  The Region’s Ports and Strategic Inland Waterways
T7  Freight Transport
T8  The National Cycle Network
T9  Demand Management
T10 Regional Priorities for Transport Investment and Management
APPENDIX 3
Regional Transport Networks

Regional Rail Network

A3.1 The Network of Long Distance Strategic Routes:

**West Coast Main Line**

Crewe–Warrington–Wigan–Preston–Lancaster–Carlisle

Crewe–Stockport–Manchester

Crewe–Manchester Airport–Manchester

Stafford–Stoke-on-Trent–Stockport–Manchester

Crewe–Liverpool

Liverpool–Warrington–Manchester–Leeds–Hull (Diggle Route)

Liverpool–Newton-le-Willows–Manchester

Manchester–Stockport–Sheffield

Manchester–Bolton–Preston (West Coast Main Line)

Crewe–Chester–North Wales

Crewe–Whitchurch–Shrewsbury

Carlisle–Newcastle.

A3.2 The Inter-Regional Routes are:

North Wales–Chester–Warrington–Manchester

Chester–Wrexham–Shrewsbury

Manchester–Rochdale–Leeds (Calder Valley Route)

Preston–Blackpool North

**NB:** Trans-European Network Routes are in bold type.
Preston–Blackburn–Burnley–Leeds
Carlisle–Settle–Leeds
Bolton–Blackburn–Hellifield (Settle–Carlisle).

A3.3 Intra-Regional Routes:
Liverpool–Birkenhead–Chester
Liverpool–Southport
Liverpool–St Helens–Wigan
Bolton–Wigan–Southport
Lancaster–Morecambe–Heysham
Carnforth–Barrow-in-Furness–Workington–Carlisle
Oxenholme–Windermere.

A3.4 Sub-Regional Public Transport Networks
Merseyside Strategic Bus Network
Merseyrail Electric Rail Network
Greater Manchester Strategic Bus Network
Greater Manchester Local Rail Network
Manchester Metrolink.

The Regional Highway Network

A3.5 Long Distance Strategic Routes are in general trunk roads of motorway standard, although some routes of a lower standard perform a similar function. The Network of Long Distance Strategic Routes is considered to include:

M6/A74(T) North from A500(T) at Junction 16 to Scotland
M53/A55(T) South from M56 at Junction 15 to Wales
M53 North from M56 at Junction 15 to Kingsway Tunnel Approach

NB: Trans-European Network Routes are in bold type.
M56/A5117(T)/A550(T) West from M60 at Junction 4 to Wales*

M57 North from M62 at Junction 6 to M58/A5036(T) at Switch Island

M60 Manchester Outer Ring Road Clockwise from Junction 1

M62/M60 East from M57 at Junction 6 to Yorkshire

M61 North from M60 at Junction 15 to M6 at Junction 30

M67/A57(T)/A628(T) East from M60 at Junction 24 to Derbyshire/South Yorkshire

A66(T) East from M6 at Junction 40 to North Yorkshire/The North East

A69(T) East from M6 at Junction 43 to The North East

A556(T) North from M6 at Junction 19 to M56 at Junctions 7/8

A483(T) South from A55(T) near Chester to Wales

A5036(T) West from M57/M58 at Switch Island to the Port of Liverpool.

Strategic Access Routes

Many of these routes form part of the core trunk road network. Although several are of motorway or all-purpose dual carriageway standard, a significant number of routes of a lower standard perform a similar function:

M55 West from M6 at Junction 32 to Blackpool

M58 West from M6 at Junction 26 to M57 at Switch Island

M62 West from M57/M62 Interchange to A5058 Liverpool Inner Ring Road

M65 East from M6 at Junction 29 to Colne

M66/A56(T) North from M60/M62 at Junction 18 to M65 at Junction 8

M602 East from M60 at Junction 12 to A57 in Salford

A66(T) West from M6 at Junction 40 to Workington

A41(T)/A550(T) South from M53 at Junction 5 to A5117(T) at Shotwick

A575 South from A580 to M60 at Junction 13, Worsley

* west of the M6 is a TENs route

NB: Trans-European Network Routes are in bold type.
A580 East from M57 at Junctions 4/5 to M60 at Junction 14
A590(T) West from M6 at Junction 36 to Barrow-in-Furness
A591 North from A 590(T) near Levens to A592 in Windermere
A595(T) South from A66(T) at Chapel Brow to Calder Bridge
A627(M)/A663(T) South from Rochdale and M62 at Junction 20 to M60 at Junction 21
A5103(T) North from M56 at Junction 3 to M60 at Junction 5
A557/A533/A562/A561 North and West from M56 at Runcorn to Liverpool Airport
A5300 North from A562 near Widnes to M57/ M62 Interchange at Huyton.

Other Routes of Regional Significance

A3.7 A number of non-core trunk roads and local highway authority roads have been identified as being of regional significance:

A7 North from M6 at Junction 44 to the Scottish Border
A51/A500 East from A41 at Chester to M6 near Crewe
A56 North-east from M65 at Colne to North Yorkshire
A65 South-east from M6 at Junction 36 to North Yorkshire
A570 North-west from M58 near Skelmersdale to Southport
A585 North from M55 at Junction 3 to Fleetwood
A595/A7/A69 North from A66(T) west of Cockermouth to M6 at Carlisle
A596 North from A66(T) to Northside, Workington
A683 West from M6 at Junction 34 to the Port of Heysham
A689 East from M6/A74(T) at Junction 44 to A69(T) at Brampton.

A3.8 The Sub-Regional Highway Network comprises those non-core trunk roads and primary routes not considered to be of regional significance, together with other roads defined by local highway authorities in their local transport plans as being of more than local significance.
Regional Gateways and Interchanges

A3.9: These are:

Manchester Piccadilly Railway Station
Liverpool Lime Street Station
Preston Railway Station
Crewe Railway Station
Carlisle Railway Station
Chester Railway Station
Trafford Park Rail Freight Terminal
Crewe Basford Hall

Manchester Airport
Liverpool Airport
Blackpool Airport
Carlisle Airport
Port of Liverpool (including Birkenhead)
Manchester Ship Canal (including Ellesmere Port)
Port of Heysham
Port of Fleetwood
Garston Docks
Port of Workington

The smaller ports of Barrow-in-Furness, Silloth and Glasson Dock.

