

**INFORMATION NOTE 4**

**Joint Study Areas – Process and  
Approach**

**South West Regional Assembly  
January 2007**

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# **SOUTH WEST REGIONAL ASSEMBLY**

## **PANEL INFORMATION NOTE 4**

### **Joint Study Areas – Process & Approach**

#### **1. Purpose**

1.1 The purpose of this Information Note is to inform the Examination in Public (EiP) Panel and Participants:

- a) Firstly, why a Joint Study Area (JSA) approach was followed to derive sub regional components of the Draft Regional Spatial Strategy (Draft RSS) and;
- b) Secondly, outline the process itself, clarifying the technical work requested, consultation process, timescales and testing a range of potential growth scenarios.

The conclusions from this process subsequently formed the basis of Section 4 of the Draft RSS.

#### **2. Legislation**

2.1 Whilst there may be generic issues/policies that will apply across the region as a whole, for example Sustainable Construction (Development Policy G, Draft RSS) through consultation with Local Planning Authority's and other stakeholders it became apparent early in the RSS review process that there were pressures/issues that had a more localised, sub regional impact. Through stakeholder consultation the South West Region was not considered to be uniform but that a sub regional approach was needed to reflect the wide diversity of challenges arising across the region over the plan period. An example of a prime challenge being differing levels of housing provision to reflect different economic opportunities and environmental constraints.

2.2 Consideration of how sub regional issues could be resolved was initiated prior to commencement of the Planning and Compulsory Act 2004 and publication of Planning Policy Statement 11 (PPS11). Annexes 1-2a demonstrate early regional discussion at Member and officer level to identify a way forward to enable the Draft RSS to address sub regional issues and incorporate sub regional policies. This discussion reflects section 5(3(f)) of the Planning & Compulsory Purchase Act 2004 (Part 1) which states:

*5(3) "In preparing a draft revision the RPB must have regard to-  
(f) the desirability of making different provision in relation to different parts of the region;"*

2.3 In the case of the South West a sub regional approach did not mean dividing the region into specific sub regions with hard boundaries, rather it meant applying a sub regional strategic approach to planning for places, where it was needed to address specific issues. The sub regional spatial planning strategy focuses on how places function, rather than administrative boundaries, reflecting issues such as journey-to-work patterns, functional relationships between settlements or how the benefits of a prosperous

city/town could be spread to the wider region, the concept of a 'City-Region'. In the South West region this is reflected through nine Joint Study Areas focused around the following main urban areas and their surrounding sphere of influence (paragraph 3.3 below refers). The JSA aspect of sub regional planning and the development of sub regional emphasis to the RSS is dealt with in Panel Information Note 2: "Spatial Strategy, Development Policies A, B & C and Rural/Urban Issues".

2.4 Furthermore, in the absence of structure plans, without a sub regional approach it was considered that there would be a 'strategic policy deficit' which could not be addressed by general RSS policies or by Local Development Documents (LDDs) on their own. This accords with Planning Policy Statement 11 (PPS11, paragraphs 1.13 & 1.14) and section 5(3) of the Planning and Compulsory Act 2004 which requires the Regional Planning Body (RPB) to consider the desirability of making different provision in relation to different parts of the region.

2.5 With the RPB employing a sub regional policy approach within the RSS, it is important to identify if, and from whom, any advice should be sought. Section 5(5) of the Planning and Compulsory Purchase Act 2004 states:

*5(5) "If the RPB decides to make different provision for different parts of the region the detailed proposals for such different provision must first be made by an authority which falls within section 4(4)"*

2.6 Sections 4(1) & 4(3) of the 2004 Act state that the RPB is required to seek the advice of authorities on sub regional planning issues when preparing, keeping under review and monitoring the implementation of a revision of the RSS. Section 4(4) of the Planning and Compulsory Purchase Act 2004, defines the appropriate authorities to provide the detailed proposals as being:

*4(4) "Each of the following authorities fall within this subsection if their area or any part of their area is in the RPBs region-*

*(a) a county council;*

*(b) a metropolitan district council;*

*(c) a district council for an area for which there is no county council;*

*(d) a National Park authority."*

2.7 Specifically for the South West Region the relevant authorities identified under section 4(4) of the Planning and Compulsory Purchase Act 2004 are:

County Councils

Cornwall County Council

Devon County Council

Dorset County Council

Gloucestershire County Council

Somerset County Council

Wiltshire County Council

National Park Authority's  
Dartmoor National Park  
Exmoor National Park

Unitary Authorities

Bath & North East Somerset Council  
Bristol City Council  
Borough of Poole  
Bournemouth Borough Council  
North Somerset District Council  
Plymouth City Council  
South Gloucestershire Council  
Swindon Borough Council  
Torbay Council

- 2.8 Section 5(5) of the Town and Country Planning Act 2004 requires a section 4(4) authority (paragraph 2.7 above refers) to be the first to make detailed proposals, unless it has been agreed that the RPB or district council should do so instead. For the revision to the South West Draft RSS this was not agreed and the section 4(4) authorities reserved their right to submit their formal advice regarding sub regional policies to the RPB through 'First Detailed Proposals'. Therefore, the RPB, under Regulation 8(1-3) (The Town and Country Planning (Regional Planning) (England) Regulations 2004) agreed with the section 4(4) authorities the appropriate level of 'information' to submit, broad subject matter and timescale (paragraph 2.28, PPS11 refers). This culminated in the RPB receiving 'First Detailed Proposals' by 13<sup>th</sup> September 2005.
- 2.9 The 'First Detailed Proposals' from the section 4(4) authorities should be at the appropriate level of detail for inclusion in the RSS. PPS11 indicates that the RSS should not address local issues which should be subject of a LDD; policies should be detailed enough to give guidance to LDFs. 'First Detailed Proposals' should be locationally but not site specific. In line with PPS11 (paragraph 1.5 refers) the 'First Detailed Proposals' should also include numbers for the additional housing requirement and demand management policies to reduce traffic volumes (paragraph 1.6 refers). The proposals should also indicate the scale of and expected economic growth in the area, alongside identifying other regionally and sub regionally significant spatial activities that need to be planned for. Locational specificity and identifying broad areas of search appropriate for sub regional growth is also required (PPS11, paragraphs 1.16 & 1.17 & PPS3, paragraph 37).
- 2.10 In addition to receiving 'First Detailed Proposals' from the section 4(4) authorities the RPB entered into 'arrangements' with the section 4(4) authorities requesting that they work with Districts and other stakeholders to develop sub-regional strategies at a series of Joint Study Areas (identified in paragraph 3.3 below refers) forming steering groups or partnerships to oversee the JSA technical studies and options testing. This is distinct from receiving formal advice from the 4(4) authorities and their 'First Detailed Proposals' for what should be included as policy in the RSS. (*Annex 7*).

2.11 PPS11 outlines the way in which sub regional elements of an RSS should be developed (paragraphs 2.21 to 2.30 refer) including:

- Providing technical expertise, particularly with regard to housing and employment supply and distribution.
- Facilitating public consultation and participation.
- Cross boundary implications.
- Integration of land use planning and transport at the sub regional level.
- Implementation of key plans and programmes, e.g. housing, economic development, retail provision, economic regeneration, transport improvements and environmental projects.

2.12 Finally, when undertaking technical work either through 'First Detailed Proposals' or 'arrangements', existing and emerging planning guidance and best practice should be reflected.

### **3. Process**

3.1 The Planning and Compulsory Purchase Bill made provision for the RPB to enter into agency arrangements with 'selected' Counties, Unitaries and National Parks to enable it to deliver any of its functions. In particular, guidance issued by the Office of Deputy Prime Minister (ODPM) indicated that Counties may have a role in assisting with the derivation of district level housing figures for incorporation in the RSS. During 2003/04, the transitional year, ODPM indicated in guidance to RPBs that it expected agency agreements to be concluded before the start of the new financial year (*Annex 3*).

3.2 To progress technical work at a sub regional level on an 'arrangement' basis, following prior discussion with authorities, the RPB issued letters (23<sup>rd</sup> December 2003) seeking a response by the 31<sup>st</sup> December 2003 or during the early part of the week of 5<sup>th</sup> January 2004 at the latest to let the RPB know whether the section 4(4) authorities were able to deliver the outputs identified in the timescale indicated (*Annex 4*). In summary, extracts of the key requests were:

- By end January 2004 a Project Plan for the development of strategic policy for the area concerned including:
- A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
- A time table of key stages.
- A plan for consultation with local stakeholders on any strategic options.
- A proposal for dealing with any cross boundary issues.
- By March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the area concerned including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles and will make this information available in the early New Year.

- By 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are underway) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the area concerned. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

3.3 Identifying the most appropriate pattern of sub regional working is an important step in introducing the new planning arrangements. Participation of local authorities and stakeholders in defining and carrying out the sub regional dimension of planning was essential. With this in mind, the Regional Assembly sought views on the definition of the sub regional working required in the new system. In April 2003 the Regional Assembly held a stakeholder consultation on 'City Regions' seeking discussion and debate (*Annex 1a*). Initially four 'City Regions' were identified:

- Cheltenham and Gloucester area
- Exeter area
- Plymouth, South East Cornwall and South West Devon
- South East Dorset conurbation (Bournemouth, Poole and Christchurch)

With the following two areas were identified as 'possible City Regions':

- Swindon area
- West of England (Bath, Bristol and Weston-super-Mare)

Subsequent to this discussion and debate, in conjunction to the six places identified above a further two areas where a 'City Region' style approach was considered appropriate:

- Cornwall Towns (Truro, Falmouth, Camborne, Pool and Redruth)
- Taunton area (including Bridgwater & Wellington)

3.4 In Spring 2004 the section 4(4) authorities (paragraph 2.7 above refers) were asked to work with Districts and other stakeholders to develop sub-regional strategies the eight Joint Study Areas (previously described as 'City Regions') identified above (*Annexes 5, 5a, 5b, & 5c*). Resulting from continuing discussions between the Regional Assembly and section 4(4) authorities it was agreed that a further study, following the principles of the JSA approach was undertaken for:

- Torbay and South Devon

3.5 Following the publication of the guidance for Regional Planning contained in PPS11 and the correspondence and discussions which have taken place between the RPB and appropriate section 4(4) authorities, the RPB set out the generic requirements for the JSA technical work (*Annex 6a*). This position was supplemented by further communication seeking clarification

from the section 4(4) authorities to deliver the technical work in the light of a range of housing scenarios (*Annex 6b*) and a more detailed breakdown of the areas to be covered by the JSA studies (*Annex 6c*) including consultation arrangements.

- 3.6 Consultation was done at a sub regional level to identify the challenges and implications of accommodating change over the plan period, incorporating the views of local communities. It was also an opportunity to formulate a vision for each specific area, reflecting the unique circumstances and identifying a clear way forward. Steering Groups were formed from elected Members representing Local Authorities and Social, Environment and Economic Partners (SEEPs) representing the various sectors of significance to the South West. These include business, voluntary, education and training, environmental bodies, faith communities, trade unions, tourism, health, disabled groups, agriculture, culture, racial equality, minority groups, public transport, youth, housing and cooperative agencies.
- 3.7 Having initiated the JSA work under the 'arrangements' the RPB formally requested in March 2005 under Regulation 8 (Town & Country Planning Act, Regional Planning Regulations), asking the section 4(4) authorities to supply first detailed proposals for the respective JSA for submission on 3<sup>rd</sup> June 2005 in accordance with the 12 week statutory period (*Annex 8*). It was considered to be of assistance to the RPB if 'First Detailed Proposals' could be jointly submitted with the other relevant section 4(4) authorities which have worked together on the respective JSA.
- 3.8 Originally, the RPB gave notice to the section 4(4) authorities to provide the formal advice by the 3<sup>rd</sup> June. However, following discussion it was clear that this is not possible given the elections and timings of political meetings. To ensure that the process continued to progress, it was confirmed that a revised date for submission of all the respective section 4(4) authority's advice in the form of 'First Detailed Proposals' for the JSA was extended to 13<sup>th</sup> September 2005 (*Annex 9*).
- 3.9 The Strategic Authorities submitted First Detailed Proposals (formal advice) in relation to sub-regional strategies by 13<sup>th</sup> September 2005. The Strategic Authorities also provided, in September 2005, First Detailed Proposals on housing numbers for districts in their areas to inform the district housing allocation process. Authorities were also asked for proposals relating to any 'named settlements' not falling within the scope of any of the joint studies. Technical work has been ongoing since submission of the 'first Detailed Proposals' to fill in any identified evidence 'gaps' and add robustness to the process (*Annex 10*).

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## **Annexes**

- Annex 1** The development of a sub regional approach to planning issues (31<sup>st</sup> March 2003).
- Annex 1a** Consultation on sub regional issues in the South West requiring integrated strategic planning.
- Annex 2** Workshop/seminar for Members on Planning Reforms and Regional Planning (17<sup>th</sup> April 2003).
- Annex 2a** Regional Assembly Workshop: Briefing Note (10<sup>th</sup> June 2003).
- Annex 3** Draft Agency Agreements with County, Unitary and National Park Authorities (5<sup>th</sup> September 2003).
- Annex 4** Extracts of sub regional studies & policy development (23<sup>rd</sup> December 2003): Central Cornwall 5 Towns; Plymouth; Exeter; Gloucester/Cheltenham; South East Dorset; Taunton; Swindon & West of England.
- Annex 5** Moving forward sub Regional Components of RSS (RSSG Paper C) 20<sup>th</sup> January 2004.
- Annex 5a** Outputs requested from Strategic Authorities and Partners by end of March 2004 to enable progress to be made on sub regional studies (20<sup>th</sup> January 2004).
- Annex 5b** Regional Assembly proposals for sub-regional work in the 'City Regions': Generic Brief (20<sup>th</sup> January 2004).
- Annex 5c** Issues for inclusion in sub regional briefs (20<sup>th</sup> January 2004).
- Annex 6a, 6b & 6c** Joint Study Areas: Requirements of Regional Planning Body for provision of work under the 'arrangements' procedure (15<sup>th</sup> & 20<sup>th</sup> October 2004).
- Annex 7** Relationships between the Regional Planning Body (RPB) and Strategic (4/4) Authorities with specific reference to sub regional working and JSAs (11<sup>th</sup> February 2005).
- Annex 8** Brief for First Detailed Proposals for RSS Sub-Regional Policies for JSA Areas (March 2005).
- Annex 9** Brief for Completion of Technical Studies for JSAs and First Detailed Proposals (23<sup>rd</sup> May 2005).
- Annex 10** Generic example of RSS Further Work on Evidence Base (July 2006).

31<sup>st</sup> March 2003

Dear Colleague,

### **REGIONAL SPATIAL STRATEGY:**

#### **The development of a sub regional approach to planning issues.**

I am writing to ask for your views on the development of a sub regional approach to planning in the South West. Subject to Royal Assent, the reforms to planning contained within the Planning and Compulsory Purchase Bill will require a sub regional approach to planning issues in certain circumstances.

The Office of Deputy Prime Minister has recently issued Supplementary Guidance to Planning Policy Guidance Note 11 which advises on how sub regional issues can be dealt with in the new system. In the Guidance, Regional Planning Bodies are encouraged, before commencement of the new system, to:

- Define the areas or issues for which a sub regional approach will be needed with planning authorities, the Government Office and other stakeholders, as appropriate.
- Agree with strategic planning authorities and GOs a programme of studies, where appropriate, to deal with sub regional issues.

The Guidance outlines the circumstances in which a sub regional approach may be needed (reflected in the attached note) and comments on how sub regional studies of planning issues and policy making in both the Regional Spatial Strategy and Local Development Frameworks can address any “strategic policy deficits” which may exist. It is also an opportunity to look afresh at sub regional planning issues which cut across administrative boundaries.

Identifying the most appropriate pattern of sub regional working is an important step in introducing the new planning arrangements. Attached (*Annex 1a*) is a note on a possible definition of sub regional planning issues and an indication of how they might be dealt with through studies and policy making in either the RSS or through LDFs.

Participation of local authorities and stakeholders in defining and carrying out the sub regional dimension of planning is essential. With this in mind, the Regional Assembly is seeking views on the paper attached. Our intention is to arrive at a definition of the sub regional working required in the new system by the summer of this year. This will allow technical work to be commissioned and for agency arrangements with strategic authorities to be concluded. In most cases it is expected that technical work already being carried out to support the development of structure other plans will form the basis for the sub regional approach.

Please let me have any comments you may have on the proposals contained in the document by **Friday 2<sup>nd</sup> May 2003: email: [subregions@southwest-ra.gov.uk](mailto:subregions@southwest-ra.gov.uk)**

Yours sincerely,

**PETER BROWN**

**Deputy Director of Policy**

## **South West Regional Assembly**

### **Consultation on sub regional issues in the South West requiring integrated strategic planning**

The introduction of the reforms to planning contained in the Planning and Compulsory Purchase Bill, bring with them significant changes to the development plan system. A new statutory Regional Spatial Strategy will be produced by the Regional Assembly acting as Regional Planning Body (RPB). The RSS with the Local Development Documents to be produced by District Councils will constitute the new Development Plan.

