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This Working Paper is the result of a Consultancy Project carried out by the authors as part of their undergraduate degree programme. The brief for the Project was devised by the RTPI Northern Branch Women and Planning Group who worked with the authors throughout the project.

The Women and Planning Group aims to increase awareness of the ways in which the planning system impacts on the lives of women. The Group also aims to encourage women and men within the planning profession to develop their career skills and potential.

The main objective of the Consultancy Project was to promote discussion among practitioners on how development plans can be prepared so that they provide for women's specific needs. The authors were asked to focus on development plans being prepared in local authorities making up the RTPI Northern Region . The production of development plans is the most significant means of planning for equality and improving people's quality of life, health and well-being.

The findings of this Project are timely and provide practitioners with a working text with which to consider the issues of equality in their own plan area.

The Women and Planning Group wishes to thank the authors for all their work and all those who supplied the information presented in this paper.

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on behalf of the Women and Planning Group

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Abbreviations

BC	Borough Council
CPD	Continuing Professional Development
DC	District Council
DP	Development Plan
DPAN	Draft Practice Advice Note, Women and Planning
DWLP	District Wide Local Plan
LA	Local Authority
LP	Local Plan
LPA	Local Planning Authority
PAG	Planning Advisory Group
RTPI	Royal Town Planning Institute
SGN	Supplementary Guidance Note
UDP	Unitary Development Plan
WPG	RTPI Northern Branch, Women and Planning Group
WSN	Women's Specific Needs
WSNP	Women's Specific Needs Policies

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Summary

The aim of this paper is to consider how, and to what extent women's issues have been incorporated into new style DPs in the northern region. In order to do this it was firstly necessary to identify the issues surrounding WSNs.

Women comprise the majority of the population and are not a homogenous group, it is therefore difficult to define exactly what their needs are. However, inequalities continue to exist and policies should ensure that these are not exacerbated.

A literature review allowed the identification of a number of key issues which were used as a basis for the evaluation of a number of DPs currently published in the region. This analysis forms the main body of the report.

The following issues were considered to be of most importance:

- housing: access to affordable housing, design sensitive to the needs of women;
- retailing: easy access to a wide range of shopping facilities which are both locally based and in town centres;
- employment, training and education: removal of barriers which prevent women taking up employment opportunities, including access and child care facilities;
- transport and personal mobility: the ease of personal mobility both within and between buildings and access to an adequate and safe public transport system;
- recreation: access to conveniently located recreational facilities for use by women and children;
- community facilities: the caring responsibilities of women require the provision of facilities which are easily accessible;
- crime prevention and safety: overlapping many of the other issues sensitive design and the development of community spirit can help to alleviate the fear of crime and vandalism.

The issue covered most extensively within DPs was found to be that of transport and personal mobility.

Evaluation revealed that DPs could be placed into three main categories. Firstly those which covered women's issues as part of a general approach to the promotion of equal opportunities, without specific mention of women. The second category went further than this, and contained policies which were specifically aimed at meeting the needs of women. Finally the remaining plans gave only a low priority to women's issues.

A number of selected interviews were carried out to investigate the development of WSNPs both nationally and regionally. Interviews revealed that the most common method of ensuring that WSNs were met was by the development of policies which addressed the issue of equal opportunities throughout plans. The extent of policy implementation was often limited by budget constraints and the lack of strong policy wording.

The report concludes that planners are becoming more aware of the need to plans for the needs of women, although there remains more to be done. To improve the situation stronger national guidance and education is required, more resources are required and planners need to consult more widely with groups of women during plan preparation.

1. INTRODUCTION

This introductory chapter will attempt to identify the scope of women's specific needs policies (WSNPs) and to discuss some of the reasons why planners need to consider specific needs policies.

1.1 What are Women's Specific Needs Policies?

It is virtually impossible to give an exact definition of what women's specific needs (WSNs) are. This is because, unlike other specific needs groups, women make up the majority of the population of Great Britain (51.6% at the 1991 Census: OPCS 1993) and are not a homogenous group:

"There are different groups of women, all of whom have different needs, for example, there are older women, women with disabilities, young women, black women, single parents and so on." (RTPI 1993)

Many of WSNs are also the needs of other groups. What makes their needs specific is the degree to which they are important to women as opposed to other groups. The following examples of gender differences and inequalities provide an understanding of why women have specific needs.

Figure 1

	Highest qualification level attained						Total
	Degree	Below Degree	A level	O level	CSE /other	None	
Earnings							
Median weekly earnings (£)							
Men	396	310	274	253	221	212	260
Women	299	253	188	169	153	135	178
Earnings of women relative to those of men (%)							
	76	82	69	67	69	64	68
Hours							
Mean hours worked p.w							
Men	42.9	42.4	42.8	43.6	42.8	44.1	43.3
Women	39.2	38.8	39.0	38.8	38.5	40.3	39.3

(Source: General Household Survey 1990, OPCS)

Figure 1 illustrates the differences in earnings existing between men and women, clearly showing that women are more likely to earn less than men. In addition to this, Figures 2 and 3 show that women of working age are also more likely to be economically inactive than men, with those in work more likely to be in part time employment. As a result of these economic differences the purchasing power of women is significantly reduced in comparison to their male counterparts. Policy makers must take account of this difference and make allowances accordingly.

Figure 2 Population of working age: by sex & economic status (UK)

Figure 3

Employment(1) : by sex and full/part time(2) (UK: thousands)				
	Males		Females	
	Full time	Part time	Full time	Part time
1986	13,430	647	5,662	4,566
1987	13,472	750	5,795	4,696
1988	13,881	801	6,069	4,808
1989	14,071	734	6,336	4,907
1990	14,109	789	6,479	4,928
1991	13,686	799	6,350	4,933
1992	13,141	885	6,244	5,081

(1) At spring each year. Includes employees, self employed, those on government training schemes and status not stated for 1986-1991 and unpaid family workers for 1992

(2) Full/part time is based on respondents self-assessment. They exclude those who did not state whether they were full or part time.

(Source: Labour Force Survey, Employment Department (Social Trends 23))

One of the most striking examples of poverty among women is that experienced by lone mothers. As illustrated by Figure 4, lone mothers make up over 17% of all families with dependent children and about 89% of all lone parents. In 1990 53% of lone parent families lived in households with a weekly income of less than £100, with this figure rising to 70% for single lone mothers. This compares with a figure of only 4% for married and cohabiting families (OPCS 1992). These low levels of income mean that lone mothers are much more likely to need affordable housing, public transport and services close to hand than their married counterparts.

Women on average live longer than men and as a result women account for approximately 66% of persons over pensionable age in Great Britain (see Figure 5, Source: OPCS 1993A). This puts extra stress on the providers of housing, transport and other services, and means that policies need to be specially developed.

Figure 4 Percentage of all families with dependent children headed by lone mothers and lone fathers (Great Britain)

Figure 5 Age Distribution of Residents of Great Britain (1991 Census)

The Development Plan Good Practice Guide (DoE 1992) provides examples of land use issues which have a significant social dimension and which have relevance to women:

- the provision of employment at a wide range of locations to allow opportunity of access to those groups sometimes disadvantaged by long journeys to work (such as the disabled and working mothers);
- the provision of housing for particular groups of people who have difficulty in finding suitable accommodation as result of high land prices or other constraints in the provision of housing land;
- the impact that the location of new shopping and leisure facilities will have for those sections of the population with low levels of access to a car;
- the design of new developments and its effect on vulnerable members of the community. Such design issues traditionally include access for the disabled but increasingly crime prevention and personal safety as well.

Other policies, such as those to encourage energy conscious planning and reduce the need to travel through the promotion of public transport, walking and cycling, can be indirectly used to meet the needs of women.

In various unitary development plans (UDPs) throughout the country, WSNPs include the provision of child care facilities and the design of safe and convenient environments through improved lighting, landscaping and security (Davies 1993).

It is clear that although it is virtually impossible to give an exact definition of WSNs, existing inequalities make it important that local planning authorities (LPAs) incorporate policies in development plans (DPs), in so far as they relate to land use planning matters.

1.2 Why Do Planners Need to Consider Women's Specific Needs Policies?

Perhaps one of the best arguments for the need for WSNPs to be incorporated into DPs, is presented in a paper by Simin Davoudi. Commenting on the introduction of UDPs she states that:

"It is, therefore, a unique opportunity for planners to have a fresh look at the communities for which they plan and to formulate policies and objectives that do differentiate between sexes, ages, social economic status and so on because as long as the race, sex and class inequalities exist, policies based on non-differentiation between various groups of people can simply reproduce and reinforce those inequalities." (Davoudi 1990)

The paper goes on to comment more specifically on employment policies:

"In relation to employment policies, to treat men and women as if they are the same, when they have quite different labour market experiences, due to existing gender divisions is not to treat them equally."

