



Dear Councillor,

**CENTRAL LANCASHIRE LOCAL DEVELOPMENT FRAMEWORK JOINT ADVISORY COMMITTEE - THURSDAY, 1ST SEPTEMBER 2011**

The next meeting of the Central Lancashire Local Development Framework Joint Advisory Committee to be held in the Council Chamber, Town Hall, Chorley on Thursday, 1st September 2011 at 5.30 pm. Entrance to the Town Hall during the evening can be gained from the doors on St Thomas's Road, opposite the Police Station.

The agenda and accompanying reports for consideration at the meeting are enclosed.

The agenda papers are being sent to both appointed and substitute Members. Any appointed Member who cannot attend on 1 September 2011 is asked to first contact their substitute to see if he or she can attend instead. Then please contact Cathryn Filbin either by telephone or email at the address below to give their apology with an indication of whether the substitute Member will attend.

Yours sincerely

Gary Hall  
Chief Executive of Chorley Council

Cathryn Filbin  
Democratic and Member Services Officer  
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**Distribution**

All members of the Central Lancashire Local Development Framework Joint Advisory Committee

**Councillors**

Alan Cullens (Chorley Council), Harold Heaton (Chorley Council), Roy Lees (Chorley Council), Neil Cartwright (Preston City Council), Councillor Bill Shannon (Preston City Council), Councillor John Swindells (Preston City Council), Councillor Joseph Hughes MBE (South Ribble Borough Council), Jon Hesketh (South Ribble Borough Council), Barrie Yates (South Ribble Borough Council) and County Councillor Michael Green (Lancashire County Council).

Substitute Councillors:

Peter Goldsworthy (Chorley Council), Geoffrey Russell (Chorley Council), Dennis Edgerley (Chorley Council), Carl Crompton (Preston City Council), Councillor Ken Hudson (Preston Council), Danny Gallagher (Preston City Council), Councillor Margaret Smith (South Ribble Borough Council), Peter Stettner (South Ribble Borough Council) and County Councillor Mark Perks (Lancashire County Council)

Officers:

Lesley-Ann Fenton (Director of Partnerships, Planning and Policy), Jennifer Moore (Head of Planning), Chris Moister (Head of Governance), Chris Hayward (Assistant Director (Chief Planning Officer), Preston City Council), Nuttall (Chief Executive, South Ribble Borough Council), John Dalton (Director of Planning and Housing, South Ribble Borough Council), Steve Browne (Director of Strategy and Policy, Lancashire County Council), Julian Jackson (Central Lancashire LDF Team Co-ordinator) and Cathryn Filbin (Democratic and Member Services Officer).

## AGENDA

1. **Appointment of Chair for the Meeting**
2. **Welcome by Chair and Introductions**
3. **Apologies for absence**
4. **Confirmation of Minutes from the last meeting (Pages 1 - 4)**

Minutes of the last meeting held on 9 June 2011 (enclosed).
5. **Central Lancashire Core Strategy - Outcomes of Examination Hearings (Pages 5 - 8)**

The report briefs Members of the overall outcomes of the Central Lancashire Core Strategy examination hearing sessions to date (report enclosed).
6. **Progressing the Central Lancashire Core Strategy (Pages 9 - 16)**

The report informs Members of important developments in the progress of the Core Strategy examination, particularly concerning the housing delivery policy (Policy 4) which has a bearing on the plan being found sound by the Inspector (report enclosed).
7. **Community Infrastructure Levy - Preparing Charging Schedules (Pages 17 - 22)**

The report gives an update to Members of work on preparing the Community Infrastructure Levy (CIL) Charging Schedules and their likely content (report enclosed).
8. **Local Planning Regulations: Consultation (Pages 23 - 28)**

The report advises Members that the Government has begun a consultation on proposed new regulations governing the process by which local councils prepare their development plan and associated documents (report enclosed).
9. **Draft National Planning Policy Framework: Consultation (Pages 29 - 36)**

The report sets out the key matters put forward in the draft National Planning Policy Framework (NPPF), the implications that these may have for the Central Lancashire authorities, and the possible grounds for making representations (report enclosed).
10. **Lancashire Local Transport Plan - Draft Implementation Plan 2011/2012 - 2013/2014: Consultation (Pages 37 - 56)**

The report informs Members about the content of the Local Transport Plan (LTP) – a draft Implementation Plan for Lancashire for the next three years which is out for consultation until the 12 September 2011 (report enclosed).

