

PORTLAND TOWN COUNCIL

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3rd May 2017

Dear Councillor / Management Group Member

You are hereby invited to attend a **WORKSHOP MEETING** of the **NEIGHBOURHOOD PLAN MANAGEMENT COMMITTEE**, to be held at the **EASTON METHODIST CHURCH HALL, EASTON, PORTLAND** on **WEDNESDAY, 10TH MAY 2017** commencing at **7.00 pm**.

Yours faithfully

Ian Looker
Town Clerk

AGENDA

1. **Housing Need** – to consider the DAPTC suggestion that we keep a register of local people wanting to buy or rent housing accommodation
2. **Updating Plan Evidence** – to consider **(a)** road safety concerns and **(b)** footpaths, cycleways and bridleways in more detail
3. **Green Space Collation Process** – to give informal approval to the draft process (attached)
4. **Public Participation** – to receive questions and comments from the public regarding the Neighbourhood Plan
5. **Site Assessment Study** – to receive an update
6. **Portland Port** – to receive an update on discussions and contact
7. **Local Regeneration** – to consider a Locality paper on how Neighbourhood Plans can assist (attached)
8. **Date of Next Meeting**
The next meeting is scheduled to be on Wednesday, 12th **July** 2017 at (venue not finalised), starting at 7.00pm.

GREEN SPACE COLLATION PROCESS – DRAFT

National planning guidance makes clear that, through neighbourhood plans, local communities can identify green spaces for special protection (where new development is ruled out other than in very special circumstances) which will endure well beyond the end of the plan period. Identifying land as a Local Green Space should therefore not undermine the potential to provide sufficient homes, jobs and other essential services in the longer term.

The designation should only be used where the green space is in reasonably close proximity to the community it serves, where it is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and where the green area concerned is local in character and is not an extensive tract of land which may be covered by wider policy designations e.g. SSI etc.

This document therefore aims to provide the evidence to justify why the Local Green Spaces are special to the local community and hold a particular local significance for this neighbourhood plan area. As part of the collation process areas will be identified to be considered, but may not be able to justify a local green space designation, and clear reasons why this is the case will be recorded.

The review will include all areas given that land outside of settlement boundaries can be subject to development (for example, for affordable housing rural exception sites, farm workers dwellings, or even housing in the absence of a five year housing land supply), the coverage of any potential green spaces was extended where applicable to cover the area which was of potential value.

The review will cover two stages

Phase 1 – The completion of the Local Green Space Assessment Matrix which will provide a short overview assessment of all areas.

Phase 2 – The completion of the Green Space Proforma for those areas requiring further analysis.

The completion of the forms should be read in conjunction with the Local Plan green network classification guidance (see annex)

Andy Matthews

Phase 1 – Local Green Space Assessment Matrix

Site Name or Address	1) Is this an extensive tract of land ? Y/N	2) Is the space within close proximity of the community it serves ? Y/N
3) Is the space demonstrably special for any of the following reasons (Y/N):		
Beauty		
Historical Significance		
Recreational Value		
Richness of Wildlife		
Tranquility		
4) Should this site be designated as a Local Green Space ? Y/N		
Reasons/Comments		

Please mark the boxes (except the comment box) with a yes or no or tick or cross as relevant.

1. The first question is asking do you consider the land to be a very large parcel of land- there is no defined minimum or maximum for this it is a judgement. Very small comment on this should be placed in the comment box i.e ? hectares is not considered an extensive tract of land.
2. The second question is asking how close the site is to the community. Small comment on this should be placed in the comment box i.e. ? metres from the centre of the community and within easy walking distance.
3. The third question is asking for your reasons for designation- why is it valued by the community? Comment on this one should be a little more extensive than previous and should indicate the evidence of why it is special. Only one or maybe two will be relevant to each of your proposed local green spaces i.e. ? is valued for its tranquillity because it is a quiet, private space in which people come to remember their loved ones.
4. The fourth question is a simple one and just asks for a yes or no on whether the site should be designated.

**Phase 2 – Proposed Local Green Spaces
(more detailed analysis document)**

Ref /No

Name

Size (in hectares)

General description

Reason for review and any changes

Reason for designation

Grade

Notes / Explanation

Landscape quality / importance

Historic significance

Recreational value or tranquility

Wildlife value

**Any existing development
consent?**

Any landowner feedback?