Davoudi provides a powerful moral argument as to why planners need to consider WSNPs, irrespective of the professional responsibility of planners as laid down by

the Royal Town Planning Institute (RTPI) Code of Conduct and the planners' legal responsibility laid down by various government acts, circulars and planning guidance notes.

2. METHODOLOGY

The RTPI Northern Branch Women and Planning Group (WPG) identified a number of objectives which defined the scope of this study. These were:

- to identify the extent to which WSNPs are being incorporated, either directly or indirectly, into the new style DPs in the North East of England (Tyne & Wear, Cleveland, County Durham, Northumberland and Cumbria);
- to identify the best practice in the development and implementation of WSNPs;
- to provide planners in the region who work within this area of practice with information and to highlight the potential for good practice.

The research was split into a number of stages which are outlined below.

A literature review was completed to assess and determine the main issues surrounding WSNPs. From initial discussion it became apparent that there were a number of policy areas providing the opportunity to incorporate WSNPs. These were identified as:

- Housing;
- Employment, Education and Training;
- Shopping;
- Transport;
- Recreation;
- Community Facilities;
- Personal Safety and Crime Prevention.

These main areas of search were then used as the basis for identifying relevant policies within existing development plans in the NE region. Each of the available plans were examined to see whether they contained policies relating to the selected issues. This method of evaluation was chosen as it provided a more coherent insight into the ways in which WSNs have been identified/adopted/planned for by LPAs than would have been gained by simply evaluating each plan in isolation.

A review of the relevant guidance and current practice was also undertaken. This included a study of existing regional and national guidance. Good examples of DP policies were also sought out.

Initial research identified various LPAs which were cited as examples of good practice in relation to WSNPs. Further to this a number of interviews were carried out with selected LPAs outside the region to find out more about their aims, objectives and the reasoning behind their approach to women's issues. To assist this a questionnaire was compiled, which formed a loose basis for the interviews. The LPAs questioned were:

- Leicester City Council;
- Sheffield City Council;
- Manchester City Council;

A second group of LPAs from within the study region were also selected for interview. These were chosen to gain a broad cross-section of views based on the findings of the initial research. LPAs from within the region interviewed were:

- Newcastle City Council;
- Castle Morpeth Borough Council;
- Sedgefield District Council;

The final stage of the report was to draw all the findings together and prepare a series of conclusions and recommendations for the future.

A full list of the plans studied during the course of this research and further details of interviews undertaken are provided in the appendices attached to this report.

3. NATIONAL AND REGIONAL GOVERNMENT GUIDANCE

This chapter will provide a brief outline of the nature of government guidance addressing social issues and in particular women's issues. It is split into four sections each describing different aspects of government guidance and the Sex Discrimination Act 1986.

3.1 Accessibility

PPG1 contains a statement that best describes the "traditional" issues surrounding accessibility:

"The development of land and buildings provides the opportunity to secure a more accessible environment for everyone, including wheelchair users and other people with disabilities, elderly people and people with toddlers or infants in pushchairs." (DoE 1992A)

Accessibility to transport is also an issue tackled in RPG1, "Strategic Guidance for Tyne and Wear" (DoE 1989), paragraph 23 stating that:

"A comprehensive public transport system needs to be maintained. New development patterns should allow public transport to serve travel needs and new road construction should take into account the requirements of bus services."

Transport policies that attempt to reduce the need to travel can also indirectly increase accessibility for all. For example, PPG4 "Industrial and Commercial Development" (DoE 1988A) contains guidance on locating new industrial and commercial developments:

"Development plans offer the opportunity to:

-encourage new development in locations which minimise the length and number of trips, especially for motor vehicles;

-encourage new development in locations that can be served by more energy efficient modes of transport (this is particularly important in the case of offices, light industrial development, and campus style developments such as science and business parks likely to have large numbers of employees);

-discourage new development where it would be likely to add unacceptably to congestion;

-locate development requiring access mainly to local roads away from trunk roads, to avoid unnecessary congestion on roads designed for longer distance movement."

PPG6 (DoE 1988B) provides advice on the location of major retail developments. The guidance note encourages out of town shopping for certain types of goods, catering mainly for car users, such as large retail foodstores and DIY stores. However PPG6 also encourages the modernisation and refurbishment of town centres and advises on maintaining the vitality and viability of town centres. Therefore, although PPG6 could limit accessibility for large numbers of people to large foodstores and DIY stores, it does encourage the modernisation of town centres which traditionally cater for the shopping needs of all people, in particular women. It should be noted that PPG6 is currently under review and will be republished shortly.

Access to housing is dealt with in PPG3, "Land for Housing" (DoE 1992B). The guidance note states that DPs need to:

"....take account of demographic and economic developments in the region, changing patterns of employment and travel to work, and trends in market demand for housing, including the increasingly varied types of housing requirement met by the private sector such as those of single persons, small households and the elderly. Plan policies should also take account of the housing requirements of people in special need of help or supervision, who may have special locational requirements and for whom conventional housing may not be suitable."

PPG3 also contains policies encouraging housing development in areas well serviced by infrastructure and encourages LPAs to include policies on affordable housing in DPs.

3.2 Mobility

The issues surrounding mobility overlap with those relating to accessibility outlined in the previous section. Much guidance previously referred to either directly or indirectly aims to increase mobility. For example, RPG1(DoE 1989) suggests that a comprehensive public transport system needs to be maintained, while PPG4 (DoE 1988A) indirectly promotes mobility for all by encouraging LPAs to locate new commercial and industrial development in locations likely to require the least and shortest number of trips. PPG 6 in turn (DoE 1988B) suggests that out-of-town retail centres have a legitimate place in the market, but also recognises that:

"...not everyone has the use of a car, including many elderly people, the infirm or disabled, mothers with young children and those on lower incomes, who need to rely on public transport or walking. Their needs must continue to be catered for by easily accessible shops, especially those smaller shops that cater for a wide range of day-to-day needs among all sections of the community. Where possible, large new stores, especially those selling convenience goods, should be located where they can serve not only car-borne shoppers but also those who rely on other form of transport."

3.3 Design

Government guidance on design which addresses WSNs is mainly in the form of designing out crime and crime prevention. Circular 1/84 (DoE 1984) gives advice on this:

"...local planning authorities will, not least through their consultations with the police, be aware of the benefits of incorporating in public and residential areas features designed to reduce crime and may well wish to take these into account in their discussions with developers."

The circular also suggests that improving street lighting and encouraging good housing estate layout can reduce crime.

3.4 The Sex Discrimination Act 1986

Although not directly related to planning guidance, the 1986 Sex Discrimination Act is a legal requirement to which providers of public services must adhere. The Act makes it:

"Unlawful to discriminate in terms of gender in the provision of goods, facilities or services to the public."

In addition the Act covers:

"...the provision of unrestricted access to benefits, facilities or services and this extends to any means by which it is a persons power to facilitate this access."

For example, access to public services, hotels and other forms of accommodation, financial facilities, education, entertainment, recreation and refreshment, transport and travel.

4. ISSUES SURROUNDING WOMEN'S SPECIFIC NEEDS POLICIES

The aim of this chapter is to take each of the topic areas highlighted in Chapter 2 and to expand upon them, by identifying more clearly what WSNs are and discussing how these needs may be met within planning policies.

4.1 Housing

With regard to housing issues, the Draft Practice Advice Note (DPAN) states that:

- affordable housing policies are a key concern to women because their income and circumstances can place constraints on access to suitable housing at an affordable price;
- there is a need to ensure that buildings and the space between them are designed to meet the needs of women;
- the local housing environment needs to be examined more carefully and more imaginative and innovative opportunities for play and socialising provided.

Gilroy (1993) identifies the view that:

"Women have been thought of in a stereotypical way in relation to policies towards housing design; that is predominantly as Housewives"

This view of women as being predominantly unwaged individuals with domestic and child rearing responsibilities, dependent on male wage, is a long way from being the truth, yet in terms of housing design it predominates.

The issue in terms of plan policies and WSNs is restricted by the fact that there is an underlying government policy to encourage the market, meaning fewer opportunities for those in housing need to be covered by the LA. The market may be restricted by additional regulations which are included in plans.

