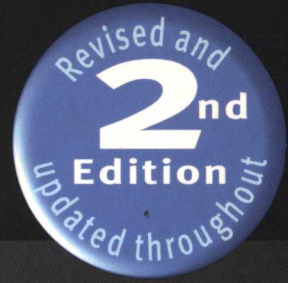


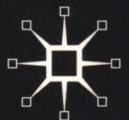


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Urban and Environmental Planning in the UK

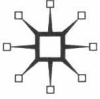
YVONNE RYDIN



Urban and Environmental Planning in the UK

Second edition

Yvonne Rydin



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The context in which planning operates has changed dramatically in recent years. Economic processes have become increasingly globalized and new spatial patterns of economic activity have emerged. There have been major changes in political ideology with the rise of the New Right and the collapse of communism. New debates have arisen over the relationship between the market and state intervention. A new environmental agenda following on from the Brundtland Report and the Rio Earth Summit has prioritized the goal of sustainable development and control of pollution, air and water quality.

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Preface

When the first edition of this book went to the publishers, New Labour had only been in government a matter of months. Already it was clear that a swathe of policy initiatives would be put in place by the government and that edition sought to signal the most important. However, the last five years have produced a veritable bumper harvest of policy change. Everything from the structure of government down to small details of policy practice have been subject to the influence of the New Labour project.

This second edition has been extensively revised to reflect this mass of policy activity. While the first edition was itself a substantial reworking and restructuring of *The British Planning System*, this edition keeps the same format as its predecessor. However, much of the actual content has been updated and rewritten. While in the first edition, the 1990s were presented as a distinct decade of policy development with their own chapter in Part 1, the Major Government is now properly relegated to a footnote of Thatcherism and New Labour is given a chapter of its own, seeking to encapsulate the essence of the Third Way and set it in context.

The institutions of government have changed considerably and this is reflected in Part 2.

The first edition highlighted the future significance of the constitutional changes associated with devolution and this is reflected in the greater emphasis given to the various institutions of devolved government. It is also reflected in the attempt to integrate details of Scottish, Welsh and Northern Irish policy practice in the individual chapters of Part 3, rather than limiting this to footnotes. All the policy detail of Part 3 has been updated as far as possible, and so also the data and statistics used throughout the book, especially in Chapter 14. As this book goes to the publishers, it is not yet clear whether the Planning Green Paper of late 2001 will lead to a Planning Bill in the new parliamentary session. However, the Green Paper details are given some space so that the reader can match these to evolving legislation. It is hoped that taken together, all these revisions will give a full picture of urban and environmental planning in the UK in the early twenty-first century.

This is the third edition of a book that began life as *The British Planning System* in 1993. I would like to continue to express my thanks to Gerry Stoker, in whose 'Government beyond the Centre' series the book originally appeared, for suggesting the idea of writing a text of this kind. My thanks also to Steven Kennedy for his editorial care throughout all three editions, and to all those who commented on drafts of the successive editions – Erling Berge, Keith Hayton, Patsy Healey, George

Myerson, Phil Pinch, Andy Thornley, Simon Zadek and the publishers' reviewers. I wish to acknowledge the extremely supportive environment provided by my colleagues at the London School of Economics, both within the Department of Geography and Environment and outside. Particular thanks to the Drawing Office and to those who provided research assistance for the three editions – Alison Greig, Shirley Maclean, Mark Pennington and Sinni Rinne.

Needless to say I accept full responsibility for any errors and misinterpretations in the text.