NB: Trans-European Network Routes are in bold type.
Studies arising from the 1998 Trunk Road Review

A3.10 These include:

West Midlands to North West Conurbation Multi-Modal Study

South East Manchester Multi-modal Study

A66 Safety Study

A550/A5117 Deeside Park Junctions Study

A5 Shrewsbury to Chester Study

M60 Junctions 12 to18 Study.
APPENDIX 4
Regional Car Parking Standards

Overall Approach

A4.1 Local authorities should develop maximum parking standards in accordance with the regional ceilings set out in Table 1 below. These standards should generally be more restrictive in urban areas to reflect local characteristics such as higher levels of public transport accessibility and higher development density. The ‘urban conurbation’ ceiling values should be used as a guide. Areas where more restrictive standards are to be applied should be defined in development plans and referenced in local transport plans. There should be consistency and co-ordination in the definition of these areas and of parking standards across neighbouring authorities.

Guidelines and Criteria for Local Authorities

A4.2 Criteria for the development of parking standards should include the following:

• Policy linkages with development plans and local transport plans – Parking standards should be developed as part of the development plan process, and should be incorporated within it at the earliest opportunity. Standards should also explicitly link to the objectives within the local transport plan, including safety, and to the Road Traffic Reduction Act.

• Public transport accessibility – Parking standards should be responsive to local levels of public transport accessibility.

• Levels of walking and cycling – Parking standards should be responsive, where appropriate, to local levels of walking and cycling, both current and predicted.

• Regeneration, levels of economic activity and economic development objectives – Due regard will need to be paid to the economic development objectives of a particular area, although these objectives should not necessarily be used to justify less restrictive parking standards.

• Rural Areas – Authorities should use their discretion in applying the standards to developments in rural areas not well served by public transport. Less restrictive standards may apply if it can be demonstrated (where appropriate through a Transport Assessment) that a higher level of parking is needed.

• The standards of neighbouring authorities – The proposed regional parking standards have been developed in part to avoid competition for economic development between neighbouring authorities by means of less restrictive parking standards.
• Availability of alternative on-street and off-street parking – The local parking strategy for off-street parking at developments needs to take into account, at a particular location, the overall alternative availability of parking both on and off-street. It should also take account of the means, if any, of on-street parking control measures. This is particularly relevant within town centres, when the public supply can be locally significant.

• Potential for shared use of spaces – Within the parking standards document, local authorities should set out how they would respond to opportunities to allow developers to share parking spaces. This is particularly relevant when considering shared use between complementary development types, such as offices and leisure uses.

• Mixed-use developments – Where a mixed-use development is proposed, the means by which parking allocation is determined needs to be stated. It is suggested that when peak demands occur at different times for the different developments, the dominant land use should be used as a basis for calculation. Where peak demand occurs simultaneously, the aggregate of the parking requirements should be used as a basis for calculation.

A4.3 The regional maximum parking standards provide definitions for a limited range of key development types. Local authorities should provide greater detail within their development plans for these development types, and for any remaining development types as necessary. It is not considered appropriate to include maximum parking standards for residential development at the regional level. Local authorities should, however, define areas for which maximum parking standards for residential developments are appropriate, for example, in town centres and along public transport corridors. Local authorities should also specify areas which are suitable for car-free, or car-reduced housing developments.

A4.4 Local authorities should include cycle parking standards which relate to both the quantity and quality of provision. It is recommended that these should be developed with reference to existing design guidance, such as can be found within the ‘National Cycling Strategy’, 1996 and forthcoming guidance from the Bike Parking and Security Association.

A4.5 The requirement for disabled parking has traditionally been defined as a percentage of total parking provision. Previously, where minimum parking standards have been defined, this system guaranteed a minimum provision for the mobility handicapped. There is therefore a need for minimum provision for disabled parking to be defined as a number of spaces per square metre of a particular development.

A4.6 Regional and local parking standards should be monitored and reviewed. Reviews should be undertaken at intervals of no greater than five years, in order to reflect evolving transport policy guidance and changes in accessibility patterns.

### Maximum Parking Standards

A4.7 Table 1 overleaf sets out the recommended maximum parking standards for the proposed regional, and ‘urban conurbation’ categories. These values are based on existing parking standards and on current practice.
A4.8 Regional Ceiling Values – The values contained in this set of standards are intended to provide ceiling values that are equally as restrictive as those contained within the revised PPG13. An extended, and more detailed selection of land uses has been included. It is considered that the regional values represent appropriate ceiling standards for the North West and are suitable for all areas.

A4.9 Urban Conurbation Ceiling Values – The values contained in this set of standards are intended to be more restrictive, where appropriate, than those contained in the revised PPG13, and take into account higher levels of public transport accessibility, higher development densities and generally higher levels of economic activity. The ceiling standards that have been developed are intended to be suitable to the base conditions that would be found in an urban conurbation area.
### Table 1 Proposed Maximum Parking Standards