11. **Progress with Site Allocations and Development Management Plans**

Members will receive a verbal update at the meeting.

12. **Dates of Future Meetings**

To note that the next scheduled meeting of the Joint Advisory Committee is to be held at Preston City Council on Tuesday, 8 November 2011 at 5.30pm.

**CENTRAL LANCASHIRE LOCAL DEVELOPMENT FRAMEWORK  
JOINT ADVISORY COMMITTEE**

**Meeting held at 5.30pm on Thursday 9 June 2010 at the Civic Centre, South Ribble Borough Council, Leyland**

Present: **Chorley Borough Council**

Councillors Cullens, Heaton and Lees

**Preston City Council**

Councillors Cartwright, Gallagher and Swindells

**South Ribble Borough Council**

Councillors Hesketh, Hughes (Chairman) and Yates

**Lancashire County Council**

County Councillor Green

In attendance: **Central Lancashire LDF Team**

Mr J Jackson - Central Lancashire LDF Team Coordinator  
Mr D Porter – Principal Planning Officer

**Chorley Borough Council**

Mrs L Fenton – Director of Partnerships, Planning and Policy  
Mr P McAnespie – Planning Policy and Design Team Leader

**Preston City Council**

Mr C Hayward - Assistant Director - City Planning Officer  
Mr M Putsey - Principal Planning Officer

**South Ribble Borough Council**

Mr J Dalton - Director of Planning and Housing  
Mrs H Hockenhull - Planning Manager  
Miss D Holroyd - Principal Planning Officer  
Mr J Wallwork - Democratic Services Officer

**Lancashire County Council**

Mr M Hudson – Head of Planning

**1. Appointment of a Chairman for the Meeting**

RESOLVED: That Councillor Hughes be appointed Chairman for the meeting.

**2. Welcome by the Chairman and Introductions**

The Chairman welcomed everyone to the meeting.

**3. Apologies for Absence**

An apology for absence was submitted on behalf of Councillor Shannon (Preston City Council) and Councillor Gallagher attended as his substitute.

**4. Confirmation of Minutes – 15 March 2011**

RESOLVED: That the minutes of the Central Lancashire Local Development Framework Joint Advisory Committee meeting held on 15 March 2011 be approved as a correct record and signed by the chairman.

**5. Central Lancashire Core Strategy – Examination Stage**

Julian Jackson provided an update on the progress of the Core Strategy and matters related to its examination.

Following a question from Councillor Heaton, the Julian Jackson confirmed that the date had now passed when members of the public could submit comments on the Core Strategy. He also agreed to circulate to all members of the committee a list of who will be attending the hearings as witnesses.

UNANIMOUSLY RESOLVED:

(1) That the report be noted.

(2) That a list of who will be attending the hearings as witnesses be circulated to all members of the committee.

**6. Evidence update**

The Central Lancashire LDF Team Coordinator introduced a report which updated members on recently completed research studies as well as on-going and future evidence collection.

Councillor Lees indicated that a report had been published which indicated that open space on residential developments made a significant improvement to people's lifestyles and enquired if this was taken into account. The Central Lancashire LDF Team Coordinator confirmed that this was important to take into account as it had both physical and psychological benefits.

Following a question from Councillor Hesketh, Julian Jackson stated that Section 106 monies wouldn't disappear completely, but would be significantly reduced following the full introduction of the Community Infrastructure Levy (CIL) approach. He added that they would still have a role as they would be used for specific sites. John Dalton informed the committee that Section 106 monies would also continue to be used for affordable housing as CIL only related to infrastructure projects.

UNANIMOUSLY RESOLVED:

That the report be noted and the need for further viability evidence be endorsed.