YVONNE RYDIN

This book is dedicated to the four most important people in my life
George, Simon, Eleanor and Rita
to whom I owe the greatest thanks

List of Abbreviations

AAI	Area of Archaeological Importance
ACC	Association of County Councils
ADAS	Agricultural Development Advisory Service
ADC	Association of District Councils
ALARP	As Low As Reasonably Practicable
ALG	Association of London Government
AMA	Association of Metropolitan Authorities
AONB	Area of Outstanding Natural Beauty
BATNEEC	Best Available Technology Not Entailing Excessive Cost
BEC	Building Employers' Confederation
BNF	British Nuclear Fuels
BPEO	Best Practicable Environmental Option
BPM	Best Practicable Means
BVPI	Best Value Performance Indicator
CADW	Welsh Historic Monuments
CAP	Common Agricultural Policy (EU)
CBA	Cost–Benefit Analysis
CBI	Confederation of British Industry
CC	Countryside Commission
CCT	Compulsory Competitive Tendering
CDA	Comprehensive Development Area
CDP	Community Development Project
CEC	Commission of European Communities
CEGB	Central Electricity Generating Board
CIOTr	Chartered Institute of Transport
CLA	Country Land and Business Association
CLD	Certificate of Lawful Development
CLU	Certificate of Lawful Use
COPA	Control of Pollution Act
COSLA	Convention of Scottish Local Authorities
CPRE	Council for the Protection of Rural England
CSD	Commission on Sustainable Development
CVM	Contingent Valuation Method
DBRW	Development Board for Rural Wales
DCF	Discounted Cash Flow
DCPN	Development Control Policy Note
DEFRA	Department for Environment, Food and Rural Affairs
DETR	Department of Environment, Transport and the Regions
DFT	Department for Transport
DLG	Derelict Land Grant

DLO	Direct Labour Organization
DoE	Department of the Environment
DoEm	Department of Employment
DoEn	Department of Energy
DoTr	Department of Transport
DTI	Department of Trade and Industry
DTLR	Department for Transport, Local Government and the Regions
EA	Environmental Assessment
EAP	Environmental Action Programme (EU)
EC	European Community
EEA	European Environment Agency
EIA	Environmental Impact Assessment
EIP	Examination in Public
EPA	Environment Protection Agency
ERDP	England Rural Development Programme
ESA	Environmentally Sensitive Area
ESDP	European Spatial Development Perspective
EU	European Union
EZ	Enterprise Zone
GDO	General Development Order
GEAR	Glasgow Eastern Area Renewal Project
GIA	General Improvement Area
GLA	Greater London Authority
GLC	Greater London Council
GPDO	General Permitted Development Order
HAT	Housing Action Trust
HBF	House Builders' Federation
HIP	Housing Investment Programme
HLW	High-Level Waste
HMIP	Her Majesty's Inspectorate of Pollution
HMIPI	Her Majesty's Industrial Pollution Inspectorate
IAP	Inner Area Programme
IDC	Industrial Development Certificate
ILW	Intermediate-Level Waste
IPC	Integrated Pollution Control
IPPC	Integrated Pollution Prevention and Control
LA21	Local Agenda 21
LAW	Land Authority for Wales
LBA	London Boroughs Association
LBAP	Local Biodiversity Action Plan
LDDC	London Docklands Development Corporation
LDF	Local Development Framework
LEA	Local Enterprise Agency
LEC	Local Enterprise Council
LEGUP	Local Enterprise Grant for Urban Projects

LENTA	London Enterprise and Training Agency
LGA	Local Government Association
LGC	Local Government Commission
LGPLA	Local Government Planning and Land Act
LLW	Low-Level Waste
LSP	Local Strategic Partnership
LTP	Local Transport Plan
LULU	Locally Unwanted Land Use
MAFF	Ministry of Agriculture, Fisheries and Food
MPG	Minerals Planning Guidelines
MSP	Member of the Scottish Parliament
NCC	Nature Conservancy Council
NDC	New Deal for Communities
NDPB	Non-Departmental Public Body
NFU	National Farmers' Union
NGO	Non-Governmental Organisation
NIMBY	Not In My Back Yard
NNDR	National Non-Domestic Rate
NPG	National Planning Guideline
NPPG	National Planning Policy Guideline
NRA	National Rivers Authority
NRF	Neighbourhood Renewal Fund
NRU	Neighbourhood Renewal Unit
NSA	Nitrate Sensitive Area
ODP	Office Development Permit
ODPM	Office of the Deputy Prime Minister
PAN	Planning Advisory Note
PFI	Private Finance Initiative
PLI	Public Local Inquiry
PPG	Planning Policy Guidance Note
PPT	Procedural Planning Theory
PR	Proportional Representation
PSA	Public Service Agreement
PTA	Passenger Transport Authority
PTE	Passenger Transport Executive
PTP	Passenger Transport Plan
QGA	Quasi-Governmental Agency
RCEP	Royal Commission on Environmental Pollution
RDA	Regional Development Agency
RDC	Rural Development Commission
RIBA	Royal Institute of British Architects
RICS	Royal Institution of Chartered Surveyors
RIPPH	Royal Institute of Public Health and Hygiene
RPG	Regional Planning Guidance
RSNC	Royal Society for Nature Conservation