One of the features of the new RSS is that it should contain a sub regional element and the RPB is expected to lead the process of sub regional definition and identify a programme of sub regional studies needed to produce strategic policy. Transitional Guidance issued by ODPM contains the following principles for sub regional definition:

- ***It is not the intention that the entirety of a region will be covered by sub regional strategies***
- ***Sub regional definition should be based on a clearly recognisable 'strategic policy deficit' which cannot be adequately addressed by general RSS policy or by individual or joint LDFs***
- ***Sub regions should be based on functional relationships not administrative areas.***

The Planning Green Paper contained criteria for sub regional definition which have carried through into guidance on Transitional Arrangements issued recently by ODPM. Sub regions may need to be defined:

- 1 For major conurbations, especially those composed of several local authorities.
- 2 Where the planning of major towns and cities and their hinterland raises strategic issues which can only be resolved on a joint basis by neighbouring local authorities.
- 3 To develop strategies for areas which straddle county or regional boundaries.

The Regional Assembly's Planning and Transport Advisory Group has considered the need for sub regional definition in the South West as a necessary precursor to the development of the Regional Spatial Strategy and wishes to seek the views of local authorities and other partners on sub regions.

Attached is a schedule which contains a proposal for sub regional definition in the south west which it is believed both meets the needs of the region and accords with the criteria and principles set out in national guidance.

## **South West Regional Assembly**

### **Consultation on sub regional issues in the South West requiring integrated strategic planning**

**A: Functional areas where planning issues require strategic study and the development of integrated strategic policy for inclusion in the RSS.**

**1 Greater Bristol**

Including Bristol  
North Somerset  
South Gloucestershire  
B&NES

Functional links with parts of  
Somerset

Sedgemoor District  
Mendip District  
West Wiltshire District  
North Wiltshire District  
Stroud District

Wiltshire

Gloucestershire

**2 Greater Plymouth**

Including Plymouth  
Functional links with parts of

Cornwall

Caradon District

Devon

South Hams District  
West Devon District

Dartmoor National Park

**3 SE Dorset Conurbation**

Including Bournemouth  
Poole

Functional links with parts of

Dorset

East Dorset District  
Purbeck District

**4 Cheltenham/Gloucester**

Including Cheltenham  
Gloucester

Functional links with parts of

Gloucestershire

Stroud District  
Tewkesbury District  
Cotswold District

***Remote Rural***

Including parts of Cornwall/Devon/Somerset

**B: Areas where strategic planning issues cross the Regional Boundary requiring strategic study and possible inclusion of strategic policy in RSS.**

**5 Swindon and 'M4 Corridor' study area**

Including Swindon  
North Wiltshire  
Functional links with parts of

Gloucestershire	Cotswold District
Wiltshire	West Wiltshire District
	Kennet District

**6 SE Dorset Conurbation and 'Solent' study area**

Including area described in 3 above

**7 Greater Bristol South East Wales study area**

Including area described in 1 above plus Forest of Dean District

**C: Areas where planning issues cross District and/or County boundaries and require strategic study and the development of integrated strategic policy for inclusion in Local Development Frameworks of relevant Districts.**

***Tiverton/Taunton/Bridgwater***

***Yeovil/Sherborne***

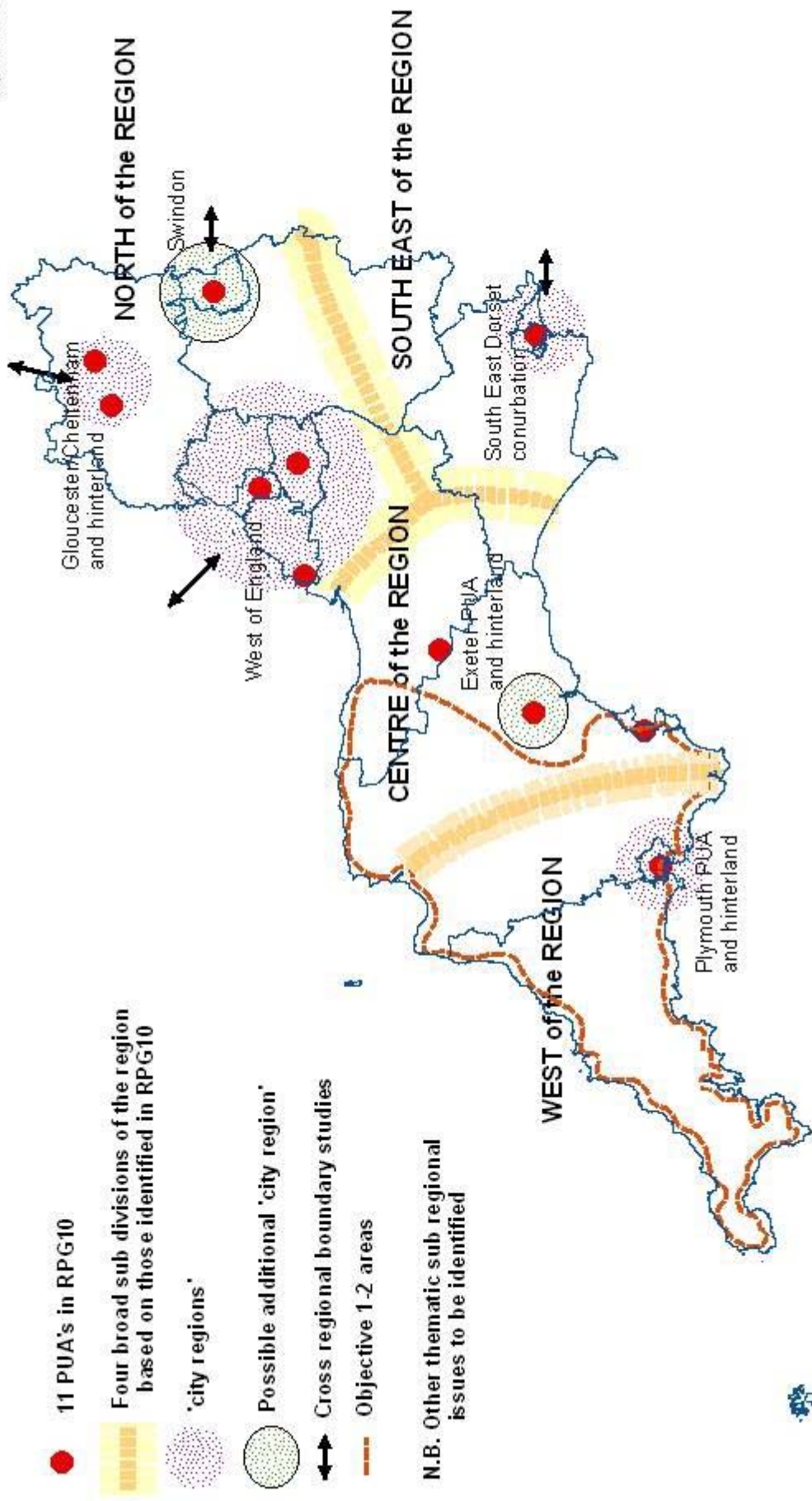
***Frome/Westbury/Warminster/Chippenham/Bath***

***Barnstable/Bideford/Ilfracombe***

***Torbay/Newton Abbot/Exeter***



# South West: Proposed Approach to Sub Regional Planning



● 11 PUA's in RPG10

Four broad sub divisions of the region based on those identified in RPG10

● 'city regions'

● Possible additional 'city region'

↔ Cross regional boundary studies

--- Objective 1-2 areas

N.B. Other thematic sub regional issues to be identified

## **Annex 2**

17<sup>th</sup> April 2003

Dear Chief Executive

### **Workshop/Seminar for Members on Planning Reforms and Regional Planning**

On Tuesday June 10<sup>th</sup> 2003 we are organising a workshop/seminar for those members of the Regional Assembly who will have involvement in regional planning. The event is also aimed at portfolio holders from local authorities who will have responsibility for planning matters. The session will involve speakers from the Regional Assembly secretariat and from GOSW, and will also involve smaller group discussions about how the new system will deal with strategic planning.

I would be grateful if you could draw this event to the attention of your relevant portfolio holder or cabinet member. I appreciate that for some district and unitary authorities there may be uncertainty over these responsibilities given the impending elections, but hope that once portfolio holders are identified, you will let them know about the event.

Could you please let Sue Watts know as soon as you can whether your portfolio holder will be attending the workshop, so that we can send them details?

The event will run from 2.00 p.m. until about 4.30 p.m. and will be held at County Hall, Taunton.

If you have any queries please contact Sue Watts on 01823 425219, or e-mail [sue.watts@southwest-ra.gov.uk](mailto:sue.watts@southwest-ra.gov.uk)

Yours sincerely

**PETER BROWN**

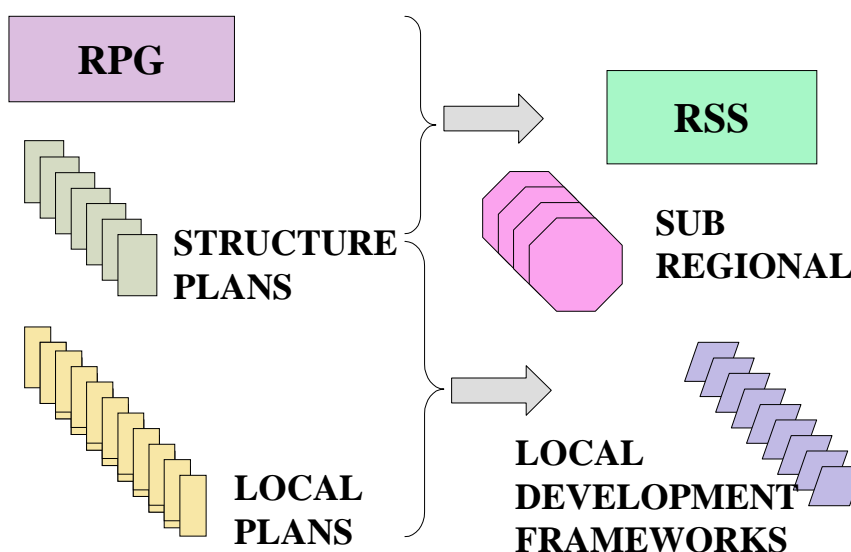
**Assistant to Director of Policy  
South West Regional Assembly**

### Regional Assembly Workshop 10<sup>th</sup> June 2003 Briefing Note for the Workshop

#### 1 Proposed Changes to the Regional and Strategic Planning System:

- Over the last eighteen months the Government has published the **Green Paper on Planning**, the **Regional White Paper**, a Ministerial Statement on Planning (**the July Statement**) and published the **Planning and Compulsory Purchase Bill** in early December 2002. The Bill is now progressing through its Stages and the latest indication is that it will be enacted next parliamentary session in early 2004.
- The Government is keen to reform the planning system and speed up decision making over plans and development control. **In terms of plan making**, Government proposes the following changes shown in the diagram.

#### PROPOSED CHANGES IN FORWARD PLANNING



- **Structure and Local plans will disappear** under the reforms and be replaced by Local Development Frameworks which Districts will lead the production of. At the Regional level, the **Regional Planning Guidance RPG will be replaced by a statutory Regional Spatial Strategy, RSS** produced by nominated Regional Planning Bodies. County Councils are expected to continue with their strategic planning work in support of the production of LDFs and to support the production of the RSS including any sub regional elements.
- Where a non elected Regional Chamber exists, which complies with the requirement for a broad based membership reflecting different sectoral

interests in the region, it will be nominated as the **Regional Planning Body RPB** and be required to carry out the following functions:

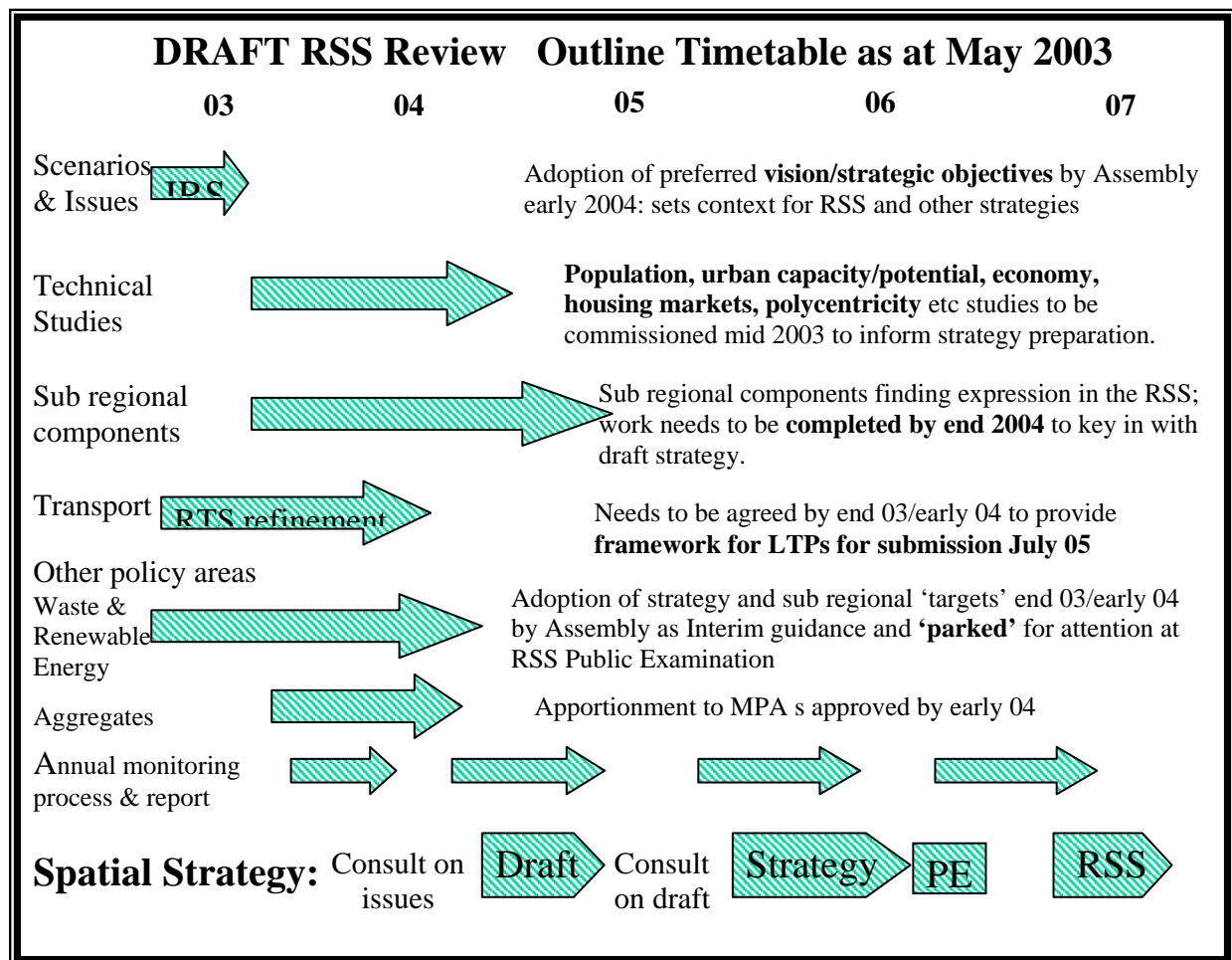
- Must keep the RSS under review.
  - Must keep under review matters affecting the region and development.
  - Must monitor implementation of RSS and consider effects.
  - Must prepare an annual Implementation report.
  - Must give advice to achieve implementation of RSS.
  - Must carry out a sustainability appraisal of draft policies.
  - Must have regard to the availability of resources to implement the plan.
- The new system will come into force in early 2004/2005. **On commencement, the RPG will become RSS but should be reviewed within the following three years.** Structure Plans which are on deposit by then will **be able to proceed to adoption and then will be saved for 3 years.** Where appropriate, there will be **sub regional approaches to planning issues.** To some extent the sub regional approach will replace the Structure Plan but it is unlikely that every area will be covered by a sub regional strategy. Sub regional planning will be needed where there are significant strategic issues which cross administrative boundaries particularly for larger urban areas or 'city regions' and where a 'strategic policy deficit' will arise as a result of the removal of the structure plan tier of planning.
  - Each RPB can enter into an **agency arrangements with County and Unitary Councils and National Parks** to help it discharge its functions.
  - The Regional Assemblies (Preparations) Act provides **funding for RPB s** for the Regional Planning work. This is made up of a core allocation to each RPB together with further funds being made available through the Planning Delivery Grant.

## **2 Transitional Year 2003/04**

- **Guidance** on the transitional year has been issued by the Office of Deputy Prime Minister. During this year, RPBs are expected to carry out the following tasks:
  - Consult on the definition of sub regional issues and areas.
  - Enter agency agreements with selected strategic planning authorities.
  - Carry out discussions with the full range of planning authorities and stakeholders about the development of RSS.
  - Produce a timetable for review of all or parts of RPG/RSS.
  - Agree with strategic authorities and GOSW a programme of studies.
  - Agree with strategic authorities and GOSW the balance of work on structure plans and the new approach to strategic planning.
  - Set in place the appropriate arrangements for delivering an annual monitoring and implementation report.

### 3 Draft Proposals by the Assembly for moving RSS forward in the South West.

- Early proposals for taking the RSS work forward are summarised in the following diagram



- The Assembly has consulted on some proposals about sub regional planning and has identified the following issues which will need a sub regional approach:
  - Planning for 'city regions' where the policy developed will form part of the Regional Spatial Strategy or possibly a joint LDF.
  - Planning for other parts of the region where cross administrative boundary relationships should be reflected in Local Development Frameworks.
  - Derivation of district level housing figures for incorporation in RSS.
  - Sub regional approaches to planning influenced by particular themes or issues; for example 'deep rural' issues.
  - Cross regional boundary issues which should be studied to help develop policy for the RSS and relevant LDFs (for e.g. the relationship between Swindon and the M4 corridor).