4.2 Shopping

There are a number of factors, common to many women, which influence the way in which women use the retailing environment. In particular the following factors are relevant, having implications for the planning of the environment;

- as a result of domestic duties and the fact that many women are in part-time employment, women spend considerably more time in their home and its immediate environment than men;
- there are considerably more older women than men, and the elderly are limited in the extent to which they are mobile;
- many women do not have access to a car and must rely on public transport or walking;
- many women suffer temporary mobility impairment (MI), for example those with prams, young children or heavy bags.

It is important that local retailing facilities are supported in order that women who spend considerable periods of time in their local environment can have access to adequate shopping opportunities. Furthermore women also make considerable use of town centre shopping facilities, and it is therefore important that town centres remain viable and can provide the widest range of shopping (and other facilities) possible in order that women can meet their needs in a single trip. In particular it is

important that there are sufficient opportunities for food shopping in town centres, as women commonly undertake most food shopping.

There have been a number of trends in the development of shopping facilities which directly affect the shopping opportunities available to women. Firstly, recent years have seen the demise of many local shopping centres, resulting in limited shopping opportunities for those reliant on them. A further trend is towards the development of out-of-town and regional retailing centres. Importantly, many supermarkets are moving to out-of-town sites, limiting the opportunities available in town and local centres. The growth of such centres has several implications for women:

- many out-of-town centres are designed for car users and are not easily accessible by public transport or on foot;
- the growth of retailing centres is leading to the demise of town centres upon which many women rely.

For women suffering MI, it is important that the environment is designed with their needs in mind. Planning policies which are related to the provision of facilities for the disabled also meet the needs of mobility impaired women. Furthermore many of the steps which may be taken to improve retailing areas for women also result in making town centres more attractive to all users, hence improving their vitality and viability allowing them to compete for custom with out-of-town centres.

In town centres and shopping centres good and considerate design ensures that the movement of the mobility impaired is unrestricted. Shops themselves must be designed to allow good access and internal movement, but so too must the spaces between and around shops. Internally shops need to provide:

- wide access with doors which are not too heavy for the elderly, women with prams or young children or those with disabilities;
- adequate space within and between shop isles for the movement of shoppers in all directions;
- lifts providing access to all upper floors;
- ramped access to parts of shops on different levels;
- wide checkout facilities for women with prams and the disabled.

In recent years many large stores, particularly those located in out-of-town locations are providing supervised crèche facilities, where children may be left for short periods whilst women complete their shopping trips.

Externally movement is restricted by narrow and badly maintained pavements, high kerbs, poorly maintained and limited numbers of road crossings and poorly located street furniture. To improve mobility within town centres many LPAs have established large pedestrianised areas where shoppers may move freely, without the disturbance of traffic. The following points need to be considered in relation to the external design of retailing areas:

- the provision of level access to shops and shopping centres;
- the maintenance of pavements and paved areas;
- the provision of sufficient and well located seating and areas providing shelter;

- the provision of toilet and separate baby changing and feeding facilities and adequate lighting.

4.3 Employment, Education and Training

The Development Plans Good Practice Guide (DoE 1992) states that employment should be provided at a wide range of locations to allow access by groups of people sometimes disadvantaged by long journeys to work.

The plan policies covering employment often come under the category of Economic Development, and so are by their very nature not aimed at a particular group of people.

There has been an increase in jobs for women but these tend to be of a part-time nature, as many women must fit employment around their domestic responsibilities. In addition many women with children have to limit their working hours because of the lack of suitable child-care facilities available to them. Conditions associated with part-time work often result in the loss of employment rights, for example, redundancy payments, protection against unfair dismissal and maternity leave. In addition to constraints limiting the available working hours of many women, lack of access to a car or other forms of transport also restricts the employment opportunities available to women.

The primary objective of many policies relating to employment is to alleviate the trend of rising unemployment. As a result, there is perhaps less importance attached to meeting more specific needs, including those of women. A number of policies can however, be regarded as having some particular relevance to improving women's access to employment opportunities. These are outlined in the following chapter.

The DPAN states that:

"The provision of ...training, retraining, and further education opportunities provide the opportunity for women to return to the labour market albeit through choice and need."

4.4 Transport

When looking at mobility it is important to consider both personal mobility within the environment, for example the ease of movement around town centres or residential areas, and the choice of transport modes available to women. Women lacking access to a private car, require a reliable alternative mode of transport which allows them access to facilities. The caring and domestic responsibilities of women mean that the most frequent journeys made are to shops, schools, recreational, leisure and health facilities. It is important that women can reach these destinations safely and in comfort.

It is particularly important that women living in rural areas have good access to facilities located in urban areas. Increasingly shops and other community facilities in rural areas have been declining, therefore good public transport provision is both necessary and desirable if those lacking access to a private car are not to become isolated. Since bus deregulation, it is particularly difficult for LPAs to ensure that

services to rural areas are provided. Such routes are increasingly uneconomic to operators unless a form of subsidy is provided.

In planning terms it is difficult for LPAs to regulate the provision of public transport. Their powers to ensure that facilities are accessible by public transport are limited. However, it is possible for LPAs to ensure that any future development is well served by existing public transport, and in addition, for short journeys, for example those between housing areas and schools, that safe footpaths are a viable alternative.

With regard to personal mobility, pedestrianisation policies help to promote walking as an alternative mode of transport. However, in relation to town centres and facilities lying some distance from residential areas, it is important to ensure that public transport facilities provide door to door services as far as is possible. Although it is outside the remit of LPAs to designate routes, many LPAs work jointly with Passenger Transport Authorities to ensure that adequate stops and interchanges are provided to make journeys by public transport easy, comfortable and safe. In particular it is important that:

- bus stops are located close to areas of use, with routes penetrating residential estates, retailing areas, schools, recreation and leisure facilities;
- for reasons of safety and security, stops are located in areas which are well lit and close to areas of use;
- seating and a shelter are provided for the elderly and mobility impaired.

The taxi is an alternative mode of transport for those lacking access to a private car. LPAs can ensure that taxi stands are located in close proximity to areas where their use is likely to be required. For example near to retailing areas, leisure facilities or health centres.

4.5 Recreation

The DPAN highlights a number of land use issues relevant to women, and their access to recreation facilities. These are outlined below:

- the fact that women are more likely to be unwaged, low-paid or dependant on a partner places constraints on their access to recreation facilities;
- far fewer women than men use formal recreation facilities simply because they do not meet their needs;
- women generally spend more of their time in the house and its immediate environment, and require their local environment to provide more imaginative and innovative opportunities for play and socialising, for example attractive open space, well designed residential streets, the provision of community space close to the home, and a range of accessible and safe local facilities.
- women's general lack of mobility constrains their movement outside the local environment, increasing dependence on local recreation facilities.

4.6 Community Facilities

The DPAN sets out the key issues of relevance to women and community facilities as:

- the caring responsibilities of women requires child-care facilities and health services to either be locally based, or in or near places of employment;
- community buildings and spaces should be designed to ensure ease of mobility. Improvements for people with disabilities and parents with young children can help everyone move around freely;
- new developments, centres and existing facilities all require public toilets, crèches, unisex baby changing facilities, unisex children's toilets, rest areas, seating, play and activity space and indoor and outdoor eating places;
- previously mentioned issues, such as income and mobility, apply equally in relation to women's access to community facilities as they do to recreation.

4.7 Personal Safety & Crime Prevention

On this subject the DPAN states that:

"For many women a good quality environment that is easy, convenient and safe to use and meets their specific needs. Women are particularly concerned about issues of personal safety and security, the provision of facilities and the detailed design of buildings and spaces. Many women feel vulnerable in getting around. Their movement is often constrained by the fear of attack, this is particularly true for older women and women and children travelling alone. Often environments that work well during the day can feel hostile at night."

Levels of crime have been rising over the last fifteen years, and the attention of LAs, central government, the police and the public has increasingly focused on achieving the highest levels of crime prevention possible. Some measures to improve personal safety are very simple. Gilroy (1993) notes the following steps which can be made:

- regular inspection of street lights;
- skips checked on a regular basis;
- regular pruning of shrub planting;
- dog warden schemes to round up strays;
- street cleaning;
- graffiti squads to deal with racist and other offensive taunts.

The undertaking of much of this type of work is dependent on the capital budgets of LAs, however involving the public provides an inexpensive additional resource. Surveys may be performed or neighbourhood forums set up, with such initiatives also serving to enhance community spirit in an area.

Within a planning context the design of new developments is of the utmost importance. Some LPAs, for example Leicester City Council and Manchester Metropolitan District, have produced design guidelines specifically in relation to 'designing out crime'. Strong links can be seen in both these cases with the local police, allowing further specialist knowledge and experience with other professional bodies.

