

# Communications and Transport

**1.1** The Regional Transport Strategy (RTS) as published by the Secretary of State in July 2004 forms the basis of the draft transport policies for the South East Plan. In addition, the scope of the transport chapter has been extended to reflect the potential for improvements in communications technology (for example through the widespread availability of broadband). Improvements in communications technology have the potential to increase access to services for rural communities and to support economic activity through improved access to services and international markets.

## The Problems of Success

**1.2** South East England is the largest English region with a population of over eight million. It has the fastest growing regional economy in the United Kingdom and has the largest regional Gross Domestic Product (GDP) outside London. Despite this impressive economic performance there remain pockets of severe deprivation throughout the region, often relatively poorly connected. Conversely, in the most economically buoyant parts of the region severe congestion, particularly on the road and rail networks, gives rise to unreliable and protracted journeys that reduce business performance and productivity for the region as a whole.

**1.3** The region enjoys the benefits of proximity to wider markets. The region's role as the gateway to the rest of Europe and its internationally significant infrastructure is set out elsewhere in the Plan. The movement associated with this role places substantial pressure on the region's transport system as a whole. The influence of London is substantial and means that in

general the region's transport connections with London are well developed while orbital routes are less so.

**1.4** The region's gateway function means that the transport system in the South East plays a pivotal role in the wider transport system of North-West Europe. Delivery of the European Commission's 'Spatial Vision for North-West Europe' is inextricably linked to the efficient and effective operation of the region's transport system. Indeed the vision for North-West Europe identifies the Dover Straits and the M25 corridor as key bottlenecks on the transport system serving the area.

**1.5** The European Commission's Transport White Paper announced a two-stage revision of the Trans-European Network (TENS) guidelines (see Map T3 at the end of this section). The first stage resulted in a limited adaptation of the existing guidelines with the aim of concentrating on the elimination of bottlenecks on the routes already identified. The second stage of the process will include a more extensive revision of the TENS guidelines aimed in particular at introducing the concept of 'motorways of the sea', developing airport capacity and including corridors in recent admission and candidate countries. The objective will be to concentrate on a primary network made up of the most important infrastructure for international traffic and cohesion across Europe. As the gateway to the United Kingdom, the South East is likely to be crucially affected by any proposed modifications to the guidelines. The TENS review must take into account the gateway function arising from the internationally and nationally significant infrastructure, in particular international ports, airports and the Channel Tunnel.

**1.6** The pressures associated with the South East's gateway role and proximity to London are having an adverse impact on the region's built and natural environment that cannot be ignored. Decisions relating to the spatial distribution of land uses, and the mix of land uses and design will have implications for the nature of future demand for travel and the way in which the transport system will need to be developed. In this context the RTS sets out to deliver the following:

“Our vision is a high quality transport system to act as a catalyst for continued economic growth and provide for an improved quality of life for all in a sustainable and socially inclusive manner: a regional transport system which progressively reaches the standards of the best in North West Europe.”

**1.7** Translating this vision into a set of regionally specific objectives that integrates spatial and transportation planning at the regional level, the RTS seeks:

- i** to facilitate urban renaissance and foster social inclusion by rebalancing the structure and use of the transport system. In particular by bringing forward measures that encourage modal shift and significantly improve the attractiveness of local public transport services
- ii** to reduce the wider environmental, health and community impact associated with the transport system by bringing forward measures to positively manage the transport system in ways that reduce our dependence on the private car
- iii** to improve transport infrastructure within and to the Thames Gateway to maximise regeneration potential and encourage economic development
- iv** to improve strategic road and rail links within and to the Western Policy Area (as identified in RPG9) to maintain economic success
- v** to improve road and rail links along the south coast to improve spatial connectivity and realise economic

opportunities to reduce disparities within the region

- vi** to support economic development in East Kent through investment in improved accessibility
- vii** to take forward transport infrastructure proposals required to support development in the Growth Areas of Milton Keynes and Aylesbury, and Ashford
- viii** to develop road and rail links that improve inter and intra-regional connectivity
- ix** to improve and develop more sustainable transport connections to the region's key ports, airports and international rail stations as a basis for the enhancement of its gateway function to Europe and the rest of the world.

**1.8** These objectives may need to be reviewed in light of subsequent decisions on the overarching strategy that are taken after analysing the responses to this consultation.

### **Manage and Invest**

**1.9** The RTS requires the integration of increased investment and more active management of the capacity and use of the transport system as part of a single strategy: 'Manage and Invest'. This overarching strategy is supported by the Government's White Paper 'The Future of Transport' (published in July 2004). In the White Paper the Government identifies three key themes:

- i** the need for sustained investment over the long term
- ii** the need for improvements in managing the transport network
- iii** the need to plan ahead recognising that we cannot build our way out of the problems we face.



- 1.10** In setting out a long-term regional framework, the RTS provides the context within which other relevant regional strategies, including those of South East England Development Agency (SEEDA), Highways Agency (HA) and the rail industry, should be developed.

**The key components of ‘manage’ are:**

- Seeking greater utilisation of capacity on the existing transport system, eg by more active management of the road network and intelligent transport systems, and by route capacity utilisation of the rail network
- Managing demand on the transport system, particularly on the road network, eg through limiting capacity, promoting sustainable modes, parking policy, travel planning and possible fiscal measures
- Influencing the pattern of activities and specifically new developments, so that more people have the opportunity to work and shop etc closer to their home location.

This will require revenue as well as capital investment; for example, in demand responsive transport and possibly coach and express buses, as well as capital investment in new network and interchange infrastructure.

Ultimately the challenge is to achieve economic growth without the concomitant increase in traffic which has historically been associated with economic growth.

- 1.11** Achieving a more sustainable pattern of development is dependent upon accepting that the transport system within the South East is a resource that has a finite capacity

at any point in time. Whilst this capacity will be increased as a consequence of the investment already programmed as part of the Government’s Transport Strategy, the RTS reflects the fact that the scale of that increase will be constrained both by the level of financial resources available and the need to achieve a better integration between economic, environmental and social objectives.

- 1.12** A focus on delivering an urban renaissance will encourage and support a rebalancing of both the structure and the use of the transport system that is essential if better use is to be made of this finite resource. The regional hub forms one of the basic building blocks underpinning the RTS, providing the opportunity to focus the development of quality transport services in a way that supports urban communities and urban renaissance. For each hub to perform its functional role within the regional or sub-regional context requires a network of corridors, or spokes, that are of an appropriate scale and capacity.

- 1.13** Efficient movement between the region and other regions is crucially important to regional economies. This is particularly the case with London connections, as of all rail journeys made from, to or within the South East, 65% have an origin or destination within the Greater London area. Traffic flows on the M25 contain a high volume and proportion of long distance traffic, emphasising the important inter-regional role of the M25. Other strategic movement corridors that are inextricably linked to the efficient working of the international gateways and are multi-modal, or capable of becoming so, are the Eastern Corridor (M20/CTRL), Western Corridor (A34/via Reading rail),

M4/Great Western Mainline, and M23/Brighton Main Line. Largely for contextual purposes, rather than to inform regional priorities, these routes are shown on **Map T1 (at the end of this section)**. There are also other inter-regional routes of importance which are not shown, such as the M23/A303 corridor, M27 (Southampton – Portsmouth), and the East West (Oxford route) which is related to the Milton Keynes South Midlands growth area.

- 1.14** Realising the full potential of opportunities to rebalance the transport system provided by the South East Plan requires the concept of mobility management to be embraced as an integral element of the RTS. Mobility management encourages an approach that embraces the need to develop the transport system in a way that considers more positively the inter-relationship between all elements of the transport system. It creates an integrated approach to managing the demand for movement that capitalises on the opportunities created through the Plan by seeking to adjust, over time, people’s pattern of travel in a way that reduces our dependence on the car and lorry whilst maintaining overall levels of access to services and facilities.

**POLICY T1:  
MANAGE AND INVEST**

**Relevant regional strategies, Local Development Documents and Local Transport Plans should ensure that their management policies and proposals:**

- i are consistent with, and supported by, appropriate mobility management measures**
- ii achieve a rebalancing of the transport system in favour of non-car modes as a means of access to services and facilities**
- iii encourage development that is located and designed to reduce average journey lengths.**

**Investment in upgrading the transport system should be prioritised to support delivery of the Plan by:**

- i supporting the function of the region’s international gateways and inter-regional movement corridors (see map T1)**
- ii developing the network of regional hubs and spokes (see map T2)**
- iii facilitating urban renewal and urban renaissance as a means of achieving a more sustainable pattern of development.**

- 1.15** The ‘management’ component is specifically taken forward through policies T10-13, T15 and T18; also T1, T2, T4, T6 and T9. The ‘invest’ component is taken forward through policies, T3, T5, T7, T8, T14, T16; also T1, T2, T4, T6 and T9.

**Key Management Issues**

- 1.16** By focusing on the need to rebalance the use of the transport system away from its current dependence on the car and lorry, the RTS will assist in reducing the impact of the transport system on both the natural and built environments.
- 1.17** Maintaining the existing transport system as an asset is to the benefit of all the region’s residents. The increased level of resources made available by the Government to local authorities is beginning to reduce the maintenance backlog on the highway network. A high priority should be attached to delivering the programme of maintenance and renewals across the rail network if the intensity of services on the network in South East England is to be operated reliably.
- 1.18** Safety, both actual and perceived, has an influence on people’s lives in a variety of ways. The fear of crime acts as a deterrent to walking, cycling and public transport use, particularly at night and within urban areas. In looking to develop the transport

system a high priority should be given to ensuring that measures address individuals' fear and experience of road traffic accidents, fear of crime when travelling, particularly on foot and public transport, and fear for safety when walking, cycling or motorcycling. Particular attention should be given to the opportunities for good design, supplemented by security measures, to help reassure individuals.

**1.19** Government has set a national target of a 40% reduction in the number of people killed or seriously injured in road accidents. It has also set a target of a 50% reduction in the number of children killed or seriously injured and a 10% reduction in the slight casualty rate. Local Transport Plans should reflect the requirement to achieve these targets.

**1.20** The development of the transport system should seek to embrace an approach that promotes equal opportunities. Three issues are pertinent in considering equal opportunities. Firstly, the proportion of women who are dependent on the availability of public transport still tends to be higher than amongst men, and for women personal safety associated with the use of public transport is a concern. Secondly, the potential implications for different ethnic groups arising from a particular approach to the development of transport should be taken into consideration. Thirdly, greater sensitivity to the particular requirements of individuals with disabilities is needed. Account should also be taken of the particular needs of the young and elderly, especially in the light of forecast demographic changes.

### **POLICY T2: KEY MANAGEMENT ISSUES**

**Relevant regional strategies, Local Development Documents and Local Transport Plans should include policies and proposals that facilitate sustained economic**

**growth, environmental enhancement and promote social inclusion by giving priority to:**

- i maintenance of the existing transport system**
- ii improvements to the overall level of safety**
- iii improvements in the overall level of access by addressing issues in a way that takes into consideration gender, ethnicity, disabilities and age**
- iv reducing the environmental impact of movement on the natural and built environment**
- v ensuring where possible that the location, design and construction of all new transport infrastructure projects enhances the environment and communities affected.**

### **The Rural Dimension**

**1.21** In the South East over 20% of the population lives in rural areas. With an above average level of car ownership in rural areas, even among those on lower incomes, the car will continue to provide the primary mode of travel, although there is scope for improving the travel choice in rural areas. There is, however, unlikely to be a single model for delivering the flexible and responsive transport services required to meet the diverse needs of rural communities.

**1.22** The guiding principles of this RTS should be used as the basis for addressing the rural transport issues, with the development of detailed solutions best undertaken at the local level. However, there are difficulties faced by local transport authorities (LTAs) in making provision such as flexible bus services, because of legislative constraints and lack of revenue funding. In addition, the problem of rising operating costs and falling passenger numbers and revenue underlines the need for local authorities to address the issue at a strategic level.

**1.23** An additional problem, caused by poor public transport accessibility in rural areas, is traffic growth. The rate of traffic growth on rural roads is faster than any other area of the highway network. Rural communities are particularly sensitive to increasing traffic volumes and speed, which deters non-motorised users and contributes to the slower reduction in road fatalities on the network.

### **POLICY T3: THE RURAL DIMENSION**

**Local Transport Plans covering areas that are not wholly urban should:**

- i take a co-ordinated approach to encouraging community-based transport in areas of need**
- ii include a rural dimension to transport and traffic management policies, including looking for opportunities to improve provision for cyclists and pedestrians between towns and their nearest villages**
- iii develop innovative and adaptable approaches to public transport in rural areas that reflect the particular and longer-term social and economic characteristics of the region.**

## **Regional Hubs**

**1.24** Through the work undertaken to review the RTS, 17 urban areas were identified as regional hubs. These urban areas are of regional significance and have the potential to build upon existing opportunities for them to be the focus for economic development in such a way as to enable a more polycentric structure for the region to be realised.

**1.25** The RTS has established regional hubs as settlements where the provision of (or potential to provide) a range of multi-modal transport services supports the concentration of higher order economic activity. As highly accessible settlements of regional significance they should be the

focus for development and investment in the transport system that leads to an increase in the overall level of accessibility by all modes between regional, sub-regional and local hubs along transport spokes. They should aspire to become 'living centres'; accommodating higher density, mixed-use development (reflecting the practical application of the Transport Development Area concept), the economic and social needs of the settlement, and links to the local economic area. Regional hubs (as shown on map T2 at the end of this section) were identified on the basis of the following criteria:

- i** political/administrative significance
- ii** historical/cultural significance
- iii** commercial/economic significance
- iv** population
- v** transport connections
- vi** strategic interchange opportunities
- vii** proximity of major port, airport or rail terminal
- viii** future growth potential.

**1.26** The concept of hubs as centres of economic activity and transport services is one that is applicable at all levels of the planning framework. LTAs at the sub-regional level are encouraged to identify urban areas that provide lower order functions that could justify their identification as sub-regional hubs. The application of the hub concept to rural communities reinforces the importance of local service provision and the need to develop flexible transport services in rural areas. The balance between service provision, development density and the transport requirements will vary according to the level at which this is applied.

**1.27** Regional hubs should be the focus for investment in order to achieve a high level of accessibility. Investment priorities should focus on improving the overall level of public transport accessibility, together with the overall quality of the walking and cycling environment, as part of a comprehensive programme to develop an integrated transport system serving the



regional hub. Usually the town centre should be regarded as the prime focus of the hub, although there may be specific locations such as railway stations and/or bus interchanges where the ‘living centre’ approach could be applied. Proposals within Local Transport Plans for such facilities should be developed in co-ordination with the development of detailed spatial strategies for the urban areas.

- 1.28** In some instances, a high level of public transport accessibility does not in itself warrant identification of that location as a regional hub, but the high level of accessibility and interchange is of regional significance. The role of these transport interchanges should be protected and enhanced where possible through the investment priorities and management strategies of service providers. More specifically, transport interchanges should be identified where present and future public transport interchange opportunities of regional significance exist. Transport interchanges should seek to maximise travel opportunities and be predominantly based around public transport access (bus/rail/coach/taxi). Unlike hubs they are essentially about inter-connectivity, especially by rail. Although their higher level of accessibility may support some economic activity in the immediate vicinity of interchanges, it is unlikely to be of regional or even sub-regional significance.

#### **POLICY T4: REGIONAL HUBS**

**Relevant regional strategies, Local Development Documents and Local Transport Plans should include policies and proposals that support and develop the role of regional hubs by:**

- i** giving priority to measures that increase the level of accessibility by public transport, walking and cycling
- ii** encouraging the development of concentrations of higher density land uses and/or mixed land uses that require a high level of accessibility so as to create ‘living centres’
- iii** giving priority to the development of high quality interchange facilities between all modes of transport
- iv** considering the applicability of the transport access and interchange aspects of the hub concept at the local level.

#### **Regional Spokes**

- 1.29** In order that the full potential of the regional hubs as centres of economic activity within a more polycentric structure might be realised, they must be supported by a network of regional spokes: transport corridors designed to support the regional hubs through appropriate linkages that enhance accessibility by public transport.
- 1.30** As corridors of movement the regional spokes should be considered on a multi-modal basis. The regional significance of these corridors of movement should be reflected in the management of the

infrastructure by the responsible delivery agencies, including the Highways Agency, the rail industry and LTAs. The balance between transport modes and the level of service that should be sought in respect of each spoke will need to reflect the priorities of the spatial strategy and the opportunities that exist within each mode to accommodate the resultant demand for movement. It should be noted that not only corridors with an existing rail link qualify as spokes. Where there is no rail infrastructure or a parallel road corridor, consideration should be given to provision for alternative public transport modes on the highway network. Consideration also needs to be given to improving safety for cyclists and pedestrians as well as providing enhanced rail links and adjustments to road space to facilitate high quality bus and coach services.

**I.31** Where it is identified that there is a requirement for investment to be made in a regional spoke, priority should be given to measures that enhance the overall level of accessibility by public transport. Investment in the highway network is likely to remain part of the overall package of measures to support the development of the regional spokes, primarily focused on enhancing safety and/or providing for a choice of modes in accordance with the principles of mobility management set out in policy T10, rather than increasing highway capacity. Carefully targeted capacity improvements to address existing congestion may be appropriate where they support both the functionality of the spoke and the spatial strategy.

**I.32** The national and European significance of those regional spokes that provide access to the region's key international gateways should be taken into account where appropriate.

## **POLICY T5: REGIONAL SPOKES**

**Relevant regional strategies, development plans and Local Transport Plans should include policies and proposals that support and develop the role of regional hubs by:**

- i giving priority to providing a level of service that supports delivery of the spatial strategy**
- ii supporting the role of regional hubs as a focus of economic activity**
- iii delivering an improvement in journey reliability that supports the rebalancing of the transport system in favour of non-car modes**
- iv supporting the gateway function.**

## **Airports**

**I.33** Airports have become major transport interchanges and traffic generators, attracting a range of related and non-related developments. The concentration of this economic activity and high level of accessibility means that airports should be treated as regional hubs in their own right in addition to their role as gateways.

**I.34** The Government published its White Paper on Aviation in December 2003 – 'The Future of Air Transport' – following on from consultation on the South East and East of England Regional Air Services Study (SERAS). The White Paper provides a national context for the development of airport capacity over the next 30 years. For South East England the main issues identified by the Government were:

- i there is an urgent need for additional runway capacity in the South East**
- ii there is no strong case for the development of a second international hub airport alongside Heathrow**
- iii the first priority is to make best use of the existing runways, including the remaining capacity at Stansted and Luton**



- iv provision should be made for two new runways in the wider South East by 2030
- v the first new runway should be at Stansted, to be delivered as soon as possible (around 2011 or 2012)
- vi the further development of Heathrow is supported, including a further new runway and additional terminal capacity to be delivered as soon as possible (within the 2015 – 2020 period) after the new runway at Stansted, but only if stringent environmental limits can be met
- vii the Government will not seek to overturn the 1979 planning agreement preventing construction of a second runway at Gatwick before 2019
- viii in case the conditions attached to the construction of a third Heathrow runway cannot be met, and since there is a strong case on its own merits for a new wide-spaced runway at Gatwick after 2019, land should be safeguarded for this
- ix the option for two new runways at Gatwick is not supported
- x there is scope for other existing South East airports, including London City, Norwich, Southampton and some smaller airports, such as Manston, to help meet local demand, and their further development is supported in principle, subject to relevant environmental considerations.

**I.35** Although located just outside the region, Heathrow Airport has a substantial spatial and economic linkage with South East England. Within the agreed levels of growth (with Terminal 5 operational) Heathrow Airport will have the capacity to accommodate 89m passengers per annum.

The surface access strategy for the airport emphasises the key role that public transport plays in meeting the airport's needs and sets a challenging modal split target. Heathrow aims to achieve a target of 40% of passengers to the airport using public transport by 2007, compared with 35% in 2001, and with a longer-term aim of 50%. With the construction of Terminal 5 the pressures on the transport system serving the airport will increase and additional investment in public transport will be required. The rail industry is continuing to investigate a strategy for rail services to the airport. As part of this work consideration is being given to the importance of delivering Crossrail, Heathrow/Staines Rail link (including Airtrack), and the west-facing connection onto the Great Western Main Line.

**I.36** The Regional Assembly in its response to the consultation on SERAS stated that it did not accept the case for additional development at Heathrow beyond the level of growth associated with Terminal 5. In particular, it identified concerns that further growth at Heathrow would place additional pressure on labour markets and the housing market, as well as the impact that it may have on the environment. The significance of these concerns was acknowledged in the White Paper.