- In taking this sub regional work forward, the Assembly is keen that all local authorities play a full and active role along with other stakeholders. Where the sub regional work will result in specific policy for inclusion within the RSS (principally the 'city regions' and where thematic issues are considered), the RPB is the responsible body. Any local steering arrangements put in place to oversee the work would need to balance local authority and non local authority interests and would make recommendations to the RPB. Similarly for other strategic planning work which will contribute to LDFs and the RSS, the Assembly is keen to see any steering arrangements put in place reflecting the same principles of involving other sectors as well as the local authorities.

**SOUTH WEST REGIONAL ASSEMBLY  
RSSSG – PAPER D  
5<sup>th</sup> September 2003**

Draft Agency Agreements with County, Unitary and National Park Authorities

**1.0 Purpose of the Report**

1.1 Under the new arrangements the Regional Planning Body will be able to enter into agency arrangements with selected strategic authorities. This report updates members on the progress which is being made in the development of agency agreements.

**2.0 Recommendation**

2.1 It is recommended that officers continue with the development and negotiation of agency agreements with strategic planning authorities based on the template for agreements contained as Appendix 1, with a view to bringing the proposed agreements to a future meeting, for ratification before the start of the new financial year.

**3.0 Background**

3.1 The Planning and Compulsory Purchase Bill makes provision for the Regional Planning Body to enter into agency arrangements with 'selected' Counties, Unitaries and National Parks to enable it to deliver any of its functions. In particular, the accompanying guidance issued by the Office of Deputy Prime Minister indicates that Counties may have a role in assisting with the derivation of district level housing figures for incorporation in the Regional Spatial Strategy. During 2003/04, the transitional year, ODPM has indicated in guidance to RPBs that it expects agency agreements to be concluded before the start of the new financial year.

3.2 During the last 3 months, discussions have been taking place between the Assembly Secretariat and officers from the region's strategic authorities and the secretariat has received assistance, through the officer support groups, in drafting a template for the agreements. Appendix 1 contains a draft agency agreement.

3.3 ODPM has indicated that, although funds made available to strategic authorities for regional planning work have been redirected to the Regional Planning Bodies, the funds allocated for structure planning have been left in the system. This means that the purpose of the agency agreements is, in part, to suggest ways in which these resources can be used to help implement the new planning system. In addition, the Assembly, as RPB, has resources

available to enable regional planning work to be completed, and in appropriate circumstances can pay strategic authorities for their contribution.

3.4 The main features of the agencies which are being drafted is the delivery of the following:

3.4.1 Provision of survey and monitoring information for the area.

3.4.2 Participation in Officer support groups.

3.4.3 Lead role in sub regional studies and strategic planning policy development for the 'city regions'.

3.4.4 For County Councils, derivation of district level housing figures.

3.4.5 Specially commissioned studies and pieces of work which contribute to 3 and 4 above.

#### **4.0 Next Steps**

4.1 During the autumn, the intention is to refine the development of the agency agreements, continuing the work with officers of the authorities, with a view to bringing agreements to the RSSSG for ratification. The programme attached to Paper A on this agenda suggests that, as a target, agency agreements will be brought to the December meeting.

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## **Annex 4**

### **Central Cornwall 5 Towns**

#### *Exert - Sent to Cornwall County Council*

23<sup>rd</sup> December 2003

#### **Sub Regional Studies**

- 1 Produce by end January 2004 a Project Plan for the development of strategic policy for the central Cornwall area including
  - A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development
  - A time table of key stages
  - A plan for consultation with local stakeholders on any strategic options
  - A proposal for dealing with any cross boundary issues
  
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the 5 towns including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles and will make this information available in the early New Year.
  
- 3 Also by 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are underway) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the 5 towns of central Cornwall area. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

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*Exert*

*Sent to Plymouth City Council, Devon County Council & Cornwall County Council*

23<sup>rd</sup> December 2003

**Sub Regional Studies: Plymouth 'City Region'**

- 1 Produce by end January 2004 a Project Plan for the development of strategic policy for the city region, taking account of key dates for RSS production and including:
  - A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
  - A timetable of key stages.
  - A plan for consultation with local stakeholders on strategic options.
  - Establishment of the proposed steering group for the sub regional work meeting the Assembly's criteria of 70:30 local authority: SEEP and involvement of all relevant local authorities.
  - A proposal for dealing with cross boundary issues, namely:  
Links between Plymouth PUA, eastern Cornwall/western Devon and Dartmoor National Park.
  
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the city region including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles of each 'city region' area.
  
- 3 Also by 15<sup>th</sup> March 2004, or earlier if possible, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are underway) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the 'city region. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

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*Exert - Sent to Devon County Council*

23<sup>rd</sup> December 2003

**Sub Regional Studies: Exeter 'City Region'**

- 1 Produce by end January 2004 a Project Plan for the development of strategic policy for the city region, taking account of key dates for RSS production, and including:
  - A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
  - A plan for consultation with local stakeholders on strategic options.
  - A time table of key stages.
  - Establishment of the proposed steering group for the sub regional work meeting the Assembly's criteria of 70:30 local authority: SEEP and involvement of all relevant local authorities.
  - A proposal for dealing with cross boundary issues, namely:  
Links between Exeter PUA and the Torbay/Newton Abbot area  
Links between Exeter PUA and Taunton PUA.
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the city region including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles of each 'city region' area and will make this information available in the early New Year.
- 3 Also by 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are under way) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the 'city region'. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

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## Gloucester/Cheltenham City Region

### *Exert - Sent to Gloucestershire County Council*

23<sup>rd</sup> December 2003

#### **Sub Regional Studies: Gloucester/Cheltenham 'City Region'**

- 1 Produce by end January 2004 a Project Plan for the development of strategic policy for the city region, taking account of key dates for RSS production, and including:
  - A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
  - A timetable of key stages.
  - A plan for consultation with local stakeholders on strategic options.
  - Establishment of the proposed steering group for the sub regional work meeting the Assembly's criteria of 70:30 local authority: SEEP and involvement of all relevant local authorities.
  - A proposal for dealing with cross boundary issues including functional links to Bristol and Swindon.
  
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the city region including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles of each 'city region' area and will make this information available in the early New Year.
  
- 3 Also by 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are under way) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the 'city region. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

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*Exert*

*Sent to Borough of Poole, Bournemouth Borough Council & Dorset County Council*

23<sup>rd</sup> December 2003

**Sub Regional Studies: South East 'City Region'**

- 1 Produce by end January 2004 a Project Plan for the development of strategic policy for the city region, taking account of key dates for RSS production, and including:
  - A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
  - A time table of key stages.
  - A plan for consultation with local stakeholders on strategic options.
  - Establishment of the proposed steering group for the sub regional work meeting the Assembly's criteria of 70:30 local authority: SEEP and involvement of all relevant local authorities.
  - A proposal for dealing with cross boundary issues, namely:  
Relationships between the SE Dorset conurbation and SW Hampshire/  
Southampton.
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the city region including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles of each 'city region' area and will make this information available in the early New Year.
- 3 Also by 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or underway) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the 'city region. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

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*Exert - Sent to Somerset County Council*

23<sup>rd</sup> December 2003

**Sub Regional Studies: Taunton**

- 1 Produce by end January 2004 a Project Plan for the development of strategic policy for the Taunton area including:
  - A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
  - A time table of key stages.
  - A plan for consultation with local stakeholders on any strategic options.
  - A proposal for dealing with any cross boundary issues including strategic links to Exeter and Yeovil.
  
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the city region including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles and will make this information available in the early New Year.
  
- 3 Also by 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are underway) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the Taunton PUA and hinterland. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

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*Exert - Sent to Swindon Borough Council & Wiltshire County Council*

23<sup>rd</sup> December 2003

**Sub Regional Studies: Swindon 'City Region'**

- 1 Produce by end January 2004 a Project Plan for the development of strategic policy for the city region, taking account of key dates for RSS production, and including:
  - A scoping report and timetable for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
  - A time table of key stages.
  - A plan for consultation with local stakeholders on strategic options.
  - Establishment of the proposed steering group for the sub regional work meeting the Assembly's criteria of 70:30 local authority: SEEP and involvement of all relevant local authorities.
  - A proposal for dealing with cross boundary issues including:
    - Functional links to Bristol and Gloucester/Cheltenham.
    - Implications for surrounding districts.
    - Functional links with the M4 corridor and Oxford.
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the city region including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles of each 'city region' area and will make this information available in the early New Year.
- 3 Also by 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are underway) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the 'city region. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

Yours sincerely

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## **West of England City Region**

### *Exert*

*Sent to Bath & North East Somerset District Council, Bristol City Council, North Somerset District Council, South Gloucestershire Council & Joint Strategic Planning & Transportation Unit (JSPTU)*

23<sup>rd</sup> December 2003

### **Sub Regional Studies: West of England 'City Region'**

- 1 Produce by end January 2004 a project plan for the development of strategic policy for the city region, taking account of key dates for RSS production, and including:
  - A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
  - A plan for consultation with local stakeholders on strategic options.
  - Establishment of the proposed steering group for the sub regional work meeting the Assembly's criteria of 70:30 local authority: SEEP and involvement of all relevant local authorities.
  - A proposal for investigating and dealing with the policy implications of cross boundary issues, namely:
    - Relationships between the West of England area and SE Wales
    - Functional links with Gloucester/Cheltenham and Swindon/M4 corridor
    - Commuting linkages between West of England and the West Wilts towns and the northern fringes of Somerset (Cheddar, Burnham/Highbridge, Wells and Frome areas).
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the city region including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles of each 'city region' area and will make this information available in the early New Year.
- 3 Also by 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are underway) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the 'city region. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area.

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**SOUTH WEST REGIONAL ASSEMBLY**

**RSSSG MEETING  
20<sup>th</sup> January 2004**

**Moving Forward sub Regional Components of RSS (Paper C)**

**1. Purpose of Report**

- 1.2 The purpose of the report is to draw Members attention to the work which has been set in motion on the 'city region' sub regional component of the RSS including the use of Planning Delivery Grant in the current year to allow the technical studies to proceed.

**2. Recommendation**

- 2.1 It is recommended that:

- i) the progress in moving forward the sub regional component including application of PDG be noted; and;
- ii) the draft briefs for 'city region' work, in Appendix 1 (*Annex 5c*), be approved as an appropriate definition of issues requiring review from a regional perspective and as a basis for discussion with the steering groups and strategic authorities.

**3 Background**

- 3.1 The principal focus for sub regional analysis and policy development is based on development of the PUA idea to cover what we have called 'city regions'; West of England; Plymouth & SE Cornwall; SE Dorset Conurbation; Gloucester/Cheltenham; Exeter & Swindon. In addition there are significant sub regional issues relating to strategic relationships between other settlements; the five towns in central Cornwall (Falmouth–Penryn/Truro/St. Austell/Newquay/Camborne–Pool-Redruth);- Torquay/Newton Abbot/Exeter and Taunton, and related settlements which would benefit from a strategic planning approach.
- 3.2 The work we have done on the IRS Integrated Regional Strategy has emphasised the importance of these urban centres as potential 'economic engines' for the future. RPG 10 also clearly identifies them as the most sustainable locations for the concentration of future development. It is clear their significant regional role will require, post structure plans, a continuation of strategic planning across the urban areas and their hinterlands to ensure transport investment and investment in other facilities keys in with development. Provision is made in the draft Guidance for sub regional components of RSS to be developed where there is a clear strategic

policy deficit arising from the changes in the planning system and for the strategic authorities to lead this work on behalf of the RPB.

- 3.3 With this in mind we have been actively encouraging the strategic authorities involved in these areas to work with District Councils and other stakeholders to investigate the nature of sub regional relationships: jobs and housing, transport, urban capacity for development. Members will recall that in the summer of 2003, following consultation, the sub regional approach was agreed for the 'city region' areas which will involve the establishment of local steering arrangements to advise the RPB on the policy which should be included in RSS. Given ongoing work on Structure Plans and uncertainties over the passage of the Planning and Compulsory Purchase Bill, in most cases, it has not been possible to make any real progress to date.
- 3.4 In order to move this important component of RSS forward quickly, there is a need to agree with the strategic authorities and with other partners, via the proposed steering groups, the scope of the work which needs to be carried out and to agree a timetable for its delivery. Resources were allocated to this task in the bid made to ODPM for funding from the annual Planning Delivery Grant. The original bid figure has been increased within the overall budget in recognition of the work required by partners to implement the sub regional approach required within the RSS.
- 3.5 In order to promote rapid progress of this work, which will take the strategic planning framework for the 'city regions' and other significant sub regional areas forward beyond 2016, it is appropriate for the Assembly to apply some of the funds available through annual Planning Delivery Grant from ODPM. As an initial stage, the strategic authorities involved have been asked to work with partners to provide to the RPB during the remainder of this financial year the outputs contained in Appendix 1 (*Annex 5a*).
- 3.6 Against these outputs, PDG funds will be provided to enable this work to be completed before the end of March 2004. This should provide a sound technical basis from which additional technical studies, consultation etc can be carried out during the following financial year. The intention is that, PDG permitting, further funds from the annual grant would be made available in 2004/05 to the steering groups, if needed, to complete the work identified in each project plan. Accordingly a bid is being made for PDG during 2004/05 to provide funding for this work.

#### **4. Future Work**

- 4.1 Regarding future work on the 'city regions', attached at Appendix 2 (*Annex 5b*) is a set of statements for each area which are presented for inclusion in briefs for the city region work. The strategic authorities will be leading this work on behalf of the RPB and it is important that the RPB ensures that the sub regional work addresses key issues of strategic importance from a regional perspective. The intention is not to prescribe how this work is carried out, that will largely be at the discretion of the local steering groups, within an agreed brief and project plan; however, there will be a need to ensure consistency on certain technical matters.

4.2 Appendix 2 (*Annex 5b*) contains a modified version of the generic brief seen by members at the September 2003 meeting of RSSG. This has been updated to give a clearer indication of the outputs in terms of reports and documents required from each study by the end of this calendar year. This is critical to the delivery of the RSS revision in line with the timetable in Paper D.

## **5. Financial Implications**

5.1 Provision has been made for PDG funds to be drawn down from ODPM during the current financial year to enable initial technical studies on the 'City Regions' to be completed before the end of March 2004.

## **6. Partnership Working**

6.1 This is a significant partnership activity for the RPB which will involve working with number of local authorities and other partners and SEEP's across the region to study the 'city regions' and develop appropriate strategic policy.

## **7. Officer Discussions**

7.1 Prior communication with relevant officers of local authorities the RDA and GOSW has taken place

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### **Moving Forward sub Regional Components of RSS (Paper C - Appendix 1)**

Outputs requested from Strategic Authorities and Partners by end of March 2004 to enable progress to be made on sub regional studies.

- 1 Produce by end January 2004 a project plan for the development of strategic policy for the city region, taking account of key dates for RSS production, and including:
  - A scoping report for the technical work needed to complete the sub regional study and identification of further strategic studies needed to provide an evidence base for policy development.
  - A plan for consultation with local stakeholders on strategic options.
  - Establishment of the proposed steering group for the sub regional work meeting the Assembly's criteria of 70:30 local authority: SEEP and involvement of all relevant local authorities.
  - A proposal for dealing with cross boundary issues including functional links to other centres.
  
- 2 Produce by March 15<sup>th</sup> 2004, for agreement by the RPB, an initial baseline assessment of the economic, social and environmental circumstances of the city region including an assessment of the strategic planning and transport issues which will need to be addressed in the proposed studies and policy development exercise. As an input to this exercise, the RPB is commissioning a series of base line profiles of each 'city region' area and will make this information available in the early New Year.
  
- 3 Also by 15<sup>th</sup> March 2004, produce a statement of, economic, land use and transport technical work and studies which have recently been completed (or are under way) for the area concerned. This should be accompanied by an assessment of how robust you think the existing technical studies are to test different growth scenarios for the 'city region. This should include as best you are able, an assessment of transport management and investment needed to deliver the scenarios. Where gaps or deficiencies exist, what can be done to provide the analytical base for deciding on a strategy direction for the area?

### **Moving Forward sub Regional Components of RSS (Paper C - Appendix 3)**

#### **REGIONAL ASSEMBLY PROPOSALS FOR SUB-REGIONAL WORK IN THE 'CITY REGIONS' GENERIC BRIEF**

For each 'city region' the following aspects will need to be addressed:

##### **1. General Scope of the Studies**

- The Assembly will expect to see a Strategic Vision for the city-region setting out a long term sense of direction for the core PUA and its role in the wider 'city region' area and its relationships with other areas and settlements. This needs to be a long term outward looking view of the city region from which strategic objectives can be derived.
- As part of this, alternative future scenarios will need to be considered taking account of:
  - a) Demographic trends and analysis.
  - b) Economic activity scenarios.
  - c) Social Trends, housing need.
  - d) Community Strategies.
  - e) Functional relationships with other settlements.
- Spatial development options for the city region will need to be tested taking account of:
  - a) Analysis of functional relationships between the PUA's and other settlements.
  - b) Housing market studies.
  - c) Economic development potential and options.
  - d) Green Belt and other landscape designation reviews (where appropriate).
  - e) Urban capacity/urban extension studies and constraint mapping.
  - f) Possible transport solutions.
- The spatial policy implications of other sectors need to be taken into account e.g.: Health/Education/Culture/Sport.
- A major outcome of this work is to link strategic sub regional policy and implementation. It must provide a clear statement about the strategic priorities for the area as a whole (including investment priorities for major transport and other infrastructure needed to deliver the spatial strategy) which can in turn influence RTS/LTP preparation.

