

## **STRUCTURE PLAN: FORM AND CONTENT OF WRITTEN STATEMENT**

This chapter is concerned with the scope, organization and treatment of the written statement; it seeks to explain the form structure plan statements should take but not to recommend a particular plan making sequence. By way of illustration, and in particular to give guidance on the degree of detail that is appropriate, a number of examples are given on some of the central issues that will occur in almost all county or urban structure plans. These are presented in this chapter under headings that cover information relevant to all structure plans, namely the context of the plan, the aims of the plan, and the reasoning behind and explanation of the proposed strategy and of policies and proposals which are developed in rather more detail for sub-areas and action areas and for particular subjects.

### **1. PRESENTATION OF PLAN**

Structure plans will be prepared for areas with very different planning issues requiring very different treatment. So it is right that authorities should have a maximum of freedom in the way in which they present structure plans; for example, they may choose to describe the problems of the area after they have stated their aims. The selected arrangement for the plan will be the one that best and most clearly explains the existing situation, reveals the aims of the plan, expresses the planning authority's intentions towards the realization of those aims, and sets out the means by which the policies and proposals are to be implemented.

Although standardization of form and content would be quite inappropriate, all structure plans will have some features in common, and guidance on content will be helpful to authorities.

### **2. CONTEXT OF THE PLAN**

#### **a) National and Regional Setting**

A considerable part of the content of the structure plan will have regional and national significance and the structure plans will have to relate, therefore, to wider strategic frameworks at these levels. The statement should explain how the structure plan interacts with these frameworks, accepts the policies contained in the wider strategies, and interprets and adapts them to before localized circumstances

Part of this interaction will consist of the interpretation in structure plans of policies for major physical developments in which there is considerable national investment. Examples of these are national and inter-regional routes, both road and rail, ports, airports, power stations defense establishments, new Cities and new towns. However, there will also be less tangible policies which find little direct physical expression. Examples of these are policies for the distribution of employment, for recreation and the use of the countryside. Some of this regional guidance will be drawn from published reports, but much of it will come from discussions with the regional offices of central government departments.

#### **b) Sub-regional framework**

Where a group of adjoining local planning authorities form a sub-region or conurbation, the statement of each individual authority's structure plan should include a summary of those decisions taken jointly by the group which affect planning policies over the whole area or those which have a bearing on their particular area. These decisions will include the interpretation of national and regional policies referred to above and also such matters as, for example, the development of communications within a conurbation rapid transit system or the policy for distributing new investment in shopping so that it may more effectively serve the sub-region as a whole. Thus each authority will be able to demonstrate the framework for the decisions put forward in their structure plan.

### **3. EXISTING STRUCTURE**

#### **a) Descriptive analysis**

An essential part of the introductory section of the statement will be a descriptive analysis of the social, economic and physical characteristics, and in particular of the existing structural elements of the area. This summary of the area a full account of which will constitute a major feature of the report of survey will first describe the way in which through economic, social or physical links, it relates to adjoining areas. It will then include, for example a description of the pattern of the major residential and employment areas, the transportation system, the established trends and trends which might arise in the area, and the main problems which they present, such as journey to work.

#### **b) Past and present policies and decisions**

This descriptive analysis should contain an assessment of the success or failure of the planning policies in force, including town development schemes and other ministerial approved policies and proposals, and a description of where the absence of a policy has given rise to difficulties. It should contain too, a summary of commitments that are already firm, e.g. public investment, or any major planning permissions that have not yet been implemented where these may affect the future structure of the area and restrict the authority's choice of alternative policies. And it should include a summary of constraints which will affect the future planning of the area. These constraints may include such factors as the extent of financial and other resources, and the need to safeguard government establishments for operational or public safety reasons, as well as those imposed by physical factors, e.g. altitude, slope, poor drainage or liability to flood.