Public Support

Photo/

TYPE	EXAMPLES	PRIMARY FUNCTION	PORTLAND PROPOSALS -Working data December 2016
Outdoor recreation facilities, parks and gardens	Sports pitches and greens, playgrounds, urban parks, country parks, formal gardens.	Offer opportunities for sports, play and recreation and to enable easy access to the countryside (for example Bridport Leisure Centre, Redlands Sports Hub, Dorchester’s Borough Gardens)	Underhill – Victoria Gardens, Osprey Quay School Playing Field, Captains Castle Gardens Tophill - Easton Gardens, Grove Governors Garden, Grove Fields, School Playing Fields, Weston Playing Fields, Weston Green, See separate list of play areas , Pennsylvania Castle
Amenity greenspace	Informal recreation spaces, housing green spaces, landscape planting, village greens, urban commons, other incidental space	Creating attractive and pleasant built environments, providing community and private outdoor leisure space (for example ‘Green’ off Sprague Close, Weymouth)	Underhill -Potential Osprey Quay Bunds and Flood protection spaces, Green Area next to Victoria Square, Chiswell Walled Gardens, West Weares, Verne Common and East Weare Greens, Bottom of Mallams, Hambro Car Park, New Brackenbury School Tophill – Bloomfield Terrace, Alma Terrace
Natural and semi-natural green / blue spaces	Nature reserves, woodland and scrub, grassland, heathlands, wetlands, ponds, open and running water, landscape planting	Creating areas for biodiversity, geodiversity, access to education associated with the natural environment (for example Radipole Lake, Jellyfields Nature Reserve, Portland Quarries Nature Park)	Underhill – East Weares, Verne LNR, New Rd, West Weares, Verne Ditch Tophill - Quarry Nature Park, DER Corridor Study areas, Adjacent to Grove Governors Garden, Southwell South and Bill Areas, Southwell School, St Georges,
Green corridors	Rivers including their banks and floodplains, trees & hedgerows, dry stone walls, road and rail corridors, cycling routes, pedestrian paths, rights of way, Coast	Creating a sustainable travel network promoting walking and cycling, enhancements to semi natural habitats and integrating micro green infrastructure into urban	Underhill – Railway Line, Merchants Railway, Old Hill, Naval Cemetery Rd, Verne Hill, Legacy Trail Gulleys, Osprey Quay Bunds Tophill – Glacis, Haul Roads, Ancient Cart tracks , Footpaths with good site lines and wide enough.

areas (for example Rodwell Trail, English Coastal path, River Brit corridor)

Local character areas

Churchyards, treed areas, roadside verges, landscape screening, setting of a building, open gaps, important views

Creates a sense of character within a settlement contributing to the attractiveness of an area or building. (for example Sherborne Abbey Close, Tree lined Avenues and Green spaces at Coneygar Road, Coneygar Lane and Beaumont Ave in Bridport, Open gap between Preston and Sutton Poyntz)

Underhill- Strangers Graveyard, RYA Green Area, Green setting of Hospital, Doctors House, Captain’s House, Admirals House,

Tophill- Verne and Verne Yeates, Market Site, New Ground ,Easton Lane , Wide Street, St Georges Churchyard, Weston St, Avalanche Rd aspects, Windmills, Rufus Castle, Farm House Weston, Stone hills , Coombefield, Avalanche Rd (parts),

General – Review existing open gaps policy areas

<p>Other</p>	<p>Allotments,community gardens,orchards,cemeteries And churchyards</p>	<p>Providing accessible facilities To meet needs within settlements including enabling local food production (for example Poundbury Community Farm, Bridport Community Orchards, St Georges church yard, Portland</p>	<p>Underhill -Clovens Rd,Incline Community Garden, Strangers, St Johns Tophill – Grove and Governors Garden, Adjacent to Yeolands Pit, Weston St, St Andrews, St Georges, All Saints, Grove Rd,</p>
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Neighbourhood Plans: Regeneration

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Introduction

This tool has been prepared to help neighbourhood planning groups to address regeneration issues in their neighbourhood plans. This can involve a wide range of issues, including regeneration of housing estates, town centres, and industrial and commercial areas.

The purpose of document is to provide practical tools to help with the analysis of an area's regeneration challenges and to help develop solutions in the form of effective planning policies.

This tool sets out a framework for analysing the characteristics and needs of an area in regeneration and economic development terms. It then suggests possible content for neighbourhood plans to address a range of local issues and provide a positive framework for growth and development.