## **2. Steering Arrangements**

- The approach needs to be inclusive of all relevant local authorities and steering arrangements should reflect the 70:30 composition of the Assembly.
- Appropriate local officer arrangements need to be put in place to enable the work to proceed, involving regional bodies including RA, RDA and GOSW.

## **3. Outputs**

The outputs from this work at sub regional level should be:

- a clear spatial strategy for the city region area in the form of a concise strategy document which can feed into the RSS and other regional strategies such as the RES. This should also include a key diagram for the city region area.
- the strategy document should be supported by more detailed technical reports on relevant topics.
- a recommendation of which core policies of the city region strategy should be embedded in the RSS and, bearing in mind severe space limitations within the RSS document, draft text on the city region for inclusion in the draft RSS.

These outputs to be made available to the Regional Assembly on the final draft before the end of December 2004, detailed dates to be agreed with each Steering Group in the Project Plans.

## **4. Specific Brief for each “City Region”**

**(Add here relevant section from Appendix 2 (see Annex 5c) for distribution to steering groups and strategic authorities)**

### **Moving Forward sub Regional Components of RSS (Paper C - Appendix 2)**

#### **Briefs for the 'City regions'**

A generic brief for the city region work has been worked up and was included in the papers of the September meeting of RSSSG (*Annex 5b*). In addition, it is important for the RPB to specify clearly to the sub regional steering groups what issues the RPB wishes to be considered in sub regional studies.

It is proposed that the briefs for the sub regional work should include the following requirements:

#### **West of England**

- 1** Carry out analysis and develop policy for the West of England functional area treating the three PUA's (Bristol, Bath and Weston super Mare) and hinterlands as a single strategic planning unit. Base the definition of the study area on the travel to work areas of these three centres which extends into surrounding Counties and define the extent of the three PUA's within, reflecting RPB guidance. Refine this definition taking account of other available catchment based information and link to the zones being used in the GBTS and the work of DTZ Pidea.
- 2** Develop a longer-term vision for the West of England as an environmentally sustainable 'city region', taking account of the national status of Bristol and the differing roles, functions and scales of the other PUA's. Identify ways in which their functions may develop in the context of the regional scenarios and forecasts that the RA will produce, so as to provide a context for development, transport, economic and other policy (including culture, education and health). Link to the core cities work (which now involves all four Us); to community strategies being produced by the authorities and other sub regional strategies; and work on transport priorities, including the regional roles of the port, airport, and inter-regional road and rail corridors within the sub-region.
- 3** Review the relevant policy in RPG 10 and the RES and evaluate how effectively it is being implemented.
- 4** Consider the role and function of the West of England as a polycentric 'city region', taking account of the core city status of Bristol and identify the way in which the functions of the three PUA's may evolve and change in the context of the regional scenarios and forecasts which the RA will produce.
- 5** Identify the comparative advantages of Bristol, Bath and Weston super Mare and the policy approaches needed to stimulate economic activity, cultural provision and the development of essential services taking account of the relationship between the 'city region' with other larger centres in the north of the region and Taunton and with cross boundary relationships with Cardiff and south east Wales, and with the M4 corridor and London.

- 6 Explain also the role of the city region in the delivery of regional objectives contained in the IRS the RHS and the RES and other regional strategies and identify the way key economic sectors clusters and the knowledge economy will develop and the investment and support needed to enable beneficial changes in economic activity to happen. Identify how sub regional policy can assist the urban regeneration process and define regeneration priorities. Review the need for land allocations for economic development in the period to 2026 relating this to economic strategy for the city region and the region and the changing needs of different sectors.
- 7 Evaluate different growth scenarios for the West of England area, responding to forecasts of change provided by the RA in the context of region wide forecasts and possible growth scenarios for the north of the region.
- 8 Identify sustainable development options to accommodate development within the 'city region' taking account of polycentric relationships. Identify sustainable options to accommodate development not solely reliant on brown field sites which will cater for development needs up to 2026, taking account of the scope for urban regeneration and relationships between PUA's. This should include a full review of the Bristol/Bath green belt as part of a process to identify the most sustainable long term urban extension(s) to the core urban areas, taking account of the need to provide for future housing needs, economic development, the development of HE and improved transport communications within the 'city region'.
- 9 In particular there is a need to propose criteria to identify potential strategic urban extensions, particularly to the Bristol PUA, and to investigate the relationship between Bath as an employment centre and the growth in commuting from the north east part of Somerset and the West Wilts towns. (The potential for housing development at Bath PUA should be evaluated carefully with Somerset and Wiltshire County Council's).
- 10 As part of an 'implementation plan' identify key elements of infrastructure and other investment needed to enable growth to be accommodated and managed effectively and sustainably. Develop an appropriate model for the City region as part of GBSTS sufficiently robust to allow the effects of different development options on transport movements to be assessed, taking account of HA modelling of Strategic Highways Network to ensure interactions between use of local and strategic network are understood. Set in place appropriate systems to monitor implementation of regional/sub regional policy.

### **Plymouth and SE Cornwall**

- 1 Carry out analysis and develop policy for the Plymouth and SE Cornwall functional area treating the area as a single strategic planning unit. Base the definition of the study area on the travel to work area of Plymouth, which extends into SE Cornwall, West Devon and South Hams and recognising the extent of the PUA as defined in the structure plans for Cornwall and Devon, reflecting RPB guidance. Refine the definition of the 'city region' study area taking account of other available catchment based information and the work of DTZ Pbeda.

- 2** Develop a longer term vision for the 'city region' area which will provide a context for transport, economic and other policy and relate the future role and function of Plymouth to the needs of the western part of the region including Cornwall.
- 3** Consider the role and function of Plymouth as the most significant urban centre in the west of the region and identify the way in which Plymouth's function may evolve and change in the context of the regional scenarios and forecasts which the RA will produce. What is the economic, cultural/leisure, retailing, educational role of Plymouth likely to be in the future and how will this relate to the broader catchment?
- 4** Identify the comparative advantages of Plymouth to stimulate economic activity, cultural provision and the development of essential services as a major centre for activity in the west of the Region. Review the relevant policy in RPG 10 and the RES and evaluate how effectively it is being implemented.
- 5** Explain also the role of the city region in the delivery of regional objectives contained in the IRS and the RES and other regional strategies and identify the way key economic sectors clusters and the knowledge economy will develop and the investment and support needed to enable beneficial changes in economic activity to happen. Identify how sub regional policy can assist the urban regeneration process and define regeneration priorities. Critically review the need for land allocations for economic development in future relating this to economic strategy for the city region and the region.
- 6** In the context of the established strategic planning framework to 2016 evaluate different longer term growth scenarios for the Plymouth area, responding to forecasts of change provided by the RA in the context of region wide forecasts and possible growth scenarios for the west of the region. One scenario should consider the potential for stimulating economic growth at Plymouth as a focal point for future development in the west of the region and the implications of such a strategic approach.
- 7** Identify sustainable options to accommodate development within the 'city region' taking account of polycentric relationships and the need to provide sufficient housing to meet expected needs at 2021 and 2026. Identify sustainable options not solely reliant on brown field sites. This should include a full review of urban capacity and development options to identify the most sustainable long term development options and extension(s) to the core urban area, identifying the transport and other investment needed. This should include a critical appraisal of the potential of the new community east of the city to cater for longer term needs (i.e. beyond 2016).
- 8** As part of an 'implementation plan' identify key elements of infrastructure and other investment needed to enable growth to be accommodated and managed effectively and sustainably. Develop an appropriate model for the Plymouth area sufficiently robust to allow the effects of different development options on transport movements to be assessed taking account of HA modelling of Strategic Highways Network to ensure interactions between use of local and

strategic network are understood. Set in place appropriate systems to monitor implementation of regional/sub regional policy.

### **SE Dorset Conurbation**

- 1 Carry out analysis and develop policy for the SE Dorset conurbation treating the two centres of Bournemouth and Poole and hinterlands as a single strategic planning unit. Base the definition of the 'city region' on the travel to work areas of Bournemouth and Poole and define the extent of the PUA within, reflecting RPB guidance. Refine the definition of the 'city region' study area taking account of other available catchment based information and the work of DTZ Peda.
- 2 Develop a longer term vision for the 'city region' area which will provide a context for development, economic, transport and other policy and relate the future role and function of the conurbation to the wider rural hinterland in the SE of the region.
- 3 Consider the role and function of Bournemouth and Poole as urban centres and identify the way in which their functions may evolve and change in the context of the regional scenarios and forecasts which the RA will produce. What is their economic, cultural/leisure, retailing, educational role likely to be in the future? Review the relevant policy in RPG 10 and the RES and evaluate how effectively it is being implemented.
- 4 Identify key economic strengths and weaknesses of the Bournemouth/Poole economy and the risks attached to pursuing particular economic strategies. Evaluate the comparative advantages of Bournemouth and Poole to stimulate economic activity, cultural provision and the development of essential services taking account of the relationship between Bournemouth and Poole with centres in south Hampshire, taking account of sub regional work being undertaken by SEERA and South Hampshire authorities.
- 5 Explain also the role of the city region in the delivery of regional objectives contained in the IRS, the RHS and the RES and other regional strategies and identify the way key economic sectors, clusters and the knowledge economy will develop and the investment and support needed to enable beneficial changes in economic activity to happen. Identify how sub regional policy can assist the urban regeneration process and define regeneration priorities. Review the need for land allocations for economic development in the period to 2026 relating this to economic strategy for the city region and the region and the changing needs of different sectors.
- 6 Consider different growth scenarios for the SE Dorset conurbation, responding to forecasts of change provided by the RA in the context of region wide forecasts and possible growth scenarios for the east of the region.
- 7 Identify sustainable options to accommodate development within the 'city region' taking account of polycentric relationships and the need to provide sufficient housing to meet expected needs at 2021 and 2026. Identify sustainable options not solely reliant on brown field sites which will cater for development needs beyond 2016 up to 2026. This should include a full review

of the SE Dorset green belt as part of a process to identify the most sustainable long term urban extension(s) to the core urban areas.

- 8 In particular, the future role and function and development potential of the largely 'dormitory' settlements to the north of Bournemouth and Poole should be investigated. What measures can be adopted to improve overall sustainability and maintain the viability of these settlements?
- 9 As part of an 'implementation plan' identify key elements of infrastructure and other investment needed to enable growth to be accommodated and managed effectively and sustainably. Develop an appropriate model for the conurbation sufficiently robust to allow the effects of different development options on transport movements to be assessed taking account of HA modelling of Strategic Highways Network to ensure interactions between use of local and strategic network are understood. Set in place appropriate systems to monitor implementation of regional/sub regional policy.

### **Swindon**

- 1 Carry out analysis and develop policy for the Swindon area treating the PUA and hinterland as a single strategic planning unit. Base the definition of the study area on the travel to work area of Swindon which extends into surrounding counties and define the extent of the PUA within, reflecting RPB guidance. Refine the definition of the 'city region' study area taking account of other available catchment based information and the work of DTZ Pbeda. Ensure work on the Swindon 'city region' is fully integrated with work being carried out on the 'western corridor' by SEERA and the local authorities.
- 2 Develop a longer term vision for the 'city region' area which relates to 'visions' for other 'city regions' in the North of the region and will provide a context for development, economic, transport and other policy.
- 3 Consider the role and function of Swindon as a major urban centre and identify the way in which its functions may evolve and change in the context of the regional scenarios and forecasts which the RA will produce. What is the economic, cultural/leisure, retailing, educational role of Swindon likely to be in the future and how will this relate to the broader catchment, including west Berkshire, Cotswolds and North and West Wiltshire and Kennet? Review the relevant policy in RPG 10 and the RES and evaluate how effectively it is being implemented.
- 4 Identify the comparative advantages of Swindon to stimulate economic activity, cultural provision and the development of essential services taking account of the relationship between Swindon with other larger centres in the north of the region and with cross boundary relationships with Oxford & the Thames Valley.
- 5 Explain also the role of the city region in the delivery of regional objectives contained in the IRS, the RHS and the RES and other regional strategies and identify the way key economic sectors clusters and the knowledge economy will develop and the investment and support needed to enable beneficial changes in economic activity to happen. Identify how sub regional policy can assist the urban regeneration process and define regeneration priorities. Review the need

for land allocations for economic development in the period to 2026 relating this to economic strategy for the city region and the region, and the needs of different sectors.

- 6 Consider different growth scenarios for the Swindon area, responding to forecasts of change provided by the RA in the context of region wide forecasts and possible growth scenarios for the north of the region. One scenario should consider the economic growth potential of Swindon's strategic location.
- 7 Identify sustainable options to accommodate development within the 'city region' taking account of polycentric relationships and the need to provide sufficient housing to meet expected needs at 2021 and 2026. Identify sustainable options not solely reliant on brown field sites which will cater for development needs beyond 2016 up to 2026. This should include a full review of the local environmental designations around Swindon as part of a process to identify the most sustainable urban extension to the core urban area.
- 8 As part of an 'implementation plan' identify key elements of infrastructure and other investment needed to enable growth to be accommodated and managed effectively and sustainably. Develop an appropriate model for the Swindon area sufficiently robust to allow the effects of different development options on transport movements to be assessed taking account of HA modelling of Strategic Highways Network to ensure interactions between use of local and strategic network are understood. Set in place appropriate systems to monitor implementation of regional/sub regional policy.

#### **Gloucester/Cheltenham**

- 1 Carry out analysis and develop policy for the Gloucester Cheltenham area treating the two PUA's and hinterlands as a single strategic planning unit. Base the definition of the study area on the travel to work areas of Gloucester and Cheltenham and define the extent of the PUA's within, reflecting RPB guidance. Refine the definition of the 'city region' study area taking account of other available catchment based information and the work of DTZ Pida.
- 2 Develop a longer term vision for the 'city region' area which relates to 'visions' for the other 'city regions' in the northern part of the region and will provide a context for development, economic, transport and other policy.
- 3 Consider the wider regional role and function of Gloucester and Cheltenham as urban centres and identify the way in which their functions may evolve and change in the context of the regional scenarios and forecasts which the RA will produce. What is the economic, cultural/leisure, retailing, educational role of Gloucester/Cheltenham likely to be in the future and how will this relate to the broader catchment? Review the relevant policy in RPG 10 and the RES and evaluate how effectively it is being implemented.
- 4 Identify the comparative advantages of Gloucester and Cheltenham to stimulate economic activity, cultural provision and the development of essential services taking account of the relationship between Gloucester and Cheltenham with other larger centres in the north of the region and with cross boundary relationships with Oxford, the west Midlands and South Wales.

- 5 Explain also the role of the city region in the delivery of regional objectives contained in the IRS, the RHS and the RES and other regional strategies and identify the way key economic sectors clusters and the knowledge economy will develop and the investment and support needed to enable beneficial changes in economic activity to happen. Identify how sub regional policy can assist the urban regeneration process and define regeneration priorities. Critically review the need for land allocations for economic development in the period to 2026 relating this to economic strategy for the city region and the region, and the needs of different sectors.
- 6 Evaluate different growth scenarios for the Gloucester Cheltenham area, responding to forecasts of change provided by the RA in the context of region wide forecasts and possible growth scenarios for the north of the region. One scenario should consider the economic growth potential of Gloucester/Cheltenham's strategic location.
- 7 Identify sustainable options to accommodate development within the 'city region' taking account of polycentric relationships and the need to provide sufficient housing to meet expected needs at 2021 and 2026. Identify sustainable options not solely reliant on brown field sites which will cater for development needs beyond 2016 up to 2026. This should include a full review of the Gloucester Cheltenham green belt as part of a process to identify the most sustainable long term urban extension(s) to the core urban areas. Review the relevant policy in RPG 10 and the RES and evaluate how effectively it is being implemented.
- 8 As part of an 'implementation plan' identify key elements of infrastructure and other investment needed to enable growth to be accommodated and managed effectively and sustainably. Develop an appropriate model for the Gloucester/Cheltenham area sufficiently robust to allow the effects of different development options on transport movements to be assessed taking account of HA modelling of Strategic Highways Network to ensure interactions between use of local and strategic network are understood.

### **Exeter**

- 1 Carry out analysis and develop policy for the Exeter area treating the PUA and hinterland as a single strategic planning unit. Base the definition of the study area on the Exeter travel to work area also considering links to TTWA for Newton Abbot and Torbay and define the extent of the PUA within, reflecting RPB guidance. Refine the definition of the 'city regions' study area taking account of other available catchment based information and the work of DTZ Pidea.
- 2 Develop a longer term vision for the 'city region' area which will provide a context for development, transport, economic and other policy.
- 3 Consider the role and function of Exeter as an urban centre and identify the way in which Exeter's functions may evolve and change in the context of the regional scenarios and forecasts which the RA will produce. What is the economic, cultural/leisure, retailing, educational role of Exeter likely to be in the future and how will this relate to the broader catchment? Review the

relevant policy in RPG 10 and the RES and evaluate how effectively it is being implemented.