#### **c) County Structure**

The statement of a county structure plan will establish the area's relation to adjoining authorities, and will identify the position of the county in relation to one or several sub-regional spheres of influence. It will consider the pattern of settlements within the county, with their associated functions and inter-connecting systems of transport; it will consider economic aspects, e.g. the pattern of industrial development and the changing employment structure. It will describe pressures from urban centers both outside and inside the county for different types of accommodation, e.g. for houses in villages and small towns for those who intend to travel daily to the adjoining urban centers to work, for homes for the weekend, for holidays and for retirement. Journey-to-work patterns will need to be analyzed, along with expected changes in population distribution and employment that will affect these patterns in future. It will examine the main planning issues in the countryside and their economic and social significance. These include changes in, e.g. agriculture, forestry, and mineral workings, population growth and decline, the impact of mass motoring on recreation, and the conflicts of all these with nature and landscape conservation. And it will identify any areas demanding a special priority of attention. One such area might be a part of the county under great pressure from a neighbouring conurbation for housing, recreation or other purposes (hospitals, research establishments, etc.), and indeed which might already be very largely developed for those purposes. Another might be a section of coast where there was seasonal unemployment, and which was also experiencing conflicting demands for development and conservation, as well as special problems associated with caravan and shack development. A third might be an area where employment opportunities were contracting, whilst a poor environment and relative isolation were militating against efforts to obtain new employment. And a final example could be an upland agricultural area where many years of population decline might have had drastic effects on social life.

#### **d) Urban structure**

For an urban structure plan this appraisal might begin, in the case of a town which forms part of a larger urban area or has close links with nearby towns, with a description of how that town fits in with the adjoining areas, or in the case of a free-standing town, it might begin with a description of the town's relation with its hinterland. The written statement will describe the principal functions of the town, e.g. as an industrial, commercial or office centre, as an agricultural market for a surrounding area of countryside, or as a tourist centre; it will describe,

too, the major parts of the town, identifying the community pattern and major nodal points, such as the town centre, district centres, main work places, other focal points of movement and the existing transportation system. It will identify the problems of conflict between traffic and environment and the problems arising from obsolete buildings, and outdated layout, e.g. housing in poor condition, inadequate open space and shopping centres astride main roads. It will indicate also areas where redevelopment is required, those where improvement is called for, and those where little change is to be expected.

#### **4. AIMS**

The authority will state, explain and give the reasoning behind the specific intentions underlying the plan, i.e. the aims, as derived from a study of the national, regional and sub-regional policies for the area and from an examination of the existing structure as revealed by the results of survey. Among the aims of a structure plan might be one to protect the historic centre of a town from the adverse effect of traffic, to steer new urban development in certain general directions or to ensure that new industry should have the benefit of deep water access from the sea; these would derive from the authority's general intentions to create an efficient physical structure and a good environment. Efficiency and environment run like threads, often crossing each other, right through the process as the plan is refined from broad intentions, through aims, to the strategy and detailed changes, and it is really a matter of judgment how best to give scope for the creation of both. Thus the aims for efficiency and environment may be in conflict, even mutually exclusive; for example easy access by motorcar to the town centre may be incompatible with the conservation of its architectural quality. There may be conflict even between aims of similar general purpose, e.g. between one whose object is to make the most use of fixed capital in the central area (shops, offices, etc.) and another whose object is to ensure that investment in shops and offices should be channelled to those parts of the town most readily accessible by road. Where conflicts of this nature occur the statements should explain how the aims have been ranked in importance, or at least where and why one has been given dominance over others. Although aims should be sufficiently precise to guide the plan in a specific direction, they should offer room for the examination of alternative strategies that might, to a greater or lesser extent, achieve them. A statement of aims will be valuable as a broad indication of what the plan is trying to do and the direction which should be taken by the changes it proposes; it will serve to secure the coordination of the policies, and proposals in the plan. Without this statement the authority, the public and the Minister will have difficulty in judging the value of individual decisions that make up the strategy.