To this end, the tool is structured around four main parts. The first part, *Regeneration in Neighbourhood Plans*, is an overview of neighbourhood planning, from a regeneration perspective. The second part, *Regeneration Tool - Analysis*, is a tool for looking at and analysing the causes of decline in an area and opportunities for regeneration. The third part, *Regeneration Tool - Planning Policies*, is a tool for identifying regeneration policies for an area. The fourth part of the document, *Complementary Actions*, looks at actions that can be taken in parallel to neighbourhood plans.

Regeneration in neighbourhood plans

Overview

Neighbourhood plans can provide a positive vision for an area and clear aims. These can then be applied by planning policies and possibly site allocations. This positive planning framework, and the process of preparing it, can help to build confidence in an area.

The neighbourhood plan will normally need to be part of wider strategy for the area. So it is very likely that it will need to be accompanied by other initiatives, such as environmental enhancement projects, marketing strategies, business support, projects to build skills and employability, community-led development schemes, to name just a few.

To be successful, regeneration strategies must address the specific characteristics and issues of the area and the wider strategic context. For example, in some areas the primary concern may be with attracting employment whereas in other areas shortage of housing may be the key issue.

Evidence base and analysis

There is often a considerable amount of evidence already in existence for areas that are a focus for regeneration, for example that under-pin existing masterplans, economic development plans and investment strategies.

Where gaps exist in the local evidence base, it will be necessary to build additional evidence as part of the neighbourhood plan process.

The Part 1 Regeneration Tool in this document deals with evidence and analysis, as a means to identifying and understanding the economic, social and environmental challenges in an area.

Community and stakeholder engagement

For all neighbourhood plans, effective community and stakeholder engagement is essential,

right from the start of the process.

A good starting point is to map key stakeholders in the area. Such stakeholders could include:

- other bodies involved in economic development and regeneration
- public bodies and political representatives
- creative organisations and businesses
- development and regeneration bodies
- local enterprise partnerships (LEPs)
- landowners and developers
- business organisations, employers, SMEs and micro-businesses
- community organisations
- universities, colleges and schools
- cultural institutions
- housing trusts and associations.

Vision and aims

In order to develop effective policies for regeneration and economic development, it will be useful and even essential to formulate a clear, underlying strategy. This may be expressed in clear set of realistic and achievable aims and perhaps a vision. A positive strategy and aims can set the tone for a neighbourhood plan and help to create business and investor confidence in the area. Policies may be developed to help deliver the vision and/or aims.

Growth strategies and policies

There are various ways in which a neighbourhood plan can help enable and deliver growth:

- Clear aims to set out an ambitious and confident direction
- Enabling policies to make the physical and economic transformation of the area easier, for example by making some changes of use easier, or making damaging changes of use harder
- Policies to protect the viability of retail areas, for example by preventing dispersed retail development
- Quality assurance policies (such as design) to help ensure new development is sustainable, improves the local environment and addresses local problems rather than making them worse
- Setting out infrastructure deficiencies and requirements
- Supporting the role of historic areas in supporting enterprise and creative and knowledge-based industries
- Policies setting out the location of growth, such as site allocations, development envelopes and identification of areas where development would not be sustainable.

Part 2 of this Regeneration Tool looks at ways in which neighbourhood plan policies can provide regeneration solutions.

Neighbourhood Development Orders

In parallel to a neighbourhood plan, consideration should be given to preparing a neighbourhood development order. Whilst a neighbourhood plan can include enabling policies, a neighbourhood development order could actually grant permission for certain kind of specified development, such as changes of use, new walls or fencing, or reinstatement of better designed shopfronts. Design specifications could be included to ensure that such developments achieve the necessary standards. You can read more in our toolkit [here](#).

Regeneration tool

Part 1 - Analysis

Other initiatives

A good starting point in understanding the regeneration challenges and needs of an area, and what is already being done to address them, is to identify other organisations, regeneration strategies and projects or initiatives that already exist. There are several benefits to this:

- Representatives from other organisations may join or work closely with neighbourhood forums or neighbourhood plan working groups
- Evidence, data and analysis may already have been compiled to support other organisations, strategies or projects
- There may be scope for partnership working with other organisations
- Knowledge of what is already being delivered will help in the development of planning policies for the area
- Other organisations may be able to help to deliver the neighbourhood plan's aims, once it is in place
- Regeneration usually requires a multi-agency and cross-sector approach and the neighbourhood plan may form part of a wider strategy for the area.