RSPB	Royal Society for the Protection of Birds
RSS	Regional Spatial Strategies
RTPI	Royal Town Planning Institute
RTS	Regional Transport Strategy
RWA	Regional Water Authority
SAC	Special Area of Conservation
SDA	Scottish Development Agency
SDD	Scottish Development Department
SDP	Social Democratic Party
SE	Scottish Enterprise
SEA	Strategic Environmental Assessment
SEPA	Scottish Environmental Protection Agency
SERPLAN	South East Regional Planning Conference
SPA	Special Protection Area (for birds)
SPNR	Society for the Protection of Nature Reserves
SPZ	Simplified Planning Zone
SRB	Single Regeneration Budget
SSSI	Site of Special Scientific Interest
TEC	Training and Enterprise Council
TEN	Trans-European Networks
TPO	Tree Preservation Order
TPP	Transport Policies and Programmes
UCO	Use Classes Order
UDC	Urban Development Corporation
UDG	Urban Development Grant
UDP	Unitary Development Plan
UKAEA	United Kingdom Atomic Energy Authority
UKBG	UK Biodiversity Group
UNCED	United Nations Commission on Environment and Development
UNEP	United Nations Environment Programme
URC	Urban Regeneration Company
WDA	Waste Disposal Authority
WDA	Welsh Development Agency
WO	Welsh Office
WRA	Waste Regulating Authority

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Introduction

What is planning?

Planning, as discussed in this book, has three key characteristics. First, it is a future-oriented activity. Planning seeks to devise strategies that will lead to desired end states. Many dictionary definitions of the word ‘planning’ begin with this idea of decision-making to achieve a given goal and it is at the heart of procedural planning theory (discussed in Chapter 2), which continues to influence much contemporary planning thought. Second, planning is primarily a public sector activity. It describes a process by which the public sector, at central, regional and local levels, seeks to influence the activities of firms and households through guidance, regulation and incentives. This is not to suggest that the decision-making that occurs within the private sector is not of interest. On the contrary, one of the arguments of this book is the need to understand these private sector processes in order to understand how the public sector conducts its planning activities (see Chapter 9). Furthermore, the contemporary concept of governance emphasizes that the public sector cannot achieve its goals on its own (as discussed in Chapter 5). However, the starting point for a review of the planning system is an analysis of the policies, procedures and institutions of the public sector. Third, the particular type of planning covered by this book is focused on the physical environment, whereas in other contexts planning may refer to economic or social planning. This draws on another sense of the dictionary definition of planning, the association with drawings and layouts for buildings, sites and urban areas. The urban design aspects of planning have a history stretching back to Grecian and Roman times and many planning courses still emphasize drawing-board training for would-be planners. However, much planning activity is now concerned with the physical environment without necessarily focusing on these design skills. Planning is about devising strategies for reshaping or protecting the built and natural environment. These strategies may take a variety of forms and their implementation need not necessarily be guided by a design blueprint. The aesthetic quality of the urban environment need not be the main goal. The goals may cover: the redistribution of resources to disadvantaged inner city groups; the longevity of the built stock; the conservation of wildlife; or the encouragement of urban development. A composite goal – such as sustainable development – may guide the