#### **5. STRATEGY**

The strategy of a structure plan is the crucial part that coordinates of the plan and determines broadly how they are to be achieved. The plan will normally explain the strategy was selected from a choice of alternatives. The assumptions upon which the strategy was based, and the way in which it was intended it should achieve the stated aims of the plan. Following this will be an explanation of the chosen strategy; from it will be more detailed policies and proposals for-----  
---parts of the area and policies and proposals for specific subjects the full exposition of the strategy will require a breakdown of the measures it proposes under those headings.

##### **a) Alternative strategies**

Where compatible with the aims a choice of alternative strategies may need to be examined. Perhaps these will to some extent employ different assumptions. The statement should set out the assumptions behind these alternative overall strategies, and explain how far measures up to the aims of the plan. It should show where, in the course of comparing alternatives, an element of one strategy has been combined with those of another in reaching the strategy that has been chosen. The process of alternative strategies is beyond the scope of present quantitative methods. But the statement should set out the reasons for the selection of the chosen strategy and show how the individual policies and proposals are relevant to the achievement of the stated aims.

## **b) Chosen strategy**

In counties the range of subject matter considered in the strategy will be similar to that discussed in the examination of the existing structure, including a number of aspects of planning that have been relatively neglected in the past, e.g. planning for recreation and for the conservation and improvement of the landscape. But the emphasis in the strategy for the whole county will be on the inter-relationships of policies between one area and another, between one type of development and another, between measures for greater efficiency and those for the improvement or conservation of the environment. The various elements of the plan will be drawn together, showing how, for example, in one area new communications might encourage economic growth; how, in areas of declining employment opportunities, social investment might best be placed; or how additional recreational facilities would be served by improved roads and would take some of the pressures off areas of considerable landscape and agricultural value. Policies for the relationship of towns in the county to the surrounding county area will be included, for example those that concern employment, shopping and other facilities located in towns but serving wider areas. The guidance that is given below is relevant to the way in which the county structure plan statement will deal with the internal planning of such towns.

In county boroughs and other towns, too, the main topics covered by the strategy will already have been the subject of the analysis of existing structure, with a greater emphasis than hitherto on transportation, environment and conservation. In outlining the strategy for towns, as for counties, this section of statement will emphasize the interrelationships of policies transportation in relation to land use, particularly the public transport system in relation to residential, central area and industrial uses; environment in relation to traffic; distribution of service centres in relation to comparative accessibility and residential density; conservation of historic areas in relation to encouraging tourism; all these are examples of the complex, interwoven aspects that the strategy will need to resolve.

This emphasis in structure plans on the co-ordination and integration of strategic policies is essential because few planning issues can be determined in isolation. But while the planning strategy can be presented in terms general to the whole area and to all planning subjects showing how these are interrelated, for clarity more detailed applications of the strategy should be set out under individual sub-area and subject headings. In most cases this fuller exposition will form by far the greater part of the written statement.

## **c) Provisional decisions**

The strategy should also highlight any unresolved planning issues. Given that the structure plan is open ended and flexible, it would be wrong to expect it to include policies and proposals for every foreseeable planning issue. Sometimes a decision that will have an important influence on the plan must be made by another agency. For example it might be impossible to decide on the desirable direction of longterm growth of a town until the approximate line of a national motorway has been determined. Some decisions cannot be made until the effects of a related policy can be judged; for example the necessity for a particular road link might not become apparent until the effectiveness of an improved rail link can be measured. Where proposals are provisional, having had to be made upon incomplete evidence, this should be made clear. If, later, new information calls this proposal into question or suggests how a previously unresolved planning issue should be dealt with, there may be a case for an alteration to the approved structure plan.

## **6. SUB-AREAS AND ACTION AREAS**

### **a) Sub-areas**

The strategy for the area as a whole will need to be applied to its various parts. The value of this division between general strategy for the whole area and its relevance to parts of it will be twofold: it will enable the authority to present, in the structure plan written statement, policies

for smaller and more manageable planning units within the whole plan area. It will also help them to decide where a local plan, such as a district plan, is likely to be required.