<table>
<thead>
<tr>
<th>Land Use</th>
<th>PPG 13</th>
<th>Regional</th>
<th>‘Urban Conurbation’</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A1 – Shops</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Food Retail</td>
<td>1 space per 14 sqm</td>
<td>1 space per 14 sqm</td>
<td>1 space per 16 sqm</td>
</tr>
<tr>
<td>Non-food retail</td>
<td>1 space per 20 sqm</td>
<td>1 space 20 sqm</td>
<td>1 space per 22 sqm</td>
</tr>
<tr>
<td><strong>A3 – Food and Drink</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Restaurants</td>
<td>1 space per 5 sqm</td>
<td>Public Floor Area</td>
<td>1 space per 7 sqm</td>
</tr>
<tr>
<td>Fast Food – Drive Through</td>
<td>1 space per 7.5 sqm</td>
<td>Gross Floor Area</td>
<td>1 space per 8.5 sqm</td>
</tr>
<tr>
<td><strong>B1 – Business</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B1 including offices</td>
<td>1 space per 30 sqm</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stand-alone offices</td>
<td>1 space per 30 sqm</td>
<td>1 space per 35 sqm</td>
<td></td>
</tr>
<tr>
<td>Business parks</td>
<td>1 space per 35 sqm</td>
<td>1 space per 40 sqm</td>
<td></td>
</tr>
<tr>
<td><strong>B2 – General Industry</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Industry</td>
<td>1 space per 45 sqm</td>
<td>1 space per 60 sqm</td>
<td></td>
</tr>
<tr>
<td><strong>B8 – Storage and Distribution</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Storage and Distribution</td>
<td>1 space per 45 sqm</td>
<td>1 space per 45 sqm</td>
<td></td>
</tr>
<tr>
<td><strong>C1 – Hotels and Hostels</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hotels</td>
<td>1 space per bedroom including staff</td>
<td>1 space per bedroom including staff</td>
<td></td>
</tr>
<tr>
<td><strong>D1 – Non-Residential Institutions</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Medical or health facilities</td>
<td>1 space per 2 staff + 4 per consulting room</td>
<td>1 space per 2 staff + 3 per consulting room</td>
<td></td>
</tr>
<tr>
<td>Higher and further education</td>
<td>1 space per 2 staff + 1 space per 15 students</td>
<td>1 space per 2 staff</td>
<td>2,4</td>
</tr>
<tr>
<td><strong>D2 – Assembly and Leisure</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cinemas and conference facilities etc</td>
<td>1 space per 5 seats</td>
<td>1 space per 5 seats</td>
<td>1 space per 8 seats</td>
</tr>
<tr>
<td>D2 including leisure</td>
<td>1 space per 22 sqm</td>
<td>1 space per 22 sqm</td>
<td>1 space per 25 sqm</td>
</tr>
<tr>
<td><strong>Miscellaneous</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stadia</td>
<td>1 space per 15 seats</td>
<td>1 space per 15 seats</td>
<td>1 space per 18 seats</td>
</tr>
</tbody>
</table>

1 For predominantly drive-through/take-away establishments. ‘Drive-through’ restaurants featuring significant seating should be considered as a conventional restaurant.
2 To be backed up with a more detailed justification, including Green Transport Plan proposals.
3 Additional facilities, such as leisure and conference facilities, should be considered separately if appropriate.
4 Parking for students should be included within this figure. Separate consideration would be required for any parking related to residential facilities.
5 The standard for students relates to the total number of students attending an educational establishment, rather than full-time equivalent numbers.
## APPENDIX 5
Implementation, Monitoring and Review

### Targets & Indicators for Chapter 2: Core Development Principles

<table>
<thead>
<tr>
<th>Policy</th>
<th>Output Target(s)</th>
<th>U</th>
<th>R</th>
<th>Indicator</th>
<th>S</th>
<th>M</th>
<th>A</th>
<th>R</th>
<th>T</th>
<th>Contextual Indicators</th>
<th>Review Trigger</th>
<th>Monitoring Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>DP1 Economy in the Use of Land and Buildings</td>
<td>Number of development plans supporting DP1 principles</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>Local authorities GONW</td>
</tr>
<tr>
<td>DP2 Enhancing the Quality of Life</td>
<td>All development plans to have undergone a sustainability appraisal and established a continuing sustainability process</td>
<td></td>
<td></td>
<td></td>
<td>% of development plans containing a sustainability appraisal</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>Local authorities GONW</td>
</tr>
<tr>
<td></td>
<td>Number of development plans supporting DP1 principles</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>Local authorities GONW</td>
</tr>
<tr>
<td>DP3 Quality in New Development</td>
<td>% of local authorities which have prepared local design strategies and incorporated them into development plans or SPG</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>Local authorities GONW</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Number of local authorities requiring energy efficient and eco-friendly measures in new developments</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Local authorities GONW</td>
</tr>
</tbody>
</table>

Key:  
- **U** = Urban, **R** = Rural. (‘Monitoring should take account of both urban and rural conditions independently and should be so designed as to take clear account of progress in urban regeneration in the Region.’ Panel Report R13.7). ‘X’ in these boxes shows that the Output Target takes account of these. Key: **SMART** = Specific, Measurable, Achievable, Realistic and Time-bound. An ‘X’ indicates compliance.

Note: contextual indicators are to help assess the performance of the strategies in achieving change in regional outcomes which will only to a limited extent have been influenced by RPG (PPG11–P16.05).
### Targets & Indicators for Chapter 3: The Spatial Development Framework

<table>
<thead>
<tr>
<th>Policy</th>
<th>Output Target(s)</th>
<th>U</th>
<th>R</th>
<th>Indicator</th>
<th>S</th>
<th>M</th>
<th>A</th>
<th>R</th>
<th>T</th>
<th>Contextual Indicators</th>
<th>Review Trigger</th>
<th>Monitoring Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>SD1–SD9</td>
<td>Extent to which land use strategies and other spatial strategies give clear and consistent expression to these policies</td>
<td></td>
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</tr>
<tr>
<td>SD1 The North West Metropolitan Area</td>
<td>No net population loss in SD1 areas</td>
<td></td>
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</tr>
<tr>
<td>SD5 The Green Belts</td>
<td>1. Maintenance of extent of Green Belt – target zero loss</td>
<td>X</td>
<td></td>
<td>Area of Green Belt and removed (gross) and net loss</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td>Green Belt review triggered by other criteria (specified)</td>
<td>NWRA Local authorities</td>
</tr>
<tr>
<td></td>
<td>2. Completion of a strategic study of Green Belt in Merseyside and Halton</td>
<td></td>
<td></td>
<td>Process indicator</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td></td>
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<td>NWRA</td>
</tr>
<tr>
<td>SD6 Settlement Boundaries in areas not covered by Green Belt</td>
<td>Maintenance of settlement boundaries</td>
<td>X</td>
<td></td>
<td>Settlement extensions – number and area – categorised (e.g. urban extension, public transport corridor) if feasible, Target not appropriate</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>To be covered in timetabled RPG review</td>
<td>NWRA</td>
</tr>
</tbody>
</table>

Key: U = Urban, R = Rural. ('Monitoring should take account of both urban and rural conditions independently and should be so designed as to take clear account of progress in urban regeneration in the Region.’ Panel Report R13.7). ‘X’ in these boxes shows that the Output Target takes account of these. Key: SMART = Specific, Measurable, Achievable, Realistic and Time-bound. An ‘X’ indicates compliance.