Analysis of causes of decline

In order to develop a strategy and policies to deliver regeneration, it is necessary to identify, analyse and understand the area's challenges, problems and the root causes of decline. These are very varied, but there are some common themes. These include:

Refurbishment Cycle

Need for regeneration may arise from the regular cycles of refurbishment, to replace aging infrastructure. This is a predictable and repetitive issue, which can be planned for. However, where adequate maintenance budgets have not been put in place, infrastructure can become defective. For example, public spaces can become overgrown, seating can fall into disrepair

and planting beds or water features can be neglected. This can reduce the functionality of places, create safety problems, but also create a degraded environment, which creates an impression of decline. This can also apply to buildings, which similarly require ongoing maintenance and refurbishment.

Economic Trends

Decline can also be a consequence of longer-term and perhaps less predictable trends, such as the decline of traditional industries. This has resulted in huge changes to towns and cities all around the country. Some areas have successfully restructured their economy, replacing traditional manufacturing jobs with newer industries and service sector jobs. Some other areas are still trying to adapt and diversify their economies. It should be noted that small, medium and micro businesses account for most economic activity in the UK. Low land-values resulting from economic decline can actually be helpful in supporting small business start-ups and enterprise to an area.

Technological Impacts

Technological changes can lead to the decline of commercial areas, where office accommodation is no longer fit for purpose, for example due to difficulties in accommodating IT infrastructure. Technology has also impacted in live-work patterns, making home working possible and changing needs for commercial and industrial areas. Lack of adequate broadband infrastructure and mobile coverage can significantly harm an area's viability as a place to work and invest in.

Poor design

A significant proportion of development from the past was poorly built or poorly designed and this is often a root cause of failure. Unfortunately, a significant proportion of development today demonstrates similar design deficiencies, creating potential for future problems. Identification of the impacts of poor design can help inform neighbourhood plan policies for future development. Design is not about imposing stylistic preferences, but about the way in which places function and can support a range of social and economic activities. There is a clear relationship between quality of place and an area's ability to attract investment.

Geographical Economic Factors

There are also geographical dimensions to regeneration. Although a generalisation, it is often the case in London and the southeast the primary challenge is in meeting housing need and

addressing affordability. In the Midlands and the north, the key challenges are often more about economic restructuring and attracting investment. This is a generalisation. For example, many towns in the southeast and southwest are in need of economic and physical regeneration. In most parts of the country, it is necessary to adopt a holistic view, rather than focusing narrowly on one issue, like housing or employment.

Market Failures

Market failure is not just about low land values. Excessive-demand can create severe inflationary problems in some areas, especially in and around London. This results in a lack of affordable floorspace for business and enterprise and housing that is well beyond the means of those on low incomes, and even people on above average incomes. Thus the challenge is in creating affordable commercial and residential accommodation. In areas with low land values, the issue is more one of economic viability. The income potential through sales or rentals is not always sufficient to cover the costs of development.

Viability

Where an area has lost key industries, it can leave a legacy of polluted land, depopulation and suppressed land value, due to lack of demand for employment premises and housing. This can create viability problems in attracting new development, due to low rental or sale values. Some programs designed to address this problem have actually made things worse.

Past Programmes

In some areas, decisions were made that there was an over-supply of housing (despite the national housing crisis) and that 'managed decline' was the solution, including demolishing housing. Predictably, this has actually made the problem of decline worse in many cases. The real issue in such areas is usually under-demand and the solution could be a positive programme to attract and enable employment-related investment. The neighbourhood plan could replace a narrow focus on housing and an approach of managed decline with a positive strategy to create investor confidence and attract employment, and economic growth.

These are a selection of common causes of decline. The reality is often complex and involves a combination of the above and other factors. Once there is an understanding of the root causes for decline, options for moving forward may be considered. Understanding the nature of the local economy and local market failures is fundamental to planning for regeneration and economic development.

Barriers to achieving regeneration should be identified, but also opportunities. For example, low land values, whilst creating viability problems, can also stimulate economic activity too, providing affordable and flexible floorspace for enterprise and business start-ups. This is why many towns and cities have peripheral historic areas where commercial or industrial decline has occurred, but which have then become a focus for new and small-scale enterprise, creative industries and IT and knowledge-based businesses.

For housing estates, positive planning may be a significant part the solution, but inadequacies in estates management may also need to be addressed. For example, poor maintenance may be indicative of inadequate service charges or sinking funds to enable regular maintenance and refurbishment of estates.

The image of an area and negative perceptions can be a real barrier to attracting investment. To create investor confidence, it is necessary to address environmental problems through planning policies, but also through projects and initiatives to directly address environmental degradation.

Evidence and data to support analysis

The following is a series of check-lists of different kinds of data needed to support an analysis of regeneration challenges in a local area. These lists are not exhaustive and the data needed will vary between local areas.