The division of the structure plan area into sub-areas is necessarily somewhat arbitrary. It will normally be guided by the need to choose areas characterized by a particular overriding planning consideration, so that each sub-area has a planning theme. Thus in a county, the structure plan written statement might distinguish settlements and groups of settlements with common economic and industrial problems, and those for which a special growth policy is intended, or areas in which particular importance is attached to landscape conservation and recreation provision. In towns the sub-areas will certainly include the central area, and might also include, for example, the outworn inner belt of development or extensive areas of inter-war housing. However, a comprehensive cover of sub-area policies is not essential in the structure plan; they should only be set out where they make the strategy easier to explain.

The range of subject matter that might be included in the strategy for each sub-area, and the emphasis on its interrelated aspects, should be as outlined for the whole area. The statement should include a summary of the findings of any special study undertaken of such areas in the course of preparing the plan.

### **b) Action areas**

As explained earlier, structure plans will indicate and describe action areas, thus highlighting the authority's priorities in terms of action and investment and those areas in which comprehensive treatment, by either public or private agencies, will be concentrated initially. Local authorities will not be able to put on deposit and adopt an action area plan before they have the Minister's approval of (or amendment to) the structure plan which refers to it. They may, however, prepare it in advance if they wish.

Authorities may choose to discuss proposed action areas as part of the sub-area policies or subject policies, but the role of action areas as part of the strategy of the plan should be indicated separately in the statement of strategy. The structure plan will state the general location of the action areas, though it will not define their boundaries. It will say what kind of action, or combination of actions, is proposed, indicating whether by public or private agency or a combination of both, and the priority that will be accorded. It will also give guidance on what the effect of action will be (e.g. to provide 1,000 new homes, 50 new shops, a new civic centre or a new or improved road), and it will indicate the public investment implications of the scheme as far as these can be foreseen.

### **c) Subjects of structure plan**

The plan should show how individual aspects of planning are dealt with. Although interrelated policies are the essential part of the structure plan, for convenience and clarity it is necessary to express the more detailed aspects of the strategy, the reasoning behind it, including the choice between alternative policies, under individual subject headings:

Population	Education
Employment and income	Other social and community services
Resources	Recreation and leisure
Housing	Conservation, townscape and landscape
Industry and commerce	Utility services
Transportation	Other subjects (e.g. minerals)
Shopping	

Both Appendix A and Appendix B, where a selection of subjects is worked up in rather greater detail, indicate how assumptions and policies should be explained. It will be seen, too, that there is a theme common to the treatment of the supporting information for all subjects; while a full description of the processes that have led to adoption of the assumptions or policies would be in

the report of survey, in a summarized form they would appear in the statement itself. But it should be stressed that supporting information under one heading will frequently be used to justify measures proposed under others; and of course the assumptions and estimates of population, employment, income and resources will be basic to many other aspects of the plan e.g. housing, school provision. Indeed the relationships between the different aspects of the plan are too complex to summarize.

The estimates, assumptions, policies and general proposals do not indicate a required method of presentation, nor the supporting information a method of survey. It is not intended that every heading should necessarily have a chapter to itself in every structure plan. In counties, for example, it may be preferable to group certain topics, such as population, housing and social services under the omnibus heading of settlement policy. Nor does the list exclude additional headings where this enables the authority better to explain their intentions and the reasoning behind them. In particular it may be useful to devote several chapters to an examination of the interrelationship between certain activities, e.g. trip generation and, especially, journey to work. Interrelationships would also be the theme of any sub-area studies undertaken.

## **STRUCTURE PLANS FORM AND CONTENT OF DIAGRAMS AND OTHER ILLUSTRATIONS**

The structure plan is largely concerned with long range policies that look forward over twenty or thirty years, well beyond the period within which land allocations and site definitions can be made. For this reason the emphasis is on the written statement. But where the policies are related to particular areas, illustrations can help understanding and simplify verbal descriptions. Diagrams and other illustrations will be useful in explaining the context of the plan, i.e. the national, regional and sub-regional settings and the existing structure, the strategy proposed and various issues discussed in the text. They will form part of the plan, and should not therefore go outside its proper scope. They cannot settle detailed matters of the use of particular sites (which is a function of local plans), and therefore the diagrams will not have Ordnance Survey bases, which would create a misleading impression of precision. A second limitation is that the purpose of the diagrams is to explain or illustrate the proposals in the written statement. It is therefore important that no proposal should appear on them other than those which the statement specifically mentions.