Note: contextual indicators are to help assess the performance of the strategies in achieving change in regional outcomes which will only to a limited extent have been influenced by RPG (PPG11–P16.05).
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<th>Monitoring Partners</th>
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</thead>
<tbody>
<tr>
<td>EC1</td>
<td>Strengthening the Regional Economy</td>
<td>x</td>
<td>x</td>
<td>GDP growth</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Growth in the economy measured as GDP/capita</td>
<td>NWRA</td>
<td>NWDA</td>
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<tr>
<td></td>
<td>To increase the GDP of Merseyside, Greater Manchester and Lancashire to the regional average</td>
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<tr>
<td>EC2</td>
<td>Manufacturing Industry</td>
<td></td>
<td></td>
<td>Amount of manufacturing industry development/ employment created</td>
<td></td>
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<tr>
<td>EC3</td>
<td>Knowledge-based Industries</td>
<td></td>
<td></td>
<td>Amount of key growth sector development/ employment creation</td>
<td></td>
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### Targets & Indicators for Chapter 4: Economic Growth and Competitiveness with Social Progress

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</tr>
</thead>
<tbody>
<tr>
<td>EC4</td>
<td>Business Clusters</td>
<td></td>
<td></td>
<td>% of development plans which promote development of business clusters</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Higher % of employment in target sectors</td>
<td>NWDA NWRA GONW</td>
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<td></td>
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<td></td>
<td>Number of sites developed for, or as part of business clusters</td>
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<td></td>
<td></td>
<td>Demand for clusters or industrial sites in proximity to sites for similar industries</td>
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<td></td>
<td>Number of sites developed for, or as part of business clusters</td>
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<tr>
<td>EC5</td>
<td>Regional Investment Sites</td>
<td>Increase to 13% of UK projects and jobs by 2006</td>
<td></td>
<td></td>
<td>The number and value of investment projects attracted to the Region</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>NWDA</td>
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<td></td>
<td>No new Regional Investment Sites designated that do not meet criteria set out in EC5 or other sustainability criteria</td>
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<td></td>
<td></td>
<td>Number of Regional Investment Site designations</td>
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<td></td>
<td>% of development plans adopting principles for Regional Investment Sites in line with EC5</td>
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<tr>
<td>EC6</td>
<td>The Regeneration Challenge</td>
<td>Number of jobs created/development achieved within areas of acute need</td>
<td></td>
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<tr>
<td>EC7</td>
<td>Warehousing and Distribution</td>
<td>Amount of land available for the purpose</td>
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<td></td>
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<td></td>
<td>Employment/unemployment rates – reduction in gap between Regeneration Priority Areas and the rest of the Region</td>
<td></td>
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<tr>
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<td></td>
<td></td>
<td>Higher % of employment in target sectors</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Demand for and raising of levels of skills and qualifications</td>
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<th>Monitoring Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>EC8</td>
<td>Town Centres – Retail, Leisure and Office Development</td>
<td></td>
<td>1. Number of improvement and town centre management schemes 2. Number of centres improving, static or declining re PPG6 health checks 3. Amount of retail, leisure and office floor space allocated/approved within town centres, edge-of-centre and out-of-centre. 4. Floorspace area of new retail development located in existing town centres as a % of total floorspace in new retail development 5. Floorspace area of new major office development located in existing town centres as a % of total floorspace in new major office development</td>
<td></td>
<td></td>
<td></td>
<td>Local authorities</td>
</tr>
<tr>
<td>EC9</td>
<td>Tourism and Recreation</td>
<td></td>
<td>Number and location of jobs created by the tourism industry Value of tourism to the economy % of GDP provided by tourism Employment supported by tourism</td>
<td></td>
<td>Employment/ unemployment rates – reduction in gap between Regeneration Priority Areas and the rest of the Region Higher % of employment in target sectors Demand for and raising of levels of skills and qualifications</td>
<td></td>
<td>Regional Tourism Forum (NWDA) DCMS NWRA</td>
</tr>
</tbody>
</table>

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</tr>
</thead>
<tbody>
<tr>
<td>EC10</td>
<td>Sport</td>
<td></td>
<td></td>
<td>1. Number and types of sporting facilities created and lost including playing fields</td>
<td>Increasing or decreasing incidence of heart disease through greater participation in sports/ exercise Increasing or decreasing levels of obesity across population age ranges</td>
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<td></td>
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<td></td>
<td></td>
<td>2. Number of sporting facilities created in Sports Action Zones</td>
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</tbody>
</table>

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### Targets & Indicators for Chapter 5: Delivering an Urban Renaissance

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<th>Contextual Indicators</th>
<th>Review Trigger</th>
<th>Monitoring Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>UR1 Urban Renaissance</td>
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<tr>
<td>Increase average gross weekly earnings to the UK average by 2005</td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td>Indices of multiple deprivation</td>
<td>ONS – Neighbourhood Statistics source</td>
<td></td>
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<tr>
<td>Reduce unemployment levels to national average by 2005</td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td>Average gross weekly earnings</td>
<td>ONS (Regional Trends)</td>
<td></td>
</tr>
<tr>
<td>Reduce gap between Regeneration Priority Areas and rest of Region</td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>To reduce vehicle crime by 30% by 2005</td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td>Level of crime by type</td>
<td>Home Office Annual Recorded Crime Statistics</td>
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<tr>
<td>No net loss of population from urban areas</td>
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<tr>
<td>UR2 An Inclusive Social Infrastructure</td>
<td>Not applicable</td>
<td>x</td>
<td></td>
<td></td>
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<td></td>
<td>May relate to indicators relating more generally to social inclusion, particular those related to health, specifically: A narrowing of the health inequalities gap: • In current health authority districts to reduce by at least 10% the gap between quintiles of areas with the lowest life expectancy at birth and the population as a whole</td>
<td>Not applicable</td>
<td>NWRA NHS GONW</td>
</tr>
</tbody>
</table>

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<tbody>
<tr>
<td>UR2</td>
<td>An Inclusive</td>
<td></td>
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<td></td>
<td>• To reduce by at least 10% the gap in infant mortality between manual groups and the population as a whole. By 2010 to reduce the conception rate amongst under 18s in the worst quintile of wards by at least 60% thereby reducing the level of inequality between the worst quintile and the average by at least 26% by 2010</td>
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<tr>
<td></td>
<td>Social Infrastructure</td>
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<td>Health improvement:</td>
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<td></td>
<td>• To reduce the death rate from coronary heart disease and stroke-related diseases in people under 75 years by at least 40% by 2010</td>
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<td></td>
<td>• To reduce the death rate from cancer in people under 75 years by at least 20% by 2010</td>
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<td></td>
<td>• To reduce the death rate from accidents by at least 20% and reduce the rate of serious injury from accidents by at least 10% by 2010</td>
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<td>Monitoring will be carried out as part of development plan scrutiny, to ensure that these principles are taken up in plans.</td>
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### Targets & Indicators for Chapter 5: Delivering an Urban Renaissance