**I.37** The Government has commissioned a programme of work that will examine the environmental implications of further growth at Heathrow. However this work will not be concluded until after the submission of the draft South East Plan to the Secretary of State. On the basis that a decision on the way forward will require a further Ministerial decision to be made, the timing of which is uncertain, and that the

implications of any such decision will have an implication only for the latter stages of the Plan period, the South East Plan will be prepared on the basis of the current level of agreed growth for Heathrow. The situation will be reviewed in the light of any future Ministerial decision should one be made, or as part of the first review of the South East Plan, whichever comes first.

**I.38** Gatwick Airport is the second busiest airport in the United Kingdom, with the potential to accommodate up to 40m passengers a year. The surface access strategy has set a challenging target to maximise the use of public transport in recognition of the extensive network of rail and bus links serving the airport that endows Gatwick with a high level of accessibility. Priority should be given to extending the Fastway network, improvement works to Gatwick station and the Brighton Main Line, and the enhancement of public transport linkages with the Sussex coastal area, in particular the area to the east of Brighton. Gatwick's access targets are geared to enable the airport to grow to its committed capacity.

**I.39** Southampton Airport serves an important role as a business airport for central southern England, and has experienced very substantial passenger growth from low cost leisure operations. The airport's location adjacent to the Southampton to Waterloo rail corridor, and close proximity to the M27 motorway ensures a high level of accessibility that is reflected in part by the station's use as a parkway. Priority should be given to implementing measures that will improve access to the airport and its railway station. The accessibility of this regional hub should be taken into consideration in future spatial development proposals, although development pressures in the surrounding area will need careful management in order to ensure that the airport can continue to make an effective contribution to both the local and regional economy.

## **POLICY T6: AIRPORTS**

**Relevant regional strategies, Local Development Documents and Local Transport Plans should include policies and proposals that:**

- i support the development of Gatwick and Heathrow Airports within agreed levels of growth**
- ii take account of airport operator master plans produced in accordance with the Aviation White Paper**
- iii encourage Southampton Airport to sustain and enhance its role as an airport of regional significance.**

**Airport Surface Access Strategies should set out ways of achieving a modal shift in favour of public transport.**

## **Water Transport**

**I.40 Inland Waterways** – The scope for inland waterways to play a significant role within the transport system serving South East England is limited because of the level of infrastructure available. Where waterways exist, their primary role will be to support leisure and tourist activities. Proposals to develop the contribution of inland waterways should be developed within the context set out in changes to RPG9 with respect to Tourism, published December 2004.

**I.41 Ports** – The region's ports play a vital role in supporting the UK economy. As a key link in the overall distribution chain serving the economy the ports are dependent upon the quality of the landside infrastructure providing onward connection. The RTS gives guidance on how port-related movements fit within the operation of the region's transport system and the priorities for developing landside infrastructure. However, it will remain for the port sector to bring forward and justify proposals for future investment in individual pieces of port infrastructure.

The focus of the RTS lies with the key gateway ports and ports that are of regional or sub-regional significance, including the parts of the Port of London that are located within the South East. The potential role of the region's smaller ports should be considered in structure and Local Development Frameworks.

- 1.42** Port trade has grown significantly in several sectors in recent years, most significantly in deep-sea container traffic, roll-on roll-off services (ro-ro) and passenger ferry markets. The scale of future growth will be influenced by a number of external factors. However, a reasonable planning scenario would appear to be that port trade will continue to grow substantially over the period to 2016.
- 1.43** Priority should be given to improving rail access to the region's deep-sea container port facilities at Southampton and Thamesport in order to support existing operations. Priority should be given to improvements in terms of physical infrastructure and gauge clearance and also in terms of availability of paths.
- 1.44** The primary focus for ro-ro services will continue to be across the Dover Straits, using either cross channel ferry services operating via the Port of Dover or shuttle services operating through the Channel Tunnel. Restoration of a rail connection into the Port of Dover, together with improvements to road access along the A2 corridor should be given priority in the medium term. In the longer term consideration will need to be given to the capacity of the road and rail corridors serving both the Port of Dover and the Channel Tunnel and to the need for a Thames Crossing east of Dartford.
- 1.45** Cross channel ferry services operating out of Portsmouth are of significance for South East England, the South West and the Midlands. Newhaven and Ramsgate harbours offer opportunities to develop ro-ro operations that, while more limited in the scale of their operation, should be

developed as complementary to the principal ro-ro operations.

- 1.46** The Government's White Paper, 'The Future of Transport' committed the Government to undertaking a review of the national ports policy framework. One of the key issues identified for the review is the need to ensure that road and rail improvements needed to serve future major port developments are brought on stream effectively. The Assembly welcomes the review. The policies in the RTS may need to be reviewed in light of the outcome of the review.

### **POLICY T7: PORTS**

**Relevant regional strategies, Local Development Documents and Local Transport Plans should include policies and proposals for infrastructure that maintains and enhances the role of the following ports:**

- i ro-ro – Dover, Channel Tunnel, Portsmouth, Newhaven, Ramsgate and Southampton**
- ii 'niche' markets – Southampton, Portsmouth, Shoreham, Newhaven, Dover and the Medway Ports**
- iii deep-sea containers – Southampton and Thamesport.**

- 1.47 Short Sea Services –** The geographical location and network of port infrastructure in South East England provides the opportunity to encourage the development of short sea shipping services as a real alternative to land transport. The region's gateway ports should be promoted as part of the network of 'motorways of the sea' promoted by the European Commission. It is vital that local authorities liaise with port operators to safeguard existing facilities or land for future rail or short sea interchanges in preparing development plans and in carrying out their development control.

## **POLICY T8: PORTS – SHORT SEA SERVICES**

**Relevant regional strategies, Local Development Documents and Local Transport Plans should include policies and proposals that encourage the development of short sea shipping connections linking the region into the wider European network, and between the following ports:**

- i Southampton**
- ii Portsmouth**
- iii Newhaven**
- iv Dover**
- v Ramsgate**
- vi Medway Ports.**

### **Public Transport**

- 1.48** The RTS recognises the opportunities that the focus on delivering an urban renaissance provides in terms of rebalancing the structure and use of the transport system. Critical to achieving this is the need to give higher priority to providing a greatly enhanced and integrated network of public transport services.
- 1.49** The role of scheduled local bus services is a seriously underdeveloped and neglected element of the transport system in the region. Greater use should be made of Quality Bus Partnerships as a means of raising the standard of existing services. Local Transport Plans should set out proposals for working with the bus industry to develop the network of scheduled services, particularly within regional hubs, such that a higher level of public transport accessibility might be achieved overall. In the White Paper ‘The Future of Transport’ the Government sets out its intention to provide the most appropriate framework that will enable local authorities to realise the full potential of local bus services. The implications of this for the RTS will need to be assessed in due course.
- 1.50** A distinctive feature of the transport system in the region is the role of the coach network, focused on the national coach hubs at Heathrow and Gatwick Airports and commuter coach services from the region into London. Priority should be given to encouraging the development of a stronger network of scheduled and commuter coach services that build upon these existing operations in a way that complements the network of regional spokes.
- 1.51** The significance of the rail system to the region is reflected in the investment priorities set out by the SRA in its Strategic Plan, where expanding the role of the rail network is consistent with an emphasis on improved management. The Government’s White Paper, ‘The Future of Rail’ outlined a new structure for the industry that will require primary legislation. The implications of the new structure for the RTS will need to be assessed in due course.
- 1.52** Priority should be given to improving rail access to the key international gateways, the development of rail services that provide an alternative to orbital road movements and the enhancement of services to regional hubs where this improves the overall level of accessibility. The priorities should inform and be informed by the rail industry’s Regional Planning Assessments and Route Utilisation Strategies.
- 1.53** Strategic park and ride facilities should be examined to cater for modal interchange as part of an inter-urban trip or to serve a variety of trips within overlapping catchment areas. These might be:
- i** rail-based parkway schemes such as Southampton Airport which, with expansion, could usefully serve trips to destinations in South Hampshire
  - ii** inter-urban bus and coach interchange points, close to motorways. This latter type of facility might also assist ‘park and share’ schemes promoted in some travel plans.
- 1.54** Examples of broad locations emerging from the results of the multi modal studies include: M4 junction 11 south of Reading; and M40 junction Handy Cross, High Wycombe.

### **POLICY T9: PUBLIC TRANSPORT**

Local Transport Plans should include policies and proposals that foster an improved and integrated network of public transport services that give priority to:

- i** delivering better local bus services in partnership with operators by making more use of Bus Quality Partnerships
- ii** rapid transit systems within larger urban areas
- iii** increasing the opportunities for interchange between the public transport network and all other modes of transport
- iv** promoting demand responsive transport services to sectors and areas with low accessibility.

The Regional Assembly should work with other Regional Assemblies, LTAs and transport delivery agencies to develop:

- i** scheduled coach and express bus services along spokes and inter-regional corridors together with associated interchange facilities
- ii** rail services to provide better inter and intra-regional connections.

### **Mobility Management**

**I.55** Improvements in communications technology have the potential to reduce the need to travel significantly. Such technology can increase access to services for rural communities and to support economic activity more generally through improved access to services and international markets. In bringing forward proposals to manage, and/or develop, the use of the existing transport system, the opportunities created through the application of such technology should be explored to their fullest potential in the first instance.

### **POLICY T10a: MOBILITY MANAGEMENT (NEW POLICY)**

Relevant regional strategies, Local Development Documents and Local Transport Plans should ensure that they take full account of, and actively promote, the opportunities presented by communications technology to reduce the need to travel.

**I.56** Fundamental to the RTS is the requirement to rebalance the transport system in favour of non-car modes. The adoption of an integrated approach to investment in, and management of, the transport system will enable the link between economic growth and the growth in car-based traffic to be gradually broken, while at the same time increasing the overall level of accessibility to goods and services. It is therefore essential that the detailed policies and proposals brought forward within the framework set by this RTS are integrated with other policy frameworks, most notably for spatial planning, health and education.

**I.57** The RTS places a strong and particular emphasis on the need to bring forward measures that should, over time, achieve a significant change in the overall pattern of movement, with a higher proportion of journeys being undertaken on foot, by cycle or public transport (bus, rail and rapid transit). The availability of intelligent transport information systems to provide timely and accurate travel advice will be critical to encouraging a more informed travel choice by individuals. Priority should be given to bringing forward proposals for the provision of such systems within Local Transport Plans.

**I.58** Where proposals to increase the capacity of the transport system are brought forward, these should be accompanied by measures that 'lock in the benefits' of that investment. Such an approach will require a high level of co-ordination between delivery agencies to achieve maximum

effectiveness. It will also require integration with decisions in other policy areas to avoid wasteful competition between centres based on ease of access by the private car.

- I.59** Further work is required in order to develop regionally specific advice on the application of methods used to measure accessibility levels and how they might be applied in determining an appropriate balance between the elements set out under policy T10.

### **POLICY T10b: MOBILITY MANAGEMENT**

The policies and proposals set out in Local Development Documents and Local Transport Plans to achieve a rebalancing of the transport system should be based on a package of measures drawn from the following:

- i** an integrated and comprehensive travel planning advice service
- ii** the allocation and management of highway space used by individual modes of travel
- iii** the scale of provision and management (including pricing) of car parking both off and on-street, in association with district councils
- iv** the scope and management of public transport services
- v** the extent and quality of pedestrian and cycling routes
- vi** charging initiatives
- vii** intelligent transport systems
- viii** incentives for car sharing
- ix** local services and e-services to reduce the need to travel
- x** changes in ways of working that alter the extent and balance of future demand for movement.

Plans will need to reflect the fact that low delivery from any one of these elements will require a compensatory increase in delivery from one or more of the others.

## **The Role of Charging**

- I.60** The results of the Government's Road Pricing Feasibility Study were published in support of the White Paper, 'The Future of Transport'. The conclusions of the study noted that the decision on whether road pricing should be pursued is one for central Government.

- I.61** In responding to the study's recommendations the Government has committed itself to:

- i** informing the public about what road pricing is and how it might work, and undertake the further research recommended by the study, so that people can engage with a clear proposition, not just an abstract concept
- ii** leading a debate on what would make such pricing acceptable to motorists
- iii** seeking to build a public consensus around the objectives of road pricing, and how to use the revenues
- iv** working alongside forward-looking authorities and areas to help them put in place packages of measures that tackle local congestion problems. Resources from the proposed Transport Innovation Fund will be available to support packages that combine road pricing, modal shift and better bus services
- v** beginning a process which will lead to international standards for in-car equipment, taking account of current, market-led developments.

- I.62** The White Paper identified that a national scheme is becoming technically feasible, certainly within the medium term (10 to 15 years). The outputs from a number of multi modal studies, in particular the South Coast Corridor Multi Modal Study and ORBIT, had previously identified the significant and potentially crucial role that charging can play as part of a comprehensive package of measures designed to achieve a rebalancing of the transport system. The potential implications for the South East Plan arising



from the possible introduction of a national charging scheme will need to be considered.

**1.63** The proposals relating to charging identified through the South Coast Corridor Multi Modal Study are capable of being implemented under the terms of the Transport Act 2000. In preparing their Local Transport Plans for submission to Government in 2005 LTAs in the South Hampshire and Sussex Coast sub-regions should consider in greater detail the potential role of the charging initiatives identified by the multi-modal study.

**1.64** LTAs should consider undertaking feasibility work on future workplace parking levies and congestion charging schemes, both of which are possible under the Transport Act 2000. Such feasibility work could be undertaken where:

- i** car based travel is having an adverse impact on the quality of life and the environment
- ii** there is congestion and/or a high traffic growth on rural and suburban roads
- iii** public transport alternatives are available or have the potential for early improvement.

### **POLICY T11: THE ROLE OF CHARGING**

**Local Transport Authorities should make appropriate use of the powers available under the Transport Act 2000 to introduce new charging initiatives where they consider these are required in order to support delivery of the regional spatial and transport policy frameworks.**

#### **Parking Provision for New Developments**

**1.65** Planning Policy Guidance Note 13: Transport (PPG13) requires development plans to set maximum levels of car parking for broad classes of development. PPG13 encourages the adoption of more rigorous parking standards where this is considered appropriate.

**1.66** South East England exhibits a wide range of social and economic circumstances that necessitates a flexible approach to identifying appropriate levels of parking provision. Such an approach should provide a level of accessibility by private car that is consistent with the overall balance of the transport system at the local level. Nevertheless, the constraints that will continue to exist in terms of the capacity of the transport system, when coupled with the need to rebalance the use of the transport system, means that overall local authorities should seek a level of parking provision that is tighter than that set out in PPG13.

**1.67** In determining what should be an appropriate level of parking provision for new development, local authorities should take into account:

- i the relationship with adjoining authorities – the levels of parking provision adopted in adjoining or competing areas and the spatial and physical relationship between adjoining areas. Areas close to the London boundary or with a strong spatial or economic relationship with London should set maximum parking standards at the lower end of the prescribed range (ie closer to or at 1:100m<sup>2</sup>)
- ii the level of activity – in those parts of the region, such as the Western Policy Area (as identified in RPG9) and any other areas of economic pressure, where traffic congestion is a key concern, local authorities should set tighter parking standards ie preferably within the lower half of the range set out in Policy T12. Local authorities should, as part of an approach which supports urban renaissance, consider the application of tighter levels of parking provision as a means of achieving greater benefits in terms of better use of land and reduced pressure on the highway network
- iii the size of the settlement – local authorities should take into account that regional hubs, by virtue of being the larger areas in the region, are more likely to be capable of supporting an attractive and viable public transport service, thereby enabling tighter levels of parking provision to be encouraged.

**1.68** In considering levels of parking, local authorities should also consider the need to reinforce land use policies by adopting a consistent level of parking provision for town and city centre locations and peripheral locations identified through the sequential approach.

**1.69** Proposals to increase the provision of car parking at railway stations should be considered favourably, particularly at the principal stations associated with regional hubs. In proposing an increase in car parking at rail stations, an assessment should be undertaken of the management

regime required in order to maximise the increase in accessibility to rail services and minimise the local impact of any increase in traffic. Local authorities should consider safeguarding land specifically to accommodate an increase in car parking at rail stations. However, any increases in rail station parking should be part of an integrated surface access strategy whereby provision for public transport, cycling and walking is also enhanced.

**1.70** The maximum levels of parking provision set out in PPG13 do not apply to development proposals below the relevant thresholds. Local authorities are advised to identify ceilings for the level of parking provision at small developments, but to use their discretion in setting detailed levels so as to reflect local circumstances. By virtue of the thresholds, this locally based approach will cover most development in rural areas.

**1.71** Current national guidance on the level of parking provision appropriate for residential developments is set out in Planning Policy Guidance Note 3: Housing (PPG3). The concentration of development and emphasis on urban renewal, however, creates opportunities to apply PPG3 flexibly with both higher and lower levels of parking provision being considered in light of local circumstances.

### **POLICY T12: PARKING PROVISION FOR NEW DEVELOPMENTS**

**Local Development Documents and Local Transport Plans should, in combination:**

- i **adopt restraint-based maximum levels of parking provision for non-residential developments, linked to an integrated programme of public transport and accessibility improvements**
- ii **set maximum parking standards for other non-residential land uses in line with PPG13, seeking to reduce provision below this in locations with good public transport**

- iii include policies and proposals for the management of the total parking stock within regional hubs that are consistent with these limits
- iv apply guidance set out in PPG3 on residential parking standards, reflecting local circumstances.

## Travel Plans and Advice

- 1.72** Travel plans are an integral element of the mobility management approach. They can be a positive measure in enabling economic activity and growth in the region. Local authorities can play a leading role in engaging the public, business community, health sector, education sector and transport industry in a meaningful partnership that promotes the co-ordinated development and implementation of travel plans. Research commissioned by the Government has identified the potential of travel plans to make substantial and long-term reductions in car dependency.
- 1.73** Local authorities should actively support travel plan initiatives taken by private sector companies and other organisations. Local authorities should implement their own travel plan as a priority. They should also put in place mechanisms to monitor the benefits of travel plans in order that the measures set out within them might be amended in light of practical experience.
- 1.74** LTAs should work with partners, including transport providers and the business community, to identify opportunities to establish integrated travel planning advice centres serving the regional hubs that provide:
- i comprehensive and independent professional advice on the development and implementation of individual travel plans
  - ii co-ordination of travel plans as a means of achieving economies of scale that would support the introduction of

new and innovative mobility management measures

- iii co-ordination of initiatives and dissemination of best practice; local real-time travel information services
- iv individual journey planning advice.

### **POLICY T13: TRAVEL PLANS AND ADVICE**

**Local authorities should ensure that their Local Development Documents and Local Transport Plans identify those categories of major travel generating developments for which travel plans should be sought through the development control process.**

**LTAs should also consider piloting the concept of transport planning advice centres for regional hubs in their Local Transport Plans.**

## Rail Freight

- 1.75** The Gateway Function – The primary generators of long-distance movement arising from the region’s gateway function are the ports and the Channel Tunnel. Improved rail access into the gateway ports would enhance the opportunity for rail freight to compete with road haulage. Improved rail access would also enhance the ports’ potential role as access points to the proposed European network of short sea shipping routes. In addition, there is a need to protect paths on the rail network that benefit freight movements and to address bottlenecks on the network that adversely affect freight movements.
- 1.76** London remains a key bottleneck for rail freight movements originating from a number of the gateway ports. Work undertaken by the Thames Gateway Strategic Executive as part of the development of a transport vision for the Thames Gateway has identified the context within which a potential Lower Thames Crossing might be considered. The

Highways Agency and the SRA have taken forward separate work to look at the issues affecting the networks in the area and to report to Transport Ministers.

- 1.77** The potential for increased rail freight movements from the Port of Southampton and, potentially the Port of Portsmouth, has already been recognised by the commitment of the SRA to provide improved gauge clearance on the route through to the West Midlands. However, realisation of the full potential of this enhancement will only be possible once further infrastructure works in the West Midlands are implemented.

#### **POLICY TI 4: RAIL FREIGHT**

The railway system should be developed to carry an increasing share of freight movements. Priority should be given in other relevant regional strategies, Local Development Documents, and Local Transport Plans, providing enhanced capacity for the movement of freight by rail on the following corridors (in priority order):

- i** Southampton to West Midlands
- ii** Dover/Channel Tunnel to and through/around London
- iii** Great Western Main Line
- iv** Portsmouth to Southampton/West Midlands Corridor.