5. AN EVALUATION OF DEVELOPMENT PLAN POLICIES IN THE NORTH EAST REGION

The aim of this chapter is to discuss in detail the findings drawn from a desk-top study of recently produced new style DPs available in the north east region. Each topic identified is discussed in turn and a table provided summarising the relevant policies identified in each plan. Figure 6, at the end of the chapter, provides an overall summary of the analysis.

A number of the plans evaluated in the survey contained overall policies or objectives which relate to equal opportunities or WSNs. These policies are applicable throughout all areas of planning covered by the plan. The survey identified three plans which contain an overall equal opportunities objective, and these are discussed below.

Newcastle's Draft UDP contains an equal opportunities objective which states that:

"In implementing the Plan the City Council will give high priority to providing equality of opportunity"

In addition a statement entitled "Action for Women" includes a pledge by the City Council to achieve equality of opportunity for women throughout its activities.

Hartlepool LP adopts a similar approach, having an overall objective which provides for meeting the needs of the elderly, mothers with young children and in particular people with disabilities.

The Sedgefield DWLP adopts a different approach to providing an overall equal opportunities policy. The plan contains a policy, which is applicable when making development control decisions. The overall aim of the plan is:

"to recognise the different needs of all sections of the community in the provision of facilities and in the design of buildings and the environment"

In addition, the plan includes a section containing policies which seek to promote "Design for People". Policy D2 of the plan states that:

"The requirements of users of a development should be taken into account in its layout and design, attention should be given to;

- a) aspects of personal safety and the security of property, particularly at night;*
- b) the access needs of users, particularly people with disabilities, elderly people and people with children and;*
- c) the provision of toilets, baby changing and feeding facilities and public seating where appropriate."*

In addition a number of plans contain Supplementary Guidance Notes (SGNs) which provide detailed advice on issues relating to access, mobility and design.

5.1 The Design and Availability of Housing

Newcastle Draft UDP	Policy aims to meet special housing needs.
Gateshead Draft UDP	No particular policies.
Sunderland Draft UDP	Policy H9 gives support to schemes which meet specialised housing needs.
S.Tyneside Draft UDP	SGN gives specific advice on the design of housing & other development.
Alnwick Draft DWLP	Policy states that affordable housing should be available for local residents in housing need who cannot cope in the open market; developers are expected to enter in S.106 agreements to ensure the availability of affordable housing.
Castle Morpeth Draft DWLP	Policy states that sufficient housing will be provided to meet the needs of single people, the aged, lower income groups and social needs; policy H2 seeks to ensure that sufficient housing is provided to meet social needs in rural areas.
Wansbeck Draft DWLP	No particular policies.
Hartlepool LP	No particular policies.
Stockton-on-Tees LP	No particular policies.
Sedgefield DWLP	Policy seeks to ensure that sufficient land is available to meet future housing requirements. Policy H13 encourages the provision of affordable & special needs housing.
Copeland Draft DWLP	Policy relating to the provision of affordable housing.
Barrow in Furnace LP	Policy relating to the provision of affordable housing.
Allerdale LP	Policy relating to the provision of affordable housing; & through the use of S.106 to ensure that dwellings are available for rent or sale at affordable prices.
Yorkshire Dales LP	Policy relating to the provision of affordable housing.

Policies relating to affordable housing and the provision of housing for special needs are the most relevant in terms of women, although are not specifically written for them. Examples of the most comprehensive policies identified in the survey are discussed in more detail below.

Elements of Policy H9 of the Sunderland Draft UDP were thought to be particularly relevant, requiring that:

- large sites provide a mix of dwelling types, for example, for single, elderly or disabled people;
- in developments of 20 or more units, which are conveniently located for shops and services, a proportion of dwellings should be designed or easily adaptable for wheelchair use;
- that sheltered housing be located close to existing shops and services and be within established communities.

The SGNs accompanying the South Tyneside Draft UDP, contain very specific advice on the design of housing and other development. These guidelines, which are discussed in more detail later in this paper, are regarded as offering the most comprehensive advice relevant to meeting the specific needs of women in terms of housing provision identified in this study.

Plans regarded as providing the most extensive coverage of WSNPs were those which contained SGNs or other detailed appendices. This is especially so in the case of housing design where good design not only improves the quality of life for women but other groups as well. Best practice in the NE region was believed to be found in the Sunderland and South Tyneside Draft UDPs.

5.2 The Accessibility and Design of Retailing Areas

Newcastle Draft UDP	Support for local shopping centres; overall equal opportunities objective applicable.
Gateshead Draft UDP	Support for local shopping centres & improving the environment for pedestrians & the disabled.
Sunderland Draft UDP	Policies seek to ensure; shops accessible to all; a shopping environment safe from crime, the dangers of traffic & the elements; that new shops are accessible by public transport, pedestrians and people with disabilities. Major new development (50,000 sq ft +) must provide seating facilities, baby changing facilities & a play area/crèche.
S.Tyneside Draft UDP	Plan recognises that many retailing areas are inaccessible to those suffering MI; policy S2 requires the provision of safe & convenient access & internal circulation within retailing areas and shops & seeks to ensure the safety of pedestrians; also support for local retailing areas for the mobility impaired.
Alnwick Draft DWLP	No policies relating to retailing.
Castle Morpeth Draft DWLP	As Gateshead Draft UDP.
Wansbeck Draft DWLP	No relevant policies.
Hartlepool LP	Policy states that all development should have regard to the need to enable access for all, including the elderly, mothers with young children and people with disabilities; supports local shopping facilities for the least mobile residents.
Stockton-on-Tees LP	As Gateshead Draft UDP.
Sedgefield DWLP	Policy ensures the provision of a wide range of shops, accessible to all; support of local shopping facilities for the least mobile residents; and detailed policy on "Design for People".
Copeland Draft DWLP	As Gateshead Draft UDP
Barrow in Furnace LP	No relevant policies
Allerdale LP	No relevant policies
Yorkshire Dales LP	No retailing policies

The survey has highlighted a number of policies which positively affect women. The most comprehensive are discussed in more detail below.

SGN 12, which accompanies the South Tyneside UDP gives detailed design advice on;

- the design and maintenance of pavements;
- access to buildings (which should be level or with ramps provided);
- seating, lighting, toilets and lifts;
- doors (advocating a preference for automatic doors and an avoidance of revolving doors and turnstiles);
- the provision of good sized entrance lobbies;
- the use of wide internal corridors;

The guidance contains specific advice for supermarkets, stating that 1 in 4 checkouts should be able to accommodate a wheel or push chair. Sunderland UDP adopts a similar approach.

With regard to out-of-town retailing the majority of DPs studied generally sought to ensure that any such development would only be approved where it did not undermine the viability of existing retail centres and was accessible to all, including those using public transport.

Overall the most comprehensive policies were found in the Sedgefield DWLP and in the SGNs accompanying the South Tyneside and Sunderland UDPs.

5.3 Policies Relating to Employment, Education and Training

Newcastle Draft UDP	Aim to reduce unemployment & promote new employment opportunities for all sectors of the community, no specific mention of women (although equal opportunities policy is applicable).
Gateshead Draft UDP	As Newcastle Draft UDP; also policy promoting the provision of childminding facilities on business & industrial sites with over 1000 employees.
Sunderland Draft UDP	Employment policies as Newcastle Draft UDP; also policy to secure the personal development & fulfilment of all members of the community through the provision of pre-school, school, college and community education opportunities.
S.Tyneside Draft UDP	No relevant policies.
Alnwick Draft DWLP	Plan recognises that female jobs are low paid, & that job opportunities are restricted by poor public transport & limited for the younger generation; also policy which promotes development providing facilities for training on sites within the District.
Castle Morpeth Draft DWLP	Priority is to stem unemployment; adopts a market driven approach to re-training.
Wansbeck Draft DWLP	No relevant policies.
Hartlepool LP	As Newcastle Draft UDP.
Stockton-on-Tees LP	No specific policies.
Sedgefield DWLP	As Newcastle Draft UDP.
Copeland Draft DWLP	No relevant policies.
Barrow in Furnace LP	No relevant policies.
Allerdale LP	No relevant policies.
Yorkshire Dales LP	No relevant policies.

There are few particular WSNPs relating to employment, training and education. Generally policies relating to this issue tend to be aimed at all sections of the community, with no specific relevance to women. Education issues were also predominantly outside the remit of DPs. The most comprehensive policies are found in the Newcastle Draft UDP, Sedgefield DWLP and Gateshead Draft UDP.