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<tbody>
<tr>
<td>UR2 An Inclusive Social Infrastructure</td>
<td></td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td>Measurable indicators will appear under the Regional Transport Strategy.</td>
<td></td>
<td>NW NHS Executive/Public Health Observatory</td>
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<tr>
<td>To reduce age-standardised rates of years of life lost per 100,000 population to UK average of 147/100,000</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>UR3 Promoting Social Inclusion through urban accessibility and mobility</td>
<td>Upgrade transport network; km created/ enhanced accessibility and pedestrian routes</td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td></td>
<td>Not applicable</td>
<td>NWRA GONW</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>UR4 Setting Targets for the Recycling of Land and Buildings</td>
<td>70% of dwellings sited on previously developed land or through re-use of existing buildings across the Region by 2021. Sub-regional targets to be applied as appropriate (see policy and supporting text)</td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td>Yes – particularly when coupled with analysis of annualised building rates and their achievement</td>
<td>Local planning authorities NWRA ODPM (NLUD)</td>
<td></td>
</tr>
<tr>
<td>UR5 Existing Commitments in Development Plans</td>
<td>The extent to which housing allocations in development plans are reviewed</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td>Extent to which over supply of employment land is reviewed</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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### Targets & Indicators for Chapter 5: Delivering an Urban Renaissance

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</tr>
</thead>
<tbody>
<tr>
<td>UR6</td>
<td>Existing Housing Stock and Housing Renewal</td>
<td>x</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>% housing stock unfit/spilt by tenure and area</td>
<td>ODPM HIP returns</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Reduce unfit housing stock to 7.1% by 2010</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Number of properties recorded as difficult to let</td>
<td>ODPM HIP returns</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Achieve national targets of reducing vacancies in existing housing stock to 3% by 2021</td>
<td>x</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>% of vacant dwellings/spilt by tenure and area</td>
<td>Local authorities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Achieve national targets of reducing vacancies in existing housing stock to 3% by 2021</td>
<td>x</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>Number of dwellings cleared/spilt by tenure and area</td>
<td>Local authorities</td>
<td>ODPM</td>
</tr>
<tr>
<td>UR7</td>
<td>Regional Housing Provision</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Achievement of the regional and sub-regional rates in housing provision as set out in Table 5.1</td>
<td>Yes – the achievement of the annualised building rate is critical to the achievement of the Spatial Development Framework and Core Development Principles. Refer also to UR4</td>
<td>Local planning authorities NWRA</td>
</tr>
<tr>
<td></td>
<td>Achievement of the regional and sub-regional rates in housing provision as set out in Table 5.1</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Number of vacant dwellings</td>
<td>Local planning authorities NWRA</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Achievement of the regional and sub-regional rates in housing provision as set out in Table 5.1</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Number of vacant dwellings</td>
<td>Local planning authorities NWRA</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Achievement of the regional and sub-regional rates in housing provision as set out in Table 5.1</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td>Number of vacant dwellings</td>
<td>Local planning authorities NWRA</td>
<td></td>
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<tr>
<td></td>
<td>Achievement of the regional and sub-regional rates in housing provision as set out in Table 5.1</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Number of vacant dwellings</td>
<td>Local planning authorities NWRA</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Achievement of the regional and sub-regional rates in housing provision as set out in Table 5.1</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Number of vacant dwellings</td>
<td>Local planning authorities NWRA</td>
<td></td>
</tr>
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<tbody>
<tr>
<td>UR8</td>
<td>All development plans incorporate phasing mechanisms</td>
<td>x x</td>
<td>x x x x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>UR9</td>
<td>An increasing annual provision of affordable housing over the span of RPG</td>
<td>x</td>
<td></td>
<td>Number of legal agreements to facilitate affordable housing provision</td>
<td>Not applicable</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Reduction of numbers on local authority waiting lists</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Reduction of number of households claiming housing benefits</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Housing land transaction prices</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>House prices</td>
<td></td>
</tr>
<tr>
<td>UR10</td>
<td>Total area of urban greenspace should be rising – i.e. losses should be more than compensated for by new areas created</td>
<td>x</td>
<td></td>
<td>Biodiversity indicators relating to species characteristic of urban areas may be relevant</td>
<td>Not applicable</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Area covered by tranquil zones</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Area of urban open space linked to green-space networks</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>% increase in overall tree cover in the North West Metropolitan Area</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Total area of enhanced and managed urban greenspace</td>
<td></td>
</tr>
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<tr>
<td>UR11 Urban Fringe</td>
<td>All relevant urban authorities to have urban fringe strategies in place by next RPG review</td>
<td>x</td>
<td>x</td>
<td>% urban development plans with policies to manage urban fringe</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Biodiversity indicators relating to species characteristic of urban areas may be relevant</td>
<td>Not applicable</td>
<td>Partners, especially urban wildlife partnerships</td>
<td></td>
</tr>
<tr>
<td>UR12 Regional Park Resources</td>
<td>Target to be established in co-operation with NWRA; number of Regional Parks established by 2011</td>
<td>x</td>
<td>x</td>
<td>Extent to which the parks meet functional criteria and the % of the population with access to parks, or the distance to parks</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Not applicable</td>
<td>NWRA, NWDA GONW, Local authorities, Countryside Agency, Forestry Commission, Community Forests, Sport England, River Valley Initiative/Coastal/Estuarine Management Partnerships</td>
<td></td>
<td></td>
</tr>
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</tr>
</thead>
<tbody>
<tr>
<td>CZ1</td>
<td>Defining the Coastal Zone</td>
<td>Development plans should define the coastal zone</td>
<td>x</td>
<td>x</td>
<td>% of development plans adopted with defined coastal zone</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Not applicable</td>
<td>Not applicable</td>
<td>GONW</td>
</tr>
<tr>
<td></td>
<td></td>
<td>km of coastal path created/enhanced/ opened</td>
<td>x</td>
<td>x</td>
<td>Number of coastal regeneration schemes</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CZ2A</td>
<td>Coastal Development</td>
<td>Collaboration in plans and policies relating to Integrated Coastal Zone Management</td>
<td>x</td>
<td>x</td>
<td>Area (ha) of river or coastal floodplain lost to new development</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>NWRA participates on local planning authorities' behalf in NW Coastal Forum, which can oversee this</td>
<td></td>
<td></td>
</tr>
<tr>
<td>CZ2B</td>
<td>Coastal Defence</td>
<td>Development plans should incorporate policy relating to: flood risk; Coastal Habitat Management Plans; avoidance of development compromising Shoreline Management Plans</td>
<td>x</td>
<td>x</td>
<td>% of development plans including such policies</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Not applicable</td>
<td>Not applicable</td>
<td>GONW</td>
</tr>
<tr>
<td></td>
<td></td>
<td>No developments which could jeopardise coastal defences</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td>Environment Agency Local authorities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>CZ3</td>
<td>Coastal Communities and Economic Development</td>
<td>Increasing diversification of coastal economies</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Subset of indicators under Urban Renaissance and Economic Competitiveness; development, regeneration, deprivation, employment</td>
<td>Not applicable</td>
<td>NWRA GONW</td>
</tr>
<tr>
<td></td>
<td></td>
<td>km of coastal path created/enhanced/ opened.</td>
<td>x</td>
<td>x</td>
<td>Number of coastal regeneration schemes</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**NB:** Local authorities covered by these policies are: Cumbria, Lancashire and Cheshire County Councils; Carlisle, Allerdale, Copeland, Barrow-in-Furness, South Lakeland, Lancaster, Wyre, Blackpool, Fylde, Preston, South Ribble, West Lancashire, Ellesmere Port and Neston, Chester, Vale Royal District/Borough/City Councils; Sefton, Liverpool, Wirral, Halton metropolitan/unitary authorities. In some cases (relating to authorities with an estuarine location) coastal zone policies may be differently framed to reflect the absence of certain aspects of coastal management.