### **Freight and Site Safeguarding**

- 1.78** The majority of freight movements within the region are made by road and this will continue to be the case due to the mode's flexibility and general suitability to accommodate a wide range of movements and consignments.
- 1.79** The capacity of the highway network is at present insufficient to accommodate the demand for road-based freight movement, resulting in unreliable journey times. This unreliability in turn affects business

efficiency. In considering the future allocation of highway space, consideration should be given to giving higher priority to road freight vehicles.

#### **POLICY TI 5: FREIGHT AND SITE SAFEGUARDING**

Relevant regional strategies, Local Development Documents and Local Transport Plans should include policies and proposals that:

- i** promote the most appropriate mechanism for securing the efficient distribution of goods, including making more use of Freight Quality Partnerships
- ii** safeguard wharves, depots and other sites that are, or could be, critical in developing the capability of the transport system to move freight, particularly by rail or water
- iii** safeguard and promote sites adjacent to railways, ports and rivers for developments, particularly new inter-modal facilities and rail connected industry and warehousing, that are likely to maximise freight movement by rail or water
- iv** encourage development with a high generation of freight and/or commercial movements to be located close to inter-modal facilities, rail freight facilities, or ports and wharves.

### **Inter-Modal Interchanges**

- 1.80** Work undertaken by the SRA has identified the need for between three and four inter-modal interchange terminals to serve London and South East England. This suggests that to support development of rail in the general freight market, a small number of large new interchanges will be required with both inter-modal capacity and rail connected warehousing. To be efficient these must be large enough to accommodate longer trains with modern wagons, rapid means of cargo transfer, handling and storage. They may also need



to provide activities such as warehousing, stockholding or processing, all of which may be regarded as adding value to the process of modal transfer.

- 1.81** Potential sites for these terminals will need to meet a number of criteria. In particular they must:
- i** be of sufficient size and configuration to accommodate an appropriate rail layout, transfer operation and added value activities
  - ii** be already rail connected or capable of rail connection at a reasonable cost
  - iii** have adequate road access or the potential for improved road access
  - iv** be situated away from incompatible land uses.
- 1.82** Areas of search for potential sites should be identified in partnership with the SRA and Highways Agency for more detailed discussion with local authorities.

### **POLICY T16: INTER-MODAL INTERCHANGES**

**The Regional Assembly should work jointly with the Strategic Rail Authority, Highways Agency, Freight Transport Association, and local authorities, to identify broad locations within the region for up to three inter-modal interchange facilities. These facilities should be well related to:**

- i** rail and road corridors capable of accommodating the anticipated level of freight movements
- ii** the proposed markets
- iii** London.

### **Priorities for Investment**

- 1.83** The investment priorities for the approved RTS are presented in **Tables 1 to 7**. They reflect the priorities of the spatial strategy as set out in RPG9. These tables will need to be reviewed in light of further work to develop the policies and proposals set out within the South East Plan. The tables will also need to be reviewed to ensure consistency with the sub-regional strategy areas included within the Plan.

### **Policy T17 is now incorporated in the Implementation Plan.**

- 1.84** The Assembly is developing a robust methodology that will be used to set the investment priorities included within the South East Plan when it is submitted in Summer 2005.

### **Delivery Partnerships**

- 1.85** The Implementation Plan sets out the likely delivery mechanisms for each of the policies in the RTS. In order for the RTS to achieve its stated objectives it will be essential that the investment programmes of the lead organisations are co-ordinated. In its capacity as regional planning body for the South East, the Regional Assembly will play a key role in monitoring and managing implementation of the Regional Transport Strategy, extending across all policy areas.
- 1.86** As well as identifying investment priorities at a regional level necessary to support delivery of the South East Plan it is important for the RTS to consider the role of delivery mechanisms. The key focus of the RTS is the need for investment in the transport system to be co-ordinated across all modes. The

concept of mobility management is integral to achieving this rebalancing and will require the use of an ‘integrated management’ approach to the delivery of transport investment across all modes.

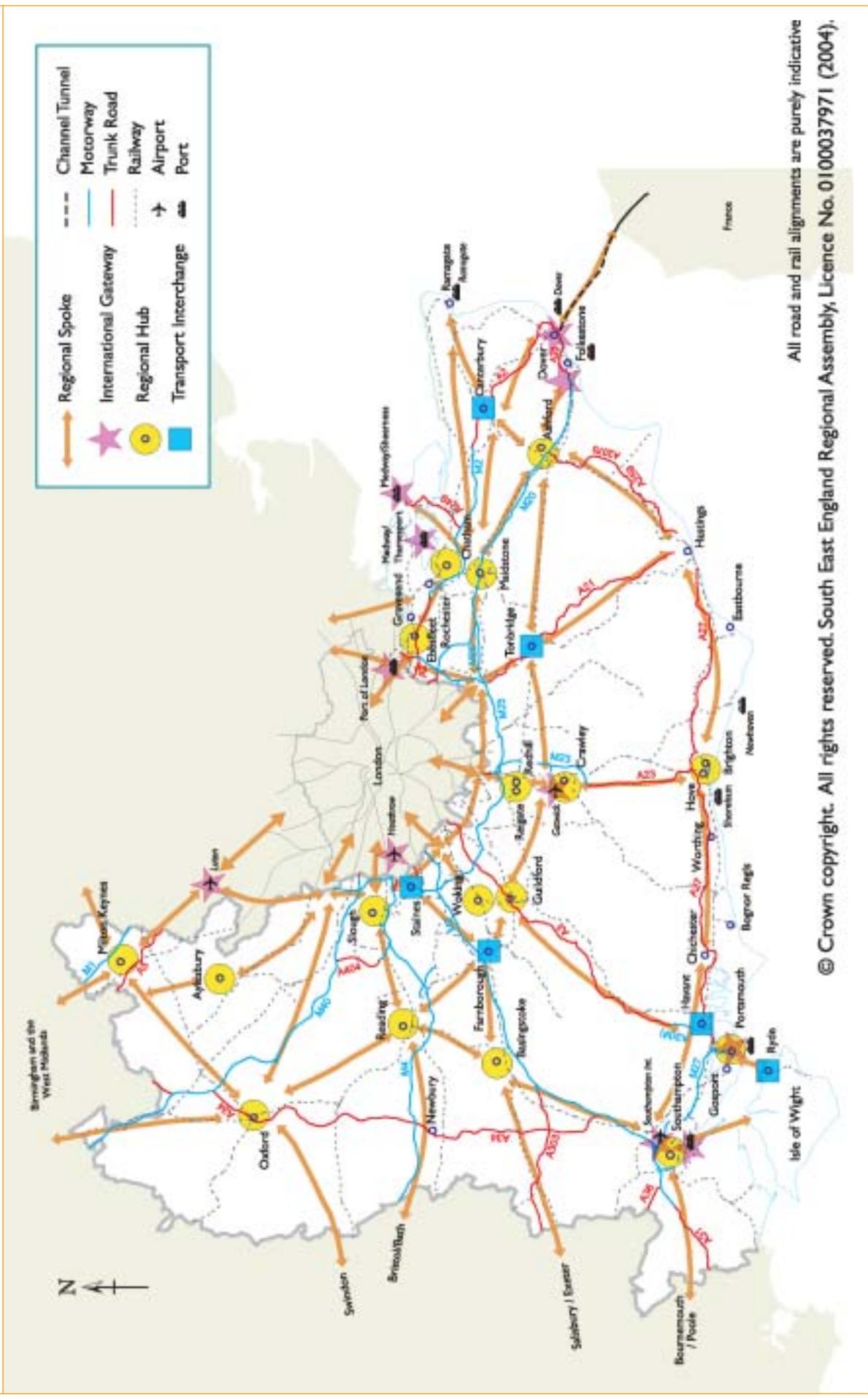
- 1.87** The concept of an ‘integrated management’ method will require the establishment of new and innovative partnerships, most likely at a sub-regional level, between public and private sectors. The authorities in South Hampshire are currently pioneering such an approach. The opportunity to create such partnerships will not necessarily exist in every sub-region initially. However, delivery of a public transport orientated pattern of development in both the Thames Gateway and Thames Valley sub-regions may require a similar approach to be adopted. The Regional Transport Co-ordination Group will play a key role in harnessing the resources to implement key transport projects at the regional level.

#### **POLICY T18: DELIVERY PARTNERSHIPS**

**The Regional Assembly will encourage and support the development of innovative integrated management partnerships to improve the delivery of transport services at a sub-regional level.**

MAP T1

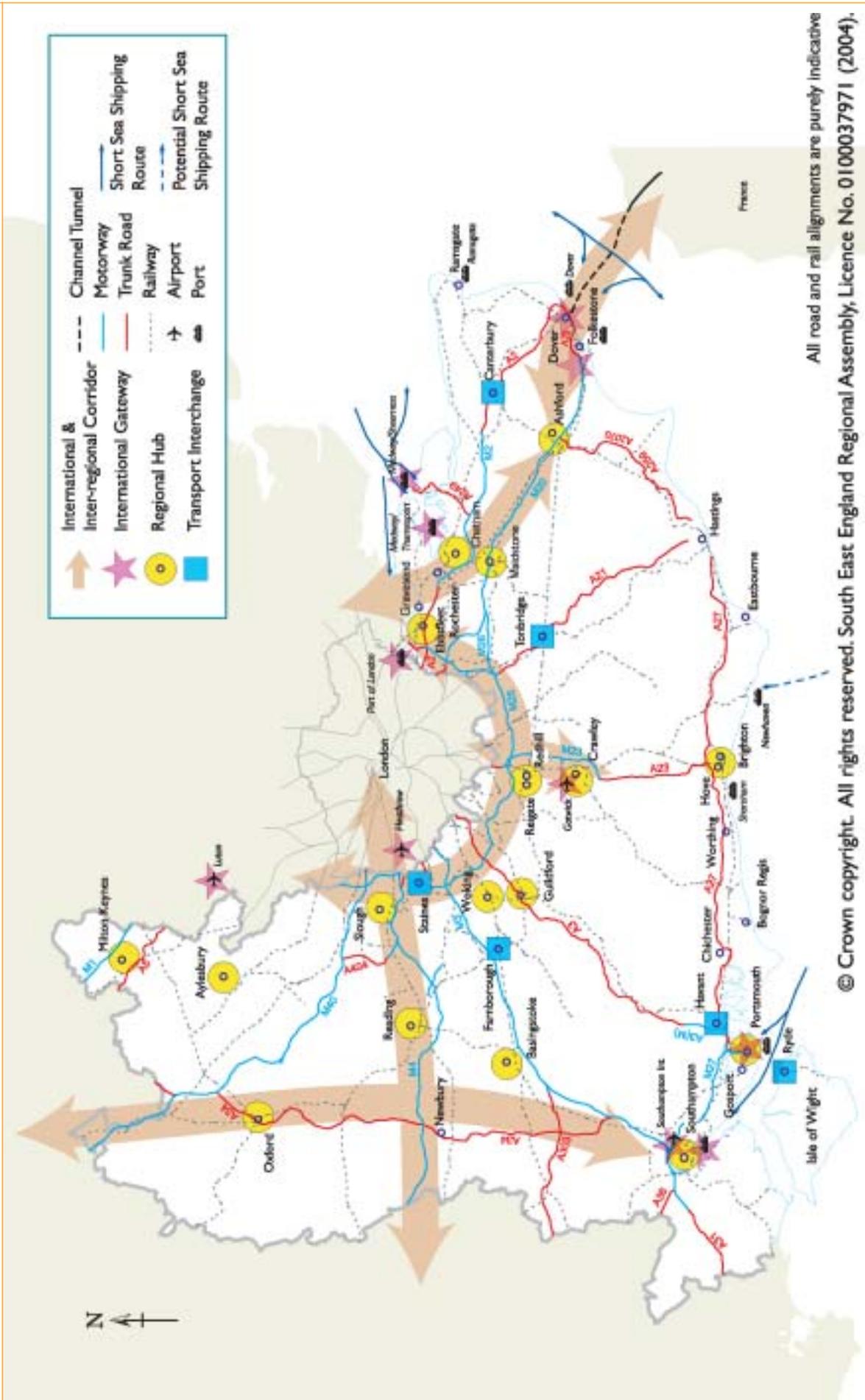
Regional Hubs and Spokes



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# MAP T2

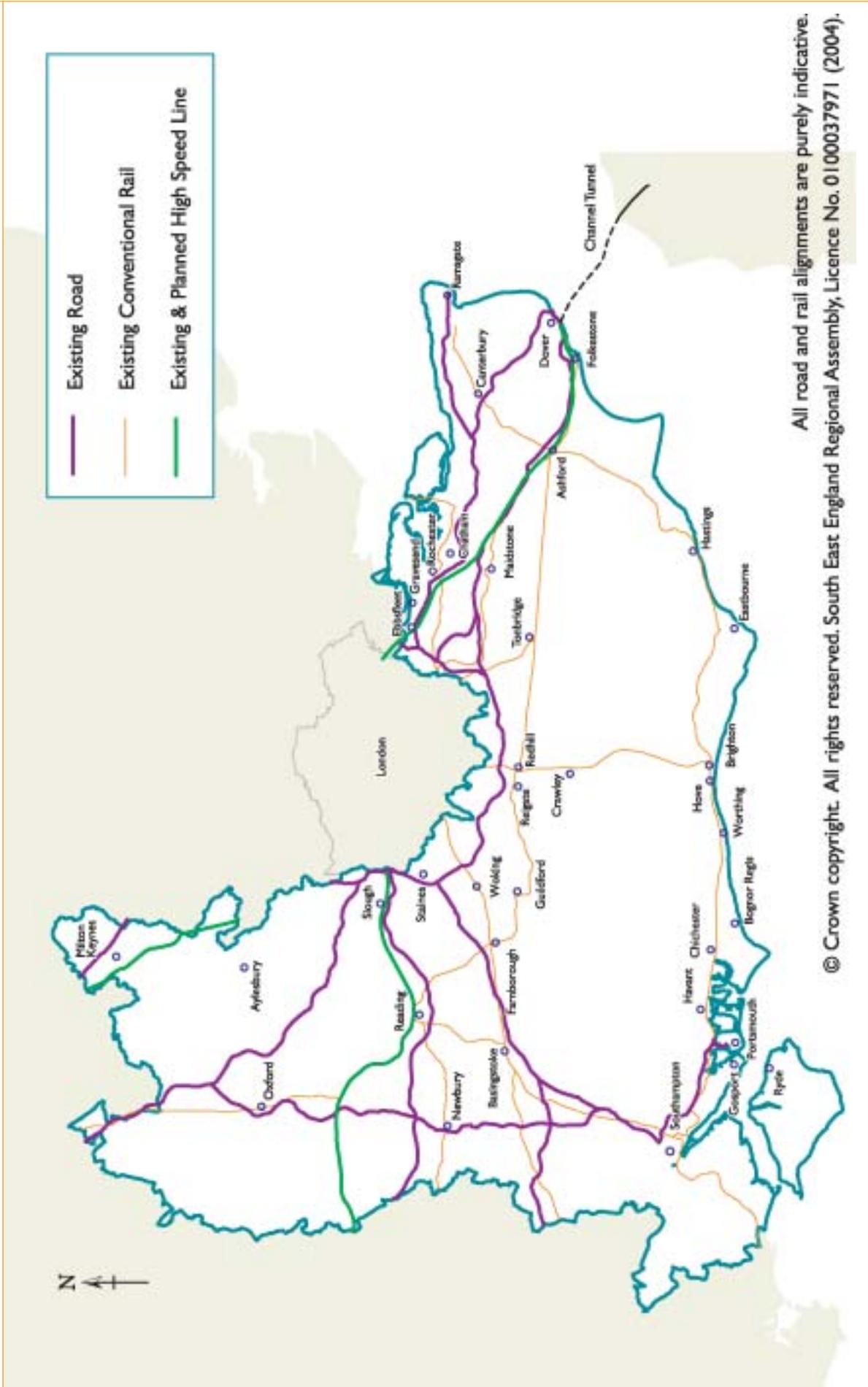
## International and Inter-regional Corridors



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MAP T3

Trans-European Transport Network Outline Plan (2010 Network)



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**TABLE 1**

**Thames Gateway Investment Framework**

<b>Scheme</b>	<b>Status</b>	<b>Mechanism</b>	<b>Key Delivery Agency</b>	<b>Support Role</b>	<b>Likely Start Date</b>	<b>Policy Delivery</b>
Sheerness Branch Resignalling	Committed	NRBP	NR	SRA	2001-2006	1, 7, 8, 14
Strood and Higham Tunnels	Committed	NRBP	NR	SRA	2001-2006	1,4,5
East Kent Area Resignalling	Committed	NRBP	NR	-	2006-2010	1,9
Fastrack Phase 1 *	Committed	LTP	KCC	Dev Fund	2001-2006	1,9
A2/M2 Widening (Cobham to J4)	Committed	TPI	HA	-	2001-2006	1,5
A249 Iwade - Queenborough	Committed	TPI	HA	-	2001-2006	1,5, 15
A2 Bean to Cobham	Committed	TPI	HA	-	2001-2006	1,5
A2/A282 Dartford Improvement	Committed	TPI	HA	-	2006-2010	1,5
A228 Improvement Phase 1	Committed	LTP	MC	-	2001-2006	1,5
Fastrack Phase 2	Under investigation	Dev fund/LTP	KCC/Dev	-	2006-2010	1,9
Transport for Medway	Under investigation	LTP	MC	EU	2006-2010	1,9
A2 Bean Junction	Under Investigation	TPI	HA	KCC/Dev Fund	2006-2010	1,5
M20 Junction 4 Improvement	Under Investigation	TPI	HA	KCC/Dev Fund	2006-2010	1,5
Isle of Grain Rail Freight Improvement	Proposed for investigation	TBD	SRA	-	To be determined	1,7,8,14,15

**Investment Priorities relevant from other Area Tables**

CTRL Phase 2	see Table 5					
CTRL Domestic Services (infrastructure)	see Table 5					
Crossrail	see Table 7					
Thameslink 2000	see Table 7					
M25 Widening: J1b-3 (with integral demand measure)	see Table 7					
Lower Thames Crossing unspecified mode	see Table 7					

**TABLE 2**

**Western Policy Area Investment Framework**

<b>Scheme</b>	<b>Status</b>	<b>Mechanism</b>	<b>Key Delivery Agency</b>	<b>Support Role</b>	<b>Likely Start Date</b>	<b>Policy Delivery</b>
M25 J12/15 Widening	Committed	TPI	HA	-	2001-2006	5,6
M40/A404 Handy Cross Improvement	Committed	TPI	HA	-	2001-2006	2
A3 Hindhead Improvement	Committed	TPI	HA	-	2006-2010	5
M4 J11 improvement	Committed	LTP	RBC/Dev	HA	2001-2006	1,4,5
Southampton - West Midlands Upgrade	Committed/further appraisal work needed	SRA Plan	SRA	-	2001-2006/2006-2010	1,4,5,7,8,14
Great Western MoL Service Enhancements	MMS – under investigation	SRA Plan	SRA	NR	2011-2016	1,4,5
Reading Station Renewal	MMS – under investigation	NRBP	NR	SRA	2006-2010	1,4,5,6,9
Heathrow/Staines Rail Link (inco Airtrack)	MMS – under investigation	SRA Plan	SRA	AT Forum	2006-2010/	1,4,5,6,9
Thames Valley Trunk Road Mgt. Measures	MMS – under investigation	TPI/LTP	HA	LA	2006-2010	1,2,4,5,9
Thames Valley Park Station	Under investigation	LTP	WDC/Dev	SRA	2006-2010	1,9
Green Park Station	Under investigation	LTP	RBC/Dev	SRA	2006-2010	1,9
Oxford Station Renewal	Under Investigation	SRA Plan	S RAIDev	NR	2006-2010	1,4,5,9
Heathrow/Great Western Rail Link	Under Investigation	SRA Plan	SRA	-	2006-2010	1,4,5,6,9
Sub Regional Mobility Management Strategy	Proposed for Investigation	LTP	LA	RA	2006-2010	1,4,9,10,11,12,13
Output from A34 Corridor Study	Proposed for Investigation	-	-	-	2006-2010	1,2,4,5,6,7,8,9,14,15,16,17
Reading Bus Based Rapid Transit	Proposed for Investigation	LTP	LA	RA	2011-2016	4,5,9

**Investment Priorities relevant from other Area Tables**

Cross rail	see Table 7
M25 J16-23 widening (with integral demand measures)	see Table 7
Strategic Coach Network	see Table 7
North Downs Line Upgrade	see Table 7