### **Key diagram**

The general illustration of the strategy is called the key diagram. The relationships discussed in the text will be too complex for them all to be illustrated clearly on a single diagram, and in any case diagrams can only illustrate the distribution of components of the strategy. Accordingly in the interests of clarity only the most significant of the policies and proposals which have a spatial context, and their relationship to each other, should be shown in the key diagram. Examples of such a diagram for a county are illustrated on figure 1 a, and for a town on figure 5a; the subjects dealt with in these diagrams exemplify the range of matter that might be included. It will be seen that cross-references are made to the text where the policies would be fully described. This is appropriate since the diagram is subordinate to, and illustrates the text. A particular point, therefore, should be made of identifying on the key diagram places mentioned in the written statement. Where proposals cannot be shown because of the limitations of scale, e.g. in the central area, an inset to a larger scale is suggested, as shown on figure 5b; indeed throughout the new system the scale selected should be that which most conveniently illustrates the plan's intentions, and the use of inset diagrams will obviously help here.

### **Other illustrations**

These should be used wherever they are needed to clarify the written statement, and particularly for the sub-areas and subjects, of the plan. For example, diagrams may be useful in helping to summarize the results of survey, or to explain alternative settlement policies examined in the course of preparing a county structure plan, or alternative transportation systems considered for an urban structure plan. Subject diagrams will help in explaining more fully than is possible on the key diagram the individual subject policies of the plan.

## **STRUCTURE PLANS: FORM AND CONTENT OF SUPPORTING INFORMATION**

### **Need for supporting information**

The structure plan is essentially a record of decisions on policies and proposals, but it should include an explanation of how those decisions were arrived at. Hence it should summarize the findings of the survey, the analysis of existing problems, the projections of trends into the future, and the alternative strategies that have been considered. But the processes of survey and analysis are complex and lengthy, and cannot be fully set out in a document intended to inform the public without obscuring the line-of-argument in a mass of technical detail. For this reason while the arguments are summarized in the statement, the full technical substantiation which the Minister will need for his examination of the plan and which will also be required by many other interests, developers, neighboring authorities, statutory undertakers, and civic societies and so on should be included in the supporting information that comprises the report of survey.

Under section 3(1) (a) of the Act the report of survey must be publicized by the authority along with the matters that they propose to include in the plan. Reactions received in the ensuing period of public participation may well lead the authority to make further investigations. The consequent decisions will need to be substantiated in the later version of the report of survey subsequently submitted to the Minister in company with the plan, as is required by section 2(1) of the Act.

### **Content of supporting information**

Some in the past, so standard forms of survey material have been asked for. But during the last twenty years survey techniques have become increasingly complex, so that methods which are suitable for one set of circumstances may be completely unsuitable for another. It is a principle of the new system that the form and content of the plans should be adapted to local needs, and it, would be inappropriate to specify standard forms of supporting information.

Accordingly advice on supporting information is confined to indicating the scope of the material that the Minister would normally require to see in association with the plan in order to satisfy himself that the plans are soundly based. The guiding principle is that the report of survey should contain a description of the methods used in the collection and evaluation of data in sufficient detail to demonstrate the validity of the basis for decision; authorities may find it helpful to summarize the stages they have been through by a network diagram. It is not suggested that all the data be included in the report of survey; unwieldy information like the detailed results of land use/transportation studies, or housing condition surveys, which might be stored on punched cards or magnetic tape, would clearly not be appropriate for inclusion. But the Minister may sometimes require this fuller information.

Separately produced study reports on particular subjects, e.g. housing, social conditions, employment and so on, may be regarded as part of the report of survey. But their conclusions should be brought together with those under other headings so that the co-ordinated basis for the plan can be demonstrated.