5.4 Policies Relating to Personal Mobility and Transport

Newcastle Draft UDP	Policy to provide access for the disabled & aims to ensure safe pedestrian environments in well used areas (in particular retailing areas and town centres).
Gateshead Draft UDP	As Newcastle Draft UDP

Sunderland Draft UDP	As Newcastle Draft UDP; also policy controlling the location of taxi ranks which is beneficial to those suffering MI.
S.Tyneside Draft UDP	As Newcastle UDP, also commitment to providing safe and convenient pedestrianised routes, linking areas of use.
Alnwick Draft DWLP	Policy to provide access for the disabled.
Castle Morpeth Draft DWLP	Policy to provide suitable access arrangements for the disabled; little support for public transport provision.
Wansbeck Draft DWLP	As South Tyneside Draft UDP.
Hartlepool LP	Plan has overall objective meeting the access needs of the elderly, mothers with young children & the disabled; support for bus network, including uneconomic routes & for pedestrianised areas/ links.
Stockton-on-Tees LP	As South Tyneside Draft UDP; also specifies that there should be sufficient safe places for people to wait for buses, taxis & lifts, with routes penetrating well used areas..
Sedgefield DWLP	As South Tyneside Draft UDP, also seeks to provide choice of transport opportunities & to ensure that routes penetrate well used areas. "Design for People" policy is also applicable.
Copeland Draft DWLP	As South Tyneside; also good support for public transport network.
Barrow in Furnace LP	No relevant policies.
Allerdale LP	As Newcastle Draft UDP.
Yorkshire Dales LP	No relevant policies.

The most comprehensive policies can be found in the SGNs accompanying the South Tyneside Draft UDP. Advice advocates the provision of level access to buildings, the use of ramps, wide doorways and pavements, all of which help to improve personal mobility, particularly for the disabled and those suffering temporary MI.

The development of carefully designed pedestrianisation schemes, which help to improve personal mobility, is promoted by the majority of plans studied, with the exception of Castle Morpeth DWLP. The most extensive policy is found in the Sedgefield DWLP. Policy D8 of the plan states:

*"The Design of Pedestrian areas and Public Spaces:
The Council will seek to ensure that in the design of pedestrian areas and public spaces consideration is given to:*

- a) a co-ordinated approach to paving, street lighting, signs, bus shelters, street furniture, road crossing points and landscaping;*
- b) the access needs of users, particularly people with disabilities, the elderly and people with young children;*
- c) all aspects of personal safety and the security of property, particularly at night."*

Most of the plans studied also contained policies relating to the design of transport systems. Of particular importance are policies which ensure that the public transport network penetrates residential areas, town centres and other well used areas.

The lack of support for uneconomic bus routes found in the Castle Morpeth LP can be regarded as discriminating against those who lack access to a car, many of whom are women. In particular, given the predominantly rural nature of the area declining

public transport services may mean that many people will lose the opportunity to travel outside of their local environment at all.

5.5 The Provision of Recreation Facilities

Newcastle Draft UDP	Equal opportunities policy is applicable.
Gateshead Draft UDP	Plan recognises that women have specific needs in relation to access to sporting facilities; aims to increase recreation participation rates amongst priority groups (includes women); recognises access difficulties for those with no car & has policy stating that all residents should have access to open space within 500m and formal parks within 1.6km.
Sunderland Draft UDP	Comprehensive set of open space and recreation policies.
S.Tyneside Draft UDP	No relevant policies.
Alnwick Draft DWLP	Policy RE26 aims to improve access to the countryside for recreational use by all sections of the community; RE27 aims to safeguard carefully managed common land and informal open space for the benefit of the community.
Castle Morpeth Draft DWLP	Policy states that leisure/sporting facilities should be accessible by public transport.
Wansbeck Draft DWLP	No relevant policies.
Hartlepool LP	Policy promotes the establishment of parks within easy reach of the elderly.
Stockton-on-Tees LP	No explicit reference to women's issues, although plan covers many of the recreation issues identified as being of relevance to women.
Sedgefield DWLP	An overall aim to provide recreation opportunities for all sections of the community, includes the phrase "developments should provide for the needs of women".
Copeland Draft DWLP	As Stockton-on-Tees LP.
Barrow in Furness LP	No relevant policies.
Allerdale LP	No relevant policies.
Yorkshire Dales LP	No relevant policies.

The majority of plans examined covered access to recreation and the provision of such facilities in a general manner. Much more varied is the priority given to women's issues in these plans. Alnwick's LP provides a typical example, making reference to achieving "wider community benefit", whilst making no specific mention of women's issues. Whilst this method will incorporate the needs of women, this is not worded explicitly in the actual policies or supporting text.

5.6 The Provision of Community Facilities

Many of the plans examined contain policies which although not specifically mentioning women do have obvious implications for those with caring responsibilities who are usually women. Good examples include Newcastle's Draft UDP and the Copeland Draft DWLP.

The most comprehensive plans were thought to be Gateshead Draft UDP, Sedgefield Draft DWLP and Hartlepool Draft DWLP.

Newcastle Draft UDP	Equal opportunities policy is applicable.
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Gateshead Draft UDP	Policy R18 states that "on all business and industrial sites likely to generate more than 1000 employees, a facility for childminding should be provided"; a number of other child care policies are included "to ensure that local employment opportunities are available to a wider range of local people wanting a job". Other community policies likely to be of value to women include support for mobile libraries & help for GP's to expand local surgeries.
Sunderland Draft UDP	Policies on nursery provision, child-care, location of health & social care buildings; also ensures that there are children's play spaces within easy walking distances of residential areas.
S.Tyneside Draft UDP	Policies provide for a hierarchy of locally based children's play areas; SGNs provide more detailed advice.
Alnwick Draft DWLP	Policy aims to secure & improve the range of facilities & services necessary for the well-being of the community. Other policies consider access to community facilities, in particular for the disabled.
Castle Morpeth Draft DWLP	No relevant policies.
Wansbeck Draft DWLP	No relevant policies.
Hartlepool LP	Mentions WSNs with regard to access & the need for children's play areas to be provided in all new developments.
Stockton-on-Tees LP	Plan gives general support for local community facilities and safe and convenient play areas.
Sedgefield DWLP	Plan has an overall aim to provide facilities for all sections of the community (including local doctor's surgeries & play areas). "Design for people" policy is also applicable.
Copeland Draft DWLP	Policies aim to promote properly organised pre-school play groups, a full range & quality of services for specific groups in the community, community centres/facilities.
Barrow in Furnace LP	No relevant policies.
Allerdale LP	No relevant policies.
Yorkshire Dales LP	No relevant policies.

5.7 Crime Prevention and Safety

This subject unlike many of the others raised in the survey is more widespread, with policies sometimes found in many different parts of the plan, for example in chapters covering housing, retailing and the environment, as well as in appendices and SGNs.

There is a great variation in the level of detail in both policy and SGNs, with some of the plans studied missing opportunities to tackle issues of crime prevention and safety for women. Several plans contain policies relating to crime prevention and aspects of safety but fail to provide practical advice on how policies will be implemented.

The best examples in the region use SGNs or appendices to set out guidance for crime prevention and safety, such as the Sunderland UDP and the Sedgefield DWLP.

Newcastle Draft UDP	Policy EN4 seeks to ensure a safe and accessible environment for all, through designing out crime. Policies also indicate safe design in terminals for public transport.
Gateshead Draft UDP	No relevant policies.

Sunderland Draft UDP	Policies promote the safe design of shopping centres & transport interchanges & promote pedestrian safety. SGNs mention 'crime prevention measures' & include guidelines for planting around footpaths/roads & advice on safety for example regarding all night lighting.
S.Tyneside Draft UDP	Policies suggest the promotion of safety & security in various activity sites, e.g. children's play areas.
Alnwick Draft DWLP	No relevant policies.
Castle Morpeth Draft DWLP	Plan seeks to strengthen links with crime prevention & the Northumbria Police. States that design will be in accordance with BS8220 parts 1-3 & the House Builders Council Guidance Note.
Wansbeck Draft DWLP	Policies to promote adequate lighting in well-used areas.
Hartlepool LP	Policy seeking "the creation of a physical environment conducive to the overall safety of the community", particularly in housing & industrial estates, shopping centres, leisure complexes & car parks.
Stockton-on-Tees LP	No relevant policies.
Sedgefield DWLP	Appendix 8 of the plan sets out guidance for the design and layout of new housing developments, including the siting of housing, roads and footpaths, landscaping gardens and even the building materials which can minimise the effects of and discourage vandalism. "Design for People" policy recognises how aspects of personal safety and property can be minimised through design.
Copeland Draft DWLP	Policies seek to minimise the risk of crime through the design & layout of new housing areas; also mentioned is the attention that should be made to lighting and open space.
Barrow in Furnace LP	No relevant policies.
Allerdale LP	No relevant policies.
Yorkshire Dales LP	No relevant policies.