Strategic context

Although a neighbourhood plan applies only to the neighbourhood designated area, it is necessary to understand the wider strategic context.

Strategic issues to consider:

- Geographical location within the wider region/city/town
- Economical characteristics of surrounding areas
- Proximity to other towns and cities
- Proximity to key environmental assets, such as parks
- Proximity to key institutions, such as universities
- Significant transport links to surrounding areas.

Economy

The economic characteristics of an area will need to be understood both to understand why regeneration is needed, but also to provide a context for policies to move forward. In particular, it will be necessary to consider whether there is evidence of market failure (for example over-heating, land inflation, lack of demand, suppressed value, viability problems).

Employment issues to consider:

- Key employment trends (for example growth, decline, economic transitions)
- Breakdown of employment in the area, including key industries
- Local employment losses
- New employment
- Local skills and specialisms.

Land and property issues to consider:

- Predominant land uses
- House prices and rents
- Commercial prices and rents
- Industrial prices and rents
- Extent of brownfield land
- Vacancy and derelict buildings
- Viability.

Other issues to consider:

- Transport infrastructure, including infrastructure deficiencies
- Other infrastructure, such as broadband connectivity.

Community and housing

Socio-economic issues to consider:

- Population characteristics and changes or trends
- Demographic characteristics of the area and trends (age, employment status, income, gender, ethnicity, etc.)
- Local education and skills levels.

Housing stock issues to consider:

- Mix of house types
- Mix of tenure
- Quality, condition and maintenance issues
- Identified local need, including for any specialist housing
- Evidence of housing market failure.

Community facilities issues to consider:

- Local community facilities (sports, shops, transport, medical, etc.)
- Quality and distribution of community facilities
- Deficiencies in meeting local need.

Environment

Environmental issues to consider:

- Special heritage designations (e.g. conservation areas, listed buildings)
- Special nature/wildlife designations (e.g. SSSIs, etc.)
- Other land-use designations (e.g. green belts)
- Flood risk zones
- Air quality.

Design and character issues to consider:

- Townscape character of area
- Key streets, spaces and public realm
- Quality of environment, including condition and maintenance issues

- Pedestrian permeability
- Use and movement patterns.

Walking Permeability Checker

This exercise can help to understand the usage and viability of local shopping and other community facilities. Assessing pedestrian permeability is important for several reasons:

- It is an indicator of how sustainable an area is in terms of encouraging walking
- Poor permeability can be a cause of social exclusion for those without access to a car
- Impermeable environments can impact negatively on the viability of neighbourhood centres, shops and community facilities.

The methodology for this simple exercise is as follows:

- Plot the local neighbourhood shopping area into a scale map of the neighbourhood
- Draw a circle of radius 1,000 metres, centred on the shopping area
- From different properties in the circle, plot the shortest route that pedestrians would need to take to reach the shopping area
- Measure the actual distance required for pedestrians to reach the shopping area.

The longer the distance, the less likely people are to walk to the facility. Also, if people need to use a car, there is a good chance that they will go to other facilities instead of using the neighbourhood centre, for example a large supermarket. This exercise can help to explain why neighbourhood centres are doing well or badly. If pedestrians find it difficult to move through an area (known as permeability), then that could be a contributory factor in failure of the shopping area. Of course, there can be other factors too, such as new, nearby competition or poor quality shops.

Regeneration tool

Part 2 - Planning Policies

General principles for effective regeneration

Regeneration strategies will differ greatly according to the nature of the local challenge. However, there are certain good practice principles which may be applied anywhere. The following suggests a general approach:

Creative and robust planning

Planning and regeneration should be creative and entrepreneurial activities, not just about statutory process and meeting targets. The aims should be to fulfil the needs of all sections of the community. Clear policies create certainty and confidence, essential in attracting more entrepreneurial developers and investors.

Community and stakeholder engagement

As discussed previously, effective engagement and participation by a range of stakeholders and the wider community is essential from the earliest stages of the planning process. This ensures that policies and proposals are well-informed, realistic and deliverable. It also ensures that there is wider buy-in to the plan's vision, aims and policies. This is essential to delivering effective and sustainable regeneration.

A balanced approach

Successful regeneration usually requires a wide focus, addressing interrelated issues, such as employment, housing, day and night economies, environment, culture, recreation and other relevant factors. Choice and quality of housing is a key part of attracting people to live and invest in an area. Expanding an area's cultural facilities can have a transformational impact on the economy. Well-designed local parks and facilities support active and healthy lifestyles. Addressing infrastructure deficiencies is essential to enabling new development. Attracting employers and investment to an area often requires a complex range of factors to be addressed.