**TABLE 3**

**South Hampshire and Isle of Wight Investment Framework**

<b>Scheme</b>	<b>Status</b>	<b>Mechanism</b>	<b>Key Delivery Agency</b>	<b>Support Role</b>	<b>Likely Start Date</b>	<b>Policy Delivery</b>
SHRT: Fareham - Gosport	Subject to funding	LTP	HCC/PCC	-	2001-2006	1,4,5,9
A3 (Portsmouth - Horndean) Bus priority corridor	Committed	LTP	HCC	-	2001-2006	1,4,5,9
Ryde Interchange	Committed	LTP	IoW	-	2001-2006	1,2,5,9
M27 J3-4, J11-12 & Jnc Improvements	MMS – Further appraisal work needed	TPI	HA	HCC	2006-2010	1,4,5,7,8
Eastleigh Chord	Under Investigation	HCC	SRA	-	2010-2016	5,6,9
Southampton Tunnel Gauge Enhancements	Under Investigation	SRA Plan	SRA	-	2011-2016	5,7,8,9
West Coastway Rail Service Enhancements	Under Investigation	SRA/BML (RUS)	SRA	TOC	2006-2010	1,4,5,9
M27 J5 Improvements	Under Investigation	TPI Plan	HA	HCC	2006-2010	1,4,5,6
Southampton Airport Parkway Upgrade	Under Investigation	SRA Plan	SRA/HCC	-	2001-2006	1,4,5,6
SHRT: Further Dev. of Integrated Systems	Under Investigation	LTP	HCC	-	2001-2006	1,4,5,9
SHRT: Capacity increase between Fareham to Botley	Under Investigation	SRA Plan	SRA/N R	HCC	2006-2010	1,4,5,9
SHRT: LRT/Heavy Rail Fareham-Southampton	Under Investigation	SRA/LTP	SRA/HCC	PCC/SCC	2010-2016	1,4,5,9
Workplace parking/congestion charging	MMS – Proposed for investigation	LTP	LA	-	2006-2016	1,10,11,12

**Investment Priorities relevant from other Area Tables**

Output from A34 Corridor Study

see Table 2

**TABLE 4**

**Sussex Coast and Towns Investment Framework**

<b>Scheme</b>	<b>Status</b>	<b>Mechanism</b>	<b>Key Delivery Agency</b>	<b>Support Role</b>	<b>Likely Start Date</b>	<b>Policy Delivery</b>
Fastway Phases 2 and 3	Committed	LTP	WSCC		2001-2006	1,2,4,9
A21 Lamberhurst Bypass	Committed	TPI	HA		2001-2006	1,5
A27 Southerham - Beddingham Imp.	Committed	TPI	HA	NR	2006-2010	1,5
A21 Tonbridge - Pembury	Committed	TPI	HA		2006-2010	1,5
A21 Kippings Cross - Lamberhurst Imp.	Committed	TPI	HA	-	2006-2010	1,5
A23 Handcross - Warninglid	Committed	TPI	HA	-	2006-2010	2
A21 Lamberhurst - Hastings	MMS – further appraisal work needed	TPI	HA		2006-2010	1,5,
Bexhill-Hastings Link Road	MMS – under investigation	LTP	ESCC		2006-2010	1,5,
A27 Arundel Congestion Relief	MMS – under investigation	TPI/LTP	HA	WSCC	2006-2010	1,2,5
Chichester Bypass Congestion Relief	MMS – under investigation	TPI/LTP	HA	WSCC	2006-2010	1,2,5
Brighton - Main Line Improvements	Under investigation	SRA/BML(RUS)	SRA		2006-2010	1,4,5,9
Arun Valley Line investment	Under investigation	SRA/BML(RUS)	SRA		2006-2010	9
Worthing - Lancing improvements	MMS – under investigation	TPI/HA minors	HA	WSCC	2006-2010	1,2,5
Selmeaton - safety/congestion relief	MMS – under investigation	TPI/HA minors	HA	ESCC	2006-2010	1,2,5
Wilmingon - congestion relief	MMS – under investigation	TPI/HA minors	HA	ESCC	2006-2010	1,2,5
A259 Pevensey - Brenzett safety schemes	Under investigation	TPI/HA minors	HA		2006-2010	1,4,9
Gatwick Station	Under investigation	SRA/BML(RUS)	SRA	BAA/WSCC	2006-2010	1,4,5,6,9
Brighton Rapid Transport	Under investigation	LTP	B&HCC/Dev		2006-2016+	1,4,5,9
Workplace parking/congestion charging	MMS – Proposed for investigation	LTP	LA		2006-2010	1,10,11,12

**Investment Priorities relevant from other Area Tables**

West Coastway Rail Service Enhancements	see Table 3
Thameslink 2000	see Table 7
Ashford Hastings Capacity Improvements	see Table 5

**TABLE 5**

**East Kent (including Ashford) Investment Framework**

<b>Scheme</b>	<b>Status</b>	<b>Mechanism</b>	<b>Key Delivery Agency</b>	<b>Support Role</b>	<b>Likely Start Date</b>	<b>Policy Delivery</b>
Channel Tunnel Rail Link Phase 2	Committed	SRA Plan	UR	SRA	2006-2010	1,4,5,7,8,9,14
M20 J10 Interim	Committed	TPI	HA/Dev	KCC	2001-2006	1,2,5
M20 J10A	Committed	TPI	HA/Dev	KCC	2006-2010	1,2,5
CTRL Domestic Services (infrastructure)	Under investigation (Kent RPA)	SRA	SRA		2001-2006	1,4,5,9
East Coastway Enhancements	Under investigation (Kent RPA)	SRA Plan	SRA		2006-2010	1,4,5,9
East Kent Rail Enhancements	Under investigation (Kent RPA)	SRA Plan	SRA		2006-2010	5,9
Ashford - Hastings capacity improvements	Under investigation (Kent RPA)	SRA Plan	SRA		2006-2010	1,4,5,9,17
Workplace Parking Charges	Proposed for investigation	LTP	LA		2006-2010	1,10,11,12
A2 Lydden - Dover	Proposed for investigation	TPI	HA		2011-2016	1,7,8
Increased Cross Channel Capacity	Proposed for investigation	-	-		2011-2016	1,4,5,7,8,9,14
Rail reconnection of Dover Docks	Proposed for investigation	SRA Plan	SRA/POD		2016 +	7,8,14,15

**To be revised in the light of the final alterations to Regional Planning Guidance for Ashford Growth Plan**

**TABLE 6**

**Milton Keynes and Aylesbury Investment Framework**

<b>Scheme</b>	<b>Status</b>	<b>Mechanism</b>	<b>Key Delivery Agency</b>	<b>Support Role</b>	<b>Likely Start Date</b>	<b>Policy Delivery</b>
West Coast Mainline Upgrade	Committed	SRA Plan	SRA	NR	2001-2006	1,5,9
A421 MI to Bedford (inc MI J13)	Committed	TPI	HA		2006-2010	1,4,5
East – West Rail Imps Ph 1 + Aylesbury Spur	Under investigation	SRA Plan	SRAILAs	EWRC	2006-2010	1,4,5,9,15
Milton Keynes Rapid Transit	Under investigation	LTP	MKC/EP		2006-2010	1,4,5
A421 Milton Keynes to MI	Under investigation	LTP	MKC	BEDS CC	2011-2016	1,4,5
MI J14 Improvements	MMS – under investigation	TPI	HA	–	2011-2016	1,4,5
MI J13 East West Parkway and P&R	Under investigation	SRA/LTP	SRAILAs/Dev	HA/EWRC	2011-2016	1,4,5
A421 Buckingham to Milton Keynes Upgrade	Under investigation	LTP	BCC	MKC	To be determined	1,4,5
East – West Rail Imp. Ph2	Proposed for investigation	SRA Plan	SRAILAs	EWRC	2016+	1,4,5,9
Luton Airport to Milton Keynes Improvement	Proposed for investigation	SRA Plan	NR	Las	To be determined	1,4,5
A509 Newport Pagnell Bypass – MI J14 D2	Proposed for investigation	LTP	MKC	–	2016+	1,4,5
MI J13-14 Improvements	Proposed for investigation	TPI	HA		To be determined	1,4,5

**To be revised in the light of the final alterations to the Regional Planning Guidance for Milton Keynes and South Midlands**

**TABLE 7**

**Inter-Regional Connections around/through London**

<b>Scheme</b>	<b>Status</b>	<b>Mechanism</b>	<b>Key Delivery Agency</b>	<b>Support Role</b>	<b>Likely Start Date</b>	<b>Policy Delivery</b>
M25 Widening: J12-15	Committed	TPI	HA	-	2001-2006	5,6,17
Southern Network Power Supply Upgrade and new trains	Committed	SRA Plan	SRA		2001-2006	
Crossrail work needed	Further appraisal SRA Plan	SRA/TFL	NR	2006-2010	1,4,5,6,9	
Thameslink 2000	Committed	SRA Plan	SRA	NR	2006-2010	1,4,5,9
M25 Widening: J16-23 (with Integral Demand Measures)	Committed	TPI	HA	LA/LPA	2006-2010	1,2,5
M25 Widening: J1 b-3 (with Integral Demand Measures)	Committed	TPI	HA	LA/LPA	2006-2010	1,2,5
M25 Widening: J5-7 (with Integral Demand Measures) - including additional slip roads at J5	Committed	TPI	HA	LA/LPA	2006-2010	1,2,5
M25 Junction Improvements	MMS – further appraisal work needed	TPI	HA	LA/LPA	2006-2010	1,2,5
Lower Thames Crossing unspecified mode	MMS – proposed for investigation	TPI/SRA	HA/SRA	-	2016+	1,5,7,8,9,14
North Downs Line Upgrade	MMS – proposed for investigation	SRA Plan	SRA		2011-2016	1,5,9,14
Strategic Coach Network	MMS – proposed for investigation	LT P/T P I	LTP/Dev	RA	2001-2006	2,3,4,5,6,9

**Investment Priorities relevant from other Area Tables**

East West Rail Imps Ph.1 and 2

Table 6

# Sustainable Natural Resource Management

## Introduction

- 1.1** We live and work in one of the most beautiful regions in England with a strong economy and healthy environment. The quality and variety of the environment is one of the region's defining characteristics. This is reflected by the large proportion of the South East recognised to be of international and national importance in terms of nature conservation and landscape value. The environment is also a major economic asset, estimated to contribute around £8 billion to the region's economy<sup>1</sup>.
- 1.2** We must work hard to ensure the quality of the environment is maintained and enhanced for future generations while enabling continued sustainable growth and development.
- 1.3** Sustainable natural resource management is a key theme of the Plan. This means ensuring greater efficiency in our use of natural resources, the reduction of pollution and waste, and ensuring that features of importance are protected and enhanced, including wildlife and landscapes.
- 1.4** One of the most significant external threats to our current way of life and future development is climate change. It is predicted that the region is likely to experience some of the most severe effects of a changing climate in the UK, with hotter and drier summers, warmer and wetter winters, and increased possibility of severe weather.
- 1.5** Climate change will have economic, social and environmental consequences and there is a need to mitigate and adapt to these, and to realise any opportunities, including

for agriculture and tourism. Climate change is a key driver of change and is a critical futures issue for the Plan to address. Climate change is therefore a cross-cutting theme in the Plan and has been addressed in all policy areas and through Strategic Environmental Assessment (SEA).

- 1.6** Due to the potential significance of the impacts of climate change on the region, the Regional Assembly is a partner in the European Spatial Planning Adaptation to Climate Events project (ESPACE) and is learning about the integration of climate change adaptation measures into spatial planning from partners in the Netherlands, Germany and Belgium. This includes adapting to greater probability of flooding, building in resilience and adaptability, and creating more space for water storage through land use changes.
- 1.7** Mitigation of climate change, through reducing emissions of greenhouse gases, is also addressed through a number of policies, particularly those for energy efficiency and renewable energy, waste management and transport.

### The Region's Key Environmental Challenges

- 1.8** The following issues are of particular significance for the region:
- 1.9** **Sustainable water resources and river quality management** – Water resources face growing pressure from increasing demand arising from existing and new development, exacerbated by changes to the climate and rainfall patterns. Ensuring that new development has adequate supply and is water efficient is therefore a key challenge for the region. This encompasses

#### FOOTNOTES

<sup>1</sup> SEEDA (2002) *The Environmental Economy of South East England*.

a twin-track approach of increased water efficiency and development of new sources of supply, together with the protection of river water quality.

- I.10** The quality of rivers is affected by discharge of waste-water effluent from housing, business and industry and diffuse urban and agricultural pollution. A growing population will place extra demands on the sewage treatment infrastructure and waters receiving effluent. Water quality standards are also getting tighter, in part to meet requirements of the European Habitats Directive and Water Framework Directive. Ensuring that water quality is maintained and improved, while accommodating new housing and economic development, is also a key challenge for the region.
- I.11** **Flood risk management** – Development in flood plains, changing patterns of rainfall, extreme weather, storms and rising sea levels accelerated by climate change, will increase the probability and incidence of flooding of property and land. Development can increase the area of impermeable land and intensive agriculture can increase run-off, both of which can exacerbate the probability and impact of flooding. Avoiding an increase in flood risk, protecting people and property and better management of this risk, through adaptation in the location and design of new development and land use, is increasingly important in a changing climate.
- I.12** **Biodiversity** – The region supports a rich diversity of wildlife habitats and species. As well as having intrinsic importance, biodiversity contributes to the quality of the environment and to quality of life. The region has many sites recognised to be of national and international importance, in addition to many more of local importance and value to communities, including urban wildlife sites and corridors where wildlife has flourished. Continued protection of important wildlife assets, better management, the removal of fragmentation and, where possible, the landscape expansion and enhancement of habitats are all priorities.

**I.13** **Coastal management** – Our extensive coastline is a distinctive regional feature and an important environmental, economic and recreational resource. Climate change and sea level rise will lead to further changes. Much better links between coastal engineering through Shoreline Management Plans (SMPs) and the land use planning system are essential to ensure that hazards are avoided such as erosion, instability and flooding. There may also be opportunities for imaginative management options to enable more natural operation of coastal processes, to reduce erosion and flood risk, and improve the landscape and benefit wildlife.

**I.14** **Energy** – The vast majority of energy we use is derived from finite fossil fuels. In order to be more sustainable, reduce greenhouse gas emissions, and improve security and diversity of supply, we must take forward a twin-track approach of improving energy efficiency and increasing the amount of energy obtained from renewable sources. New development, while only representing a small proportion of overall stock, presents an opportunity to integrate higher standards of energy efficiency and renewable energy technologies, with the benefits extending throughout the life of the buildings. In addition, in order to meet regional targets for renewable energy, proposals for a range of technologies and resources, including wind, biomass and solar energy, will need to be accommodated throughout the region over the period of the Plan.

**I.15** **Soils** – Soils are a resource that are the foundation of our landscape, farming and wildlife and underpin the character of the region. Conservation of soils, particularly the most productive and versatile, through protection and careful management is essential. In addition, opportunities need to be taken to improve soil and land quality while delivering other objectives, including benefiting the rural economy, biodiversity and landscape enhancement, flood risk management, waste management and improving water resource and quality.



**1.16 Air quality** – Air quality has improved over recent decades. However there are hotspots of poor air quality in the region, largely due to emissions from transport, transboundary pollution and high ozone levels. In such areas action is being taken locally to address the problems. Spatial planning can help to address the causes of poor air quality through influencing movement, mode and management of transport. Planning can also help guide the location of development away from areas of poor air quality. The transport policies of the Plan propose measures that address poor air quality and contribute to delivery of Air Quality Management Area plans.

**1.17 Noise** – Tranquillity and freedom from noise are important contributors to our quality of life. The issue of noise will be addressed through the SEA of the Plan, particularly regarding location of development away from areas where noise may impact on quality of life, or where development and other activities will affect tranquillity.

**1.18 Sustainable Construction** – A key theme running through many of the policies is the promotion of more sustainable and resource efficient construction and developments. Minimum standards are required through building regulations, but sustainable construction requires that such standards are exceeded in order to deliver the step-change we need in energy and water efficiency, reduction in waste generation and increased recycling. The use of sustainably produced and local products can also reduce the impact of our consumption of resources (for example using timber in construction that has been appropriately certified by the Forestry Stewardship Council). Standards such as the Building Research

Establishment Environmental Assessment Method (BREEAM) are well established and should be used, with developments increasingly achieving ‘very good’ and ‘excellent’ standards. SEEDA’s sustainability checklist, based on the BREEAM standards, should be used to encourage delivery of more sustainable buildings.

**1.19** This issue is also addressed as a core cross-cutting policy of the Plan.

**Sustainable construction** can be defined as buildings that have minimum adverse impacts on the built and natural environment, in terms of the buildings themselves, their immediate surroundings and the broader regional and global setting. Sustainable construction therefore must encompass the following principles:

- constructing development to minimise non-renewable resource consumption
- ensuring development through its construction and use minimises the use of energy
- ensuring development enhances the natural environment
- eliminating or minimising the use of toxins and the production of waste associated with the construction and use of development.

There are a range of schemes which provide guidance on design and assessments of the environmental performance of buildings and these include:

- BREEAM – Building Research Establishment Environmental Assessment Method

BREEAM measures overall environmental impact of a development project on a scale of pass, good, very good and excellent. It serves as both an assessment tool and an accreditation scheme. Buildings are rated independently by trained assessors. The BRE has prepared a range of BREEAM standards for housing (EcoHomes), offices, industrial developments and supermarkets.

## Sustainable Water Resources and River Quality Management

- 1.20** The South East is one of the driest parts of the country and experiences high levels of water demand. In some areas the existing balance of supply to demand is very sensitive, with demand close to exceeding currently available sustainable supply. The ecological quality of some streams and rivers is being adversely affected as a result.
- 1.21** Balancing the needs of the environment and people is vital if we are to achieve sustainable water resources and river quality management. In some places in the region, river and ground water quality is under considerable pressure from discharges of effluent from waste-water treatment, industry, and diffuse pollution, particularly from agriculture.
- 1.22** River quality in the South East has improved significantly over the last decade, but some water courses are experiencing environmental damage due to over-abstraction, diffuse pollution and effluent discharges. The region also has the highest dependence on groundwater for public supply in the country at around 70%. These valuable resources, particularly in vulnerable aquifers, need to be protected from pollution and from land uses with a high risk of pollution.
- 1.23** Additional demand, growth in housing, and climate change make the challenge more significant. Water resources may benefit from increasing river flows and groundwater recharge from higher winter
- rainfall, but drier, hotter summers may reduce available resources resulting in greater need for water storage, water transfers, demand management and new sources of supply. Climate change will also impact on the capacity of rivers to dilute treated sewage effluent as a result of reduced river levels in the summer months.
- 1.24** The region's ability to accommodate the anticipated levels of growth is reliant on the sustainable and timely provision and treatment of water supplies and the treatment of wastewater. Water supply and river water quality issues are increasing in significance in land use planning considerations, as local planning authorities and other affected agencies ensure their policies are consistent with the European Water Framework Directive, notably through catchment and River Basin Management Plans. Local planning authorities and other affected agencies also have new duties to conserve water under the 2003 Water Act.
- 1.25** The Environment Agency, the region's water companies and the Regional Assembly have modelled scenarios of the potential implications of different levels of housing growth, levels of water efficiency, and development of new water resources. This has identified water resource needs and areas where there may be public water supply deficits, if efficiency savings and new resources are not delivered in a timely fashion. In addition, the Environment Agency and water companies (sewage undertakers) are identifying sewage treatment catchments where the physical capacity of the river environment to accommodate further growth is potentially limited. These scenarios take account of climate change and investment plans. The output of the modelling and mapping will inform the spatial options of the South East Plan, and have been used in the SEA.
- 1.26** A twin-track approach to water management will continue to be required in which demand management is increased (including increased water efficiency, leakage management and the appropriate



use of metering) and sustainable new water resources and wastewater treatment infrastructure are provided ahead of the development they are needed to serve.