**7. Progress with Site Allocations and Development Management Plans**

Lesley-Ann Fenton informed those present of the position Chorley Borough Council was currently at in respect of the Site Allocations and Development Management Plans. She stated that Chorley was slightly ahead of the other two councils and that they were currently compiling the site allocations document. It was hoped that the preferred options would be presented to Council on 19 July 2011. Following that the consultation would take place from August to September with the publication stage early in 2012.

Martin Putsey also provided an update in respect of Preston City Council. He stated there had been a huge response to the site suggestions with over 1100 responses and 1800 comments being put forward. However, the majority were related to a few controversial sites. He added that 16 new sites had been put forward and that they were currently undertaking a detailed assessment of all sites. Preston City Council was hoping to present the preferred options to Cabinet at the end of August.

Finally, Debra Holroyd provided an update on behalf of South Ribble Borough Council. She stated that following the consultation in December 2010 and January 2011, 705 representations were made and over 400 people had attended consultation events. The main issues raised centred around greenfield and Green Belt sites, affordable housing and highway infrastructure. The team was currently producing site portfolios for each area. Briefing sessions were being arranged for members over the next four months with the aim to take the preferred options to Cabinet on 13 October 2011. Further consultation would then take place from October to December with the hope of publication in Spring 2012 with the adoption taking place early in 2013.

Peter McAnespie indicated that all three councils had been working together and being consistent with the approach. Julian Jackson echoed these comments stating that they had applied for an RTPI award for the joint working which had taken place between the three authorities. The Chairman stated that one of the strengths of the partnership working was the involvement of Lancashire County Council. Chris Hayward agreed and was grateful for the support of the county council with the various highway issues. Marcus Hudson thanked the officers for those comments and said that despite stretching his resources at times, he had found it incredibly rewarding and it had been a terrific benefit to both officers and councillors at the county council. He hoped that this example of partnership working could be extended throughout Lancashire.

RESOLVED: That the update be noted.

**8. Date, Time and Venue of Next Meeting**

The next meeting would be held on Thursday 1 September 2011 at 5.30pm at Chorley Borough Council.

..... (Chairman)

(The meeting finished at 6.12pm)

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Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	1 September 2011

## **CENTRAL LANCASHIRE CORE STRATEGY – OUTCOMES OF EXAMINATION HEARINGS**

### **PURPOSE OF REPORT**

1. To brief Members of the overall outcomes of the Central Lancashire Core Strategy examination hearing sessions to date.

### **RECOMMENDATION(S)**

2. To note the contents of this report.

### **EXECUTIVE SUMMARY OF REPORT**

3. This report summaries the main issues and outcomes of the examination hearing sessions that have been held so far. Apart from the matter of housing requirements (which is considered in more detail in a separate report on this agenda), the matters which led to most debate and consideration related to employment land, sustainable resources and the flexibility of the strategy.

### **REASONS FOR RECOMMENDATION(S)**

#### **(If the recommendations are accepted)**

4. To keep members up to date with the main issues arising at the Core Strategy examination.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

5. None.

### **BACKGROUND**

6. The Central Lancashire Core Strategy was published and placed on deposit on 8 December 2010. A total of 125 representations were received. Having considered the representations and then approved 51 Minor Changes, the Core Strategy was submitted to the Secretary of State on 31 March 2011.
7. At the time of submission although some matters had been sought to be satisfied by the Councils proposing minor changes, but still leaving numerous unresolved representations. In these circumstances and in order to ensure that the document may be found sound,

the Secretary of State is required to appoint an Inspector to examine the Core Strategy to test whether it is capable of being adopted as part of the development plan for Central Lancashire. Richard Hollox was appointed as the Inspector, and the Councils appointed Tony Blackburn to act as Programme Officer, and assist in the running of the examination.