Environment matters

There is a direct relationship between quality of environment and an area's ability to attract

investment, jobs, and visitors. Areas that have achieved dramatic physical and economic transformations have addressed negative perceptions, for example through initiatives to enhance the quality of the local environment and public realm, and regenerate historic buildings and areas. Good design is good economics. Poor design can lead to failure and undermine an area's growth potential.

As set out in the previous section of this tool, there needs to be a firm analysis of the causes of decline, as a basis for then identifying planning policies. The following pages look at specific challenges and suggest policy responses to address them.

What to avoid

Managed decline

The concept of 'managed decline' has already been mentioned. Planning for decline can only result in decline, with the associated loss of local life opportunities. An approach of managed decline can arise from a narrow focus on housing demand, rather than considering regeneration in wide economic, social and environmental terms.

Narrow focus

Housing, employment, retail and other issues should not be considered in isolation. For example, in many areas, the solution to housing problems is in attracting economic activity and new or better employment. In other areas, housing capacity may be a barrier to economic growth. A one-size-fits-all solution is not realistic.

Development at any cost

There is considerable evidence to suggest that acceptance of poorly designed and unsustainable development, whilst delivering a short-term boost, can actually lock an area into a cycle of poor-pay and environmental degradation, making it difficult then to attract additional and higher-value investment.

Weak planning

A lack of clarity and quality assurance through planning policy and development management may be attractive to very short-term developers, but will undermine certainly and investor confidence for more entrepreneurial 'investor' developers.

Regeneration scenarios

The following few pages deal with different regeneration scenarios, suggesting possible policy responses. Some of the different kinds of market failure have already been mentioned. The following sections of the document deal with:

- Viable housing market areas
- Depopulation and under-demand for housing
- Affordability and under-supply of housing
- Transitional industrial and commercial areas
- Retail centres and shopping streets
- Quality of place
- Heritage-led regeneration
- Transport challenges.

Viable housing market areas

Where housing markets are operating reasonably well, the main challenge will be in providing the right mix of housing to meet future need.

Evidence to support housing mix policies may include a housing needs assessment and housing needs survey. The complexity of the evidence will depend on the scale and nature of the area and expected levels of growth. Housing mix policies can be a way of addressing local need, where the market has not provided certain kinds of accommodation.

Housing standards have been developed by the Government to set out the size of rooms. Such standards can be used in housing mix policies to ensure that properties meet the requirement of the policy, for example ensuring bedrooms are large enough to be functional.

Possible policy areas

- A balanced approach to enabling housing, employment-related development and community facilities
- Housing mix based on number of bedrooms and specialist housing
- Growth accommodated through site allocations and infill sites, including sites for employment, housing and community facilities
- Encouraging mixed use, including housing above commercial units
- Local Green Space designations, to protect green space provision
- Design policies, including layout, pedestrian permeability, and public realm requirements
- Improvement of communications infrastructure (e.g. digital infrastructure and broadband services)
- Housing standards, including storage for bins and cycles
- Enabling beneficial alterations to housing stock.

Depopulation and under-demand for housing

This is usually a result of decline of local industries and commerce, and a failure to attract modern commerce and industry. Depopulation is a result of people moving to other areas to gain employment.

The policy response in such areas has sometimes been one of managed decline, rather than a positive strategy for achieving economic development. Managed decline has always failed, as planning for decline can only achieve decline. A neighbourhood plan provides an opportunity for positive strategy to attract employment support economic development.

Care is required to ensure that planning requirements are not so onerous as to harm viability. At the same time, policies need to assure quality so as to ensure that new development does not add to existing problems.

Possible policy areas

- Emphasis on new commercial development in the area, rather than housing growth
- Policies to enable and encourage economic development, especially to provide a range of local employment opportunities
- Policies to protect against the loss of commercial and industrial sites for housing development
- Site allocations and use policies to encourage redevelopment and reuse of vacant and derelict sites and buildings (including historic buildings)
- Local Green Space designations, to protect green space provision
- Policies to protect or enable local community facilities
- Improvement of communications infrastructure (e.g. digital infrastructure and broadband services)
- Design policies, including layout, pedestrian permeability, and public realm requirements.

Affordability and under-supply of housing

In London, parts of the southeast and elsewhere in the country, land inflation has placed housing beyond the means of much of the local population. This means that those on low incomes and even people of above-average incomes cannot afford housing. This is a difficult issue to address and ill-conceived policies can actually worsen the problem.