- 1.27** The Regional Assembly is working with the Environment Agency, Southern and Thames Water to identify sewage treatment catchments considered to be of critical concern. This judgement is based on an assessment of areas where the quality of effluent, or ability to meet more stringent standards, or where the ability for receiving waters to accommodate effluent discharges, is problematic and likely to increase if additional growth occurs in that catchment. The ability to improve treatment standards through investment, for example in new technology or technique, and physical expansion will then be considered, and the ability for such catchments to accommodate additional housing growth and therefore manage increased waste-water will be assessed. This work is ongoing and initial outcomes are anticipated in March 2005. This will be used to inform judgements on and appraisal of the spatial distribution of development.
- 1.28** New development must have substantially increased levels of water efficiency and be phased with the timely investment and delivery of new resources development and wastewater treatment and discharge systems. This must be considered from the earliest stages of the planning process when identifying land for development and setting development principles.
- 1.29** Implementation of necessary water resources and wastewater infrastructure is a complex matter, involving a large number of landowners, local authorities, agencies and developers. The cost of this large-scale new water infrastructure can be high, its provision controversial, and the lead times for new reservoirs and sewage treatment infrastructure can be substantial. Very early engagement of the Environment Agency, developers and water companies in the planning process is therefore imperative to plan, fund and deliver water resources and wastewater infrastructure improvements and meet sustainability objectives.
- 1.30** Sustainable water resources and river quality management also requires us to prevent water pollution. Incorporation of sustainable drainage systems (SuDS) and of rainwater or greywater systems for non-potable uses can help. Polluters must also be required to deal with the effects of their actions.
- 1.31** Water efficiency, sustainable water supply and river water quality protection and enhancement will be achieved by:
- i** Promoting improved water efficiency in new development through water saving fixtures and fittings and behavioural change of inhabitants. Rainwater harvesting and greywater systems are also worthy of consideration. Best practice standards, for example BREEAM standards and the emerging Code for Sustainable Buildings (CSB) will be expected to be incorporated in new development. Effective local implementation should be sought through planning obligations, supplementary planning documents and backed up with good practice examples, design guides and development briefs. The uptake of water efficiency measures must be monitored.
  - ii** Avoiding development in locations where there are current or future water supply or wastewater treatment

deficits (as identified through the work of the water companies and Environment Agency on water supply balance/deficit and waste water treatment problem areas).

Development should only proceed in these locations when it has been established that it can be accommodated through timely upgrading of water supply or wastewater treatment capacity. Developers should be required to share the cost of any solutions.

- iii Water companies, the Environment Agency and Office of Water Services (OFWAT) must identify, fund and deliver necessary water supply and waste-water treatment infrastructure and reach cost effective minimum leakage levels. Despite improvements in water efficiency in new and existing homes and businesses, there will be a need for water supply and sewerage infrastructure improvements, including the development of new water resources, water and wastewater treatment works. These will be needed within the lifetime of the Plan and will need to be planned for, funded and permitted.
- iv Ensuring development and land use does not pose an unacceptable risk to the quality of vulnerable surface and ground waters. Diffuse urban and agricultural pollution can be reduced through the appropriate use of sustainable drainage techniques and agricultural land management practices. Groundwater protection must be achieved through the application of relevant pollution prevention measures and the restriction of high risk uses in vulnerable locations.
- v Ensuring that all developers and the public are aware of the impacts that their personal consumption and use of water has on the environment, and of the effects of climate change. They must also understand the vital roles they have to play in achieving sustainable water resources and river quality management, particularly in helping to improve the efficiency of existing building stock.

### **POLICY NRM1: SUSTAINABLE WATER RESOURCES AND RIVER QUALITY MANAGEMENT**

**Water supply and river quality will be maintained and enhanced through a twin-track approach of water efficiency and water resource development, and development of waste water treatment infrastructure.**

**In preparing Local Development Documents, local authorities must:**

- i **take account of other plans and strategies including statutory water company plans, the Environment Agency's Regional Water Resources Strategy, Catchment Abstraction Management Strategies, groundwater vulnerability maps and groundwater source protection zone maps**
- ii **ensure that the rate of development broadly accords with the capacity of existing water supply, sewage treatment and discharge systems, particularly in connection with major new development**
- iii **require development to incorporate measures to enhance water efficiency, and sustainable drainage solutions**
- iv **work with the Environment Agency and water companies to identify infrastructure needs, and allocate areas for and permit necessary infrastructure**
- v **encourage agricultural winter water storage reservoirs and other sustainable farming practices which reduce summer abstraction, diffuse pollution and run-off, increase flood storage capacity and benefit wildlife and recreation**
- vi **in areas of high groundwater vulnerability (as identified by the Environment Agency), only permit development that presents a significant risk of pollution where there are no alternative locations and where satisfactory pollution prevention measures and safeguards are provided.**



## Strategic Water Resources Development

**1.32** A small number of strategic new water reservoirs are likely to be required in the region over the lifetime of the Plan, and are included as options in statutory water company plans. They will require a long-lead time to go through planning, assessment, funding and construction phases before they become operational. Some resources are of intra regional and inter-regional significance, providing water resources across the South East and to adjacent regions, notably London and South West England.

**1.33** A range of options are included in water company plans. Not all schemes listed as options will necessarily come forward. However, major strategic schemes must be identified and planned for, with flexibility included in policies to enable development of additional smaller-scale water resource developments. Major reservoir schemes that could be required over the period of the Plan include:

- i** Upper Thames Reservoir by 2019/20
- ii** Enlargement of Bewl by 2014/15
- iii** Broad Oak by 2019/20
- iv** Clay Hill by 2014/15
- v** Havant Thicket by 2020/21

**1.34** Enlargement of Darwell reservoir in East Sussex and a strategic option in North West Sussex may also be options.

### **POLICY NRM2: STRATEGIC WATER RESOURCES DEVELOPMENT**

**Local authorities should work with the water companies and Environment Agency**

**in agreeing need, location and timing for the development of new strategic water resources, particularly reservoirs. Local Development Documents should safeguard land identified for reservoir development from other uses. In developing policy and considering applications for strategic water resource developments, consideration should be given to:**

- i** need at local, sub-regional, regional, inter-regional scales
- ii** presence of alternative options and environmental impact
- iii** potential to deliver additional social and environmental benefits.

## Sustainable Flood Risk Management – Making Space for Water

**1.35** The South East has a particularly wide ranging flood risk management challenge with an extensive area at risk of flooding, due to a combination of coastal, tidal, fluvial, groundwater and surface run-off flood risk. Flood risk may be viewed as a combination of probability and impact or/ consequences. Both probability and impact may be mitigated through different responses including location, design and provision of higher standards of flood defence. Climate change is likely to increase the probability of flooding due to sea level rise, increased storminess, rapid run-off and increased winter precipitation.

**1.36** New approaches are needed to locate and design development to adapt to climate change, to reduce flood risk and impact, to mitigate its effect on flooding, and make it more resilient to flooding. Such measures include raised floor levels and electrical sockets, valves on sewerage and non-habitable uses on ground floors.

**1.37** In addition, we must plan to make more space for water through encouraging management of land for water storage and flood protection. We can learn from others on the measures that need to be taken. In the Netherlands, for example, the national policy document on spatial planning includes high-level policies of ‘go with the flow’, ‘making space for water’, and a ‘water test’ for the impact of spatial plans and development on water. These set the Dutch framework and principles for integrating water considerations into spatial plans, including identification and safeguarding of specified areas of land in land use plans specifically for water storage.

**1.38** Over 208,000 properties in the South East have been identified as being within Zone 3 of the recently published Flood Zone map ([Map NRM1](#) illustrates the zones of flooding probability as defined in Planning Policy Guidance Note 25: Development and Flood Risk) and therefore are at risk of fluvial and tidal flooding. In an extreme event many more people and properties could be affected. The Environment Agency has also produced a flood map that starts to take account of the presence and standard of flood defences in these flood zones. This will be used to inform flood risk assessments and local development decisions ([see map NRM1](#)).

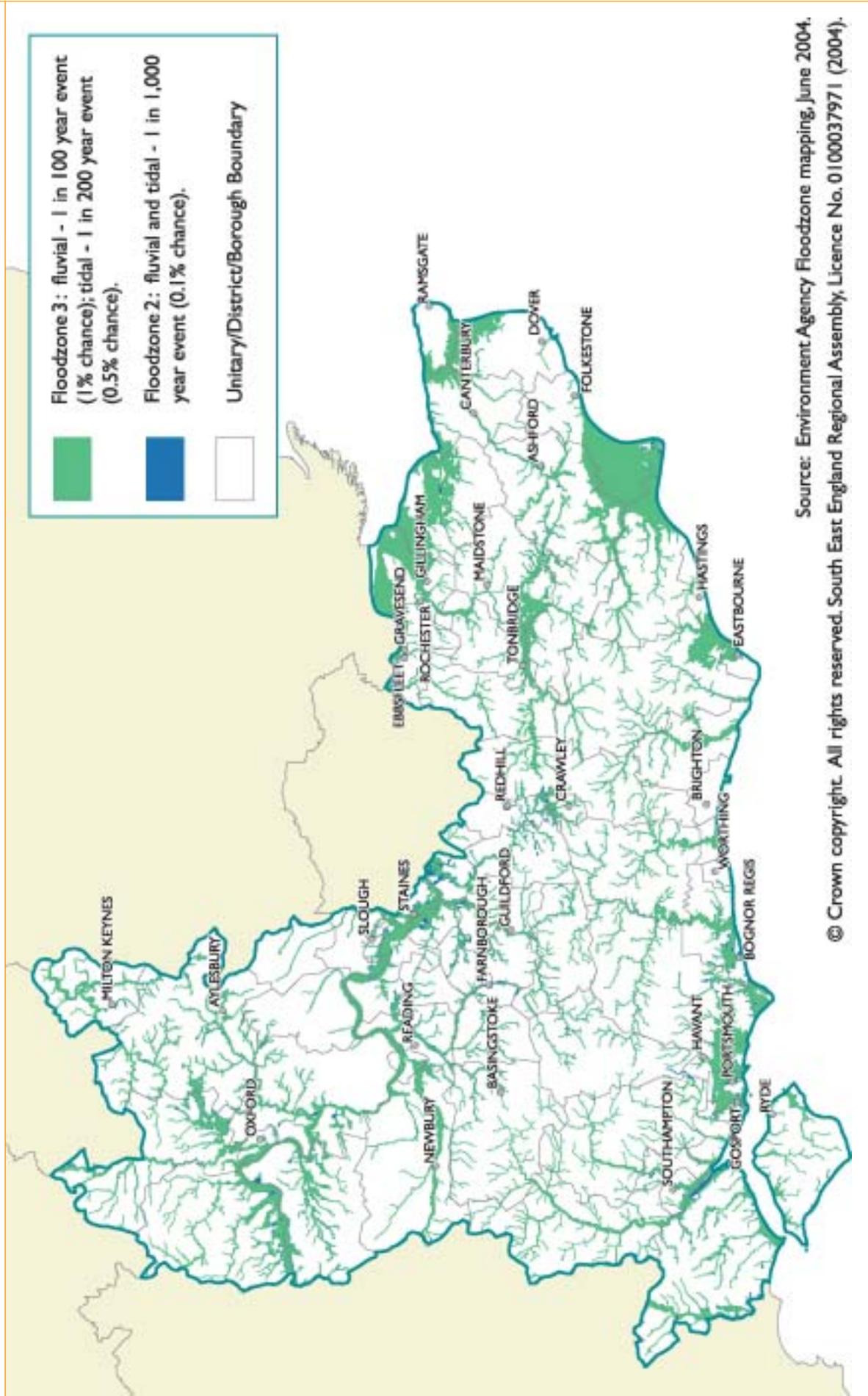
**1.39** The guidance in Planning Policy Guidance note 25: Development and Flood Risk (PPG 25) must be followed, which proposes a precautionary approach to development, planning and flood risk. PPG25 recommends a sequential approach to allocation and permitting of sites for development, avoiding areas of highest risk (zone 3) where possible. However, a flexible approach will be needed to consider the relative severity of flood risk and, in some instances, accepting the need to live with some level of flood risk, especially over time due to the effects of climate change. Such development must be designed to reduce the risk and minimise the impact of flooding.

**1.40** The probability and impacts of flooding can be reduced through:

- i Applying the sequential test as set out in PPG25 by guiding development away from areas at high risk of flooding (including known areas of groundwater emergence) unless (a) there is no alternative suitable site outside identified floodplains and flood risk areas or that (b) other sustainable development objectives take precedence. Development in undeveloped and undefended flood plains should be avoided so as to maintain their function and contribution to flood storage and biodiversity.
- ii Ensuring that an appropriate Strategic Flood Risk Assessment (SFRA) is carried out for those areas of the flood plain that, for wider sustainable development objectives, have been allocated for development (in PPG25 zones 2 and 3). This includes those areas benefiting from managed defences of an appropriate standard. Based on the level of risk, not all types of land uses (for example, certain sensitive uses such as hospitals, or residential care homes) will be appropriate within certain flood risk areas. The SFRA is the tool that will identify the relative probability and consequence of flooding for certain land uses in these locations, quantifying the level of risk and identifying appropriate types of development. The SFRA should also consider whether the risk to the development can be managed through incorporation of appropriate flood risk reduction and resilience measures, through layout and design, and not increasing the risk of flooding elsewhere. The assessment must also address impacts of climate change and the policies of Catchment Flood Management Plans (CFMP) or Shoreline Management Plans (SMP), and avoid foreclosing options for realignment and management of defences to reinstate natural floodplains.

# MAP NRM1

## Floodzones



Source: Environment Agency Floodzone mapping, June 2004.  
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- iii Ensuring development does not worsen flooding in its surroundings, through use of appropriate sustainable drainage systems (SuDS). SuDS are not universal solutions but an important mitigation measure that can help reduce the likelihood of flooding and pollution by controlling surface water run off. SuDS can also create good habitats and amenity spaces. In considering the appropriateness of certain SuDS solutions, the need to protect ground water quality must be taken into account, especially where infiltration techniques are proposed. Proposals must include an agreement on the future management, maintenance and replacement of these structures.
- iv Ensuring ongoing liaison between local authorities and developers with the Environment Agency in the development and implementation of CFMPs and SMPs.
- v Encouraging positive flood risk management by changing farming and forestry land management practices (for example by encouraging soil risk assessments, adopting best practice livestock, cropping, cultivation, tillage management measures or creating water storage or wet woodlands). This is especially important where it would directly contribute to the delivery of CFMP objectives, enhance biodiversity and amenity, or mitigate the impact of urban development on the water environment.

**1.41** CFMPs aim to achieve the most effective management of fluvial flood risk (probability and/or consequence), against a background of increasing flood probability. They will identify the significant factors that influence river flows and flood risk throughout a catchment, determining how these factors may change with time and assisting in the development of long term policies for flood risk management at the river-basin scale. CFMPs for the region will be produced by the Environment Agency by 2007 and will include long-term policies spanning the next century.

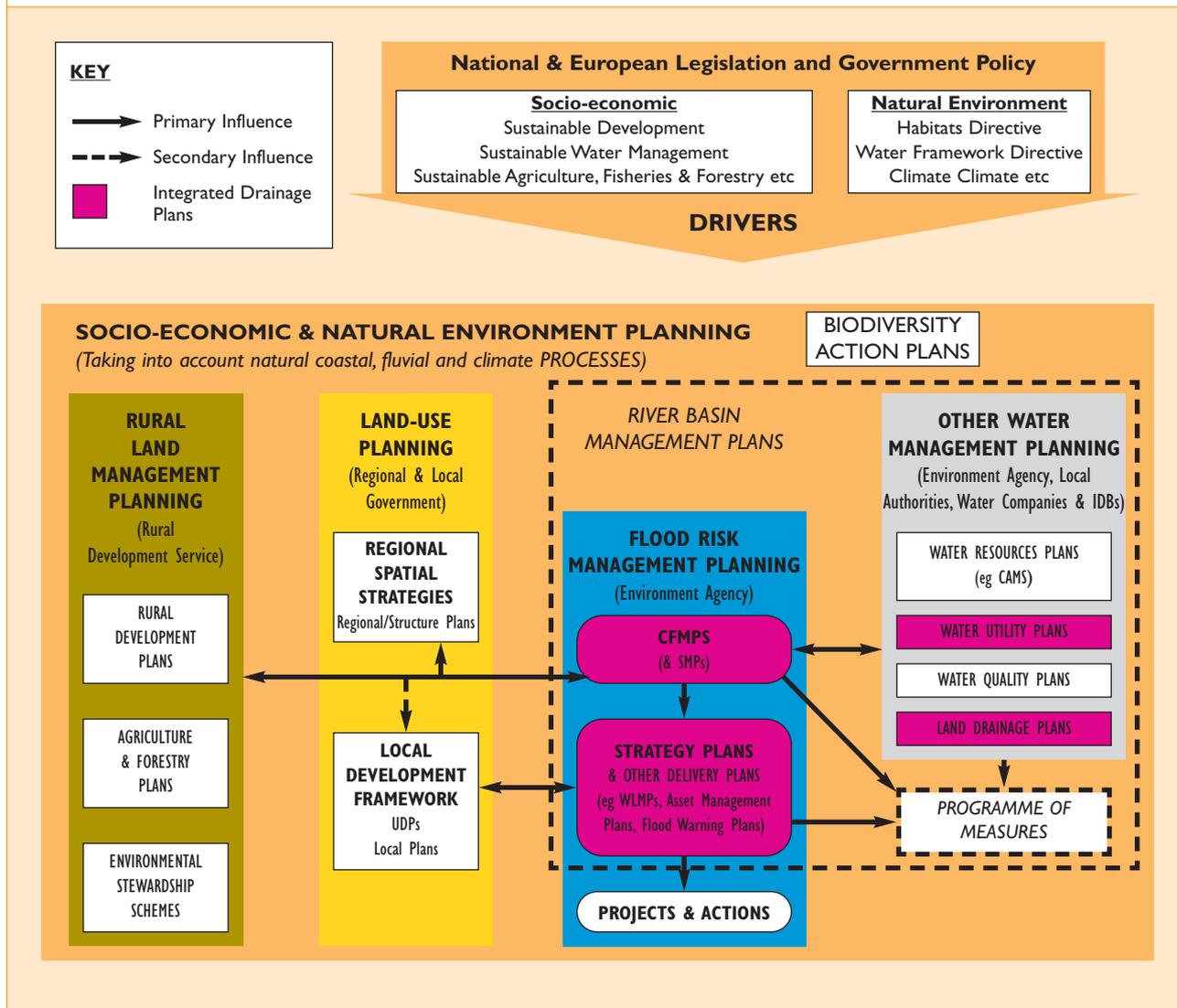
**1.42** CFMPs will provide broad policies and provide prioritised actions which take a whole river catchment approach to flood risk management and in due course should be reflected in Local Development Documents. This will include areas where flood risk is likely to increase and needs to be taken into account, and where opportunities for new approaches to flood management, for example the creation of water storage capacity, can be implemented. Figure NRMI illustrates how CFMPs will sit within the land-use planning framework (see figure NRMI).

**1.43** A range of SuDS techniques may be applicable to different situations. These include incorporation of water retention and storage structures into new development schemes and use of permeable surfaces. In addition, opportunities should be sought to increase water storage capacity in flood plains using managed flooding through breaching of defences and removal of drainage, especially where this helps to reduce flood risk up or downstream and improves landscape and benefits wildlife.

**1.44** 'Guiding Models' for water retention and storage, developed as part of the ESPACE project, will provide guidance on specific approaches that may be applicable in different situations. CFMPs and related action plans are expected to help provide detailed information on options and potential for such measures at catchment level.

FIGURE NRM1

## Links between Catchment Flood Management Plans and the Wider Planning Framework

**Sustainable Drainage Systems include:**

- Porous surfaces – allowing infiltration of rainwater into the underlying construction or soil
- Filter drains/strips – linear features which store and conduct water but may also permit infiltration
- Swales – shallow vegetated channels constructed to conduct or store rainwater, often from roads/paved areas, possibly also allowing infiltration
- Basins, ponds and wetlands – providing storage for surface water run off. These may be designed to be dry at some points of the year
- Soakaways – below ground structures designed to promote the infiltration of surface water to ground
- Infiltration trenches – linear structures, usually filled with granular material designed to promote the passage of surface water to ground. These techniques may not be appropriate in certain areas due to the vulnerability of groundwater
- Rainwater re-use – the harvesting/collection of rainwater from roofs and hard standing for non-potable uses. Unlike greywater, rainwater may not require treatment to allow it to be stored
- Green roofs – planted roof areas where the vegetated area provides a degree of retention and treatment of water and promotes evapotranspiration.