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### Targets & Indicators for Chapter 7: Enhancing the Rural Areas

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<tbody>
<tr>
<td>RU1</td>
<td>Sustainable Agriculture</td>
<td>x</td>
<td>x</td>
<td>The increasing extent to which development plans incorporate the principles of RU1</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Change in amount of best and most versatile agricultural and in-bye land</td>
<td>No</td>
<td>GONW NWRA DEFRA Countryside Agency Local planning authorities</td>
</tr>
<tr>
<td>RU2</td>
<td>Diversification of the Rural Economy</td>
<td>x</td>
<td>x</td>
<td>The number of relevant development plans that observe the principles set out in RU2</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>From local planning authorities, the number of successful diversification planning applications which have been pursued. Link with ERDP grant uptake and distribution</td>
<td>No</td>
<td>GONW NWRA DEFRA Countryside Agency Local planning authorities</td>
</tr>
<tr>
<td>RU3</td>
<td>Housing Needs in Rural Areas</td>
<td>x</td>
<td>x</td>
<td>The increasing provision in the relevant development plans</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Access to the affordable housing headline indicator for the CA and Rural White Paper; use their data of CA Headline indicator No. 11</td>
<td>No</td>
<td>GONW NWRA DEFRA Countryside Agency Local planning authorities</td>
</tr>
<tr>
<td>RU4</td>
<td>Local Services in Rural Areas</td>
<td>x</td>
<td>x</td>
<td>An increasing number of development plans demonstrating compliance with the principles of this Policy</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Use data from the Rural Services Survey at settlement level which will monitor the % of rural parishes with access to key services. Refer to Countryside Agency Headline Indicator No. 5, Geographical Availability of Services</td>
<td>No</td>
<td>GONW NWRA DEFRA Countryside Agency Local planning authorities</td>
</tr>
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<tr>
<td>RUS5</td>
<td>Rural Transport and Accessibility</td>
<td>x</td>
<td>x</td>
<td>Increased evidence that this is the case</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Use Countryside Agency Headline Indicator No. 14 – Rural Mobility</td>
<td>No</td>
<td>GONW NWRA DEFRA Countryside Agency Local planning authorities</td>
</tr>
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### Targets & Indicators for Chapter 8: Active Management of Environmental Resources