## **THE EXAMINATION**

8. Prior to the examination, the Inspector issued the Matters, Issues and Questions (MIQs) that he intended to investigate, and he invited anyone with an interest in the Core Strategy to make representations to him on them. The Councils, and all other interested parties, submitted their MIQ responses to the Inspector on 10 June 2011. The MIQs were:
  - (1) Vision, Strategy, Objectives and Sustainability
  - (2) Infrastructure and Monitoring
  - (3) Housing – General Needs, Deliverability, Density and Quality
  - (4) Retail, Leisure, Entertainment and Culture
  - (5) Affordable Housing and Other Needs
  - (6) The Built and Natural Environment
  - (7) Employment and Economic Development
  - (8) Other Locations and Sites and any other considerations
9. Between the deadline for submissions and the beginning of the examination hearings, officers held meetings with some of the representors in an effort to find areas of common ground. As a result of these meetings, a set of 11 Further Minor Changes were prepared, approved by Executive Members and submitted to the Inspector.
10. The formal business of the examination began with a Pre-Hearing meeting, held at the Gujarat Centre on South Meadow Lane, Preston, on 17 May. This allowed the Inspector to organise the hearings according to the agenda of the MIQs, and ensure that all parties were aware of the programme. The examination hearings began on 28 June, and were adjourned on 12 July, pending the consideration by the Inspector of responses to his letters on the subject of housing requirement.

## **SUMMARY OF MAIN ISSUES RAISED AT THE EXAMINATION**

11. The big issue was housing requirement figures. Following the election of the Coalition Government in May 2010 and the ministerial announcement soon afterwards that Regional Spatial Strategies had been revoked the Core Strategy was amended. The revised housing policy sought to apply housing requirements at 80% of the Regional Spatial Strategy (RSS) levels for at least two years and anticipated an early partial review of the subsequently adopted Core Strategy to put in place locally derived requirement figures for the longer term. The number/extent of identified strategic development locations was also reduced.
12. The Inspector's approach prior to the hearings was to ask the Councils and representors to prepare statements on how the Core Strategy related to the then recently produced Plan for Growth issued by the Government. The Inspector also asked representors for their versions of what the housing delivery policy (Policy 4) should include. Most representors (typically on behalf of house building interests) who produced statements in response to the Inspector's requests thought the Core Strategy did not sufficiently reflect the intentions of the Plan for Growth although many of the planning related initiatives had then only recently been announced (such as the proposed changes to the Use Classes Order) and it was by no means certain that such proposals would come into force.
13. In terms of the alternative wordings of the housing policy most representors wanted the RSS figures cited and previous years' under-provision to be quickly made up. Some representors produced their own housing requirement figures and these typically were

similar or higher than the RSS ones. Interestingly most representors stuck more or less to the 70% previously developed land (PDL or brownfield) target derived from the RSS although others argued that with the change in definition of greenfield land and the intended demise of the national target meant it was not longer applicable.

14. The Councils' case was that the RSS housing figures are out of date and were based on optimistic economic growth assumptions so now with the slump in the housing market and on-going restrictions on mortgage availability the effective demand for housing, at least in the short term, is much lower. In respect of the PDL target Officers argued that despite the change in definition sufficient brownfield land would come forward although recognising this is always difficult to predict far into the future.
15. Employment land requirements were also disputed. In this matter, the Councils assisted by 4NW in 2010, had chosen an approach which updated and extended to 2026 the RSS Lancashire land provision total and how our share of it could be calculated. As this took account of actual take-up of land up to 2008 it was more up to date than the original RSS figures and with the reduced rates of recent take-up produced lower requirement figures – about 20% lower. Nevertheless most representors considered the Core Strategy still had a too high employment land target, and many objectors with housing interests, argued that it was disproportionately higher than the reduced housing requirements, stating that the two should be in balance.
16. Another matter that stemmed directly from RSS was the debate about the Core Strategy's sustainable resources policy (Policy 27) which in line with the regional plan sought to promote the national sustainable building standards coupled with a proportion of energy to be captured from renewable and/or decentralised sources albeit set at higher targets in both respects. House builder interests argued against this on viability grounds. In line with discussions with Executive Members, Officers supported a compromise approach.
17. On various issues the Inspector encouraged the representors and Officers to explore, between hearing sessions, the scope for a comprise approach on policy or other text wordings. However apart from the housing policy the greatest difficulty to reach agreement was in terms of flexibilities and contingencies. The inspector cited provisions in national policy (PPS12) for alternative strategies to cover for the preferred strategy not proving to be deliverable. The Member approved Further Minor Changes identified a series of contingency options in a revised Performance Monitoring Framework but the Inspector has since suggested (in his first letter) more flexibility than this is needed.
18. On the morning of the final hearing day the Inspector announced he had 'grave doubts' he would be able to find the Core Strategy sound in respect of the housing requirements and thought that the RSS figures as minimum requirement should be cited in the policy. A separate report appears on this meeting's agenda on the implications of this announcement, which has been followed by two letters from the Inspector. It is important to note, however, that the Inspector intends to work with the Councils and other parties to amend the Core Strategy so that it may be found sound. In view of this, the examination hearings stage is incomplete: it will reconvene once proposed revisions have been prepared, consulted on and submitted to the Inspector in response to his requests.