### **POLICY NRM3: SUSTAINABLE FLOOD RISK MANAGEMENT**

**Inappropriate development should not be allocated or permitted in zones 2 and 3 of the floodplain (Map NRM2 1) or areas with a history of groundwater flooding, or where it would increase flood risk elsewhere, unless there is over-riding need and absence of suitable alternatives.**

**Where development is proposed for parts of zones 2 and 3, local authorities in conjunction with the Environment Agency should undertake a Strategic Flood Risk Assessment (SFRA) of these areas to identify the probability and impact of flooding on development, appropriate types of development and suitable means of mitigation and adaptation in scheme design and layout.**

**Existing flood defences will be protected from development. Where development is permitted in appropriately defended floodplains it must be designed to be resilient to flooding and to allow for the future maintenance, realignment or management of the defences to be undertaken.**

**In the development of policies, plans and strategies, local authorities, in conjunction with the Environment Agency, should also:**

- i take account of Catchment Flood Management Plans and Shoreline Management Plans in developing Local Development Documents and other strategies. Where locationally specific flood risk and land management options such as flood storage, managed realignment and set back from coastal defences are identified, land should be safeguarded for these purposes and appropriate land management practices should be encouraged**
- ii require incorporation of SuDS and water retention measures in developments unless there are practical or environmental reasons for not doing so.**

### **Conservation and Improvement of Biodiversity**

- I.45** The region has in excess of 700 land based and in-river SSSIs, over half of which are considered to be in favourable condition to maintain their wildlife importance. Many of these sites are also recognised as being of international importance and afforded protection under the EC Birds and Habitats Directives and the Ramsar Convention.
- I.46** A high quality environment including rich and varied wildlife is essential to the prosperity of the region and the quality of life of those who live and work in it. There have been major losses of terrestrial and marine habitats and species populations in the region over recent decades. Wildlife interest has been lost due to inappropriate management, agricultural practice, development and fragmentation. In spite of this, the region still supports a high proportion of the UK total for a range of habitats and many important species. It is therefore essential that these important assets are protected from further loss and damage and the many that are in poor ecological condition are enhanced.
- I.47** The impacts of climate change will result in both further threats and opportunities. Many species and their habitats will need to be able to move if they are to survive and therefore need robust and well-connected wildlife habitats. Further fragmentation of habitats will limit even more the ability of species to move and respond to the impacts of climate change. Climate change may also provide greater opportunities for non-native/invasive alien species to colonise the region.
- I.48** Loss of biodiversity now needs to be halted and past losses reversed through imaginative habitat creation.
- I.49** **Conserving Biodiversity** – Biodiversity protection and enhancement in the region will be achieved by:
  - i** conserving and enhancing the extent



and quality of all designated conservation sites, especially those afforded the highest levels of protection under international and national legislation. (The locations of these sites are illustrated in [map NRM2 overleaf](#)).

- ii conserving and enhancing the diversity and distribution of habitats and species, as designated sites only represent the best examples of their kind and not the whole resource.
- iii recognising the importance of green networks and open green space within urban and suburban areas and taking steps to protect and enhance the provision of these.
- iv recognising the particular nature of urban wildlife (including those on

previously developed land). These may be of local importance for wildlife and for the provision quality green-spaces for local communities.

- v the control of non-native/invasive alien species.

**1.50** Improving Biodiversity – Opportunities for biodiversity and habitat enhancements at a range of scales need to be identified and realised. The South East Biodiversity Forum (SEEBF) has identified regional biodiversity targets that set out the contribution the region can make towards national targets in the UK Biodiversity Action Plan. These focus on habitats for which the region is particularly important and for which there are significant opportunities. These are set out in [Figure NRM2](#).

**FIGURE NRM2**

**Regional Biodiversity Targets – Summary for 2010 and 2026**

Regional Habitats Grouping	Broad Habitat (BAP)	Existing habitat resource (ha or km) <sup>2</sup>	Target for habitat improvement <sup>3</sup> 2010 <sup>4</sup>	2026 <sup>5</sup>	Area of Strategic Opportunity
Heath/Acid Grass/Mire	Acid Grasslands Dwarf Shrub Heath	27,000	3,200	6,400	New Forest, Thames Basin Heaths, Ashdown Forest, North Hampshire, Western Greensand, Emer Bog
Calcareous Grassland	Calcareous Grassland	9,000	4,400	8,800	North Downs, South Downs, Chilterns, Berkshire Downs escarpment, North Wessex AONB, Isle of Wight Coastal and Floodplain Grazing Marsh
Coastal and Floodplain Grazing Marsh	Coastal and Floodplain Grazing Marsh	32,000	950	1,900	North Kent Marshes, East Kent, Ashford, Romney Marshes, Pevensey Levels, South Coast Rivers, Manhood Peninsula, Chichester and Langstone Harbour, Test, Itchen and Avon, Upper Thames tributaries, River Kennet and tributary, West Hampshire coast, Brading Marshes

**FIGURE NRM2** (continued)

Regional Habitats Grouping	Broad Habitat (BAP)	Existing habitat resource (ha or km) <sup>2</sup>	Target for habitat improvement <sup>3</sup>		Area of Strategic Opportunity
			2010 <sup>4</sup>	2026 <sup>5</sup>	
Meadows/ Neutral grass/ Hay Meadows/ Purple Moor Grass	Neutral Grassland	5,200	2,050	4,100	Not identified
Ancient and Native Woodland/ Pasture Woodland/ Parkland	Broad-leaved, mixed and Yew Woodland	24,7000 <sup>6</sup>	11,800	23,600	Blean, North Downs, Weald, West Weald Woodlands, Chilterns, Bernwood, Wychwood, Tytherly woods, Forest of Bere, Harewood Forest, New Forest, Isle of Wight Woodlands Coniferous Woodland
Fen/Reed	Fen, marsh, swamp	700 (reedbeds) 200 sites (fens)	950	1,900	Not identified
Rivers	Rivers and Streams	1,500 km (chalk rivers)	400	800	East Kent, Romney Marshes, South Coast Rivers, Test, Itchen and Avon, Upper Thames tributaries, River Kennet and tributaries
Lakes/ Ponds/ Open Water	Standing Open Water and Canals	Incomplete data	500	1,000	Not identified
Intertidal	Saltmarsh Estuaries, inlets and enclosed bays	23,000	700	1,400	North Kent Marshes, East Kent, Romney Marshes, South Coast Rivers, Manhood Peninsular, Chichester and Langstone harbours, West Hampshire coast, Brading Marshes
Shingle/Dunes/ Lagoons	Saline lagoons, Shingle above high tide mark	3,800	30	60	East Kent, Romney Marshes, Chichester and Langstone harbours, Manhood peninsular, West Hampshire coast, Brading Marshes
Cliffs and Slopes	Maritime Cliff and Slope	150 km	Incomplete data		Not identified
Littoral/ sub-littoral chalk	Open Coast	77km	Incomplete data		Not identified

**FOOTNOTES**

<sup>2</sup> *Action for Biodiversity in the South East (1999)* published by the South East England Biodiversity Forum. Figures for Berkshire area unavailable.

<sup>3</sup> 'Improvement' includes the 'enhancement', 'restoration', 'creation' and 're-creation' as defined in SEEBF August 2004 rationale paper.

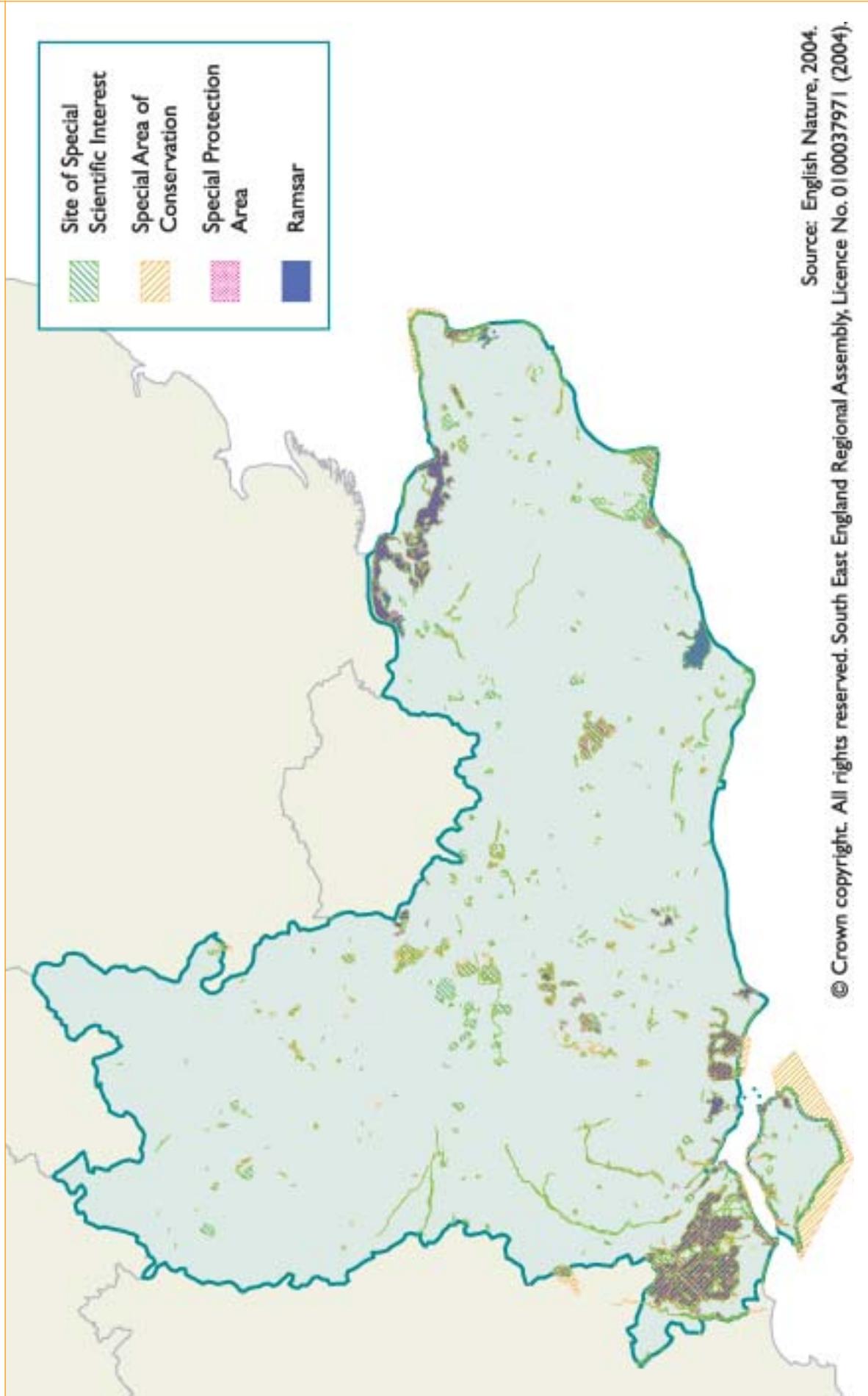
<sup>4</sup> 2010 targets built up from recommendations by Local Biodiversity Action Plan Partnerships based on best available information.

<sup>5</sup> These aspirational targets are based on doubling the 2010 targets. There is currently insufficient local data for more accurate targets.

<sup>6</sup> This total provided by Forestry Commission. See SEEBF Rationale Paper August 2004 for more information.

## MAP NRM2

### Nationally and Internationally Important Wildlife Sites



**I.51** Areas of strategic opportunity for biodiversity improvement represent areas where major opportunities exist for regional biodiversity targets to be delivered and are identified in **Map NRM3**. Their identification was informed by assessments of the presence of habitats, clusters of designated sites (including international sites, SSSIs, county wildlife sites) and the opportunity to link these, and underlying geology and topography providing appropriate conditions for different habitat creation.

**I.52** These areas do not represent the only areas in the region where habitat enhancement will be feasible, and should not preclude habitat enhancement and creation elsewhere. However, they do identify where large-scale strategic opportunities exist to help deliver regional and national targets and wildlife enhancement on a landscape scale.

**I.53** Key habitats identified in the areas of strategic opportunity for biodiversity improvement include:

- i** Lowland heath and acid grassland
- ii** Calcareous grassland
- iii** Woodland
- iv** Wetlands (including coastal and floodplain grazing marsh, reedbeds, inter-tidal mudflats and saltmarsh).

**I.54** To achieve this, local authorities, government agencies and other organisations should work together to:

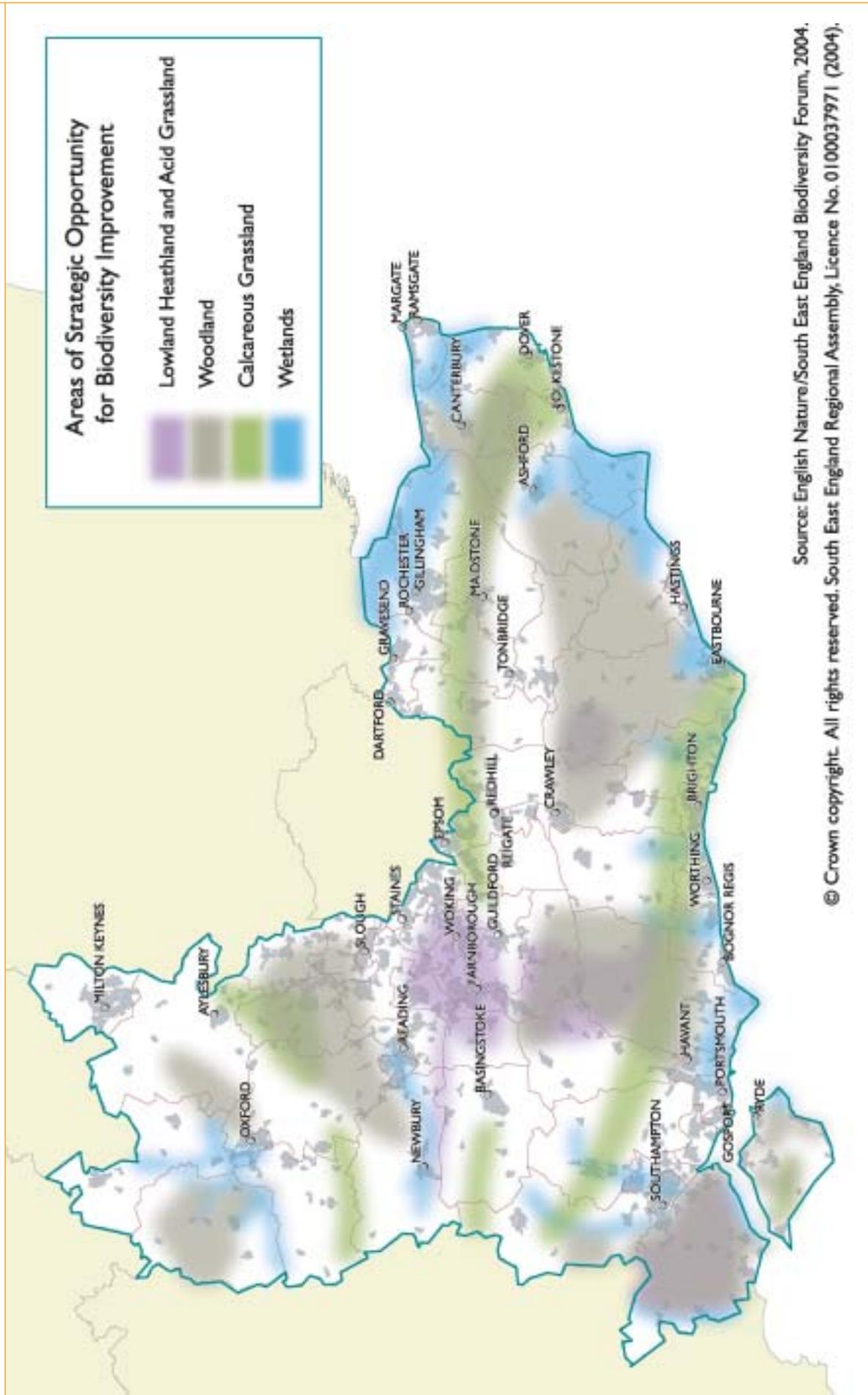
- i** identify areas of opportunity for biodiversity improvement in Local Development Documents and other strategies affecting land-use and management including Shoreline Management Plans, Catchment Flood Management Plans, the Regional Forestry Framework
- ii** put in place long-term management policies and monitoring procedures
- iii** ensure that opportunities for biodiversity improvement as part of development schemes are realised, including regeneration and

development of previously developed land, creation and enhancement of green corridors and networks

- iv** pursue joint projects on areas that cross administrative boundaries, particularly where this enables a more strategic approach to fragmented sites
- v** identify and secure measures to help implement biodiversity improvement including targeting of agri-environment schemes.

**MAP NRM3**

**Areas of Strategic Opportunity for Biodiversity Improvement**



Source: English Nature/South East England Biodiversity Forum, 2004.  
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## **POLICY NRM4: CONSERVATION AND IMPROVEMENT OF BIODIVERSITY**

**In the development and implementation of policies, plans and strategies, local authorities and other bodies shall seek to avoid a net loss of biodiversity, and actively pursue opportunities to achieve a net gain across the region by:**

- i providing the highest level of protection for nationally and internationally designated sites (map NRM2) and helping to meet regional and national biodiversity targets**
- ii ensuring damage to locally important wildlife and geological sites and ancient woodlands and their settings is avoided wherever possible**
- iii ensuring that unavoidable damage to wildlife interest is minimised through mitigation or replaced by compensation wherever possible, and that such measures are monitored**
- iv identifying areas of opportunity for biodiversity improvement (Table 1) targets reflecting those in figure NRM2 and pursuing opportunities for biodiversity improvement, in particular large-scale habitat restoration, enhancement and re-creation in the areas of strategic opportunity for biodiversity improvement (Map NRM3)**
- v influencing and applying agri-environment schemes, forestry, flood defence, and other land management practices to deliver biodiversity targets**
- vi establishing accessible green networks and open green space in urban areas to create habitats of importance to local communities.**

## **Woodlands**

- I.55** The region is the most wooded in England, with almost 275,000 hectares covering around 15% of the land area (the area of woodland having increased over recent years), providing many social and environmental benefits for its inhabitants. The management of a substantial proportion of this resource is inadequate and many woodlands are neglected.
- I.56** The Regional Forestry and Woodlands Framework<sup>7</sup> highlights how trees, woodlands and forestry can contribute to the sustainable development of the region and sets out the steps needed to secure the future of its woodland. This framework is the regional expression of the England Forestry Strategy.
- I.57** In order to ensure that woodlands continue to contribute towards the sustainable development of the region and the quality of life, we must:
  - i** protect and enhance the value and character of the region's woodland, promoting appropriate woodland planting in association with major areas of development to restore and improve degraded landscapes
  - ii** realise the economic, environmental and social benefits that woodland management and tree planting can provide
  - iii** promote the management of existing woodlands, and seek new markets for woodland produce
  - iv** support the implementation of the Regional Forestry and Woodland Framework
  - v** manage woodland in light of the impact of climate change.

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### **FOOTNOTES**

<sup>7</sup> Forestry Commission (2004) *Seeing the wood for the trees*



### **POLICY NRM5: WOODLANDS**

**In the development and implementation of policies, plans and strategies, local authorities and other bodies will support the implementation of the Regional Forestry and Woodland Framework, ensuring the value and character of the region's woodland are protected and enhanced. This will be achieved by:**

- i** protecting ancient woodland and veteran trees from damaging development and land uses
- ii** promoting the effective management, and where appropriate, extension and creation of new woodland areas including, in association with areas of major development, where this helps to restore and enhance degraded landscapes, screen noise and pollution, provide community recreational facilities and contribute to floodplain management
- iii** replacing woodland unavoidably lost through development with new woodland on at least the same scale
- iv** promoting and encouraging the economic use of woodlands and wood resources, including wood fuel as a renewable energy source
- v** promoting the growth and procurement of sustainable timber products through application of the forestry stewardship certification scheme.

### **Coastal Zone Management**

- 1.58** The extensive coastline of the region is an important environmental, economic and recreational resource. However, it is characterised by a legacy of human intervention. Considerable lengths of the region's coast have been developed with 90 – 95% of its frontage defended against erosion and/or flood risk<sup>8</sup>. This development represents a considerable investment both in terms of built assets and economic activity. The coast also contains a significant share of the region's designated wildlife sites, possesses nationally designated landscapes and is home to some of the South East's, and the country's, most iconic images.
- 1.59** The financial and cultural investment made in the coast has determined a continued policy of intervention over the last 200 years which attempts to 'hold the line'. Areas of the undeveloped coast have been designated as 'Heritage Coast' reflecting their landscape, cultural and recreational importance. Undeveloped areas of coast are a finite and important resource that should be protected.
- 1.60** Although a vital necessity in some locations, holding the line works against the dynamic nature of coastal processes. This can lead society into an unsustainable policy of coastal defence, ignoring that the coastline has and will continue to change and evolve. The impacts of climate change, including increased storminess and frequency of extreme events, combined with a continuing trend of rising sea levels and insufficient sediment supply, render traditional coastal defence practices inappropriate as the sole tool of risk management.