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</thead>
<tbody>
<tr>
<td>ER1 Management of the North West's Natural, Built and Historic Environment</td>
<td>To achieve net gain in maintained hedgerows, dry stone walls and ponds by 2006</td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Amount of hedgerows, dry stone walls and ponds by 2006</td>
<td>Data Source: Countryside Information Service</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No further loss of tranquil areas</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td>Local authorities English Nature English Heritage Countryside Agency</td>
<td></td>
</tr>
<tr>
<td>ER2 Landscape Character</td>
<td>Targets for ER3/ER4 and target A under ER5 are also appropriate here</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td>Local authorities National Trust English Heritage Countryside Agency</td>
<td></td>
</tr>
<tr>
<td>ER3 Built Heritage</td>
<td>5% reduction per year in the number of listed buildings on English Heritage Buildings At Risk Register (excluding buildings removed due to demolition). An AIS Target</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>The preservation, conservation and enhancement of the Region's built heritage</td>
<td>English Heritage</td>
<td>Local authorities GONW</td>
</tr>
<tr>
<td>ER4 Contribution of Built Heritage to Regeneration</td>
<td>Number of listed buildings on English Heritage Buildings At Risk Register</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td>Local authorities GONW</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Number of conservation areas, listed buildings, scheduled monuments, historic parks and gardens and historic battlefields in the North West</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td>Local authorities GONW</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A. To ensure no loss in area of SSSIs and to ensure that 95% of the area of SSSIs in the Region is maintained in or recovering towards 'favourable condition' by 2010</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>The continuing protection of designated sites</td>
<td>AIS Review</td>
<td>A. English Nature</td>
</tr>
<tr>
<td></td>
<td>B. To maintain the upward trends in the All Native Species and Woodland Bird Indicator categories; and to reverse the long-term decline in the Farmland Bird Indicator category by 2020</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>The continuing protection of designated sites</td>
<td>AIS Review</td>
<td>B. English Nature NW Biodiversity Forum</td>
</tr>
</tbody>
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</thead>
<tbody>
<tr>
<td>ER5 Biodiversity and Nature Conservation</td>
<td>C. To deliver the NW Regional Biodiversity Targets for Priority habitats within their identified timescales; to have functioning county level Local Biodiversity Action Plans in place across the Region by 2003 and to deliver targets within the plans according to their timescales with full completion by 2020. Refer to Appendix 1, Biodiversity Targets for the North West Region</td>
<td>x</td>
<td>x</td>
<td>C. The enhancement of the NW Region's biodiversity resources as defined by the UK &amp; Local Biodiversity Action Plan</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>The protection of habitats and species in the North West</td>
<td>AfS Review</td>
<td>C. NW Biodiversity Forum English Nature</td>
</tr>
<tr>
<td>ER6 Woodlands</td>
<td>Increase the level of woodland cover by at least 10% (or approximately 1000ha per annum) by 2010 and at least 15% by 2020 using native species wherever possible. (AfS Target)</td>
<td>x</td>
<td>x</td>
<td>% increase in area of woodland planted</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Increased level of tree cover in the Region.</td>
<td>Production of regional woodland strategy for sustainable forestry.</td>
<td>Forestry Commission Countryside Agency Community Forests NWRA Local authorities</td>
</tr>
<tr>
<td>ER7 Water Resources</td>
<td>x</td>
<td>x</td>
<td>The numbers of new developments which manage water demand and reduce water consumption.</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>The conservation of water supplies and the reduction of wasted water.</td>
<td></td>
<td>Local authorities United Utilities (water leak monitoring is statutory) Environment Agency (Catchment Abstraction Management Strategies)</td>
<td></td>
</tr>
<tr>
<td>ER8 Development and Flood Risk</td>
<td>A % reduction in the number of ‘inappropriate’ developments in flood risk areas by 2006</td>
<td>x</td>
<td>x</td>
<td>The number of new developments permitted in areas at risk of flooding</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>The avoidance of damage to property and loss of life due to flooding.</td>
<td>State of the Environment report from the Environment Agency.</td>
<td>Environment Agency Local authorities</td>
</tr>
</tbody>
</table>

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</thead>
<tbody>
<tr>
<td>ER9 Minerals Extraction</td>
<td>All development plans take full account of the bulleted points in this Policy.</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>To minimise the need for mineral extraction.</td>
<td></td>
<td>NWRA Regional Aggregates Working Party Mineral planning authorities</td>
</tr>
<tr>
<td>ER10 Land-won Aggregates</td>
<td>NWRA able to provide guidance to mineral planning authorities in making appropriate provision in their development plans for the extraction of aggregates and the maintenance of and banks</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>NWRA Regional Aggregates Working Party Minerals planning authorities</td>
</tr>
<tr>
<td>ER11 Secondary and Recycled Aggregates</td>
<td>To achieve a target of 20% of construction aggregates to be from secondary or recycled sources by 2010 and 25% by 2021</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>Sales of secondary and recycled aggregates and totals of these aggregates sold as percentages of all aggregates sold.</td>
<td></td>
<td>NWRA Regional Aggregates Working Party Mineral planning authorities</td>
</tr>
<tr>
<td>ER12 Marine dredged Aggregates</td>
<td>To reduce the use of virgin aggregates from marine dredging to below 1.6% after 2006</td>
<td></td>
<td>% of virgin marine dredged aggregates extracted</td>
<td></td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td>Reduction in the use of virgin aggregates</td>
<td></td>
<td>NWRA Regional Aggregates Working Party Minerals planning authorities</td>
<td></td>
</tr>
<tr>
<td>ER13 Renewable Energy and Energy Efficiency</td>
<td>A. To contribute towards the national target of electricity sourced from renewables by 2010. (AMS target)</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Development of regional targets and locations based on the findings of the renewable energy scoping study ‘From Power To Prosperity’ published March 2001</td>
<td></td>
<td>NWRA NWDA 10% of GONW ETSU</td>
<td></td>
</tr>
<tr>
<td></td>
<td>B. Development plans with policies in line with ER13</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td>NWRA GONW</td>
</tr>
</tbody>
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## Targets & Indicators for Chapter 9: Ensuring High Environmental Quality