- 4 Consider the comparative advantages of Exeter to stimulate economic activity, cultural provision and the development of essential services taking account of the relationship between Exeter with other large centres, Torbay and Taunton in the centre of the region.
- 5 Explain also the role of the city region in the delivery of regional objectives contained in the IRS, the RHS and the RES and other regional strategies and identify the way key economic sectors clusters and the knowledge economy will develop and the investment and support needed to enable beneficial changes in economic activity to happen. Identify how sub regional policy can assist the urban regeneration process and define regeneration priorities. Review the need for land allocations for economic development in the period up to 2026 relating this to economic strategy for the city region and the region and the needs of different sectors.
- 6 In the context of the established Strategic Planning Framework to 2016 evaluate different longer term growth scenarios for the Exeter area, responding to forecasts of change provided by the RA in the context of region wide forecasts and possible growth scenarios for the centre of the region. One scenario should consider the economic growth potential of Exeter's strategic location.
- 7 Identify sustainable options to accommodate development within the 'city region' taking account of polycentric relationships and the need to provide sufficient housing to meet expected needs at 2021 and 2026. Identify sustainable options not solely reliant on brown field sites which will cater for development needs beyond 2016 up to 2026. This should include a critical appraisal of the potential of the new community east of the city to cater for long term needs, involving consideration of other development options for the city reflecting, amongst other things, a review of local environmental designations.
- 8 In particular the implications of continued economic and employment growth at Exeter and continued housing development at Torbay and Newton Abbot should be critically assessed.
- 9 As part of an 'implementation plan' identify key elements of infrastructure and other investment needed to enable growth to be accommodated and managed effectively and sustainably. Develop an appropriate model for the Exeter area sufficiently robust to allow the effects of different development options of transport movements to be assessed taking account of HA modelling of Strategic Highways Network to ensure interactions between use of local and strategic network are understood. Set in place appropriate systems to monitor implementation of regional/sub regional policy.

**South West Regional Assembly  
Secretariat  
13th January 2004**

15<sup>th</sup> October 2004

Dear Colleague,

### **Joint Studies of the Larger Urban Areas: JSAs**

Following the publication of the guidance for Regional Planning contained in PPS11 and the correspondence and discussions which have taken place with GOSW over the timetable for RSS preparation, I thought it would be sensible to set out as clearly as I can the requirements of the RPB for the JSA work. In passing, I can now confirm that the SWRA has been formally designated as the Regional Planning Body for the South West Region.

For convenience, I have grouped the RPBs requirements for the JSA work under the following headings.

- 1 General Requirements**
- 2 Timetable**
- 3 Project Plan and Steering Arrangements**
- 4 Economic potential of the JSAs**
- 5 Growth Level testing**
- 6 Environment**
- 7 Waste**
- 8 Culture, Health, Education**
- 9 Transport modelling and options testing**
- 10 Consultation**
- 11 SSA**
- 12 Implementing the JSA strategy**
- 13 Reporting outcomes of JSA work**
- 14 Strategic Authorities: procedure for giving advice**

The attached note deals with these issues in turn. The note is in addition to, and an amplification of, various points contained in the briefs for the JSA work, which were issued by the RPB in March 2004. The two documents need to be read together.

Can you please confirm by return that you are able to deliver the JSA work in accordance with the brief and attached note and that you accept the timetable for completion of the work. If you have any serious concerns about being able to deliver the outcomes requested please let me know as soon as possible so that other arrangements can be considered as a matter of urgency.

Please ensure that this letter and attachment is circulated to your Joint Study Area steering group colleagues.

Yours sincerely,

**Peter Brown**  
**Director of Policy & Planning**

Direct Tel: 01823 425251

E-mail: [peter.brown@southwest-ra.gov.uk](mailto:peter.brown@southwest-ra.gov.uk)

20<sup>th</sup> October 2004

Dear Colleague,

### **Joint Studies of the Larger Urban Areas: JSAs**

Further to our letter of 15<sup>th</sup> October 2004 and following initial questions raised by some authorities, I write providing further clarification on the derivation and purpose of the alternative housing based scenarios for testing under the 'arrangements' procedure in PPS11. This clarification is incorporated in Appendix 2 (Housing growth figures for testing) of the JSA information note, which was originally circulated with the 15<sup>th</sup> October 2004 letter (*Annex 6a & 6c refer*).

Please find enclosed the amended note which serves to clarify the points contained in the briefs for the JSA work issued in March 2004. The two documents need to be read together.

Can you please confirm by return that you are able to deliver the JSA work in accordance with the brief and attached note and that you accept the timetable for completion of the work. If you have any serious concerns about being able to deliver the outcomes requested please let me know as soon as possible so that other arrangements can be considered as a matter of urgency.

Please note that following discussions with your representative at Planning Officer Group on 19<sup>th</sup> October 2004, it was agreed that any comments with regard to Appendix 2 (Housing growth figures for testing) should be submitted to Kate Murdoch ([kate.murdoch@southwest-ra.gov.uk](mailto:kate.murdoch@southwest-ra.gov.uk)) by 3<sup>rd</sup> November 2004.

Please ensure that both this letter, the attachment and the letter of 15<sup>th</sup> October 2004 are circulated to your Joint Study Area steering group colleagues.

Yours sincerely,



**Peter Brown**  
**Director of Policy & Planning**

### **Joint Study Areas**

### **Requirements of Regional Planning Body for provision of work under the 'arrangements' procedure**

#### **Introduction**

For clarification sections 1-12 of the following document describe work to be undertaken under the 'arrangements' process detailed in PPS11.

The guidance in PPS11 paragraphs 2.21 to 2.30 outlines the way in which sub regional elements of RSS should be developed. Paragraph 2.21 in particular draws a distinction between 'arrangements', whereby the RPB can commission work from the local authorities and 'advice', which is the formal opinion of the section 4(4) authorities via their Executive. Further, under the Act, the section 4(4) authorities can make the first set of proposals where the RPB decides that it is appropriate to have RSS policies which are specific to a particular part of the region. The JSA work is in the form of 'arrangements' between the RPB and the JSA Steering Group.

Following completion of the JSA work and delivery of the final recommendations of the steering group, advice may of course be given subsequently by individual strategic authorities, which hopefully will concur with the view of the JSA Steering Group.

#### **1 General Requirements**

1.1 As background, you will recall following discussion in officer groups during late 2002/early 2003, the Assembly consulted during the spring of 2003 on the possibilities for sub regional analysis and policy development to fill the 'strategic policy deficits' which might arise as Structure Plans are removed from the development plan system. In the South West this equated with the larger urban areas, the strategic planning of which might cut across a number of local authority boundaries.

1.2 Six Joint Study Areas have been defined based on the PUAs of Bournemouth/Poole, Gloucester and Cheltenham, Swindon, Plymouth, Exeter and their hinterlands and the West of England PUAs of Bath, Bristol and Weston super Mare. In addition studies have been commissioned for Taunton and its hinterland, the towns of central Cornwall, and latterly a study on Torbay has begun. In all cases apart from the latter, the studies have been actively commissioned by the RA and PDG resources have been allocated to support the studies from the 2003/04 and 2004/05 budgets, with the expectation that the local authorities and particularly the strategic authorities will make a significant resource input to this work. The RPB intends to proceed with these arrangements for sub regional working.

1.3 In all cases in anticipation of the legislation, the strategic authorities have been asked by the RA to take the lead in the technical work, in administering the process, in policy development and in consultation.

- **Discussions took place with strategic authorities in late 2003/early 2004 on the briefs for JSA studies and following consideration by the Assembly's member advisory group briefs were issued by the RA in March 2004. These briefs contain the RPBs detailed requirements for the JSA work.**

1.4 The general expectation of the RPB is that the Strategic Authorities and other partners will wish to carry out the work necessary to complete the Joint Studies proposed to inform the RSS, LDFs and other plans and will commit resources to ensure the work is completed in the timescale proposed by the RPB. In particular the RPB envisages that the strategic authorities will lead the process of investigation, option testing, consultation, SSA assessment and policy development in accordance with the brief issued by the RPB. The RPB will make available funds to contribute to the costs of specific pieces of work identified in the Project Plan and agreed by the RPB. The RPB will receive a report from the Steering Group at Key stages in the process, including a draft final report. The section 4(4) authorities may choose to give their advice to the RPB, separately or collectively and make the first set of proposals on completion of the JSA studies.

- **JSA's should communicate to ensure the studies are compatible when assessed regionally**

1.5 The JSAs should be engaging with other surrounding study areas to ensure that their visions/strategies will complement each other when assessed together at the regional level for the RSS. For example if adjacent JSAs are considering similar economic growth scenarios how will this affect and be affected by other JSA proposals. The Spatial Dynamics study commissioned by the RDA should help with this. SWRA is also considering commissioning an independent consultant to assess the work submitted by the JSAs to ensure that the studies have effectively addressed the brief and the recommendations are compatible when incorporated into the RSS.

1.6 The studies need to be engaging with each other in order to minimise the risk that several JSA policy recommendations for the RSS may not be compatible. If these problems are not able to be resolved between the JSAs they need to be raised with the respective SWRA liaison officer as early as possible so that SWRA can consider how a solution can be reached.

1.7 In addition SWRA are in the process of considering how the JSA work may tie up with the work being carried out for the ODPM and the regional assemblies by Arup and Oxford Economic Forecasting and Regional Forecasts on the regional futures study. This work will be examining the inter-relationships between different parts of the UK.

## **2 Timetable**

2.1 The way in which the sub regional work proceeds will need to reflect the PPS11 advice but also needs to be mindful of the very tight timetable available. Even with the extended period agreed in principle by GOSW in their letter of 6<sup>th</sup> August there is a need for all involved to try to identify expedited procedures to enable this work to be completed. The Regulations recently published allow the strategic authorities 12 weeks to respond to the RPB request for advice on matters

raised by the RPB. In the case of advice on sub regional matters (and the first sub regional proposals arising from JSA studies and reporting) the RPB is seeking a response from the strategic authorities with the statutory 12-week period ending on 31st March 2005.

- **The Key Delivery date for the outcomes of the Joint Studies is 31st March 2005**

(It has been pointed out that the timing of County Council quadrennial and other elections in May 2005 and the purdah period should be borne in mind in establishing the timetable for the JSA work and this is reflected in the 31<sup>st</sup> March deadline.

- **During March 2005, the JSA Steering Group will have the opportunity to make a report to a Panel of RPB members to report on the findings of studies and preliminary policy recommendations under 'arrangements'. JSAs will be approached for mutually convenient dates for these meetings in March 2005, as outlined in Annex 6.**

### **3 JSA Project Plan and Steering Arrangements**

- **The JSA should have a clear project plan detailing key milestones for the studies.**

3.1 As outlined in the brief issued in March 2004, a Project Plan for each JSA is required which shows clearly:

- **The sequence of work including**
- **Specifically commissioned technical studies,**
- **The process for option formulation and testing,**
- **Timing and extent of SSA assessment**
- **Consultation proposals**
- **Timing of final reporting and individual 4/4 authorities processes**
- **A simple budget indicating the input made by the authorities in terms of staff time and other resources and information about technical studies commissioned and their cost. (Payment of any RPB funds in 2004/05 will be contingent upon demonstrating clearly the use to which these funds will be put; payment will be in arrears on successful completion of agreed pieces of work completed to acceptable quality.)**

3.2 One of the key aspects of the studies was the establishment of appropriate local steering arrangements, involving all relevant authorities and other stakeholders in proportions which reflect the Assembly composition: 70:30, local authority members to social, economic and environmental partners. The Assembly is clear that while local partners can bring useful insights to the discussion, the emphasis of the JSA Steering Group should be strategic. RPB funding for 2004/05 for JSA work is contingent upon these steering arrangements being established and agreed with the RPB.

## **4 Assessing Economic Potential**

- **An assessment of the economic potential of the JSA and particularly the PUA(s) within it is the most important foundation for the studies and testing of growth possibilities**

4.1 A fundamental requirement of each JSA, as detailed in the briefs proposed by the RPB, is that a 'vision' should be produced. This should relate clearly to the economic potential of each of the 'city systems' in the JSA. This needs to be explored in terms of overall economic growth potential and the prospects of different sectors. Having a clear view on economic potential is one of the key determinants of the likely provision for jobs, housing, transport and other services for which development provision will need to be made in the RSS and other plans.

4.2 The RPB has invited the SW RDA to lead a process of review of the economic components of the RSS and they are commissioning work on employment land requirements and sectoral development.

4.3 The RDA has a key role to play as an active participant in each of the JSAs, in officer groups and as advisors to the JSA Steering Group.

4.4 Details of information and research findings which should be used by the JSA are contained in Appendix 1. Please contact Pat Steward ([pat.steward@southwestrda.org.uk](mailto:pat.steward@southwestrda.org.uk)) or Andy Wood ([andrew.wood@southwestrda.org.uk](mailto:andrew.wood@southwestrda.org.uk)).

## **5 Growth level testing**

- **The JSAs should be testing growth options based on RPG + up to 50%**

5.1 These figures have been quoted to ensure that all the sub-regional study groups are fully aware that above trend options need to be considered, to inform the development of a 'preferred' strategy for the RSS. This testing will also assist with developing proposals for the South West in the context of the national Sustainable Communities Plan, considering whether RPG10 growth can be accelerated. Whilst some local authorities are concerned that the figures proposed for testing need to relate to their transport modelling capabilities, all JSAs should make an assessment of the implications of and feasibility of an RPG+50% growth level over the period to 2026.

5.2 Attached at Appendix 2 is a table of possible planning scenarios for future housing provision at the various PUAs which form the core of each of the JSAs. The figures in this table should be used as a basis for the testing which the JSAs will undertake. They are not prescriptions for growth at these centres. For the South West Communities Plan submission, authorities have been asked to consider how PG growth can be accelerated and to identify essential infrastructure to enable that to happen.

5.3 Further advice will be given about the way in which the testing of growth scenarios should be presented.

## 6 Environment

6.1 In considering the environmental implications of the proposed strategies and growth options, the JSAs need to include implications for biodiversity, landscape, historic environment, natural resources (including water resources, water quality,) and local environmental quality (including air quality, noise, light pollution, access to green space). This is part of a more general sustainability assessment which should also consider economic and social implications. Much of this can be undertaken through the SSA work (see below) but the outputs should include mapping both significant environmental constraint issues, and positive opportunities for enhancing environmental assets. Appendix 3 contains more detailed information of what is required and appropriate contacts.

## 7 Waste

- The JSAs should have regard to the Regional Waste Strategy.

7.1 The RWS is due to be published on 19<sup>th</sup> October. A copy of the draft Waste Strategy is available on the SWRA website at:

[www.southwest-ra.gov.uk/swra/downloads/assemblymeetings/16thJuly2004/PaperH-Appendix1.pdf](http://www.southwest-ra.gov.uk/swra/downloads/assemblymeetings/16thJuly2004/PaperH-Appendix1.pdf)

Particular reference should be had to policies in Section two under the headings:

- Provision of Facilities; and
- Infrastructure and Finance

A key issue for Waste Local Development Documents will be the location of facilities. The RWS proposes an approach to the proximity principle which suggests that waste should not travel more than 10 miles from urban sources for treatment. This approach is likely to be carried forward into the RSS for testing at the EIP. JSA work should have this possible policy position in mind and should be well related to the Waste Plans of the strategic authorities and in turn influence them.

## 8 Culture, Health, Education

- **The JSA should identify the linkages of spatial policy with policy in culture, health and education and should assess the implications of development and change in the JSA on these services.**

8.1 The JSAs need to ensure they are engaging with other important stakeholders (e.g. Culture South West, educational authorities, health authorities etc) to enable them to feed into the process of developing options and highlight implications of the growth options at an early stage.

8.2 To ensure that the culture agenda is covered effectively in the JSA work, Culture South West is playing an active role in advising steering and officer groups. Please contact Sue Kay ([sue.kay@southwestrda.org.uk](mailto:sue.kay@southwestrda.org.uk))

## **9 Transport Modelling and Options Testing**

- **The JSA authorities should coordinate transport and land use planning for the JSA area and should have transport modelling in place to make assessments of the transport implications of the development strategies being considered.**

9.1 In each JSA there is a need to align the work on spatial strategy options and transport planning. The strategic authorities are responsible for the development of LTPs for each of the JSAs. Where the JSA cuts across section 4(4) authority boundaries, it is also essential that authorities cooperate in terms of transport planning for the whole 'urban system' under consideration. It is important for the authorities to consider how this information will be presented in the LTPs; for example the provision of joint/common sections in LTPs.

9.2 At the Examination in Public of the RSS, the RPB (it is assumed, with the 4/4 authorities) will have to demonstrate the feasibility of the sub regional components of the RSS. The development proposals for each JSA will therefore need to be robust in terms of their implications for transport as well as other aspects of infrastructure and service provision. The JSA authorities are therefore asked to demonstrate in their updated project plan for the JSA work, how development options will be tested in transport and other terms.

9.3 In the absence of a regional scale transport model (apart from SWWARMMS) it is important that the JSA studies assess the overall effects of their 'visions' for the movement between the major urban areas. This will involve collaboration with the adjacent JSA authorities and should be carried out in conjunction with the Highways Agency. In particular a realistic view will need to be taken as to future economic prospects and potential for commuting in the longer term. The impact on road and junction capacity and the impact on other modes will need to be assessed.

## **10 Consultation**

- **There is an expectation that the JSA studies will be subject to consultation on the overall 'vision' for the area and the development options being considered.**

10.1 As part of the Phase One requirements in the briefs issued previously, the JSAs are required to submit a consultation plan. This document needs to outline what level of consultation will be carried out on the options. The JSA work is the main opportunity to attempt to engage with the public etc and therefore the JSAs are required to submit more detailed consultation proposals outlining what they intend to do in order to engage with the public and hard to reach groups and the range of sub regional stakeholders. To provide an example the Gloucester/Cheltenham consultation plan is attached in Appendix 4. Please note that whilst this is a good example it still needs to identify how Gloucestershire have sought to identify their hard to reach groups in the JSA and how they intend to engage with these groups, (e.g. through identifying community groups or other organisations that represent these groups).