There are no background papers to this report.

Report Author	Tel	Email	Doc ID
David Porter	01772 536775	david.porter2@lancashire.gov.uk	JAC Report Sept 11 – Examination Outcomes

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Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	1 September 2011

## PROGRESSING THE CENTRAL LANCASHIRE CORE STRATEGY

### PURPOSE OF REPORT

1. To inform Members of important developments in the progress of the Core Strategy examination, particularly concerning the housing delivery policy (Policy 4) which has a bearing on the plan being found sound by the Inspector.

### RECOMMENDATION(S)

2. Members are recommended to:
  - (a) accept the draft recommendations contained in the Inspector's letters, concerning housing requirements, in order that the Central Lancashire Core Strategy may be found sound and proceed to adoption.
  - (b) accept the need for additional strategic sites or locations of land for housing, but to direct the Inspector towards selecting those sites which relate best to the existing pattern of development, including the phased and managed release of land at Higher Bartle and Pickering's Farm.
  - (c) endorse the redrafting of relevant sections of the Core Strategy in accordance with the Inspector's recommendations, and to bring the new wording to the Full Councils for approval, along with a revised timetable towards adoption.
  - (d) note that the adoption of the Core Strategy is most likely to be postponed until early 2012.

### EXECUTIVE SUMMARY OF REPORT

3. The Inspector at the Core Strategy examination has made an announcement, and written two letters to Council Officers centred on the subject of housing delivery. His correspondence indicates that the Core Strategy is unsound as submitted in this respect and he has asked the Councils to take steps to remedy the situation, so that the Core Strategy may be found sound and be adopted as part of the development plan.
4. This report sets out and interprets the detail of the correspondence, and assesses the risks involved. It makes recommendations to ensure compliance with the Inspector's draft recommendations. One of the consequences of the Inspector's intervention is that the adoption of the Core Strategy will be delayed as further consultation and subsequent examination hearing time will be required.

**REASONS FOR RECOMMENDATION(S)**

**(If the recommendations are accepted)**

5. To proceed expeditiously towards adoption of the Core Strategy.

**ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

6. One alternative option (Option 1) is set out in paragraph 12(a). This is not favoured for the reasons stated in the main body of the report.

**BACKGROUND**

7. Members have already given careful consideration to the wording of the housing policies contained in the Core Strategy. A detailed report was considered by the Joint Advisory Committee (and subsequently by each Full Council) on 21 September 2010. That report was framed in the light of the government's decision to revoke Regional Spatial Strategies (RSSs). A challenge to that decision as well as a challenge to a subsequent decision of the Government stating that the intention to revoke RSS's was a material consideration has been resolved in the courts. The latest decision of the courts in that series of challenges confirms that until lawful revocation of RSS's takes place (by means of legislation currently in Parliament), development plans must be in general conformity with regional planning policy (which remains part of the statutory development plan)
8. The earlier report to the Joint Advisory Committee also considered the worsening economic circumstances, and subsequently the Councils commissioned research from consultants Ecorys which provided evidence of the current state of the local housing market and economy. The Councils resolved in the autumn of 2010 to progress with the approved Core Strategy based on lower housing requirement figures than set out in the RSS, until such time as new local housing requirements are produced.
9. The Core Strategy examination hearings took place between 28 June and 12 July 2011. One of the most keenly debated policies was Policy 4, wherein the Councils sought to apply housing requirement figures in the short term (2010-2012) that are equivalent to 80% of the RSS figures.