Possible policy areas

- Site allocations to accommodate housing growth, but also taking account of supporting community facilities
- Encouraging mixed use, including housing above commercial units
- Housing mix policies, including smaller accommodation to cater for downsizing and first-time buyers
- Local Green Space designations, to protect green space provision
- Policies to protect against loss of community facilities
- Design policies, including layout, pedestrian permeability, and public realm requirements
- Housing standards, including storage for bins and cycles
- Improvement of communications infrastructure (e.g. digital infrastructure and broadband services).

Transitional commercial and industrial areas

Commercial or industrial areas that have experienced decline can have suppressed land values, vacancy and signs of physical neglect. There is a particular problem where the income potential from sales or rentals is insufficient to make refurbishment viable. This may require direct-intervention, beyond the scope of planning. However, planning policies may be a means to enabling the transition of such areas, especially in accommodating newer enterprises.

Possible policy areas

- Diversification of uses, for example recreational and cultural uses, hotels, and performance space
- Design policies, including layout, pedestrian permeability, public realm
- Enabling heritage-led regeneration, including changes of use and meanwhile uses
- Ensuring housing is not allowed where it would compromise existing commercial uses, and that new commercial uses are not allowed where they would harm the amenities of residents
- Hours of operation policies, to reconcile night economy and residential uses
- Balanced transport provision, avoiding over-reliance on car-parking standards
- Improving infrastructure, including broadband and digital infrastructure.

Retail centres and shopping streets

Considerable care is required in planning for retail centres to retain their retail function whilst allowing for diversification. Retail centres and streets rely increasingly on cultural, recreational and community uses to enhance their viability. Allowing temporary 'pop-up' uses can be one way of stimulating economic activity and footfall. Specialist local markets can also be effective.

Allowing housing growth in and around retail areas is one way of increasing their local catchment population. However, care is required to reconcile daytime uses, the night economy and residential development. This may be addressed through location of residential development, but also conditions on hours of operation.

Whilst it may be desirable to allow for some dispersed retail provision in different localities, care is required not to undermine existing retail centres. Concentrating community facilities in and around existing centres can be a way of making the centres more viable and ensuring good accessibility.

Possible policy areas

- Diversification of uses, for example recreational and cultural uses, hotels, and performance space
- Site allocations and use policies to provide new housing in and around the centre, including above commercial units, where appropriate
- Improving infrastructure, including broadband and digital infrastructure
- Design policies, including layout, pedestrian permeability, public realm
- Hours of operation policies, to reconcile night economy and residential uses.

Quality of place

Urban design and quality of the public realm are key strategic issues for all kinds of development, often making the difference between success and failure of regeneration initiatives. Design is not about stylistic preferences, but about how an area works, safety, pedestrian convenience, environmental sustainability, and social inclusion. Quality of place is a major factor in an area's ability to attract and retain jobs, investment and population. Creative design can be an effective way of demonstrating that an area is changing and regenerating.

The Design Council's Building for Life 12 provides a useful starting point for developing planning policies on design. Whilst this is targeted at housing development, many of the principles are more widely applicable.

Possible policy areas

- Pedestrian convenience and permeability
- Active frontages to be provided to streets and public spaces, creating natural surveillance
- Servicing areas to be at the rear and screened
- Clear separation of public and private space, avoiding need for blank walls and fences adjacent to the highway
- Development to integrate with surrounding network of pedestrian paths
- Enabling creative and innovative, site-specific design, including in historic areas
- Guiding shopfront design
- Encouraging use of shared surfaces.

Heritage-led regeneration

Historic areas based on declining industrial and commercial areas can have a particularly important role in delivering regeneration. As land values fall, such areas often become a focus for enterprise and start-ups, for example creative, IT and knowledge-based businesses. Historic environments can also be factor in attracting shoppers and visitors to an area.

The economic development role of heritage should not be under-estimated. A neighbourhood plan is an ideal tool for enabling heritage-led regeneration, for example through flexible use policies.

Possible policy areas

- Clear use policies, enabling heritage-led regeneration, including diversification of uses and meanwhile uses
- Design policies (including layout, pedestrian permeability, public realm), encouraging creative and innovative building design
- Clarify approaches to alterations and extensions of historic buildings, including contemporary interventions
- Improving infrastructure, including broadband and digital infrastructure
- Hours of operation policies, to reconcile night economy and residential uses
- Clarity over which parts of the area would benefit from redevelopment, such as poor quality buildings and undeveloped land.