10.2 The consultation plan should be developed on the basis that a submission of the JSA final recommendations will be made to SWRA by 31<sup>st</sup> March 2005 and where possible should be in line with the Code of Practice on Consultation outlined below. However it is recognised that the 12-week consultation period outlined in the Code of Practice is not feasible in most JSA cases and therefore a six-week consultation period would suffice. If JSAs are proposing to deviate from the Code of Practice justification should be provided. In some cases the consultation plan may be able to take account of consultation which has taken place if undertaken recently.

- **All consultation will be carried out in the spirit of the Cabinet Office Code of Practice on Consultation.**

10.3 This is set out in Appendix 4.

## **11 Strategic Sustainability Assessment**

- **SSA requirements; as part of the RSS, the JSA policy will need to be the subject of a Strategic Sustainability Assessment.**

11.1 Guidance on undertaking Strategic Sustainability Assessments of JSA work was provided in the support packs sent out by the secretariat in August. The secretariat has recently commissioned Land Use Consultants to contact each of the JSAs individually and review their SSA preparations and progress and provide baseline data guidance. On the basis of this review, the secretariat may provide a small amount of additional funding to the JSAs to help them undertake SSA work. The consultants will be contacting the JSAs within the forthcoming weeks and will also present additional guidance on core baseline datasets to be included in SSA work. Funds will be made available, for unforeseen SSA work, within the amounts already allocated by the RPB to the JSA studies

## **12 Implementing the JSA Strategy**

- **As part of the final submission JSAs are asked to submit a schedule outlining the infrastructure, affordable housing and other community benefits required to deliver the urban concentration agenda.**

12.1 RSS needs to include an Implementation Plan. One of the key components will relate to the delivery of housing growth and other development in the JSAs. JSAs will need to make a clear link between policy and implementation. This should not just be in terms of transport infrastructure.

12.2 Provided the growth options have been tested and the evidence is available the schedule should identify the anticipated funding through S106 obligations and available public funding (Housing Corporation, LTPs etc). It should then be able to identify any shortfall required to ensure the growth scenarios can be delivered. Ideally the schedule should also be able to provide some indication of what the S106 priorities will be for the JSA, in order to provide guidance to the LDFs and the development industry in these areas. This work should include inputs from the RDA and other implementation agencies.

12.3 It is important that each of the JSAs clearly identify the strategic packages of measures needed to deliver the sub regional strategy and that the information is consistent for inclusion in the RTS. Again, some of this work has been brought forward to assist with the South West Communities Plan submission. The Assembly has prepared a framework which it proposes to use to record the information. This Coordination Framework has been circulated to RATOSG officers. It is proposed to extend the use of this framework to include other infrastructure needed to deliver the spatial strategy. This information is important so that the Assembly, working with the authorities, can identify what is required to deliver the strategy. It will also be used for the development of the Implementation Plan

### **13 Reporting outcomes of JSA work.**

13.1 The RPB plans to set up a panel of Assembly members to receive the outputs from the JSA work. This would take the form of a meeting of the Panel with the Steering Groups where a draft final report could be made and any minority views or dissent can be heard. This would be an interim report on the findings of the study and draft policy recommendations from the JSA steering group. The RPB is interpreting these submissions as taking place under the 'arrangements' definition in PPS 11.

- **The RPB is giving the maximum amount of time to JSA studies under the revised timetable. RPB Panel meetings will take place on dates in March 2005 to be agreed with the JSA Steering Groups. The table attached as Appendix 6 proposes an outline timetable and JSAs are asked to indicate as soon as possible specific dates which would be possible within the weekly 'slots' proposed.**
- **JSA update reports (see attached template) to be made monthly.**

13.2 Appendix 5 contains a feedback form for use by JSAs on a monthly basis. This should ensure that study areas are kept informed of the progress being made in adjacent study areas and will allow them to raise concerns about issues they feel may impact on their own study work with the specific JSA contact person. The JSA update reports should be sent to Kate Murdoch ([kate.murdoch@southwest-ra.gov.uk](mailto:kate.murdoch@southwest-ra.gov.uk)) prior to Planning Officer Group meetings so these can be circulated with the POG agenda. A standard template has been proposed to ensure that everyone using and reading the forms knows where to find specific information they are interested in and also to ensure that these forms only provide essential information and don't lead to information overload. The form should be no longer than 1-2 pages.

- **RSS website – the JSAs should provide weblinks to be placed on the RSS website so the JSA project work can be accessed on the internet.**

### **14 Strategic Authorities: procedure for giving advice**

14.1 As indicated in the introduction the RPB assumes that the Strategic Authorities, either singly or in appropriate groupings will wish to give their formal

**'advice' (in the form of the 'first set of proposals') to the RPB following consideration of the JSA report by their Executives and separately from the recommendation made by the JSA steering group itself. It is of course to be hoped that the strategic authority, in giving this advice, will feel able to endorse the JSA steering group's recommendation. This advice would be in the form of a written submission to the RPB and also would need to be submitted to coincide with the proposed end of the 12-week statutory period on 31<sup>st</sup> March 2005.**

**Economic Potential and the RSS**

**What research is being undertaken to understand this?**

**Spatial Dynamics of Sector Development**

***Being undertaken by DTZ and Arthur D Little. Expected completion early October 2004.***

Focuses on the 8 key economic sectors identified in the Regional Economic Strategy. Purpose is to understand how the 8 key sectors are likely to grow over the period of the RSS to 2026, where this growth is likely to happen and what needs to happen in order to facilitate it e.g. the provision of strategic employment sites. Data is being analysed on the basis of both the Joint Study Areas (based on 1998 Travel to Work areas) and the 7 functional zones identified in the DTZ Spatial Dynamics work (distributed in the Joint Study Area packs).

**Cambridge Econometrics Forecasts**

***Expected completion September 2004***

Cambridge Econometric forecasts as to how the entire economy might grow over the period to 2026 have previously been commissioned on the basis of the three statistical sub-regions. These are now being refined so as to provide analysis at both the functional zone (as per the DTZ Spatial Dynamics report) and Joint Study Area levels. This will allow a relative assessment of the spatial growth of the 8 key sectors identified in the RES and the whole economy over the period to 2026.

**Core PUAs**

***Being undertaken in house by SWRDA. Expected completion October/November 2004***

Recent research undertaken by Liverpool John Moores University provided a relative assessment of the competitive position of the Core Cities (including Bristol) and their European equivalents across 11 key indicators. This research is now being extended so as to provide a relative assessment of the 11 'core' PUAs in the South West using the same indicators (subject to data availability).

**2001 Census**

***Analysis of 2001 origin/destination data being undertaken by the Regional Observatory on behalf of the Regional Assembly. Draft report available September 2004.***

Research of the 2001 origin and destination data will provide information as to relative self containment of labour markets and settlements, commuting patterns and travel to work areas.

**Economic Policy Officer Group (EPOG)**

***Expected completion October/November***

***Work programme has recently been finalised. Consultants soon to be appointed. Work will revolve around three areas.***

**1. Employment Land**

Purpose is to provide a market facing assessment of the demand for and supply of employment land over the timeframe of the RSS. Will provide guidance on the criteria that should be used in assessing the need for employment land including qualitative considerations.

**2. Employment supply from non-industrial sources**

Purpose is to provide an assessment of the potential supply of employment from non-industrial sources (outside of the B use classes) and to provide guidance and make recommendations as to how the RSS should respond to this.

**3. Knowledge Driven Economy**

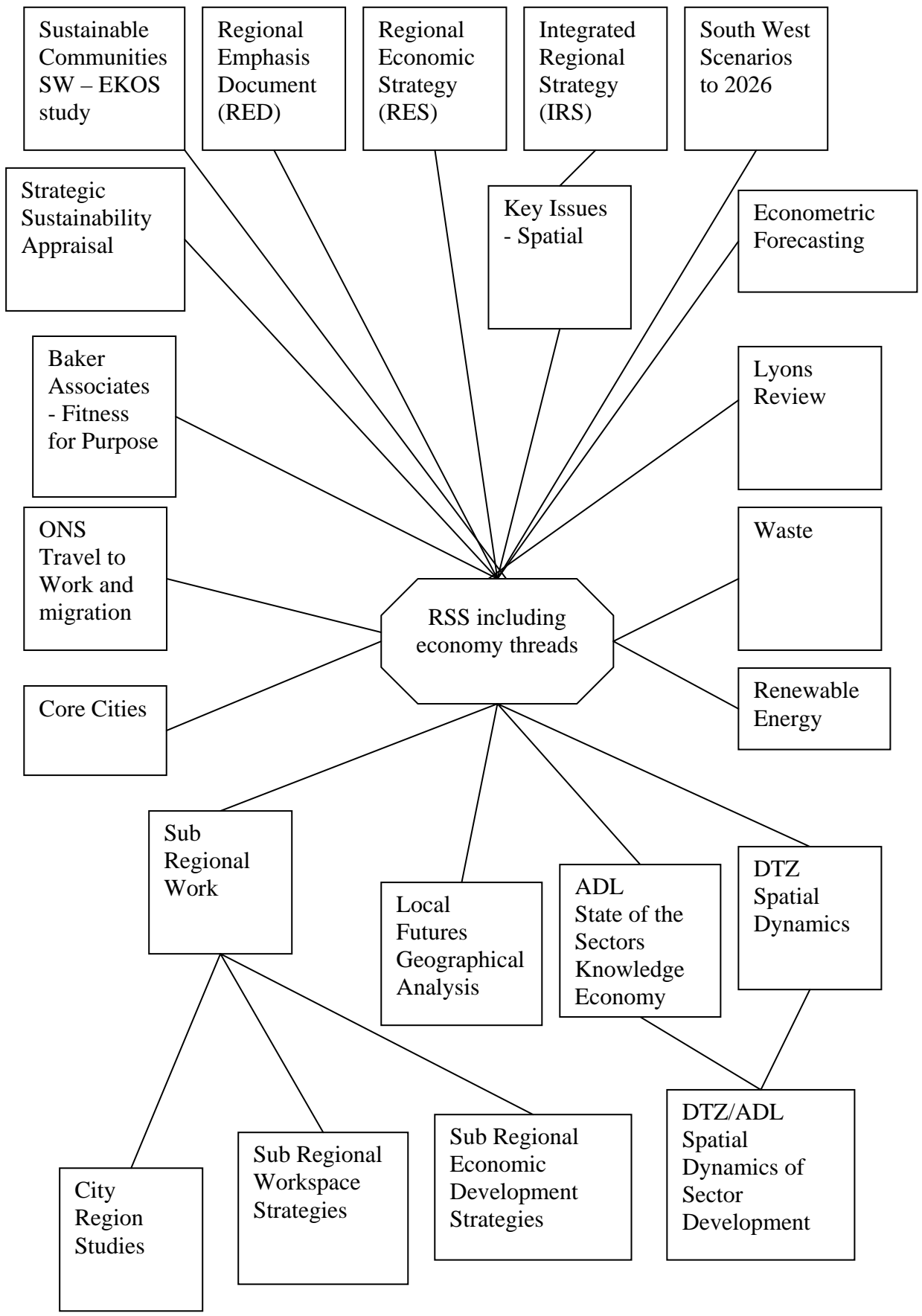
Purpose is to provide recommendations as to how the RSS should respond to the growth and development of the knowledge driven economy over the period of the RSS.

When all of these streams of work have been completed and the results considered a summary paper will be presented to the EPOG group highlighting the main implications for the development of the RSS.

It is also intended to commission further research to understand the role, function and potential of significant settlements in the South West.

Andy Wood  
South West Regional Development Agency  
September 2004

E-mail [Andrew.wood@southwestrda.org.uk](mailto:Andrew.wood@southwestrda.org.uk)  
Direct dial (01392) 229591



The figures outlined in Table 1 below indicate broad ranges that should be tested as part of the JSA growth scenarios for the period 2001-2026. The figures in Table 1 have been rounded down to the nearest 500 and the background information is outlined in Tables 2 to 5. The RPG10 +25% and +50% scenarios are based on the PUA figures outlined in those structure plans that have been through Examination in Public. The broad ranges within the +25% and +50% scenarios assume that the higher growth options are tested for the period beyond both 2011 and 2016. For example the options for testing assume that structure plan PUA figures are delivered up to 2011 and 2016 with the higher growth scenarios (+25% and +50%) being tested for the period 2011-2026 (as outlined in Table 3) and 2016-2026 (as outlined in Table 2).

**Table 1: Broad ranges to test for the period 2001-2026**

	RPG10	RPG10 +25%	RPG10 +50%
Cheltenham/ Gloucester	33000	36000- 38000	39500- 42500
Exeter	17000	18500- 19500	20500- 22000
Plymouth	26500	29000- 30500	32000- 34500
Swindon	43000	47500- 49500	52000- 56000
Torbay	7000	7500-8000	8500-9000
West of England	92500	101500- 106000	111000- 120000
Bournemouth/ Poole <sup>1</sup>	34000- 39500	43500- 45500	47500- 51500
Taunton <sup>2</sup>	13000- 18000	20000- 21000	22000- 23500

1. Bournemouth/Poole RPG10 broad ranges have been based on the PUA figures outlined in the Bournemouth, Dorset and Poole Structure Plan Deposit Draft 2004 and on testing a higher proportion (60%) of the Dorset allocation being focused at Bournemouth/ Poole (see Table 4). The +25% and +50% scenarios are based on the 60% RPG10 development scenario. Please see tables below for further details.

2. Taunton broad RPG10 broad ranges have been based on the PUA figures outlined in the Somerset Structure Plan Alteration Deposit Draft 2004 and on testing a higher proportion (35%) of the Somerset allocation being focused at Taunton (see Table 5). The +25% and +50% scenarios are based on the 35% RPG10 development scenario. Please see tables below for further details.

**Table 2: PUA Growth Scenarios assuming the structure plan review figures are the basis for the period 2001-2016 with +25% and +50% being taken for the period 2016-2026**

	<b>RPG10 Structure Plan Figures for PUA</b>		<b>RPG10 +25% for 2016-2026</b>		<b>RPG10 + 50% for 2016-2026</b>		<b>Total for period 2001-2026</b>	
	2001-2016	Annual figure	2016-2026	Annual Figure	2016-2026	Annual Figure	<b>RPG10+25%</b>	<b>RPG10 +50%</b>
Cheltenham/Gloucester	19824	1322	16520	1652	19824	1982	36344	39648
Exeter	10350	680	8500	850	10200	1020	18850	20550
Plymouth	16000	1067	13333	1333	16000	1600	29333	32000
Swindon	26000	1733	21667	2167	26000	2600	47667	52000
Torbay	4300	287	3583	358	4300	430	7883	8600
West of England	55500	3700	46250	4625	55500	5550	101750	111000

**Table 3: PUA Growth Scenarios assuming the structure plan review figures are the basis for the period 2001-2011 with +25% and +50% being taken for the period 2011-2026**

	<b>RPG10 Structure Plan Figures for PUA</b>		<b>RPG10 +25% for 2011-2026</b>		<b>RPG10 + 50% for 2011-2026</b>		<b>Total for period 2001-2026</b>	
	2001-2011	Annual figure	2011-2026	Annual Figure	2011-2026	Annual Figure	<b>RPG10+25%</b>	<b>RPG10 +50%</b>
Cheltenham/Gloucester	13220	1322	24788	1653	29745	1983	38008	42965
Exeter	6800	680	12750	850	15300	1020	19550	22100
Plymouth	10667	1067	20000	1333	24000	1600	30667	34667
Swindon	17333	1733	32500	2167	39000	2600	49833	56333
Torbay	2867	287	5375	358	6450	430	8242	9317
West of England	37000	3700	69375	4625	83250	5550	106375	120250

**Table 4: Bournemouth and Poole - RPG10 with 60% of development located at the PUA**

	<b>RPG10 based on 60% of development located at Bournemouth/Poole</b>		<b>RPG10 +25% for 2016-2026</b>		<b>RPG10 + 50% for 2016-2026</b>		<b>Total for period 2001-2026</b>	
	2001-2016	Annual figure	2016-2026	Annual Figure	2016-2026	Annual Figure	<b>RPG10+25%</b>	<b>RPG10 +50%</b>
Bournemouth/Poole	23850	1590	19875	1988	23850	2385	43725	47700

	<b>RPG10 based on 60% of development located at Bournemouth/Poole</b>		<b>RPG10 +25% for 2011-2026</b>		<b>RPG10 + 50% for 2011-2026</b>		<b>Total for period 2001-2026</b>	
	2001-2011	Annual figure	2011-2026	Annual Figure	2011-2026	Annual Figure	<b>RPG10+25%</b>	<b>RPG10 +50%</b>
Bournemouth/Poole	15900	1590	29813	1988	35775	2385	45713	51675

**Table 5: Taunton - RPG10 with 35% of development located at the PUA  
Taunton - RPG10 with 35% of development  
located at the PUA**

	<b>RPG10 based on 35% of Somerset allocation located at Taunton</b>		<b>RPG10 +25% for 2016-2026</b>		<b>RPG10 + 50% for 2016-2026</b>		<b>Total for period 2001-2026</b>	
	2001-2016	Annual figure	2016-2026	Annual Figure	2016-2026	Annual Figure	<b>RPG10+25%</b>	<b>RPG10 +50%</b>
Taunton	11025	735	9188	919	11025	1103	20213	22050

	<b>RPG10 based on 35% of Somerset allocation located in Taunton</b>		<b>RPG10 +25% for 2011-2026</b>		<b>RPG10 + 50% for 2011-2026</b>		<b>Total for period 2001-2026</b>	
	2001-2011	Annual figure	2011-2026	Annual Figure	2011-2026	Annual Figure	<b>RPG10+25%</b>	<b>RPG10 +50%</b>
Taunton	7350	735	13781	919	16538	1103	21131	23888

## Appendix 3

### **Environment: requirements and contacts**

To assist with this work, the JSAs need to ensure they are engaging with the environmental statutory bodies to enable them to feed into the process of developing options at an early stage. Regional contacts are given below, along with a summary of the relevant areas of work and information available.