Figure 6 provides a summary of the survey analysis. A number of key points can be drawn from this figure:

- The LPs studied provided examples of positive WSNPs for the majority of the issues examined. The exceptions to this being Safety & Crime, and Employment & Training. Both of which are often considered to be not directly land use issues.
- The most comprehensively planned for WSN is Transport & Mobility. This is probably due to the statutory requirement for LPAs to plan for disabled access, which can also be beneficial to women suffering MI.
- The LPs produced for Sunderland, Sedgefield and Hartlepool provide the most extensive examples of positive policies, and are therefore regarded as the LPs which best address WSNs. The Newcastle UDP is also regarded as an example of good practice, which may be due to the influence of the overall policy for equal opportunities during the analysis of this plan.
- The LPs which provide the fewest examples of positive policies are those for Barrow in Furness, Allerdale and Yorkshire Dales, all of which although adopted in 1993 are "old style" DPs. This indicates that the situation for WSNs is improving with the new legislation and guidance.
- The LPs for Wansbeck & Castle Morpeth contain few positive policies, which may reflect the differing priorities for policy formulation in these predominantly rural areas.

6. EVALUATION OF GOOD PRACTICE IN THE PREPARATION OF DEVELOPMENT PLAN POLICIES RELATING TO WOMEN'S ISSUES

This chapter aims to evaluate some cited examples of good and poor practice in relation to the inclusion of WSNPs in plans. A number of interviews were undertaken, both within and outside the NE region and the findings are discussed below.

6.1 Sheffield City Council

During the research for this report Sheffield City Council has at numerous times been cited as being an example of good practice. Planners at Sheffield City Council are highly regarded principally for their work in the field of DPs and disadvantaged groups (women and people with young children being identified as such a group). Recent work specifically includes:

- the content of the Draft UDP - the plan contains a great number of policies which support equality of opportunity for many groups, including women and people with young children;
- the public participation exercise carried out during the preparation of the draft UDP - as part of the consultation programme the Council set up various Planning Advisory Groups (PAGs) to assist planners to identify the perceived

needs of disadvantaged groups. One of these PAGs was a Women's Group, which gave a great input into the exercise as a whole;

- Sheffield City Council Planning Department regards women as a large client group, and as such, any application which is dealt with by the department is assessed in terms of its affects on this group. As a result of this practice, no budget is given over for this group. It is therefore necessary to have strong planning policies, requiring the consideration of women's issues. Additionally planning conditions or section 106 agreements will be attached to permission to assist with achieving goals.

Although the interviewee saw government guidance on WSNs in plans as non-existent (although a section on women's issues was included in the draft PPG on DP, it was not included in the final version), the DoE did force a watering down of at least one proposed UDP policy. This policy noted that work place nurseries should be an integral part of the development of new and refurbished buildings. However, under pressure from the DoE the word 'encourage' was inserted into the policy, weakening it considerably.

In the draft UDP a list of policies which were seen to directly affect women and people with children was included. This list not only enabled greater understanding of the UDP at consultation stage but continues to provide an indication as to the importance attached to the subject of WSNs at Sheffield City Council. It includes policies on the built environment, open space, retailing and transport as well as housing, industry and business.

One area that is at present lacking is that of crime prevention and safety. However, this is currently being developed and is likely to be included as an SGN. In the meantime the criteria used comprise guidance produced from other LAs, such as Leicester City Council.

As has already been mentioned the participation programme used a "bottom-up" approach, involving direct contact with disadvantaged groups. Stemming from this a Women's Planning and Transport Development Forum is to be set up which will continue to involve this large part of the community with the planning system.

It can be seen that there are a number of reasons why Sheffield City Council has been cited as providing a example of good practice concerning WSNPs. Firstly in terms of the level of consultation that was undertaken for the draft UDP and secondly in the way that large number of policies have been included within the plan itself.

6.2 Leicester City Council

The principal areas of good practice which emerged were identified as:

- Content of the Local Plan - this contains policies which deal with issues identified as being important to women throughout this paper. The policy wording in the Leicester LP contains very few explicit references to WSNs, but policies are drafted so as to cover these issues. This approach was chosen because planners felt that to separate WSNPs from the mainstream would merely serve to categorise them as a 'problem' issue. The Officer interviewed agreed that through

the use of this approach WSNs may be partially overlooked, although on balance it was believed that the chosen approach was the most satisfactory. The interviewee also expressed the view that because Leicester City Council had a long-standing and well-known commitment to equal opportunities, that there was less need to make women's issues explicit within policy wording, believing that women's issues were already at the forefront of the Council's activities. The plan originally contained many more policies, some of which were women oriented, but many were removed by the DoE as they did not relate to land use issues. The thrust behind these policies continues to be maintained in the actions of the planning department.

- Consultation - as part of their consultation process, which aimed to involve as many people as possible, Leicester City Council placed special emphasis on attracting comment from women. The various methods to achieve this were:
 - producing a leaflet (in English and 5 minority languages) specifically for women;
 - having a staffed exhibition in preference to public meetings, as women tended to be more responsive in an informal situation;
 - holding the exhibition at easily accessible locations, such as schools, colleges and libraries. The exhibition also visited a women's centre for a women-only day;
 - providing interpreters at all relevant venues;
 - providing a toy-table for children so that parents may look at the exhibition in peace.

These measures were considered to have been a success by the interviewee, as they improved the level of response from women. Despite this work there was very little comment about WSNs at either consultation or public inquiry stage.

- Women's Equality Unit - this exists within the Chief Executives Department as a separate body with its own budget. The Unit's role is to monitor the work of all other departments within Leicester City Council, and to implement women's equality projects. The Unit provided some input to LP policy formulation and have assisted the planning department to better integrate WSNPs into their normal working programme. As the planning department has no specific budget to implement WSNPs, the Women's Equality Unit budget is used. In addition within the department is an informal women's issues group. This mainly discusses issues of importance to Leicester City Council employees, for example working conditions, however, it also considers how the planning department is dealing with women's issues in general. The interviewee felt that this group provided a very useful discussion forum.
- Women and Urban Environment Project - this was set up in April 1992 at the initiation of the Chief City Planner. The brief was to identify the steps which could be taken in order to improve the quality of life for all women living and working within the urban environment of Leicester. This involved producing a rolling programme of work through which to initiate, develop, and monitor projects to tackle issues concerning women and the urban environment. The interviewee said that the planning department has found this very useful in identifying issues for the present and the future. Part of the Project's brief was to look at all the

policies of the LP and evaluate how they may be progressed. These issues will now be followed up by the planning department in their plan monitoring.

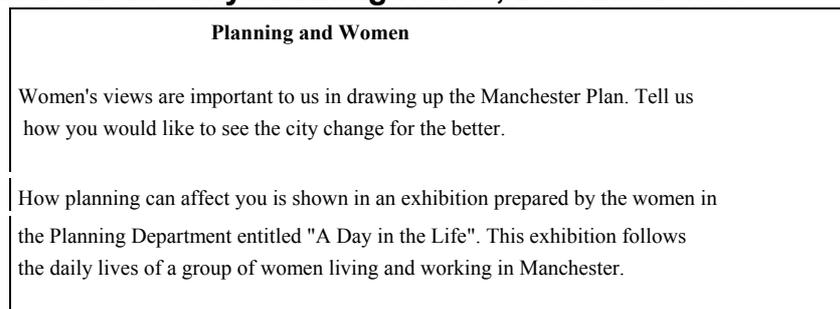
- Crime Prevention by Planning and Design - this booklet was produced in 1989 as a result of a joint Crime Prevention working party by Leicester City Council and Leicestershire Constabulary. The booklet recognises that some groups of people, such as women, minority and low income groups, and the very old or young are more vulnerable than others, and suffer disproportionately, both from crime itself, and the fear of crime. This often inhibits the mobility of some members of these groups to an unacceptable degree. Some crime can be prevented by good design practice. The booklet aims to encourage those responsible for all aspects of land development to adopt an approach to design which gives crime prevention the same degree of importance as function and appearance. Since its launch, the booklet has been widely used by the City Council and other developers.

6.3 Manchester City Council

Senior planning officers are keen to see WSNs addressed and hence, from the start of plan preparation the City Council aimed to consult women and women's groups to gain their views on the UDP. No resources have been allocated to implement WSNPs and there seems to be disagreement within the Department on exactly how the UDP can address women's issues.