### **Ten-year program**

Since the structure plan looks well to the future — and thus the policies and general proposals in it are expressed as approximations rather than precise estimates it will be difficult to assess the feasibility of the plan as a whole. Furthermore it is clear that feasibility cannot be assessed only in financial terms. For this reason authorities are asked, as part of the information supporting the plan, to present an assessment of the progress they hope to make in the ten-year period following submission of the plan to the Minister. Although particular attention should be paid to the key aspects of public investment in the plan, such as housing, highways, education and planned redevelopment, the program should not be limited to finance but should cover other relevant features of the plan including changes expected during this period in e.g. population, employment, the development of land and the availability of construction manpower. The length of the period may be varied if this will aid authorities in making use of readily available estimates and projections. Where groups of authorities are preparing structure plans for simultaneous submission they should all adopt a common date for this purpose. There may be other matters that an authority will wish to include; the test should be that the information will be of value in demonstrating the feasibility and soundness of the plan, particularly in terms of comparison with past trends and broad estimates of future resources. It is not intended that the program should necessarily relate to particular proposals, but it should be drawn up in the form of totals for the area covered by the structure plan.

The ten-year program discussed in the foregoing paragraph, is, of course, quite distinct from the projections and estimates which authorities are asked to include in the written statement and from any rather more specific information, such as the overall cost, given in support of the proposals for action areas.

# **STRUCTURE PLANS**

## **Introduction**

The purpose of this chapter is to introduce the concept of structure plans. It describes the meaning given here to the term structure, and also deals with some considerations that should be borne in mind during the process of preparation.

## **Meaning of structure**

The term structure is used here to mean the social, economic and physical systems of an area, so far as they are subject to planning control or influence. The structure is, in effect, the planning framework for an area and includes such matters as the distribution of the population, the activities and the relationships between them, the patterns of land use and the development the activities give rise to, together with the network of communications and the systems of utility services.

The preparation of structure plans will involve studies of for example, the spheres of influence of such activities as employment, shopping, education and recreation. The limits of these spheres of influence are not static (increasing car ownership, for example, makes it possible for more people to travel greater distances to work or to shop), they seldom coincide with each other or with local authority boundaries. Furthermore, there are considerable overlaps between the areas of attraction of different major centers, and there is often hierarchical relationship between centers of different size.

## **Co-operation with neighbouring authorities**

This complex and constantly shifting pattern, which is the basis of the structure, has to be examined and planned comprehensively. It bears little or no relationship to administrative areas and, therefore, structure plans prepared for individual counties and county boroughs will need to be set in the context of decisions taken jointly by neighbouring authorities, working together in conurbation or sub-regional groupings.

Just as structure plans will need to take account of regional and national policies, they will need, too, to show that account has been taken of trends and decisions affecting activities with which they are concerned in areas that lie beyond their boundaries. This will involve co-operation between authorities in the preparation of their plans, including the standardization, pooling and analysis of survey material and it will mean that the aims, policies and proposals in a structure plan must be co-ordinated with those for adjoining areas.

## **STRUCTURE PLANS: FUNCTIONS**

The structure plan performs the seven closely related functions set out below:

### **1. Interpreting National and Regional Policies**

Structure plans must be prepared within the framework set by national and regional policies. They interpret these policies in terms appropriate to the area in question.

### **2. Establishing aims, policies and general proposals**

The structure plan should contain a statement of the planning authority's aims for the area and the strategy, policies and general proposals which are designed to achieve these aims.

### **3. Providing framework for local plans**

Just as structure plans are prepared within the context of national and regional policies, so they set the context within which local plans must be prepared. Thus the broad policies and proposals in the structure plans form a framework for the more detailed policies and proposals in local plans.

#### **4. Indicating action areas**

In particular, the structure plan should indicate the action areas and the nature of their treatment. These are the priority areas for intensive action. Like other local plans, action area plans cannot be put on deposit or adopted, though they can be prepared, before the Minister has approved the structure plan. But the procedure differs from that for other local plans in that the authority's general proposals for comprehensive treatment must have been included in the approved structure plan, or in an approved amendment to it, the preparation of the action area plan is then obligatory.