- Stuart McFadzean, Environment Agency – flood risk, water supply

The JSAs should be working with the Environment Agency and water supply and waste water treatments companies to assess whether the growth options are capable of being delivered in terms of the water supply and waste water implications. The Environment Agency is putting together a water supply model that will be able to test the water resource implications of the growth options. Unfortunately the data for this will not be available until February 2005.

In order to clarify whether the growth options are deliverable, in terms of waste water, the JSAs need to be engaging with the waste water companies that deal with their area. This needs to be done in terms of the whole 'urban system' not individual authority areas. However in order for the waste water companies to comment on the deliverability of the growth options in the JSAs they require quite detailed information in terms of the potential locations for growth. The Environment Agency has produced a map outlining the dilution factors at sewage treatment works in the region to aid with this work. This information can be obtained from Kate Murdoch at SWRA.

The Environment Agency has previously circulated information on flood risk (email from Stuart McFadzean 23<sup>rd</sup> July).

- Basil Greenwood, English Nature – biodiversity, geological conservation, Nature map

English Nature have produced a regional Nature map, which highlights the areas in the region that have a high value for biodiversity and potential habitat restoration (based on Biodiversity Action Plan priority habitat mapping). Information on Nature Map is included in the South West Biodiversity Implementation Plan available via the website [http://www.swbiodiversity.org.uk/Regional/SWBIP\\_Final.pdf](http://www.swbiodiversity.org.uk/Regional/SWBIP_Final.pdf). Detailed information on all designated sites, species and habitats of value is available from Local Record Centres.

- Katie Sellek, Countryside Agency – Landscape character

The Countryside Agency have undertaken an analysis of changing countryside character *Countryside Quality Counts* which can be accessed via the website [www.countryside-quality-counts.org.uk/](http://www.countryside-quality-counts.org.uk/) The Countryside Agency also has landscape character assessment tools that can be used to undertake what makes places special and identify the conditions that should be set for new development. In addition, the Countryside Agency has a programme of work underway to unlock the potential of the urban rural fringe.

- Ross Simmonds, English Heritage – Historic environment

English Heritage has developed a historic characterization tool to help manage change in the historic environment. Details available from their website on [www.english-heritage.org.uk](http://www.english-heritage.org.uk)

## **Appendix 4 Consultation**

All consultation documents will:

- Explain clearly who is being consulted, why and how.
- Be concise, including a summary document.
- Have a clear timescale and closing date.
- Include a list of consultees.
- Be transparent about how consultees were selected.
- Be in plain English with clear numbering.
- Explain clearly the process for responding- with a nominated contact for enquiries.
- Seek to take account of the views of members of the community.
- Be accessible, including provision of alternative formats or translations, as determined reasonably practicable.

Consultees will be asked to give a summary of the group(s) and people they represent.

Wherever possible consultation will take throughout the process, allowing a minimum of 12 weeks for formal consultation at least once during the development of the policy/strategy. If this is not possible (particularly if responding to Government timescales) a clear explanation will be provided.

A named contact will be identified to handle queries.

A (second) named contact will be identified to handle complaints about the consultation process.

All contributions will be acknowledged.

Consultation responses will be made public unless requested otherwise by consultees.

Members will receive a report of the outcome of consultation to inform their decisions.

A range of mediums – postal, website, events - will be used for Consultation, to be decided by the Member Group.

Consultees will receive feedback on the outcome of the consultation.

The consultation process will be evaluated and a report made public.

## **Cheltenham and Gloucester Joint Study Area** **Proposed Consultation Plan**

### **1. Introduction**

- 1.1 This paper outlines a broad framework for consultation on the Cheltenham and Gloucester Joint Study Area (JSA) work. The Planning and Compulsory Purchase Act 2004 provides a statutory basis for engaging the community in the development of the Regional Spatial Strategy (RSS). In particular, recently adopted PPS11 (Regional Spatial Strategies) provides clarification on matters relating to the preparation and adoption of RSSs, including advice on consultation and community involvement.
- 1.2 Under section 6 of the Planning and Compulsory Purchase Act 2004 the Regional Assembly (RA) is required to prepare, publish and keep under review a statement of public participation, which ensures broad public consultation and targeted consultation for specific groups. The statement will set out how the RA intends to achieve this, including: public participation in the Sustainability Appraisal (SA) and the identification of the main partners and how they intend to work with them in undertaking the revision of the RSS.
- 1.3 The South West Regional Assembly (SWRA) is currently preparing a Statement of Public Participation. It is anticipated that this report will be the Consultation Plan for the Cheltenham and Gloucester Joint Study Area (JSA), subject to the Steering Group's approval and will be forwarded to the SWRA. This report can be included in the RSS Statement to fulfil the requirement of local level consultation from the outset of developing the draft RSS revision.

### **2. Background**

- 2.1 Community engagement is key to the revision of the RSS and the SWRA will need to demonstrate how they have achieved a continuous process of involvement. The Region's Best Practice Principles for consultation are based on Government guidance in draft PPS1, PPS11 and *Community Involvement in Planning: The Government's Objectives*. In summary:
- Community involvement should reflect the level of planning,
  - Front loading of involvement,
  - Opportunities for continuous involvement,
  - Transparency and accessibility, and
  - Planning for Involvement.
- 2.2 The initial stage of consultation has commenced with the publication of the RSS Possible Development Strategies, for a period of 12 weeks until 26<sup>th</sup> November. Copies of the document have been widely distributed across the Region in line with PPS11. Once the draft RSS revision is submitted to the Secretary of State formal consultation will commence. In addition to

consultation carried out at a regional level, the strategic authorities should carry out consultation on the JSA work to ensure a local level of participation to fulfil the Best Practice Principles indicated above.

- 2.3 It is noted however that, in providing opportunities for meaningful involvement, a balance needs to be struck to avoid the process being onerous and resource intensive.

### **3. Proposed Consultation on the JSA Work**

- 3.1 As indicated above the SWRA highlights consultation for JSA work as providing an opportunity to engage stakeholders and local communities at a local level. The Initial Brief for the Joint Study Area's work included consultation as part of the testing of the options, however the extent of the consultation is for the strategic authorities in partnership to decide. The following outlines the proposed strategy for consultation, reflecting best practice principles.

#### **Objectives**

- Identify key stakeholders (See Table 1) and suitable consultation mechanism to seek community and stakeholders views.
- Raise Awareness and improve understanding of the process and content of the RSS and the possible local implications.
- Commence first stage of continuous community engagement in the development of the RSS in line with legislation, national and regional guidance.
- Provide feedback on comments made during consultation.
- Identify and engage groups/organisations who are traditionally considered to be "hard to reach".

#### **3.2 Proposed Approach**

The following outlines a JSA Consultation Plan for the period December 2004 to March 2005.

#### **3.3 Raise Awareness:**

The Planning and Compulsory Planning Act introduces a new planning regime at local, regional and national level. The level of stakeholder engagement in the old planning system varied. However, as the previous system had been in place since 1991, a large proportion of key stakeholders and members of the public became increasingly familiar with the process and procedures. The radical changes to the planning system, most particularly the introduction of a statutory RSS necessitates considerable re-education and awareness raising which should commence as soon as possible.

- 3.4 The proposed methods of raising awareness about regional planning matters and implications for Gloucestershire are:

- Local newspaper advertising, including any Local Authority Publications,
- Local Radio,
- Website, (updated September 2004)

- Leaflets, and
- A series of newsletters

**Timescale:** December 2004/January 2005

### 3.5 **Consultation Exercises - Stakeholder Events:**

Two separate all-day forum events to be held in the locality of Gloucester and Cheltenham. A wide selection of stakeholders and partners will be invited to attend, including:

Statutory consultees,  
District and Parish Councils,  
Business community,  
Interest groups,  
Development industry, and  
Community groups.

The forum should be independently facilitated and provide:

1. A briefing on the development of the RSS, process, content, timing etc.
2. Opportunity for stakeholders to become familiar with the local implications of the RSS – i.e. the JSA work.
3. An opportunity for stakeholders to comment on JSA work and recommendations.

- 3.6 A summary report will be prepared which provides feedback to the forum stakeholders on comments raised on the JSA Vision and Spatial Options during the forum events and provides a programme and opportunity for future involvement in the RSS process. This report will be submitted to the SWRA with the Draft Spatial Strategy for the Joint Study Area. (See list of consultation documents in paragraph 3.5 below)

**Timescale:** January 2005

### 3.7 **Period of Consultation**

Following the awareness raising and the forums a four week period of consultation on the JSA work will commence. The following documents will be available for consultation:

- Cheltenham and Gloucester Joint Study Area Vision for 2026,
- Proposed Cheltenham and Gloucester Joint Study Area Spatial Options,
- Strategic Environmental Appraisal and Sustainability Appraisal of the Cheltenham and Gloucester Joint Study Area Spatial Options.

These documents will be made available at the County Council and District Council and District Council Offices and all libraries.

Following this 4 week consultation period comments will be summarised in a report to be submitted with the Draft Spatial Strategy to the SWRA.

**Timescale:** January – February 2005

#### **4. Other Matters**

The approach to consultation should reflect the SWRAs Good Practice Principles. This code of practice provides useful criteria for the production of consultation documents, which should guide publications relating to the JSA work. There is a requirement to:

- Explain clearly who is being consulted, why and how,
- Be concise, including a summary document,
- Have a clear timescale and closing date,
- Include a list of consultees,
- Be transparent about how consultees were selected,
- Be in plain English with clear numbering,
- Explain clearly the process for responding- with a nominated contact for enquiries,
- Seek to take account of the views of members of the community, and
- Be accessible, including provision of alternative formats or translations, as determined reasonably practicable.

- 4.1 Adopting the above criteria will assist in engaging the widest possible range of stakeholders, hopefully including 'hard to reach' groups which is a key objective of the exercise.

#### **5. Recommendations**

1. Approve the above Consultation Plan on the JSA work, and
2. Approve this report for submission to the Regional Assembly to be considered in the context of the Statement of Public Participation.

**Table 1: Analysis of Stakeholders.**

<b>STAKEHOLDER</b>	<b>INTEREST IN THE JOINT STUDY AREA</b>	<b>LEVEL OF PARTICIPATION IN THE PROCESS &amp; GENERAL ISSUES</b>	<b>CONSULTATION METHOD</b>
All residents, in particular, members of the public - living or working in the Joint Study Area including 'Hard to Reach' groups.	Individuals are affected by policies and proposals, which guide future development in the County.	<ul style="list-style-type: none"> <li>• Difficult to engage people at the strategic level (rather than local).</li> <li>• Level of participation and objection increases when a controversial strategy/policy is proposed.</li> <li>• Profiling of respondents shows a concentration of respondents in the urban areas (coincident with the highest levels of population) and minimal participation from large areas of the Forest of Dean and the Cotswolds. The majority of the respondents are white, male and over 40 years of age.</li> <li>• Engaging Hard to Reach groups has proved challenging in the past.</li> </ul>	<ul style="list-style-type: none"> <li>• Raising awareness</li> <li>• Consultation period</li> </ul>
Interest and Community Groups	Represent interest and community views in the planning process.	<ul style="list-style-type: none"> <li>• Environmental interest groups are generally well engaged in the process.</li> <li>• Community and resident groups are often involved in the local planning process but now need to attempt to engage these groups in the Joint Study Area process.</li> </ul>	<ul style="list-style-type: none"> <li>• Raising Awareness</li> <li>• Stakeholder forum</li> <li>• Consultation period</li> </ul>
Business Community	Represent business views, which affect economic development and the future economic well being of the County.	<ul style="list-style-type: none"> <li>• In the past most input has been from Gloucestershire First, the wider business community has proven hard to engage.</li> </ul>	<ul style="list-style-type: none"> <li>• Raise Awareness</li> <li>• Stakeholder forum</li> </ul>
Development Industry	Promote locations/sites for future development and significant changes to policy.	<ul style="list-style-type: none"> <li>• Very experienced at being involved in the process and actively seek involvement throughout the process.</li> </ul>	<ul style="list-style-type: none"> <li>• Raise awareness</li> <li>• Stakeholder forum</li> </ul>

<b>STAKEHOLDER</b>	<b>INTEREST IN THE JOINT STUDY AREA</b>	<b>LEVEL OF PARTICIPATION IN THE PROCESS &amp; GENERAL ISSUES</b>	<b>CONSULTATION METHOD</b>
			<ul style="list-style-type: none"> <li>• Consultation period</li> </ul>
District/Borough Councils	Represent local interest, providing local views in the strategic planning process. Will be responsible for producing Local Development Frameworks.	<ul style="list-style-type: none"> <li>• Key partners in the process.</li> <li>• Representatives on the Steering Group</li> </ul>	<ul style="list-style-type: none"> <li>• Officer and Steering Group</li> <li>• Partnership working</li> <li>• Stakeholder forum</li> <li>• Councillor meetings</li> <li>• Consultation period</li> </ul>
Parish/Town Councils	Represent local views on planning matters, providing more detailed insight into local interests and concerns than District/Borough Councils.	<ul style="list-style-type: none"> <li>• Experienced in the process, although in the past, meetings held with Parish Councils to discuss the Structure Plan have not always been well attended. The Gloucestershire Association of Parish and Town Councils was invited to attend the EiP but declined.</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholder forum</li> <li>• Consultation period</li> </ul>
Utilities and Service Providers	Statutory consultees such as water companies, health trusts and authorities, fire service etc. have an interest in location and scale of new development in relation to their service provision capabilities.	<ul style="list-style-type: none"> <li>• Experienced in the process and no identified problems with being involved in it.</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholder forum</li> <li>• Consultation period</li> </ul>

<b>STAKEHOLDER</b>	<b>INTEREST IN THE JOINT STUDY AREA</b>	<b>LEVEL OF PARTICIPATION IN THE PROCESS &amp; GENERAL ISSUES</b>	<b>CONSULTATION METHOD</b>
Adjacent Authorities	Represent geographically peripheral interest, providing views on cross-boundary issues.	<ul style="list-style-type: none"> <li>• Experienced in the process and will often respond, although issues raised are often limited.</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholder forum</li> <li>• Consultation period</li> </ul>
Government Agencies	Various Government Agencies have an interest in specific aspects of the Regional Planning process. For example the Environment Agency, English Nature and the Countryside Agency. Their expertise on these matters is important in informing the content of the Structure Plan and therefore a close working relationship is essential.	<ul style="list-style-type: none"> <li>• Key partners in the process often providing technical advice at early stages of the process. No identified problems with participation.</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholder forum</li> <li>• Consultation period</li> </ul>

**[Click Here And Type Name of JSA] Progress Report as at  
[Click Here And Type Date]**

**[Click Here And Type Contact Name]**

**JSA Officer Membership & meeting:**

**Membership details:**

**[Click Here And Type Date of Meeting]**

**[Click Here And Type Agreed Action Points]**

**JSA Steering Group membership & meeting:**

**Membership details:**

**[Click Here And Type Date of Meeting]**

**[Click Here And Type Agreed Action Points]**

**Transport Update:**

**Housing Update:**

**Economy Update:**

**SSA Update:**

**Other JSA Requirements: (e.g. other essential items in JSA work, funding availability and deficits/ waste water/ water resource/ health/ education/ consultation).**

Appendix 6

**Proposed Meetings of RSPTG Panels with JSA Steering Groups.**

The Planning and Compulsory Purchase Act and subsequent guidance give a statutory role to the strategic authorities regarding sub regional work. It is expected that these authorities will wish to exercise that function formally either jointly or singly through their respective Executives. In anticipation of that, but also bearing in mind that broader based 'steering groups' have been established for each JSA, it is proposed that in March 2005, the RSPTG Panels meet with the JSA steering groups as an interim step in the process before the strategic authorities formally provide their advice.

Date	JSA	RSPTG Member	Designation
Week of 28 <sup>th</sup> Feb to 4 <sup>th</sup> March 2005	Gloucester/Cheltenham		
	West of England		
Week of 7 <sup>th</sup> March to 11 <sup>th</sup> March 2005	Plymouth		
	Swindon		
Week of 14 <sup>th</sup> March to 18 <sup>th</sup> March 2005	Exeter		
	Cornwall towns		
Week of 21 <sup>st</sup> March to 25 <sup>th</sup> March 2005	Taunton		
	SE Dorset		

## Annex 7

11<sup>th</sup> February 2005

Dear Sir/Madam,

### **Relationships between the Regional Planning Body (RPB) and Strategic (4/4) Authorities with specific reference to sub regional working and Joint Study Areas (JSAs).**

1 As you know, an important feature of the new planning legislation and guidance is set out in paragraphs 2.21 to 2.30 of PPS11 which identifies how the new relationships between the RPB and 4(4) authorities are meant to work. We have a very stiff challenge ahead in completing the RSS revision process in the timescale agreed with GOSW, i.e. submission by end of 2005. Realistically, the RPB can only deliver RSS with the partnership of the 4(4) authorities working with Districts and other stakeholders. The quality and timeliness of the 'advice' and 'first detailed proposals' for JSA areas from the 4(4) authorities, will be the most important input into the RSS process.