Manchester UDP does not contain an individual chapter or policy relating to WSNs, but instead an equal opportunities theme runs throughout the whole plan. Policies contained in the plan are very similar to those included in the Sheffield UDP although the Manchester UDP lacks a statement detailing how policies will effect particular groups.

Figure 7 Extract from "City Planning News", December 1990



(Source: Manchester City Council)

To assist with consultation three editions of "City Planning News" were produced. These provided residents with progress reports on the preparation of the UDP. One edition specifically asked for women to express their views on the content of the plan, see Figure 7.

A recent article published in "The Planner" has angered members of the planning department. The article reads:

*"The metropolitan districts are not sufficiently forward thinking and are missing the opportunity to incorporate the work of women's interest groups in planning policy formulation in the round of UDP drafting."
(Davies 1993)*

Officers responded (by letter) pointing out what was regarded as an inaccuracy in the Davies article (Lally 1993). The former leader of the department's "Planning for Women" Group was originally approached to write the letter but refused on the grounds that she agreed with much of what Davies had to say. Interest in the "Planning for Women" Group subsequently declined and the group has now folded. The view of the interviewee was that reports produced by the Group, such as "Planning a Safer Environment for Women" (Manchester City Council 1987), were of little value without resources being made available to implement their recommendations.

6.4 Newcastle City Council

Within Newcastle City Council WSNs are given only medium priority. Top priority is awarded to economic development and environmental issues. The UDP contains no specific chapter or policy relating to the needs of women. Instead the plan attempts to address equal opportunities for all residents. The plan's equal opportunities policy is outlined in Figure 8.

Newcastle City Council made no special effort to consult women's groups. Even the Council's Women's Issues Officer had no input into the plan until it was in draft form. The Women's Issues Officer puts this down to two reasons: firstly, it was regarded as sufficient to consult female staff in the planning department and secondly, because as professionals, planners felt themselves to be already aware of the issues effecting women without the need to consult widely.

There are no resources to implement WSNPs. Resources for disabled access improvements have been cut in the last financial year and funding of voluntary community organisations through the Urban Programme is also being phased out.

In the future the Council may use S.106 agreements to fund the provision of facilities. For example, the Council is likely to use section 106 to secure the provision of crèche facilities in association with the proposed Haymarket Shopping Centre.

Figure 8 Extract from Newcastle's Draft UDP

<p>Equal Opportunities</p> <p>2.5 In implementing the Plan the City Council will give high priority to providing equality of opportunity. In particular the City Council will seek to ensure that all the City's residents and visitors have equal access to employment, leisure, shopping, housing, transport and other facilities.</p> <p>2.6 The most significant proposals as regards Equal opportunities concern the development of the City's economy and the provision of new employment. Successful implementation of the Plan would help to reduce unemployment and thereby make a major contribution to equalising opportunity within the City.</p> <p>Where appropriate planning policies will also seek to contribute towards the provision of:</p>
--

- a) Crèche and baby care facilities;
- b) Access for people with disabilities;
- c) Access to public transport;
- d) The needs of ethnic minorities.

To conclude, perhaps Newcastle City Council could have made more effort to consult women and women's groups from the start of plan preparation, or at the very least involved the Council's Women's Issues Officer in the process.

Newcastle City Council, like many other LAs, is very short of money and, given the fact that WSNPs are not top priority, it is likely that resources to implement UDP policies will be very thin on the ground in coming years.

6.5 Sedgefield District Council

The survey of DPs undertaken during this research revealed Sedgefield LP to contain the most extensive WSNPs of existing plans in the region. As a result, it was decided to interview an planning officer involved in the preparation of the plan. It should be noted that it has been some time since the plan was prepared and many of the staff involved in the development of policies are no longer involved with the production of the plan. As such details of the preparation process are relatively vague.

Planning Officers responsible for the preparation of the Sedgefield District LP worked towards the aim of providing policies which met the needs of all sections of the population in relevant and realistic terms. As a starting point for the plan, the Sheffield Draft UDP was used and many of the policies included in the Sedgefield LP essentially stem from this document, although they have been altered to meet the different aims of the district. Since there was agreement between planning officers that such policies should be included in the plan, policies have remained virtually unaltered since their formulation, with little need for compromise.

Of particular interest in this study were policies D2 and D8 of the local plan which set out a number of planning policies under the heading "Design for People". Planning officers at the council believe that this policy has been relatively successful since its inclusion in the plan, although a limited budget means that noticeable improvements have been minimal. Officers believe however, that the most important effect of the policy has been to focus the attention of planning officers, and to a certain extent Council members, towards consideration of the WSNs and the needs of other minority groups.

Planning Officers have encountered a degree of conflict in attempting to implement policies. For example policies which attempt to design out crime often conflict with landscaping policies promoting the planting of trees and shrubs. However, on the whole the opinion of planning officers is that the plan policies have been successful. Since its preparation, the plan has been used as a starting point for other LPAs in the region.

6.6 Castle Morpeth

Women's issues were not taken into account during the preparation of the Castle Morpeth LP. Officers felt that such issues were not relevant in terms of the land-use policies included in the plan. The same view was taken regarding policies relating specifically to either gender. Policies in the plan were directly related to land-use issues, as directed by government guidance.

6.7 Summary

This chapter has highlighted examples of good and poor practice in relation to the inclusion of WSNPs in plans of the LPAs selected for interview. Most did not make distinct mention of WSNPs, but can instead be seen to have addressed the issue of equal opportunity throughout their plans.

At the consultation stage Sheffield, Leicester and Manchester City Councils placed special emphasis on attracting the comments of women. Sheffield City Council through its Planning Advisory Women's Group; Manchester City Council through its "City Planning News" and Leicester City Council through methods used in the consultation stage of plan preparation. In contrast Newcastle City Council made little effort to consult women or women's groups.

Budgets for the implementation of WSNPs were uncommon. Only Sedgefield DC had the financial resources to implement its "Design for People" policy. Other LPAs indicated that they were prepared to use S.106 agreements to secure WSNs facilities in association with new development.

The DoE succeeded in "watering down" policies in several of the DPs of the LPAs interviewed. In particular policies in the Sheffield UDP were considerably weakened through DoE intervention.

Nationally, Sheffield's UDP was regarded as providing the most extensive example of good practice in relation to WSNPs. Locally, Sedgefield's DWLP can be awarded this title, however, this is probably not surprising as Sheffield's "Plan for People" was used as a basis for many of its policies.

7. CONCLUSIONS AND RECOMMENDATIONS

This chapter aims to draw together the findings of the study and to provide good practice recommendations for use in developing WSNPs.

7.1 Lack of Definition

It is virtually impossible to give an exact definition of WSNs. Jackson and Davoudi highlight the reasons which make exact definition difficult:

"Women's issues do not fit neatly into a package for one chapter of the borough plan, they pervade every aspect of planning."(Jackson 1987);

"Planning for women, is in fact part of planning for equality which is about having a thorough understanding of the real needs and aspirations of all groups in the population and using this understanding to develop land use and transport policy and practice that ensure equal access to resources and opportunities and addresses needs."(Davoudi 1990)

The dilemma facing planners wanting to address WSNs is that whilst there is on the one hand a need to consider WSNs this must be done without reducing them "to a shopping list of policies" (Gilroy 1993). This is perhaps why the DoE advises against the inclusion of a separate chapter on WSNs within plans (DoE 1992B). The DPAN goes further, stating that policies need not mention women specifically but should address issues affecting women. This is a valid point but, where possible, it may be wise to specifically outline policies that address WSNs in the explanatory memorandum or reasoned justification which accompanies all DPs, as outlined in PPG12 (DoE 1992A).

7.2 Lack of Planning Awareness of the Need for WSNPs

There are several reasons why WSNPs are not high on the agenda for LPAs. One is the lack of government guidance, which has already been discussed. A further reason is highlighted by Davies:

"Perhaps Wolverhampton summed it up by saying that it was not a deliberate omission to exclude women's special needs policies but that at the outset of their UDP they did not consider this as an issue."
(Davies 1993)

McLoughlin suggests that many planners, because they are professionals, believe themselves to be experts on all planning issues. This obviously cannot always be the case:

"I do firmly believe that the current generation of planners must break away from the view of the professional knowing best.....I'm not saying that this is easy; in fact its complex, often frustrating, can bring conflicting views and is very time consuming but I do believe its how we must proceed." (McLoughlin 1992)

Finally, some planning officers believe that given the extremely complex nature of land use policies it is impossible to include specific policies for every interest group in society within plans. To do so would result in DPs becoming far too long.