#### **FOOTNOTES**

<sup>8</sup> Scoping Study: A Strategic Approach to the Management of the Coast in the South East – WS Atkins May 2001

**1.61** A range of responses, based upon the principle of risk management rather than defence, will be necessary for sustainable coastal management in the future, especially when responding to the impacts of climate change. When considering coastal management, the location of development, opportunities for imaginative management options to reduce erosion and flood risk, benefit to wildlife and improvement of the landscape all need full consideration. Better integration of coastal protection, flood defence and land use planning must be achieved.

**1.62** As a result, securing the sustainable management of the coastal zone extends beyond matters of coastal defence. The wider context of development pressures facing the coastal environment must be considered, both above and below the mean low water mark (the boundary between the land use planning system and the marine environment).

**1.63** The coastal zone is defined in Planning Policy Guidance Note 20 Coastal Planning as being the geographical extent of coastal processes (including flood plains) and human activities related to the coast. Local Development Documents will identify the coastal zone for their areas informed by coastal networks such as those mentioned below.

**1.64** The land use planning system has acted as the predominant regulatory tool to control development above mean low water, governing a variety of sectoral interests. However, the marine environment is subject to numerous licensing regimes that are rarely co-ordinated or subject to the local democratic process as is the case in the land use planning system. Moreover, the marine environment contributes significantly to the economy of the South East. The nature of the physical and chemical relationships between catchments, coastal waters and the marine environment are such that impacts of activities seemingly removed from the coastal environment may significantly and adversely affect this valuable resource.

**1.65** These issues are not unique to the UK and have been the subject of European-wide studies leading to a European Recommendation to all Member States on the promotion of Coastal Zone Management (CZM)<sup>9</sup>. This has led to a Government commitment to developing a national CZM strategy in line with European requirements by 2006. However, good practice already exists in the region, for example the Solent Forum, the emerging Kent Coastal Forum, Arc Manche, and by national bodies such as Local Government Association's Coastal Special Interest Group and CoastNet, all of which are involved in the promotion of CZM at a sub regional, national and international level.

**1.66** The objectives of CZM are:

- i** a more naturally functioning coastline which accommodates habitats and species
- ii** the effective management of risk to life and property from coastal erosion and flooding within the context of rising sea levels and climate change
- iii** the sustainable growth and regeneration of coastal communities and settlements.

**1.67** CZM seeks to make connections between the multiplicity of sectoral policies and decision-makers, which have an impact on the coastal zone. It also seeks to engage stakeholders at all levels, from the local to the national to lend legitimacy and support to the process and its implementation. Therefore, at the heart of CZM is the need to protect and enhance not just ecosystems, but also the economic and social wellbeing of coastal communities, a key objective of SMP policy development. This resonates with the needs of the South East's coast which contains communities which are in economic and social need, within which there are some pockets of acute deprivation.

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#### FOOTNOTES

<sup>9</sup> EU "Recommendation on the Integrated Management of Coastal Zones" May 2002

**1.68** We must not prejudice the ability of coastal processes to function as sustainably as is practicable, bearing in mind that the South East coast is highly developed and options for management of coastal processes are constrained by historic patterns of development. The planning system must enable, where possible, important environmental features and habitats to respond to environmental change through creating and recreating habitats threatened by climate change and sea level rise. This is consistent with national policy on coastal planning, the review of the National Strategy for Flood and Coastal Erosion Risk Management in England and the current thinking emerging from the second round of Shoreline Management Plan (SMP) reviews (currently piloted in two SMP frontages in the South East). Moreover, policy development (as well as implementation) between coastal groups and coastal planning authorities should be better integrated.

#### **POLICY NRM6: COASTAL ZONE MANAGEMENT**

**An integrated approach to coastal zone planning and management should be pursued, where the dynamic nature of the coast is managed through enhanced collaboration between organisations and across administrative boundaries.**

**The development and implementation of the policies, plans and strategies of local authorities and other relevant agencies and bodies should:**

- i promote and establish effective cross-border and cross-sectoral arrangements for this integrated management approach to implement Shoreline Management Plans and estuary management plans**
- ii ensure that development does not prejudice options for the managed realignment, significantly effect sediment inputs and transport, lead to an increase in flood risk or preclude the delivery of sustainable flood risk management solutions in the future**

- iii restrict development on the undeveloped coastline unless it specifically requires a rural coastal location**
- iv prevent development on unstable land or areas at risk of erosion, as identified in Shoreline Management Plans**
- v realise opportunities for sustainable coastal defences which enhance the region's wildlife, especially where this will contribute to the achievement of regional and national biodiversity targets.**

#### **Air Quality**

**1.69** The primary driver for national, regional and local air quality management is the protection of human health. Air quality has generally improved over recent years although the region still contains some of the worst air pollution hotspots in the UK where action is needed. This is therefore an issue of regional significance. The Integrated Regional Framework includes an objective to reduce air pollution and ensure air quality continues to improve. PPS23 provides planning guidance on air quality. Further guidance on development control and planning for air quality is provided in the recent advice published by the NSCA.

**1.70** Emissions from industrial sources are well regulated and are relatively minor compared to those from motor vehicles and aviation, although the overall background levels of some pollutants are high. Influencing patterns, mode and individual choice of transport (for example through implementation of the Regional Transport Strategy) will be important in achieving further improvements in air quality, as will using trees to trap pollution, particularly in urban areas. Emissions from forecast growth in aviation are a particular concern.

**1.71** The Air Quality Strategy (AQS) 2000 for England, Scotland, Wales and Northern Ireland sets out the Government's policies aimed at delivering cleaner air in the UK. Where it is considered one or more of the objectives within the AQS are unlikely to be met, local authorities must declare Air

Quality Management Areas (AQMA) and develop action plans setting out how they intend to improve air quality. As a result 17 local authorities have declared AQMA and produced draft or final Air Quality Action Plans that have investigated options to reduce emissions. These relate to Nitrogen Dioxide (NO<sub>2</sub>) and Particulate Matter (PM<sub>10</sub>) primarily from road transport, and Sulphur Dioxide at Dover (from ships manoeuvring in the harbour).

- 1.72** Liaison and coordination of air quality activities takes place at a national level, although local authorities also work together in regional pollution groups.
- 1.73** The Regional Transport Strategy and policies of the South East Plan address issues related to transport and air quality, particularly in relation to the identification and location of regionally significant activities in ways which reduce the need to travel and promote public transport.

### **POLICY NRM7: AIR QUALITY**

**Local authorities and other relevant bodies should seek an improvement in air quality in their areas so that there is a significant reduction in the number of days of medium and high air pollution by 2026. Local Development Documents and development control can help to achieve improvements in local air quality through:**

- i** ensuring consistency with Air Quality Management Plans
- ii** seek to mitigate the impact of development and reduce exposure to poor air quality through design, particularly for residential development in areas which already, or are likely to, exceed national air quality objectives
- iii** encouraging the use of best practice during construction activities to reduce the levels of dust and other pollutants

**iv encouraging local energy generating schemes such as combined heat and power, or efficient gas condensing boilers which reduce total energy consumption and emissions.**

### **Noise**

- 1.74** Noise can have a serious effect on the quiet enjoyment of property and places, reducing quality of life. Changes in the economy, including reduction in heavy engineering, have reduced industrial noise impacts over recent decades. Conversely the growth in road, rail and air traffic has markedly increased noise pollution in urban and rural areas.
- 1.75** Ambient noise and neighbour noise can have significant impacts on quality of life. Planned new residential development must take these factors into account, in accordance with the guidance in PPG24.
- 1.76** For existing dwellings, other statutory instruments (such as the Environmental Protection Act 1990) should be used where necessary to ensure noise annoyance does not become a significant impediment to achieving a good quality of life for all residents in the region. Building Regulations set standards for ensuring resistance to the passage of sound in building fabric.
- 1.77** The European Directive on Environmental Noise aims to avoid, prevent or limit the effects of exposure to environmental noise. It applies to larger cities, major roads, railways and airports. Initially by 2007, noise maps need to be developed for cities with populations over 250,000, roads carrying more than six million vehicles per year, railways with over 60,000 rail passengers per year and airports. Action plans to reduce noise pollution need to be developed by 2008. By 2012, urban areas with over 100,000 inhabitants, all major roads carrying three million vehicles, and railways with over 30,000 passengers per year will also be covered. This will effect a number of the region's cities and towns and transport routes.

- 1.78** Noise is of significance in this region because of the relative intensity and frequency of transport movements, and the region's role as a gateway. The Assembly's role of spatial planning in relation to other controls is relatively limited, but it can influence exposure to environmental noise primarily through design and location of new development, and influencing traffic and its management.

### **POLICY NRM8: NOISE**

Measures to address and reduce noise pollution will be developed at regional and local level through means such as:

- Locating new residential and other sensitive development away from existing sources of significant noise or away from planned new sources of noise
- Requiring sound attenuation measures in major transport schemes
- Encouraging high levels of sound-proofing and screening as part of sustainable housing design and construction.

## **Waste Management**

- 1.79** The Assembly's proposed changes to Regional Planning Guidance for Waste (the regional strategy 'No Time to Waste') has been subject to extensive public consultation between 2003 and 2004, including Examination in Public (EiP) in October 2004. The EiP Panel published its report in December 2004. The Government Office for the South East (GOSE) will publish its Proposed Changes to RPG9 for consultation. Following further consultation, the Secretary of State will publish the final changes to RPG9 for waste, likely to be in mid-2005.
- 1.80** Given the advanced stage of the review of Regional Planning Guidance policy for waste, it is not considered appropriate to include waste policies in the consultation on the draft South East Plan.
- 1.81** The policies in the Assembly's Proposed Alterations to RPG (March 2004) are

reproduced below. They are liable to change following the Panel's report and subsequent development of the proposed changes to RPG9 by GOSE.

### **POLICY W1: WASTE REDUCTION**

The Regional Assembly will seek to reduce growth of all waste to 1% per annum by 2010 and 0.5% per annum by 2020. This will be achieved by working with SEEDA, the Environment Agency and other regional partners to:

- encourage waste reduction in all regional and local strategies
- identify and disseminate examples of good practice and encourage local authorities and businesses to implement waste minimisation programmes
- establish a regional working group to identify opportunities and priorities for waste reduction in relation to supply chains, product design, manufacture, labelling, retailing, procurement, consumption and resource recovery
- advocate to Government the need to develop enhanced and sustained national, regional and local information and awareness programmes, together with integrated resource management policies and fiscal measures in order to alter individual and corporate behaviour and improve resource efficiency and waste avoidance over the life cycle of goods and products.

### **POLICY W2: WASTE REDUCTION (PLANNING)**

Development plans should require development design and construction which minimises waste production and associated impacts through the re-use of construction and demolition materials, and promote layouts and design that provides adequate space to facilitate storage, re-use, recycling and composting. In particular, development in the region's strategic growth areas should demonstrate and employ best practice in design and construction for waste minimisation and recycling.

### **POLICY W3: REGIONAL SELF-SUFFICIENCY**

Waste authorities and waste management companies should provide management capacity equivalent to the amount of waste arising and requiring management within the region's boundaries, plus a declining amount of waste from London. Provision of capacity for rapidly increasing recycling, composting and recovery should be made reflecting the targets and requirements set out in the Strategy.

Provision for London's exports will usually be limited to landfill in line with the Landfill Directive targets and, by 2016, will only provide for residual waste that has been subject to recovery processes or from which value cannot be recovered. Provision for recovery and processing capacity for London's waste should only be made where there is a proven need, with demonstrable benefits to the region including improving the viability of recovery and reprocessing activity within the region, and where this is consistent with the proximity principle. A net balance in movements of materials for recovery and reprocessing between the region and London should be in place by 2016.

The Regional Assembly will continue to work closely with all neighbouring regions to monitor and review waste movements and management requirements.

### **POLICY W4: SUB-REGIONAL SELF-SUFFICIENCY**

Waste planning authorities should plan for net self-sufficiency through provision for management capacity equivalent to the amount of waste arising and requiring management within their boundaries, including specific needs arising from the region's strategic growth areas. A degree of flexibility should be applied in relation to waste movements and the proximity principle in identifying the best practicable environmental option. Where appropriate and consistent with Policy W3, capacity should also be provided for:

- waste from London
- waste from adjoining sub-regions (waste planning authority area within or adjoining the region).

Waste planning authorities should collaborate in preparation of plans and provision of capacity where necessary. In particular, co-operation will be encouraged between county councils and unitary authorities at the sub-regional level.

### **POLICY W5: TARGETS FOR RECOVERY AND DIVERSION FROM LANDFILL**

A substantial increase in recovery of waste and a commensurate reduction in landfill is required in the region. Accordingly, the following targets for recovery and diversion from landfill of all waste need to be achieved in the region (million tonnes per year and %):

Year	MSW		C and I		C and D		All Waste	
	Mt/yr	%	Mt/yr	%	Mt/yr	%	Mt/yr	%
2002	0.9	21	3.1	36	9.6	74	13.7	53
2005	1.7	35	5.1	54	10.5	81	17.3	64
2010	2.8	52	7.0	65	10.9	83	20.6	71
2015	4.3	74	8.9	75	11.2	86	24.4	79
2020	5.2	83	10.3	81	11.5	88	27.0	84
2025	5.5	84	11.1	84	11.7	90	28.4	86

Waste authorities and waste management companies should ensure that policies and proposals are in place to contribute to the delivery of these targets. The best practicable environmental option will vary according to the individual material resource streams and local circumstances and will usually involve one or more of the following processes:

- re-use
- recycling
- mechanical and/or biological processing (to recover materials and produce compost, soil conditioner or inert residue)
- thermal treatment (to recover energy).



Waste planning authorities should continue to provide sufficient landfill capacity to process residue and waste that cannot practicably be recovered.

### **POLICY W6: TARGETS FOR RECYCLING AND COMPOSTING**

The following targets for recycling and composting should be achieved in the region (million tonnes per year and %):

Year	MSW		C and I		C and D		All Waste	
	Mt/yr	%	Mt/yr	%	Mt/yr	%	Mt/yr	%
2002	0.9	19	3.0	35	5.2	40	9.1	35
2005	1.4	30	3.8	40	5.9	45	11.1	40
2010	2.1	40	5.4	50	7.2	55	14.7	50
2015	2.9	50	6.5	55	7.8	60	17.2	55
2020	3.4	55	7.4	60	8.5	65	19.3	60
2025	3.9	60	8.6	65	8.5	65	21.0	65

Waste authorities and waste management companies should adopt policies and proposals to assist delivery of these targets. In particular, development plans should identify sites for materials recovery facilities, composting plants and facilities to store and process materials from all waste streams to provide sufficient capacity to achieve these targets.

### **POLICY W7: PROVISION OF WASTE MANAGEMENT CAPACITY**

Development plans should identify suitable sites for a range of types and scales of facilities to provide for rapidly growing capacity for resource recovery activities for all controlled waste streams as set out in Policies W5 and W6.

An appropriate mixture of the following activities should be provided for:

- activities requiring largely open sites, such as aggregate recycling and open windrow composting
- activities of an industrial nature dealing with largely segregated materials and requiring enclosed premises, such as materials recovery facilities, dis-assembly and re-manufacturing plants, and reprocessing industries
- activities dealing with mixed materials requiring enclosed industrial premises, such as mechanical-biological treatment, anaerobic digestion and energy from waste facilities
- hybrid activities requiring sites with buildings and open storage areas, including re-use facilities and enclosed composting systems
- the development of integrated resource recovery facilities and new resource parks accommodating a mix of activities will be encouraged where they meet environmental, technical and operational objectives.

### **POLICY W8: IMPROVING RECYCLING RATES**

Waste collection authorities and waste management companies should provide separate collection of recyclable and compostable materials as widely and as soon as practicably possible. Householders and small and medium-sized businesses should be encouraged to separate waste for collection by such schemes through information and promotional campaigns. Civic amenity sites should be organised to encourage separation of materials for re-use and recycling.

### **POLICY W9: MARKETS FOR RECYCLED MATERIALS**

The Regional Assembly will look to SEEDA, Waste Resources Action Programme (WRAP) and other partners to establish regional and local programmes to develop markets for recycled and recovered materials and products.

### **POLICY W10: SPECIFIC MATERIAL STREAMS/PAN-REGIONAL**

The Regional Assembly will work with and encourage waste authorities, the Environment Agency, SEEDA, industry and WRAP in identifying material streams requiring new regional and pan-regional scale recovery and processing capacity and encourage provision of appropriate facilities. The following material streams are to be of particular significance:

- paper and card
- plastics
- glass
- tyres
- electrical and electronic equipment
- end of life vehicles.

### **POLICY W11: OTHER RECOVERY & DIVERSION (RENEWABLE ENERGY)**

Local authorities should encourage the separation of biomass waste, as defined in the Renewables Obligation, and consider its use as a fuel in biomass energy plants where this does not discourage recycling and composting.

### **POLICY W12: OTHER RECOVERY & DIVERSION**

The Regional Assembly will promote and encourage the development and demonstration of anaerobic digestion and advanced recovery technologies that will be expected to make a growing contribution towards the delivery of the regional targets for recovery, diversion from landfill, and renewable energy generation over the period of the Strategy.

Development plans and municipal waste strategies should only include energy from waste as part of an integrated approach to management.

Energy from waste facilities should:

- operate to the highest pollution control standards
- include measures to ensure that appropriate materials are recycled, composted and recovered where this has not been carried out elsewhere
- wherever possible, aim to incorporate combined generation and distribution of heat and power.

### **POLICY W13: LANDFILL**

Development plans should provide for continuing but declining landfill capacity. Non-inert landfill capacity should be husbanded to provide for disposal of residual non-inert waste. At regional level there should be provision for at least the following landfill capacity (million tonnes per year):

Year	MSW Landfill (Mt/yr)	C and I Landfill (Mt/yr)	C and D Landfill (Mt/yr)	London's Waste (Mt/yr)	Total (Mt/yr)
2005	3.1	4.4	2.5	2.6	12.6
2010	2.6	3.7	2.2	2.2	10.7
2015	1.5	2.9	1.8	1.6	7.8
2020	1.1	2.4	1.6	1.3	6.4
2024	1.0	2.1	1.3	1.1	5.5

Landfill gas collection and energy recovery should be standard practice at all non-inert landfill sites.

### **POLICY W14: LANDFILL RESTORATION**

Development plans should secure high quality restoration and, where appropriate, aftercare of waste management sites so as to help deliver the wider objectives of regional planning guidance.

### **POLICY W15: HAZARDOUS WASTE**

The Regional Assembly's Hazardous Waste Task Group will identify, provide and maintain guidance on regional hazardous waste management requirements. Development plans should provide for the development of facilities to achieve, at the regional level, a diversity of management options for hazardous waste.

### **POLICY W16: WASTE TRANSFER**

Development plans should identify and protect suitable sites for transfer and bulking stations of a range of scales. Policies should aim to reduce the transport and associated impacts of waste movement. Use of rail and water borne transport with appropriate depot and wharf provision should be encouraged wherever possible, particularly for large facilities.

### **POLICY W17: LOCATION OF FACILITIES (CRITERIA)**

Development plans should set out criteria to guide the location of waste management facilities to sites with the following characteristics:

- previous or existing waste management land use
- previous or existing industrial land use
- contaminated or derelict land
- agricultural buildings
- accessibility from existing urban areas or major new or planned development
- that have or will have good transport connections including, where possible, rail or water.

### **POLICY W18: LOCATION OF FACILITIES (LOCATIONS)**

Development plans should, in identifying locations for waste management facilities, give priority to safeguarding and expanding suitable sites with an existing waste management use and good transport connections.

However, in order to provide for the required new waste management capacity, development in the open countryside including green belt and, in exceptional circumstances, Areas of Outstanding Natural Beauty and national parks should not be precluded where this is consistent with the proximity principle.

### **POLICY W19: ADVOCACY**

The Regional Assembly will advocate to Government:

- the urgent need to facilitate the delivery of more stringent recovery targets for commercial and industrial and construction and demolition waste through economic instruments, fiscal incentives and regulations to encourage design and use of recoverable materials and products
- the need to couple increases in landfill tax with fiscal incentives and increase targeted resources to encourage waste reduction and sustainable waste management.