2 To ensure a consistent approach, we need to distinguish between 'arrangements', 'advice' and 'first set of proposals' (as outlined in PPS11) in a way, which is mutually acceptable and agree how the new process will work in practice. It is clear that 'arrangements' are essentially technical whereas 'advice' and 'first detailed proposals' can have a political input. In addition 'advice' can cover any of the RPBs duties whereas 'first detailed proposals' can only cover matters with a sub regional dimension for which the RPB has agreed a brief with the authority and set a timescale for delivery under Regulation 8. Where more than one 4(4) authority is involved in a Joint Study Area, there may well be advantages in the authorities discharging their responsibilities through Partnership Bodies and this will be acceptable to the Regional Planning Body.

3 A helpful meeting took place on 14<sup>th</sup> December involving representatives from ODPM, GOSW, 4(4) authorities and the RPB, the outcome of which was reported to Assembly members on 25<sup>th</sup> January. This clarified a number of matters connected with the tone and content of recent exchanges between the RPB and the 4(4) authorities. This letter is intended to address these points emphasising that the RPB understands the significance of the amendments to the legislation, the new statutory role for the strategic authorities and the need to proceed in partnership with the 4/4 authorities whilst also recognising that the Regional Assembly, as RPB, also needs to take account of the views of other bodies and is the arbiter of what is eventually submitted to the DPM in the draft RSS.

4 Of particular concern is the concluding step of the sub regional JSA work which has been commissioned, and how this, and the steering arrangements put in place, now relate to the PPS11 requirements. As you will know, the process in the South West commenced well before enactment, under the advice from ODPM then current. Briefs were issued initially in December 2003 and firmed up in

January/March 2004 after consideration by the Assembly's relevant member group. The strategic authorities were invited to lead the process and to involve relevant District Councils (where appropriate) and SEEPs in the steering arrangements for the studies. This was done, in the context of 'front loading' to ensure Districts and other key stakeholders had ownership of and involvement in the process, and hopefully ownership of the product of the strategic studies.

5 The JSA briefs also requested the steering groups to propose strategies and policies for inclusion in the RSS. This latter request (for the steering group to in effect make the first detailed proposals) is clearly now no longer appropriate in two tier areas given the statutory 4(4) role, (although paragraph 2.28 of PPS 11 indicates that in drawing up first detailed proposals, the 4(4) authorities should work with partners). The Assembly sees the work of the steering groups or partnerships as important in overseeing the 'arrangements' for the JSA technical studies and options testing. As indicated previously, the Assembly would like to see the arrangements part of the process finalised in March/April when a small panel of Assembly members will meet with the JSA steering group/partnership to receive, in the context of the brief, the conclusions of the studies and consultations, discuss the strategic implications for the JSA of what arises and hear any dissent there may be. This is distinct from receiving formal advice from the 4(4) authorities and their 'first detailed proposals' for what should be included as policy in the RSS.

6 Separate provision may need to be made for the 'advice' and 'first detailed proposals' processes so that the procedure is beyond challenge. The best way of achieving this may well vary between JSA studies and the most appropriate form of reporting on 'arrangements', 'advice' and 'first detailed proposals' will need to be agreed with the relevant 4(4) authorities as the Panel meetings are firmed up. The meeting on 14<sup>th</sup> December agreed that although the JSA process started pre-legislation, it would not be sensible to try to re-start it, as in all cases progress is being made and the 4(4) authorities wish to fulfil their statutory role. In terms of reporting, a pragmatic approach was proposed to allow for the Assembly Panel to meet with the 4(4) authorities separately, if needed (perhaps on the same day). It would be for the 4(4) Authorities to advise the Assembly whether this is needed and to make the necessary arrangements.

7 There are issues also about the timescale during which the 'arrangements' need to conclude and any 'advice' needs to be given and 'first detailed proposals' need to be made. It is realised that carrying out these processes, in the time scale proposed, at that particular time in the electoral cycle, may introduce some difficulties for some 4(4) authorities particularly the County Councils.

8 In order to agree a 'strategy' document for wider discussion and debate by the July Assembly, this will need to be considered by the Assembly member group meeting on 21<sup>st</sup> June 2005. The election period and purdah means that work on JSAs will need to be completed in March/April. It would then be very helpful if officer level preliminary 'advice'/'first detailed proposals' could be available by end April, if they are to be edited into the style of the RSS document, with the formal submission made by the end of May. I know this is problematical for County Councils all of which will have new Councils, some of which may be of different political control. It is important that the Assembly Secretariat has preliminary

informal proposals in this period, recognising that these may well change as new Councils consider the outputs of the JSA work. Work can obviously continue to refine studies and proposals through the summer period.

9 As you will know the Assembly is in the course of letting a contract for consultancy assistance in assessing the way JSA studies have addressed the brief and to help evaluate proposals made by the 4(4) authorities.

10 Following this letter the original briefs for the JSA studies will be reissued to the Steering Groups with the references to the production of proposals to be incorporated into the RSS removed. At the same time I intend to write to the 4(4) authorities with a formal request to provide advice to the RPB on the implications of the JSA study findings and, where appropriate, on matters such as green belt review etc. I shall also formally request under Regulation 8 that 4(4) authorities provide the first detailed proposals for the JSA area by the end of May 2005.



**Peter Brown**  
**Director of Policy & Planning**

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March 2005

Dear colleague

### **Brief for First Detailed Proposals for RSS Sub-Regional Policies for JSA Areas**

This letter is a formal request, and brief, under Regulation 8 (Town & Country Planning Act, Regional Planning Regulations), asking you to supply first detailed proposals for the xxx Joint Study Area. It will assist the RPB if you could submit first detailed proposals jointly with the other relevant 4(4) authorities which have worked with you on the xxx JSA. In doing so, in accordance with paragraph 2.28 of PPS11, you will need to work with other partners and statutory bodies as appropriate. It would help if the submission you make could be based on the following template.

#### **Brief**

The first detailed proposal should address the issues set out in the brief for JSA work provided in March 2004 and supplemented by the letter of 20<sup>th</sup> October 2004. Updated copies of both are attached. The studies on the JSA carried out under 'arrangements' should form the basis of the first detailed proposals.

#### **Template for first detailed proposals**

The first detailed proposals in 2 to 3 pages of A4 (by 3<sup>rd</sup> June 2005) should cover the following areas:

1. Brief description of the Joint Study Area.
2. Key strategic planning issues identified by the JSA technical reports and other relevant evidence.
3. 'Vision' for the area covered by the JSA Study identifying the future role and function of the JSA and the spatial interventions and scale of development required to deliver the 'Vision'. (Review of economic potential and comparative advantage, retail, cultural roles etc).
4. Levels of growth and suggested housing distribution for the general study area and specifically for the PUA based on the RA methodology.
5. Spatial strategy identifying preferred broad locations for all forms of development, including housing and retail.
6. Key transport and other infrastructure investment priorities for the JSA together.
7. Demand management proposals.
8. Key diagram inset.

In addition the first detailed proposals will need to be supported by the following (by 31<sup>st</sup> July 2005):

9. A detailed strategy document for the Joint Study Area (which provides the explanatory information and evidence to support the first detailed proposals).
10. Implementation plan for the Joint Study Area strategy outlining how the strategy in the JSA can be delivered.
11. Final copies of the Joint Study Area technical studies that have informed the strategy development.

### **Level of Detail**

The first detailed proposals for the JSA should be at the appropriate level of detail for inclusion in the RSS. PPS11 indicates that the RSS should not address local issues which should be subject of a LDD; policies should be detailed enough to give guidance to LDFs. First detailed proposals should be locationally but not site specific. In line with PPS11 paragraph 1.5 the first detailed proposals for the JSA should also include numbers for the additional housing requirement for the PUA at the core of the JSA and in line with paragraph 1.6 demand management policies to reduce traffic volumes. The proposals for the PUA should also indicate the scale of and expected economic growth in the JSA area, alongside identifying other regionally and sub regionally significant spatial activities that need to be planned for.

### **Timings**

The Regulations require the RPB to give 12 weeks notice to the strategic authorities to respond to the RPB request for first detailed proposals. The RPB is seeking a response from the strategic authorities within the 12-week period concluding on Friday 3<sup>rd</sup> June 2005 (this has been extended from the initial date of 31<sup>st</sup> March 2005 outlined in my letter of 20<sup>th</sup> October 2004). It would help if a preliminary officer draft of the first proposals could be provided before 30<sup>th</sup> April 2005 to assist with the drafting of the RSS 'Strategy Document' which will be considered by Assembly members in first draft form at their 24<sup>th</sup> May 2005 meeting.

A key output from the JSA work (point above) is a 'strategy' document for the JSA area explaining in greater detail the policies proposed in the first detailed proposals, providing a full response to the brief and an evidence base for the Public Examination. The first draft of this fuller explanation of the JSA strategy could be delivered by 31<sup>st</sup> July 2005.

I trust this clarifies the position with regard to our request for first detailed proposals for JSAs from the 4(4) authorities and look forward to receiving your sub-regional policy proposals by 3<sup>rd</sup> June 2005, for possible inclusion in the draft RSS. If you are unable to deliver the requirements outlined above please indicate what draft proposals you will be able to provide by this date and when you will be able to make the formal submission. I would also be grateful if you could indicate (by 31<sup>st</sup> March 2005) if you are not minded to submit such detailed proposals and under the provisions of Section 5(6) of the Act 2004, you are content for this work to be undertaken by the RPB.

## **Arrangements for Responding to First Detailed Proposals**

The first detailed proposals will be considered by the RA Regional Spatial Planning and Transport Group at its meeting of 21<sup>st</sup> June 2005 and following that meeting a response will be provided to the strategic authorities concerned. In assessing the proposals made, the Assembly will be taking advice from Oxford Brookes University, the consultants appointed to assist with JSA consistency assessments

Yours sincerely

A handwritten signature in black ink, appearing to read 'Peter Brown', written in a cursive style.

**Peter Brown**  
**Director of Policy & Planning**

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23<sup>rd</sup> May 2005

Dear Colleague

### **Brief For Completion of Technical Studies for JSAs and First Detailed Proposals**

As I indicated in my e-mail of 13<sup>th</sup> May 2005 we have decided to review the timetable for JSA related work. I wish to formally give you notice of a change in deadline for First Detailed Proposals and to state clearly a request for completion of the Technical Studies under 'Arrangements'.

#### **1. Completion of Technical Assessments under 'Arrangements'**

The original deadline for completion of the studies was 31<sup>st</sup> March 2005. Following the round of meetings between JSA Steering Groups and the RA Panel of members it is clear that in all cases aspects of technical work remain outstanding. A follow up round of meetings using the Oxford Brookes and our own assessments done is taking place to review what needs to be done and agree deadlines to complete the tasks outstanding. In terms of the programme to move forward the development of RSS strategy the completion of technical studies is now becoming a critical factor.

As you know we plan to produce a 'Strategy document' for debate in July and there is a need to give an indication of scale and direction of growth for each JSA area in that document, for which we shall need supporting evidence. To help us assess what will be appropriate in each case in particular we shall need your technical assessment of the growth levels we asked you to assess in the brief. This technical assessment will need to set out the implications of higher growth levels at RPG10 +25% and +50%. This is a technical assessment as distinct from your advice as Statutory 4(4) authorities.

In order for us to assemble the Strategy document we shall need your technical input by the 3<sup>rd</sup> June 2005 date mentioned in the original request for 'first detailed proposals'. For that date I should like to receive from you your summary assessment of the two growth scenarios setting out your technical arguments about the implications (economic, environmental, social, transport, and deliverability) of proceeding with development at these levels. (Please give references to the evidence base for your technical opinions). This will enable us to construct a section in the Strategy document for each JSA area as a basis for discussion and debate. If you are not able to provide this please let me know as soon as possible. I am planning to use the document which is Paper B1 Appendix 1 on the RSPTG agenda for 24<sup>th</sup> May 2005 as a basis for the Strategy document.

## **2. First Detailed Proposals**

As a separate exercise we have asked for your First Detailed Proposals, for which we need to give you 12 weeks notice under Regulation 8 of the Planning legislation. Originally we gave notice for you to provide this advice by the 3<sup>rd</sup> June. Following discussion it was clear that this is not possible given the elections and timings of political meetings. To assist I can confirm that the revised date for submission of your authority's advice in the form of first detailed proposals for the JSA is 13<sup>th</sup> September 2005. I shall also be seeking your first detailed proposals on other strategic centres to be identified over the next month by that date. These centres will be derived from the list produced in the Roger Tym Settlement Functionality report. In the case of JSA Urban centres (PUAs) and other centres identified subsequently your submission should also include advice about the scale of employment (and employment land equivalent) and dwelling provision appropriate at these locations together with evidence references to support the proposal made. The calculation of dwelling numbers at these centres should follow the brief for provision of first detailed proposals on housing numbers to be provided shortly.

It will help in drafting the Strategy document, if as previously requested; you could supply a short statement in the form of a preliminary first detailed proposal which may be used in drafting that document. The production of the Strategy document and discussion about it during July should be helpful in enabling your authority to firm up its advice for 13<sup>th</sup> September 2005.

Could you please forward this note to District colleagues involved in your JSA to keep them informed.

Yours sincerely



**Peter Brown**  
**Director of Policy & Planning**

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July 2006

Dear Colleague,

### **RSS Further Work on Evidence Base**

As you will know from previous discussions and correspondence, in preparing for the EIP, we feel there is a need to ensure that the evidence base supporting the RSS and particularly the sub regional elements in Section 4 (*Draft RSS*) is as robust as possible. Mark Newey and Chris Mitchell have been in dialogue with all strategic authorities over the last couple of months to take stock of where we are on this matter in each JSA. This builds on our discussions with you following receipt of your formal advice in September 2005.

The matters we are particularly keen to progress are as follows:

**A     The development ‘story’ for each JSA:**

This is essential to be clear about how development will proceed, over the 20 year period and, in broad terms, what will be the sequence of development in terms of urban sites and strategic urban extensions and how this relates to transport and other infrastructure investment. We shall need to be able to tell a plausible story at the EiP about why each JSA strategy outlined in the RSS is the most appropriate choice. Also we shall need to be able to comment on the broad scale of development for each area of search (in accordance with PPS11) which might be appropriate within the JSA strategy and how this is substantiated.

**B     Transport model:**

We shall need to be able to explain how the transport implications of the development scale/location proposed for the JSA have been assessed. Is the transport model robust enough to provide a strategic assessment of network capacity, pressure points and investment requirements in the time frame? Can different demand management scenarios be factored in and tested?

**C     Sustainability assessment of strategic choice of urban extensions:**

We need a greater understanding of why areas have been identified or discounted in the sub-regional strategies. What body of evidence is available regarding the process that has been undertaken in determining the broad location and scale of potential urban extensions? How has a sustainability assessment of options for potential urban extensions informed the inclusion or exclusion of potential areas in the Advice which was given or the JSA technical assessment?

We know that a lot of work was carried out as part of the JSA technical process and we have access to a large body of technical information as a result. We know also that the position across the region on these three matters is variable and wish to identify further studies and assessments which can be commissioned for completion

during the autumn to supplement the technical work already available. Ideally we would like to progress this with you so that we have a common evidence base.

In the case of the xxx, as well as the three generic issues above:

- 1 We are advised that xxx provides a sufficiently robust base to support the transport and development strategy.
- 2 We have identified the need to carry out further strategic work to confirm the conclusions drawn in the Buchanan study of the Green Belt; this needs to be carried out in combination with item C above to help confirm the strategic choice of urban extensions at xxx.
- 3 In the context of B above, the strategy to develop xxx as a priority and open a new urban extension to xxx may well require a significant new focus of economic development activity on the side of xxx, otherwise cross-city movements might result. Further clarity is needed about the basis for economic development here and the interplay with other locations in terms of future business investment.
- 4 The xxx strategy is based on an employment led approach. Further evidence of how this will happen, the types of business activity likely to arise and its relationship to the likely future labour supply and skills profile of the population of the town is required to provide clarity at the EiP.
- 5 For xxx, continuing further work and discussion to establish the extent of an extension.

As mentioned above, we would wish to progress this additional work jointly with you. Given the limited time we now have available to complete any work to influence proofs of evidence for the EiP we should like to confirm any arrangements with you as soon as possible. We shall be proceeding with scoping out more clearly the specific tasks needed to be completed with the emphasis on strategic rather than detailed assessments. In addition, we are commissioning a region wide Appropriate Assessment of the Draft RSS.

It would help if you could confirm by 4<sup>th</sup> August 2006 whether you will be able to progress any of the items identified above jointly with the RPB to help provide a robust evidence base for the EiP. If you are not able to do so then we shall have to commission further work independently to answer these outstanding questions.

In addition, I should like to draw your attention to work we are undertaking in response to Ruth Kelly's letter to Bryony Houlden of 23<sup>rd</sup> June 2006. This pointed out that revised household forecasts were published by the Government on 14<sup>th</sup> March 2006, just after the Assembly approved the draft RSS, adding that work on the implications of the new figures, and possibly higher levels, would be necessary before the EiP. We are therefore commissioning further work with the Population and Housing Research Group (PHRG) of Anglia University to help investigate a range of growth levels across the South West. The results of this work will be made available by early September in the form of a discussion paper, but we are intending

to release the raw data from Purges 'Chelmer' model for work by local authority officers and others in early August 2006. A technical seminar to discuss the results is planned for late September 2006.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Peter Brown', written in a cursive style.

**Peter Brown**  
**Director of Policy and Planning**

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