7.3 Government and Other Guidance

WSNs are rarely mentioned in government advice, meaning that there is little promotion of WSNPs. However, this lack of guidance means that LPAs can be relatively flexible in their approach to the inclusion of WSNPs. For example, PPG12

states that social issues can be taken to include the needs of particular sections of the population, citing ethnic minorities, religious groups, elderly and disabled people, single parent families, students and disadvantaged and deprived people in inner urban areas as examples (DoE 1992A). This list, although making no specific mention of women, does include specific needs groups likely to comprise a high proportion of women. The Development Plan Good Practice Guide (DoE 1992B) suggests that the DoE list should perhaps include children, women and homeless people but does not provide any additional advice.

Perhaps, though, there should be more guidance on the nature of the policies the government may allow in development plans. The Development Plan Good Practice Guide (DoE 1992D) could be a vehicle for examples of model policies. Any additional guidance must not be over-specific, as this would make the system very complex and would reduce the flexibility of LPAs to develop specific policies for differing areas and the differing needs of women.

7.4 Lack of Resources

Where WSNPs are included in plans, funding the implementation of these policies can be difficult. Often where finance is available in one financial year, in times of cutbacks, it may be considerably reduced in the next financial year:.

"Given the credit for much of the progress can be claimed by local authorities it is worrying that in the endless round of cuts it is initiatives for women which suffer. Haringey LBC, which is one of the most advanced local authorities in equal opportunities work was operating for a period in 1991 under section 114 order which prohibited spending not considered essential by the district auditor. Women's equality initiatives were practically halted as a result." (Cooper 1991)

The scope to finance policies through legal agreements is now also considerably reduced due to the slump in the property market. Furthermore, such agreements had only really been an option in areas of high development pressure.

7.5 Urban/Rural Differences

The specific needs of women in urban areas include access to services, housing, employment, transport, personal safety and access to child care facilities. Although these are also the needs of women in rural areas, women living in these areas are arguably worse off than their urban counterparts. There has been a tendency for policy makers and researchers to concentrate their energies on the urban sphere, the particular problems facing women living in rural areas having gone largely unnoticed. Women in rural areas face additional constraints such as remoteness, declining levels of public service provision and limited employment opportunities (Little 1988).

7.6 Women in the Planning Profession

A 1992 report highlighted the fact that only 22.2% of full-time planning officers are women, yet women account for 83.3% of part-time posts (see Figure 9 below).

However, even given the fact that the vast majority of planning officers are white male middle class, it does not automatically follow that male planners are totally devoid of any understanding of WSNs. Even the most forward looking male planners are less able to relate to the needs of women as well as women themselves.

Perhaps more worrying than the lack of women in the profession, is the lack of women in senior posts, also illustrated by Figure 9. Without women in more senior roles, policies addressing WSNs may not be forthcoming.

Figure 9 Extract from Planning Staffs Survey 1992

WOMEN IN PLANNING - HARD FACTS		
The Pyramid of Power		
Professional Posts	% of employees who are female	
	Full time	Part-time
Client Planning Officer	1.6	0
Deputy Chief	4.9	0
Head of Section	5.3	0
Team Leader	9.5	81.0
Senior Officer	20.1	80.2
Officer	32.4	83.1
Junior Officer	41.4	93.5
Total	22.2	83.3

**Source: Planning Staffs Survey 1992 (England and Wales)
The Local Government Management Board/The RTPi.**

7.7 The Development of WSNPs

When LPAs decide to include WSNPs in plans, these policies can often be deleted or "watered down", for example by the DoE or other interested people. The DoE often objects to policies which are not strictly related to land use, or which are outside the responsibilities of LPAs.

Policies may be deleted or "watered down" within LPAs during consultation with officers and interested parties. As is highlighted in the preceding chapter this was the case at Newcastle City Council.

7.8 The Ability of Planners to Meet WSNs

PPG12 specifically states that non land use matters should not be included in DPs. This means that many of the problems faced by women cannot be addressed solely through the planning system. For example, poverty may be alleviated through economic policy, or altering levels of welfare benefits (Gilroy 1993).

When attempting to alleviate the problems faced by women which are not directly related to land use issues, planners should try to lobby those that are in a position to act. The skill of planners to work with other professionals from various fields, is perhaps one of their greatest assets and one which could be used effectively to tackle some of the problems faced by women in a comprehensive manner.

7.9 Recommendations

This report has identified the main issues which affect policies designed to meet WSNs, and has highlighted some of the problems facing planners who would like to see more WSNPs in plans.

The lack of understanding among planners of the need for WSNPs will also continue to be a problem, as will the lack of government guidance. However, a more serious problem is the lack of resources available to implement WSNPs, in both the public and private sectors. A further problem is the lack of women in the profession, particularly women in senior posts.

Forthcoming advice, such as the DPAN, should provide planners with useful guidance on the subject of WSNs. Additionally, the work of groups, such as the WPG, should put women's issues more firmly on the planning agenda. The next hurdle, however, is to try and convert words and good intentions into action, a task which is not always straightforward.

To conclude, a number of recommendations are included in the following section, to provide advice on good practice. These are not set out as a series of "ideal policy wordings", as this was felt to be outside the remit of the study, and would also remove the flexibility which is essential in plan preparation. A policy which is good for one area may be entirely unsuitable in another:

- WSNs should not be seen as a problem, but part of equal opportunities for all, and therefore should be addressed throughout the plan;
- the plan should outline the policies which address WSNs at least in an appendix, and explain how they expect to achieve their goals;
- DPs identified as exemplifying good practice should be used as a basis for other LPAs during plan preparation;
- resources should be made available to implement WSNPs. This should be a separate budget drawn not only from the planning department, but from all the departments within the LA that have a role to play in addressing WSNs, including, housing, social services and education;
- where possible, S.106 agreements or conditions attached to a grant of planning permission should be used to ensure that facilities are provided for women in association with new developments;
- LPAs should consult women and women's groups from the outset of plan preparation, and not just at the draft consultation stage;
- mixed gender "Women and Planning" groups should be set up within planning departments. Inter-departmental working parties could be set up to identify WSNs across the range of LA services, and to formulate policies to address these issues;
- planners should aim to educate themselves as to the need for specific needs planning. This could involve internal and external professional seminars or conferences, which could be part of CPD.

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Figure 6 Summary of Plans Containing Positive Policies

Development Plan UDP / DWLP	Housing	Employment & Training	Shopping	Transport & Mobility	Recreation	Community Facilities	Safety & Crime
Newcastle	•	•	•	•	•		•
Gateshead		•	•	•	•	•	
Sunderland	•	•	•	•	•	•	•
South Tyneside	•		•	•		•	•
Alnwick	•	•		•	•	•	
Castle Morpeth	•	•	•		•		•
Wansbeck			•	•			•
Hartlepool		•	•	•	•	•	
Stockton on Tees			•	•	•	•	
Sedgefield	•	•	•	•	•	•	•
Copeland	•		•	•	•	•	•
Barrow in Furness	•						
Allerdale	•			•			
Yorkshire Dales	•						

Appendix 1 Plans Examined in Desktop Survey

Authority	Stage	Date Published
Newcastle upon Tyne City Council	Draft	May 1991
Gateshead Metropolitan Borough Council	Draft	March 1992
Sunderland Metropolitan Borough Council	Draft	Sept 1992
South Tyneside Metropolitan Borough Council	Draft	June 1992
Alnwick District Council	Draft	Jan 1993
Castle Morpeth Borough Council	Draft	Jan 1992
Wansbeck District Council	Draft	April 1992
Hartlepool Borough Council	Deposit	Sept 1992
Stockton on Tees Borough Council	Draft	June 1992
Sedgefield District Council	Draft	June 1992
Copeland Borough Council	Draft	Oct 1991
Barrow in Furnace Borough Council	Adopted	Jan 1993
Allerdale District Council (North & South)	Deposit	Jan 1993
Yorkshire Dales National Park	Deposit	Jan 1993

Appendix 2 List of Interviewees

Authority	Interviewee	Position
Manchester City Council	Harmesh Jassal	Assistant Planner
	Sheila Ritchie	Senior Planner
Leicester City Council	Judith Synanski	Assistant Planner (P/t)
Sheffield City Council	Dory Reeves	Deputy Team Leader, Forward Planning
Newcastle City Council	Anne Thomas	Assistant Planner
Sedgefield District Council	Rosemary Kidd	Planning Officer
Castle Morpeth BC	Mr. Milligan	Principal Planning Assistant