#### **5. Providing guidance for development control**

Local plans provide detailed guidance on development control. But a universal coverage of local plans is likely to take many years to achieve and may even be unnecessary. In these parts of the area not covered, or not yet covered, by a local plan, the structure plan will provide the basis for development control.

#### **6. Providing basis for co-ordinating decisions**

The preparatory stages of the plan will provide a forum for discussion between the various committees of the planning authority and district councils who deal with, for example, housing, roads and open spaces; they will also offer an opportunity to bring together, through consultation and negotiation, other public bodies such as statutory undertakers, river authorities and regional hospital boards, who are likely to be concerned with important aspects of the plan. Later, the structure plan itself will provide a co-ordinated basis upon which these various interests can develop the individual programs of work for which they have executive responsibility.

#### **7. Bringing main planning issues and decisions before Minister and public**

The structure plan will be the means of bringing the authority's intentions, and the reasoning behind those intentions to the attention of the Minister and the public.

### **STRUCTURE PLANS: GENERAL CONSIDERATIONS**

#### **a) Decision level appropriate to plan**

As the structure plan is a decision document. The test for the validity of including a particular policy or proposal in a structure plan is whether or not it affects or will affect significantly the structure of that area. The purpose of these policies and proposals should be to guide the course of change in the structure of an area, or to conserve, indefinitely or for a period, an aspect of the existing structure; unless a decision contributes to that change or conservation, it should not be included in the plan.

#### **b) Reasoning behind decisions**

Not only will the plan contain decisions, it should also explain to the Minister approving authority and the public how these decisions were arrived at. The statement of the new style structure plan will differ, therefore, from its predecessor in that a summarized substantiation of the decisions will be required: including description of the examination of alternative decisions that may have been considered. A full exposition will be set out in the report.

#### **c) Decisions expressed as policies or proposals**

There will be a need to decide whether particular measures in the structure plan should be expressed as proposals relating to particular areas or whether they should be expressed more generally as policies. In counties, decisions will be necessary, for example, on the size, function or other criteria that will determine whether particular settlements should

be dealt with individually or covered by more generalized statements of intent. In towns, twilight housing or buildings worthy of conservation may occur in groups which are large enough, relative to the area of the town as a whole, to merit a statement of proposals for areas in which they are situated. On the other hand they may be scattered and have to be dealt with by a more general policy relating to that particular type or condition of development. These are matters of scale and will have to be determined for each structure plan. Invariably such decisions will be to some extent arbitrary, but they should be based on the significance the individual item has relative to the structure as a whole in terms of function, extent of area occupied, intensity of activity generated or visual impact.

#### **d) Development control policies**

The structure plan needs to contain general development control policies for items of structural importance, e.g. policies for new houses in the countryside, for development adjoining the primary-road network and with access to it for the location of high buildings and for the regrouping of shopping facilities currently strung out along radial roads. Detailed development control standards should not be included in the structure plan; specific application of general development control policies to particular areas is a matter for local plans.

#### **e) Resources**

It is an essential discipline in the preparation of the plan to ensure that what is proposed is realistic, and the plan should demonstrate that, as far as can be foreseen, this is the case. Authorities will be competing for limited resources and they will be subject to national economic policies. In view of this, the Minister and the public will need some measure of the feasibility of the structure plan to see if it is realistic in the light of the constraints imposed by the likely availability of resources, and to see if it makes the most efficient use of those resources. In view of the open-ended nature of the plan and its broad treatment of planning issues, it would be inconsistent if the implications for public and private investment were presented in great detail. The Minister will wish to examine its implications for investment in general terms the statement should, therefore, contain an explanation of the methods used to examine the economic and financial viability of the plan) and how the authority have resolved the conflicting demands for resources, perhaps through an assessment of the social and financial costs and benefits of alternative schemes the supporting information that accompanies the statement should describe these methods fully. Some guidance is given below on the items that should be taken into account when dealing with this question of resources in the preparation and presentation of the plan. It will probably not be possible to give authorities more than a broad indication of the likely scale of resources which will be available, and they will need to consult government departments on the assumptions that have to be made.