Transport Challenges

A neighbourhood plan can identify infrastructure deficiencies, such as highway improvements necessary to enable sites to be developed.

Whilst development may pay for these in high growth areas, it should be recognised that in areas with viability problems, there is unlikely to be much scope for paying for infrastructure on the back of development. Such areas may have a zero-rate Community Infrastructure Levy (or no CIL), for the same reason.

Possible policy areas

- Balanced transport provision, including car, public transport, walking, and cycling
- Varied approach to accommodating car-parking as an integral part of the layout, so that it does not dominate the public realm
- Development to integrate with surrounding network of pedestrian paths
- Highlight transport infrastructure deficiencies, especially infrastructure requirements to allow new sites to be developed.

Complementary actions

Non-planning matters

In parallel, there will need to be analysis of non-planning causes of decline and identification of initiatives outside of the scope of the neighbourhood plan. These may be addressed through things like:

- Reviewing estates management activities
- Environmental enhancement or public realm improvement projects, including upgrading and refurbishing key urban spaces and parks
- Ensuring management and maintenance provisions are in place for all aspects of the public realm
- Business support, including business planning, marketing and web development
- Addressing local skills gaps and employability through training initiatives
- Projects to support sports and physical activity
- Culture and heritage-led regeneration schemes
- Incentives, for example by making cheap land available
- Boundary improvements, for example new walls, fences and gates
- Asset transfer, for example passing disused public buildings to community organisations
- Organising specialist markets.

Community-led development

Where there are entrenched viability issues, or the market is failing to cater for the full range of local needs, community-led development may be considered as part of the solution. Community-led schemes can use different business models and different ways of raising funds, such as community-share issue or crowd funding.

Case studies

Hartley's Village, North Liverpool

The Hartley's Village Neighbourhood Plan is still being developed at the time of writing. A significant part of the neighbourhood area comprises a grade II listed factory, in poor condition and largely vacant. The aspiration is to achieve regeneration of the factory complex through refurbishment and selective redevelopment to create enterprise space and community facilities. At an early stage, the neighbourhood planning group started to consider viability and deliverability and to engage with key land and property owners.



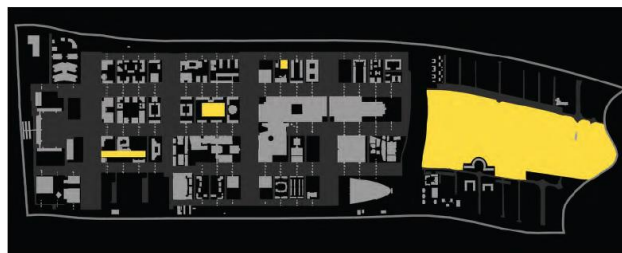
Hartley's Village, Factory Complex

Good practice points

- Assess the land and property economy at an early stage as a means to understanding problems with viability, vacancy and poor maintenance and to ensure deliverability
- Engage with key land and property owners from the earliest stage
- Consider different means to delivering regeneration, such as community-led projects.

Central Milton Keynes

The Central Milton Keynes Neighbourhood Plan provides a comprehensive set of policies for development, placing Milton Keynes against a wide strategic context. It provides a positive framework for growth, recognising the importance of Milton Keynes's distinctive urban structure and identity.



The CMK Alliance Plan 2026

A Business Neighbourhood Development Plan for Central Milton Keynes

Final version for Referendum, October 2014

Good practice points

- For complex town and city centres, it is important to consider the role of the centre in a wider regional context
- Neighbourhood plans for complex urban areas usually require a more comprehensive set of policies to guide future development
- It is essential to understand the qualities of a place that attract people to invest, live, work and visit
- Culture, 'quality of place' and heritage are important factors in delivering effective and sustainable economic development.



Milton Keynes Shopping Centre

Further information

National Planning Policy Framework

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

National Planning Practice Guidance

<http://planningguidance.communities.gov.uk>

Locality Neighbourhood Planning Roadmap Guide:

<http://mycommunity.org.uk/resources/neighbourhood-planning-roadmap/h>

My Community:

<http://mycommunity.org.uk>

Estate Regeneration National Strategy:

<https://www.gov.uk/guidance/estate-regeneration-national-strategy>

Credits

The tool has been prepared for Locality by Urban Vision Enterprise CIC, a social enterprise specialising in planning and regeneration. It forms part of a wider set of guidance on neighbourhood planning, including the Locality *Neighbourhood Planning Roadmap Guide*.

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