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<th>Monitoring Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>EQ1 Tackling Derelict Land and Contamination Issues</td>
<td>A. X number of net hectares of derelict and contaminated land reclaimed per annum</td>
<td>X</td>
<td>X</td>
<td>Amount of derelict/ contaminated land stock</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>Reduction of amount of derelict/ contaminated land in the NW Region</td>
<td>Publication of NWDA Study ‘Reclaim The Northwest!’ in Summer 2001 and NWDA response to recommendations</td>
<td>NWDA English Partnerships</td>
</tr>
<tr>
<td></td>
<td>B. % of NWDA resources for derelict/ contaminated land reclamation</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>EQ2 Air Quality</td>
<td>A. National Air Quality Strategy objectives for individual pollutants set by 2005</td>
<td>X</td>
<td>X</td>
<td>Number of days per annum when air pollution is moderate or higher for ozone, particles (PM10), sulphur dioxide, nitrogen dioxide and carbon monoxide</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>Long term improvement in air quality</td>
<td>AEA NETCEN, Local authority (Air Quality Management Plans)</td>
<td>Office of National Statistics</td>
</tr>
<tr>
<td></td>
<td>B. 20% reduction in CO2 emissions by 2010</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>Environment Agency</td>
</tr>
<tr>
<td>EQ3 Water Quality</td>
<td>All rivers to be at least ‘fair’ quality (i.e. a standard capable of supporting healthy fish) by 2010 (AIS target)</td>
<td>X</td>
<td>X</td>
<td>Chemical and biological river water quality</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>Long term improvement in water quality</td>
<td>Environment Agency</td>
<td>Mersey Basin Campaign</td>
</tr>
<tr>
<td>EQ4 Principles Governing Regional Approach to Sustainable Waste Management</td>
<td>None, Policy is about principles governing sustainable waste management</td>
<td>X</td>
<td>X</td>
<td>None</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>None</td>
</tr>
<tr>
<td>EQ5 A Regional Approach to Waste Management</td>
<td>A1. Local authorities to achieve or better waste strategy targets to recycle or compost 29% of household waste by 2005, 30% by 2010 and 33% by 2015</td>
<td>X</td>
<td>X</td>
<td>A1 % of household waste recycled/composted</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>Reduction in municipal waste arisings</td>
<td>Publication of Regional Waste Management Strategy to set regional targets</td>
<td>Environment AgencyNWRA Local authorities Municipal Waste Survey (DEFRA)</td>
</tr>
<tr>
<td>EQ6 Waste Management Facilities</td>
<td>A2. Local authorities to achieve or better waste strategy targets to recover value from 40% of municipal waste by 2005, 45% by 2010 and 67% by 2015</td>
<td>X</td>
<td>X</td>
<td>A2 % of municipal waste recovered Best Value Performance Indicators</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
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<tbody>
<tr>
<td>EQ5 A Regional Approach to Waste Management</td>
<td>B. To achieve or better national waste strategy target to reduce industrial and commercial waste sent to landfill to 85% of 1998 levels by 2005 (AFS target)</td>
<td>x</td>
<td>x</td>
<td>B. % of industrial and commercial waste diverted from landfill</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Reduction in amount of industrial and commercial waste sent to landfill</td>
<td>Publication of Regional Waste Management Strategy to set regional targets</td>
<td>Environment Agency</td>
<td></td>
</tr>
<tr>
<td>EQ6 Waste Management Facilities</td>
<td>C. To achieve a better EC Landfill Directive reduction in the quantity of biodegradable municipal waste sent to landfill by 2010, reduce to 75% of that produced in 1995</td>
<td></td>
<td></td>
<td>C. % of biodegradable waste sent to landfill</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Reduction in amount of biodegradable waste sent to landfill sites</td>
<td>Publication of Regional Waste Management Strategy to set regional targets</td>
<td>Local authorities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Reduction in all sources of waste to landfill in line with the EU Landfill Directive</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>By 2013 reduce to 50% of that produced in 1995 and by 2020 reduce to 35% of that produced in 1995</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>EQ7 Radioactive Waste</td>
<td>A regional commitment to long-term management of radioactive waste. Reduced volumes of radioactive waste.</td>
<td>x</td>
<td>x</td>
<td>Air and water radioactive discharges from the nuclear industry</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td>High level and intermediate radioactive waste stocks</td>
<td>Office for National Statistics, BNFL Environment Agency</td>
<td></td>
<td></td>
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## Targets & Indicators for Chapter 10: An Accessible Region with an Integrated Transport System

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</thead>
<tbody>
<tr>
<td>T1</td>
<td>Integrating Transport Networks in the North West</td>
<td>x</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Reduce average time lost per vehicle below 2000 levels by 2010</td>
<td>No</td>
<td>Dept for Transport Local planning authorities</td>
</tr>
<tr>
<td></td>
<td>Double light rail use 2000-2010</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Double passenger journeys 2000–2010</td>
<td>No</td>
<td>Local planning authorities PTAs Operators</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Increase bus use by 10% 2000–2010</td>
<td>x</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Increase passenger journeys by 10%, 2000–2010</td>
<td>No</td>
<td>Local planning authorities PTAs Operators</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Increase bus accessibility in rural areas by one-third</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Proportion of households within 10 minutes walk of hourly or better service to increase by a third</td>
<td>No</td>
<td>Local planning authorities PTAs Operators</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Triple cycle trips, 2000–2010</td>
<td>x</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Triple cycle trips 2000–2010</td>
<td>No</td>
<td>Local planning authorities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Improve air quality</td>
<td>x</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Meet national air quality strategy targets</td>
<td>No</td>
<td>Local planning authorities NWRA NWDA</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Reduce greenhouse gas emissions by 12.5%, 2000–2010</td>
<td>x</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Reduce by 12.5%, 2000–2010</td>
<td>No</td>
<td>Local planning authorities NWRA NWDA</td>
<td></td>
</tr>
<tr>
<td>T2</td>
<td>The Regional Rail Network</td>
<td>x</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>50% increase in passenger kilometres, 2000–2010</td>
<td>None</td>
<td>NWRA SRA TOCS Network Rail</td>
</tr>
<tr>
<td>T3</td>
<td>The Regional Highway Network</td>
<td>x</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>Meet national road condition survey requirements</td>
<td>No</td>
<td>Local highways authorities</td>
</tr>
<tr>
<td>T4</td>
<td>Road Safety</td>
<td>x</td>
<td>x</td>
<td>None</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>40% and 50% reductions compared to the 1994–98 average</td>
<td>No</td>
<td>Local highways authorities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>At least a 10% reduction in the number of people slightly injured in road accidents by 2010 compared to the 1994–98 average</td>
<td>x</td>
<td>x</td>
<td>People slightly injured/100 million vehicle kilometres</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>No</td>
<td>Local highways authorities The Highways Agency</td>
<td></td>
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<tr>
<td>T7</td>
<td>Increase rail freight share of the freight market from 7% to 10%, 2000–2010</td>
<td>x</td>
<td>x</td>
<td>x x x x x</td>
<td>Freight Strategy to determine indicator(s)</td>
<td>No</td>
<td>Local planning authorities NWRA NWDA</td>
</tr>
<tr>
<td>T9</td>
<td>All North West development plans to contain maximum parking standards by 2007</td>
<td>x</td>
<td>x</td>
<td>x x x x x</td>
<td>Reflected in development plans, local transport plans</td>
<td>No</td>
<td>Local planning authorities</td>
</tr>
<tr>
<td>T10</td>
<td>All transport proposals of regional significance to be delivered by 2007 as a matter of priority (see Table 10.2)</td>
<td>x</td>
<td>x</td>
<td>x x x x x</td>
<td>All transport proposals of regional significance to be delivered by 2007 as a matter of priority (see Table 10.2)</td>
<td>Yes</td>
<td>Local planning authorities Network Rail Highways Agency Others</td>
</tr>
</tbody>
</table>

Key: U = Urban, R = Rural. (‘Monitoring should take account of both urban and rural conditions independently and should be so designed as to take clear account of progress in urban regeneration in the Region.’ Panel Report R13.7). ‘X’ in these boxes shows that the Output Target takes account of these. Key: SMART = Specific, Measurable, Achievable, Realistic and Time-bound. An ‘X’ indicates compliance.

Note: contextual indicators are to help assess the performance of the strategies in achieving change in regional outcomes which will only to a limited extent have been influenced by RPG (PPG11–P16.05).
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