**THE INSPECTOR'S FIRST LETTER 15 July 2011 (part 1)**

10. On the last day of the examination hearings, the Inspector made an announcement (appended to this report) concerning the housing policies, specifically Policy 4. This was followed on 15 July and 27 July by two formal letters to the Central Lancashire Authorities. The first part of his first letter reads:

*"(i) You will recall that in my announcement at the beginning of the Hearing on Tuesday 12 July 2011, I said that I had very grave doubts that the Core Strategy in its present form was sound in its housing policies. In his note of 28 April 2011, the Programme Officer stated that I would need to be satisfied that a sufficient amount of housing could be delivered at the right time and in the right places during the plan period. I have to say that, having considered the evidence from all the participants, I am not persuaded that this has been achieved. I am not convinced that, in matters of housing, the Core Strategy generally conforms with the Regional Spatial Strategy (RSS), and I am not persuaded that matters should be put right in the Site Allocations Development Plan Document (DPD). In my view, the Core Strategy should provide a suitable framework for the preparation of the next generation of plans, particularly the Allocations DPD, by leaving no doubt where, when and how the correct amount of housing will be delivered. I conclude, therefore, that the Core Strategy is not sound in these matters.*

*"(ii) The purpose of this letter is to suggest ways in which the Core Strategy can be made sound with regard to its housing policies. As accepted at several Hearings, the RSS to 2021 forms part of the development plan for Central Lancashire and its Policy L4 states that local planning authorities should assume that the average annual requirement set out in its Table 7.1 will continue for a limited period beyond 2021. I therefore consider that the Core Strategy should adopt the annual net requirement of 1341 dwellings set out in that Table, allocated as indicated to Chorley (417), Preston (507) and South Ribble (417). This equates to a total of 21,456 dwellings during the 16 year period 2010-2026 and it should be included in Core Strategy Policy 4. As RSS paragraph 7.19 states, the annual average figures are not absolute targets and may be exceeded where justified by evidence of need, demand, affordability and sustainability issues and fit with relevant local and sub-regional strategies. For this reason, and owing to such considerations as the Government's agenda for growth, the relationship between housing and the economy and the Core Strategy's suitable acknowledgement at paragraph 9.1 of the considerable economic growth potential of Central Lancashire, this annual and total provision should be regarded as a minimum requirement.*

*"(iii) The Core Strategy should look to the long term and it should include provisions showing where and when the components of the total housing requirement will be delivered throughout the stages of the plan period up to 2026. You will recall my hand-written note of 29 June 2011 which set out a theoretical delivery strategy concerning 15,000 dwellings during a plan period of 2010-2026. I consider that this sort of approach would be a vital addition to the Core Strategy. It would, for example, provide a greater certainty for developers, the public and the providers of the phased and necessary infrastructure. It would assist the monitoring and implementation of the strategy, it would set the scene for the Allocations DPD and it would accord with Planning Policy Statement (PPS) 12 paragraph 4.1 by setting out how much development is intended to take place where and when and by indicating by which means it will be delivered. It would also mean that decisions upon planning applications could be given a clear steer immediately. In particular, it should show how the requirement to deliver a 5 year supply of housing land can be met. Several participants refer to a backlog of housing completions. Ideally, this should be made good as soon as possible. Owing to the present state of the economy, however, I doubt that this can be rectified during the early stage of the plan period. I think that it would be more realistic to expect this to take place fairly steadily throughout the plan period. It is another reason for regarding the total housing provision as a minimum requirement."*

## **COMMENTARY ON HOUSING REQUIREMENTS**

11. A number of matters are clear from the proceedings of the examination and the Inspector's letter:
  - (a) The Councils advanced the argument for a short-term reduction in the housing requirements for Central Lancashire.
  - (b) This has not found favour with the Inspector.
  - (c) The Inspector has announced his preliminary view on the housing policy. He is inviting comment back from the Councils (and the examination objectors) even though it is highly likely that this will be his final recommendation.
  