#### **f) Public investment**

A wide range of proposals will be brought together in the course of preparing the plan. Many of these will involve varying degrees of public sector investment. The successful plan is most likely to be that which takes full account of these investment requirements. This involves effective co-ordination of the plans and proposals of the various local authorities and local authority committees at all levels, and also early consultation with appropriate government departments for guidance on probable future investment levels. But (because of its long term policy nature the structure plan can provide only a framework for the continuous process of investment planning and programming) Financial information in the plan should be of two kind:

- in the case of action areas, an assessment of the cost of, e.g. land acquisition, clearance and construction under different investment headings — along with income where appropriate — as far as this can be done at the preliminary planning stage

- Elsewhere financial estimates should be used to demonstrate in general terms the viability of the plan, including a broad estimate of the cost of the primary road network, and the basis of the choice between alternative policies and proposals. In addition to this information in the written statement of the plan, the report of survey should provide a financial estimate for the main headings of the plan for the ten years following submission of the plan to the Minister; this is dealt with more fully. Thus there will be a comprehensive indication of the scale of operations the authority have in mind during that period.

**g) Private investment**

Structure plans should explain the authority's assumption about the likely level of economic activity in the area, and consequently the level of private investment in development. For this purpose it may be helpful to obtain the advice of government departments concerned and of any regional organizations who have sponsored or undertaken relevant studies. Account should be taken of the effects of government policy, which may be achieved through industrial development certificates, office development permits, and regional development policies and so on. The authority's assumptions, estimates and intentions should be included in the general description in the plan of the way the policies and proposals are to be implemented. The authority's plans will be designed to create development opportunities which will attract private capital, and their own planning and investment programs will be influenced by the likely extent of private interest, e.g. for commercial development.

**h) Land**

Every structure plan should explain in approximate terms the location and quantity of land to be used, the criteria for its choice and the phasing of its development. Where there are problems in making it available for development at the right time, e.g. because it is at present derelict and needs to be reclaimed or because it is divided up into small, separately-owned parcels, the measures for overcoming these difficulties should also be set out.

**i) Phasing and dates**

Structure plans will not relate to a fixed end date, because it is not possible to look ahead over the same period of time for all aspects of the plan. However, it will be important to show how these various aspects are to be interrelated in the future, and how the plan is to be co-ordinated with those of neighbouring authorities. Account should be taken of the time factor, in structure plans in four ways:

- by highlighting short-term projects; these priorities will include the authority's program of action areas, and specific works to which they are committed elsewhere, e.g. roads, new or redeveloped housing
- by summarizing the stages of implementation, drawing particular attention to any key dates in the plan and by giving a summary description of the intended situation at those dates; for example on the completion of an important river crossing or at the start of the development of a new town. Such proposals are likely to initiate a sequence of events with significant consequences for other aspects of the structure plan, and the statement should therefore explain also the phasing of related proposals.
- by setting out the proposed population at 1981 and 1991, based on projections from the Registrar General. These dates do not necessarily mark a significant point in the evolution of the plan, but the projections have important implications for the provision of housing, employment, social facilities and the like. Furthermore, central government will need authorities to include projections for

comparable periods in order to consider the plans collectively in conurbation or sub-regional groupings

- some policies in the plan will be open-ended, long-term and in broad outline only, e.g. the long term -direction of urban growth. It would be inappropriate to attach dates or a precise program to the implementation of such policies in the more distant future, but they should be included in order to present a fuller picture and to show their relationship with short-term proposals. Where these policies include quantitative assessment, for example of population, it will often be appropriate to express these in the form of a range of figures.

The long-term nature of structure plans brings out, the need for flexibility. If the plans concentrate on broad strategy, avoiding too much detail particularly in the longer term, and take account of the costs and benefits of alternative policies and plans, it should be possible to vary their speed of implementation according to prevailing conditions and later forecasts.