### **POLICY W20: IMPLEMENTATION**

The Regional Assembly will prepare and maintain an Implementation Plan, setting out the principal strategic roles and responsibilities of authorities, agencies and companies in assisting implementation of this Strategy and policies.

## **Energy Efficiency and Renewable Energy**

- 1.82** The Assembly's Proposed Alterations to RPG9 for Energy Efficiency and Renewable Energy (The regional strategy, Harnessing the Elements) have been subject to extensive public consultation between 2002 and 2004, including a Public Examination in November 2003. The publication of final changes to RPG9 were published in late 2004.

**1.83** It is therefore considered that further consultation as part of the South East Plan is not appropriate.

**1.84** The revision to RPG9 published by the Government has been taken forward in the South East Plan, with the following slight amendments:

- i** Targets for 2020, as recommended by the EiP Panel and new PPS22: The regional targets for 2020 have been derived using the curve for forecast of delivery of targets for 2016 and 2026, excluding wave and tidal energy that are expected to become operational post 2020. The sub-regional targets have been derived through applying the factor applied at regional level (increase in targets between 2016 and 2020) to the sub-regional targets for 2016.
- ii** Additional references in policy EN2 and EN3 to renewable-fuelled heating to emphasise the potential as the quantified targets only apply to electricity generation.

**1.85** The amendments are included in the policies set out below:

### **POLICY EN1: DEVELOPMENT DESIGN FOR ENERGY EFFICIENCY AND RENEWABLE ENERGY**

Local Development Documents may expect the incorporation of high standards of energy efficiency in all development. This will be achieved through design, layout and orientation. Local authorities should use design briefs and/or supplementary planning documents to promote development design for energy efficiency and renewable energy. Local authorities should also encourage the use of energy efficient materials and technologies, by using all the tools at their disposal. A proactive approach towards the implementation of this policy may involve:

- i** encouragement of developers to submit an assessment of a development's energy demand

- ii** attainment of high energy efficiency ratings in all new development, where appropriate, through the use of best practice guidance such as Building Research Environmental Assessment Method (BREEAM) and the National Home Energy Rating (NHER)
- iii** incorporation of renewable energy sources including, in particular, passive solar design, solar water heating, photovoltaics, ground source heat pumps and, in larger scale development, wind and biomass generated energy
- iv** active promotion of greater levels of energy efficiency and use of renewable energy sources where opportunities arise by virtue of the scale of new development including the regional growth areas.

Local authorities and other public bodies, as property owners and managers, should seek to maximise energy efficiency and incorporation of renewable energy technologies, when refurbishing their existing stock.

### **POLICY EN2: COMBINED HEAT AND POWER**

Development plans and other policies should encourage the integration of Combined Heat and Power (CHP), including mini and micro-CHP, in all developments and district heating infrastructure in large scale developments in mixed use. The use of biomass fuel should be investigated and promoted wherever possible.

Local authorities, using their wider powers, should promote awareness of the benefits of mini and micro-CHP in the existing build stock.

### **POLICY EN3: REGIONAL RENEWABLE ENERGY TARGETS**

The following minimum regional targets for electricity generation from renewable sources should be achieved by the development and use of all appropriate resources and technologies:

Timescale	Installed Capacity (MW) %	Electricity Generation Capacity
2010	620	5.5
2016	895	8.0
2020	1,130	10.0
2026	1,750	16.0

The renewable energy resources with the greatest potential for electricity generation are onshore and offshore wind, biomass, and solar. Use of renewable energy sources for heat generation should also be promoted. The renewable energy resources with the greatest potential for heat generation are biomass and solar.

### **POLICY EN4: SUB-REGIONAL TARGETS**

Development plans should include policies, and development proposals, as far as practicable, should seek to contribute to the achievement of the following regional and indicative sub-regional targets for land-based renewable energy.

Sub-region	2010 Renewable Energy Target (MW)	2016 Renewable Energy Target (MW)	2020 targets
Thames Valley and Surrey	140	209	263
East Sussex and West Sussex	57	68	86
Hampshire and Isle of Wight	115	122	154
Kent	111	154	194

Local authorities should collaborate and engage with communities, the renewable energy industry and other stakeholders on a sub-regional basis to assist in the achievement of the targets through:

- i undertaking more detailed assessments of local potential
- ii encouraging small scale community-based schemes
- iii encouraging development of local supply chains, especially for biomass
- iv raising awareness, ownership and understanding of renewable energy.

### **POLICY EN5: LOCATION OF RENEWABLE ENERGY DEVELOPMENT**

Development plans should encourage the development of renewable energy in order to achieve the regional and sub-regional targets. Renewable energy development, particularly wind and biomass, should be located and designed to minimise adverse impacts on landscape, wildlife and amenity.

Outside of urban areas, priority should be given to development in less sensitive parts of the countryside and coast, including on previously developed land and in major transport corridors.

Within National Parks, Areas of Outstanding Natural Beauty and on Heritage Coasts development should generally be of a small scale or community-based, with location and design informed by landscape character assessments.

### **POLICY EN6: DEVELOPMENT CRITERIA**

Local authorities through their development plans and decisions should support in principle the development of renewable energy. Development plans should include criteria-based policies that, in addition to general criteria applicable to all development, should consider the following issues:

- i** the contribution the development will make towards achieving national, regional and sub-regional renewable energy targets and carbon dioxide savings
- ii** the potential to integrate the proposal with existing or new development
- iii** the potential benefits to host communities and opportunities for environmental enhancement
- iv** the proximity of biomass combustion plant to fuel source and the adequacy of local transport networks
- v** The location and design of all renewable energy proposals should be informed by landscape character assessment where available. Within areas of protected and sensitive landscapes, including AONBs and national parks, development should generally be of small scale or community based. Proposals within or close to boundaries of designated areas should demonstrate that development will not undermine the objectives that underpin the purposes of designation.

## Minerals

- 1.86** The Assembly's proposed changes to Regional Planning Guidance for Minerals (the regional strategy) has been subject to extensive public consultation between 2003 and 2004, including Examination in Public (EiP) in October 2004. The EiP Panel published its report in December 2004. The Government Office for the South East (GOSE) will then publish its Proposed Changes to RPG9 for consultation. Following consultation, the Secretary of State will publish the final changes to RPG9 for minerals, likely to be mid-2005.
- 1.87** Given the advanced stage of the review of Regional Planning Guidance policy for minerals, it is not considered appropriate to include minerals policies in the consultation on the draft South East Plan.
- 1.88** The policies in the Assembly's Proposed Alterations to RPG (March 2004) are reproduced below. They are liable to

change following the Panel's report and subsequent development of the proposed changes to RPG9 by GOSE.

### **POLICY M1: SUSTAINABLE CONSTRUCTION**

The Regional Assembly will encourage the development of sustainable construction practices and will work with the construction industry, SEEDA and other stakeholders to promote good practice, reduce wastage and overcome technical and financial constraints, including identifying sustainable supply routes and seeking to reduce delivery distances. The intention is that by 2016 annual consumption of primary aggregates will have stabilised.

Development plans should encourage development projects to use construction materials that reduce the demand for primary minerals wherever practicable.

### **POLICY M2: ENVIRONMENTAL MANAGEMENT**

Development plans should include policies to achieve effective management of mineral extraction, wharves and rail depots, and high quality after-use and aftercare.

Development plans should promote a modal shift to increase the proportion of minerals and derived manufactured products transported into and within the region by rail and/or water.

### **POLICY M3: RECYCLING AND RE-USE**

The use of secondary aggregates and recycled materials in the South East should increase from 6.6 million tonnes per annum (mtpa) (29% of the guidelines for primary aggregate production in the region) to at least 8.8 million tonnes per annum (mtpa) (39%) by 2016 so as to reduce the need for primary aggregates extraction. Planning authorities should make positive provision for an adequate number of suitably located minerals recycling facilities to enable this



target to be met and development in the open countryside including green belt and, in exceptional circumstances, AONB and national parks, should not be precluded where this is consistent with the proximity principle.

#### **POLICY M4: ADVOCACY FOR RECYCLING AND RE-USE**

The Assembly advocates to Government the urgent need to adopt long-term statutory recycling and recovery targets for construction and demolition waste and the focused use of the Aggregates Levy receipts to encourage and support sustainable construction practices and recycling projects.

The Government is urged to work with the Regional Assembly and all other interested parties to improve the quality and availability of data on secondary aggregates and recycled materials to ensure that the contribution from this source can be effectively monitored.

#### **POLICY M5: PRIMARY AGGREGATES**

The supply of construction aggregates in the South East should be met from a significant increase in supplies of secondary and recycled materials, a reduced contribution from primary land-won resources and an increase in imports of marine-dredged aggregates. Mineral planning authorities should plan to maintain a landbank of at least seven years of planning permissions for land-won sand and gravel which is sufficient, throughout the Mineral Plan period, to deliver 12.67 million tonnes (mt) of sand and gravel per annum across the region, based on the following sub-regional apportionment:

Berkshire Unitaries	1.50mtpa
Buckinghamshire	0.94mtpa
East Sussex	0.01mtpa
Hampshire	1.80mtpa
New Forest National Park	0.72mtpa
Isle of Wight	0.05mtpa
Kent	2.42mtpa
Milton Keynes	0.11mtpa
Oxfordshire	1.74mtpa
Surrey	2.51mtpa
West Sussex	0.87mtpa

and 2.2 million tonnes of crushed rock per annum across the region, based on the following sub-regional apportionment:

Kent	1.2mtpa
Oxfordshire	1.0mtpa

#### **POLICY M6: OTHER MINERALS**

Future provision should be made in development plans for clay, chalk, silica sand and gypsum as regionally significant minerals of national importance. Where practicable, substitute and recycled waste materials should be used to conserve natural resources, and new handling facilities developed where this would increase the quantity of minerals and manufactured products being transported by rail or water.

Mineral planning authorities should plan for:

- i A permitted reserve of clay for brick and tile product manufacture sufficient to last for at least 25 years at current production rates should be maintained to supply individual works throughout the plan period, and new manufacturing capacity developed if this would replace

older plants or reduce net imports to the region; for small-scale manufacture, a long-term landbank of a lesser period than 25 years may be appropriate.

- ii A permitted reserve of chalk for cement manufacture sufficient to last for at least 25 years at current production rates should be maintained throughout the plan period in Kent.
- iii A permitted reserve of silica sand should be maintained throughout the plan period, equivalent at current production rates to at least ten years at existing sites and at least 15 years at new sites and, where possible, high quality reserves safeguarded for appropriate end-uses.
- iv A permitted reserve of gypsum sufficient to last at least 20 years at current production rates should be maintained throughout the plan period in East Sussex to support the building product and cement industries, and the use of desulphurgypsum imported by rail over the shortest practicable distance should be encouraged.

#### **POLICY M7: SAFEGUARDING OF MINERAL RESERVES, WHARVES AND RAIL DEPOTS**

Existing sites, and proposed sites and 'areas of search' identified in development plans for the extraction and processing of aggregates, clay, chalk, silica sand and gypsum, should be safeguarded against other inappropriate development. Existing and proposed wharves and rail depots identified in development plans for the handling and distribution of imported minerals and processed materials should also be safeguarded.

#### **POLICY M8: IMPLEMENTATION**

An implementation plan will be prepared and maintained, setting out the principal roles and actions required of authorities, agencies and companies in assisting implementation of this Strategy and policies.

# Countryside and Landscape Management

**1.1** The South East region is blessed with a particularly high proportion of nationally designated areas. These cover over 30% of the region: higher than any other region. At the same time, the very scale and diversity of development in the region brings special pressures. This practical conflict can only be successfully addressed through one of the core themes of this Plan – active and creative management. The specially designated areas need special policy protection, but the rest of the region's countryside also needs policy consideration, including measures to help facilitate the social and economic well-being of its communities. Indeed sometimes the problems and the opportunities that require more positive management are more acute in the non-designated areas.

**1.2** Around two thirds of the region is farmland or farmed woodland. Agriculture, horticulture and forestry have essential roles to play in management of landscape and biodiversity, as well as commercial production. The strengthening of these land-based industries, and their ancillary industries, should be encouraged to enable them to effectively undertake these functions and support and maintain incomes and commercial viability.

**1.3** For the purpose of clarification, the Plan's countryside and landscape management policies have therefore been categorised into three groups:

- i the New Forest National Park
- ii the Areas of Outstanding Natural Beauty
- iii the remainder of the countryside.

**1.4** Specially designated areas for nature conservation or cultural protection (such as Special Areas of Conservation (SACs) and Scheduled Ancient Monuments (SAMs)) are covered in other policy sections. Similarly, the parts of the countryside affected by

particular land-use designations relating to Green Belt, green wedges and gaps and the urban fringe are set out in other policy sections of the Plan.

## The New Forest National Park

**1.5** The Government decided in June 2004 to designate the New Forest as a National Park. The New Forest is located between the conurbations of Southampton to the east, and Bournemouth and Poole to the west, the latter being located within the South West region. Most of the National Park lies within Hampshire, with a small area in Wiltshire. It is expected that the designation will be confirmed by early 2005, with a shadow National Park Authority established by 2005 and fully operational by 1 April 2006.

**1.6** The Strategy for the New Forest 2003, prepared by the New Forest Committee, has been modelled on a National Park plan with significant stakeholder input. The overall aim is to sustain and enhance the beauty and richness of the New Forest as a living, working landscape, with special recognition of the importance of commoning. It acknowledges that there are issues to be addressed that arise from the proximity of urban development to its boundaries, and its accessibility to visitors. As far as possible the area should therefore become a model for sustainability.

**1.7** The Government recognises that each National Park is different, so although the overarching policy framework needs to uphold generic National Park standards and objectives, these need to be informed by more locally specific issues. There are special circumstances in the New Forest that warrant a tailor-made policy approach, due to the fact that it has the highest proportion of area in international nature conservation designations of any National Park; it is the

smallest National Park; and is under intense pressure. There is also a need to protect areas outside the National Park for 'back-up' commoning land to sustain grazing in the open forest. Further work needs to be undertaken (perhaps by the interim New Forest National Park Authority) to provide advice to local planning authorities with regard to protecting the setting of the Park and safeguarding land with a functional relationship to it.

**POLICY CI:  
THE NEW FOREST NATIONAL PARK**

The Plan gives the highest priority to protecting and conserving land within the New Forest National Park. The local planning authority and other partners should also develop supportive sustainable land management policies, both inside the National Park and within the zone of 'New Forest commoning activity', including protection of grazing land outside the National Park which is needed to support National Park purposes.

**The Proposed South Downs National Park**

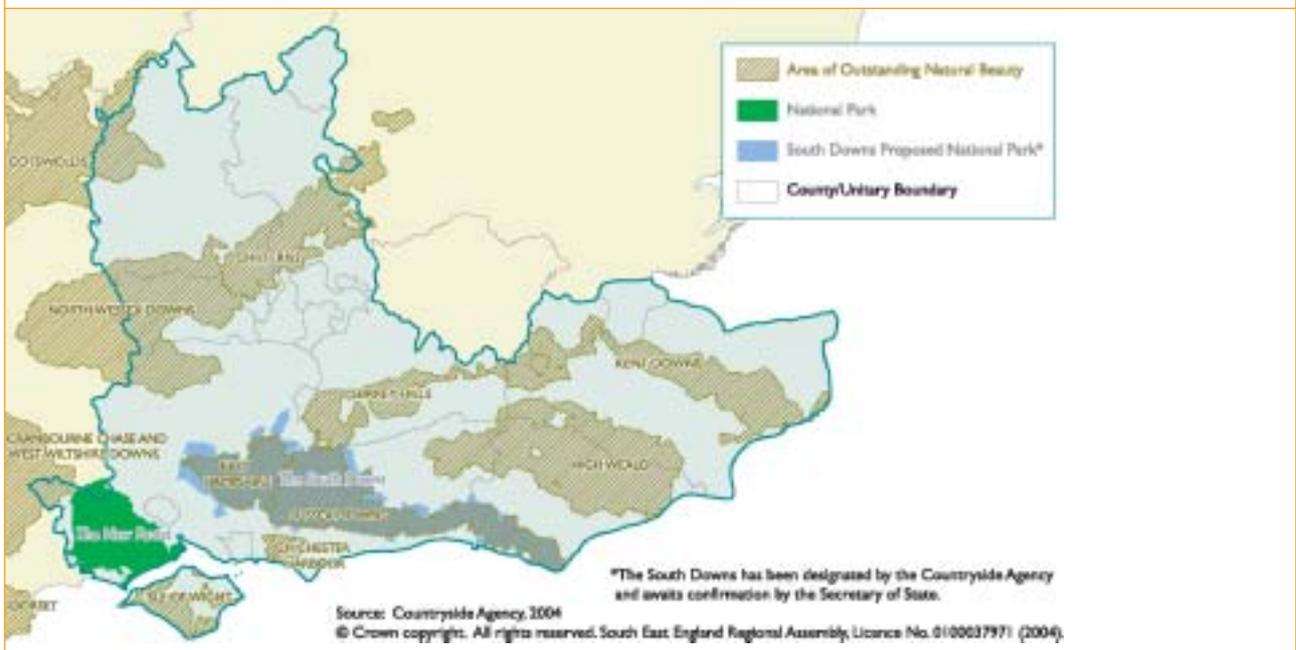
**1.8** In December 2002, the Secretary of State for the Environment, Food and Rural Affairs (Defra) approved the designation order for the South Downs National Park, extending from Winchester to Eastbourne. The boundary of the park and its future administration were examined at a public inquiry, which ended in December 2004. The Secretary of State's decision on whether there should be a National Park in the South Downs and its precise boundary is unlikely to be made known before mid-2005 at the very earliest and it is unlikely that the National Park will come into being before April 2007.

**Areas of Outstanding Natural Beauty**

**1.9** There are 11 designated Areas of Outstanding Natural Beauty in the region, an indication of the landscape quality of the region. Although they have a slightly lesser formal status than National Parks, in planning terms they provide similar challenges and require similar protection and positive land management. They are shown on [map CLM1](#).

**MAP CLM1**

**Areas of Outstanding Natural Beauty and National Parks**





### **POLICY C2: AREAS OF OUTSTANDING NATURAL BEAUTY**

**The conservation and protection of the region's Areas of Outstanding Natural Beauty should be given priority, and proposals for development considered in that context. Positive land management policies should be developed, to sustain the Areas' landscape quality on a sustainable basis.**

**In considering proposals for development, the emphasis should be on small-scale proposals, which can be sustainably located and designed to support the economies and social well being of the Areas and their communities, including an element of affordable housing.**

### **Landscape and Countryside Management**

- 1.10** The Government's overall aim is to protect the countryside for the sake of its intrinsic character and beauty, the diversity of its landscapes, heritage and wildlife, the wealth of its natural resources, and so it may be enjoyed by all (PPS7 Key principles, Para I (iv), p.7). The constancy and potential pressure of change in parts of the South East means that there is need for a vision for character, diversity and sense of place. This means recognising and celebrating our landscapes, and providing regional direction.
- 1.11** The case for character as part of the wider debate on 'quality of life' is not in dispute. Character is a recognised component of sustainable development and has become a significant material consideration in planning policy formulation and development control decisions (PPS1). However, taking character seriously is not about staying as we are. Characterisation must be used to help in accommodating necessary change without sacrificing local character. Policy challenges

include increasing our understanding of what character is, how it is changing, and delivering benefits through land management.

- 1.12** Sustainable land management is the key to enduring local and regional distinctiveness and a vital and vigorous countryside. The commercial and financial viability of land management systems should be encouraged in ways that maintain and enhance that character. Common Agricultural Policy (CAP) reform appears to be going broadly in that direction. We must also manage land across whole landscapes to give diverse benefits for countryside character, biodiversity, tourism, recreation and the economy. The Government's Rural White Paper encourages an holistic approach to proposed development and change affecting agricultural land with a view to protecting character, biodiversity and soil quality.

### **POLICY C3: LANDSCAPE AND COUNTRYSIDE MANAGEMENT**

**Outside the nationally designated areas, active and high quality management of the region's open countryside will be encouraged and supported, through a combination of planning policies, grant aid and other measures in order to:**

- i protect and enhance its distinctive qualities**
- ii encourage the sustainable management of land and habitats in ways which contribute to landscape conservation and renewal, avoiding fragmentation of landscapes and habitats and encouraging the linking of habitats**
- iii promote an integrated approach to landscape management**
- iv promote the use of Landscape Character Assessments to contribute to the framing of development policies and sustainable agri-environment and other land management regimes.**