12. In the circumstances there are two options for Members to consider:
  - (a) Option 1: Continue to argue for the lower RSS figures in Policy 4**  
 The Inspector has given a very clear indication as to his likely approach to Policy 4. In the light of that indication, it is inconceivable that he will recommend adoption of the policy in its current form. It is overwhelmingly likely that the Inspector's finalised recommendation will follow the draft set out in his letter. In those circumstances there seems little purpose in the Councils pursuing Policy 4 as currently drafted.

**(b) Option 2: Accept the Inspector's recommendation**

Choosing this option should ensure that the Core Strategy can proceed to adoption with expedition and thereafter become a valid part of the development plan. Adoption will ensure that the Site Allocations work at the three Councils can proceed unhindered in this respect and be consistent with an adopted Core Strategy. It will also give the Councils the confidence to operate plan-led development management with up to date policies and proposals in the Core Strategy. (Members should note that an appeal for 300 units on an existing safeguarded site in Chorley has recently been allowed at appeal, on the basis that the local plan (adopted in 2003) was out of date, and in the light of the ministerial statement "Planning for Growth", and despite a proven five year supply).

The Inspector's recommendation will not prevent the Councils from researching new local housing requirement figures, which when available can then inform a partial review of the adopted Core Strategy. This should be possible to do within about 18 months.

**THE INSPECTOR'S FIRST LETTER 15 July 2011 (part 2)**

13. The remainder of the Inspector's letter deals with some issues associated with his draft recommendation that the Core Strategy contains the RSS housing figures. It reads:

*"(iv) I must also invite you to give further consideration to PPS 12 paragraph 4.46 concerning flexibility, a matter discussed at the Hearings and upon which participants have commented following my draft addition to the Core Strategy. The paragraph refers to alternative strategies and what would trigger their use. This, I believe, is a matter of soundness, and I consider that the Core Strategy should be clear and more robust on how it would handle contingencies.*

*"(v) These draft recommendations imply the identification of strategic site or sites and/or of strategic location(s) to accommodate the RSS housing figures and this may mean further consultation and sustainability assessment. They also imply changes to the text, especially Policy 4 and paragraphs 8.12 and 8.13. I would welcome written representations on these draft recommendations from you and from all those who have participated on the subject of housing. These should be with the Programme Officer by Friday 12 August 2011. I then invite you to take these representations into account as you progress the Core Strategy. To assist the process, I will do as much as I can forthwith in the preparation of my Report."*

**COMMENTARY ON FLEXIBILITY AND STRATEGIC SITES/LOCATIONS**

14. The Inspector's recommendation on flexibility goes further than the submitted Core Strategy in that it invites the Councils to identify additional housing land to meet a potential shortfall in annual housing completions. The Inspector's observations on strategic sites and/or strategic locations indicate that he believes the Councils need to identify additional strategic sites and/or locations in order to meet the housing development requirements of RSS with sufficient flexibility. He has clarified that further consultation will be needed to allow representations to be made about the inclusion of any such sites or locations.
15. Whilst the Councils have been reluctant to name additional specific sites in the Core Strategy in advance of the Site Allocations work, the Inspector has clarified that he expects this happen in respect to those capable of being appropriately promoted as of strategic significance (see paragraph 17 below). In an effort to address Inspector's concerns for flexibility and the need for additional identified strategic sites or locations the most appropriate response at this stage is to say that:

- (a) the Councils accept the need for the identification of a limited number of additional strategic sites and/or locations, and consider that this is the best way of improving the flexibility of the Core Strategy. The Councils wish to ensure that only genuine and



sustainable strategic sites and/or locations are identified, and that these should be well located with respect to existing settlements.

- (b) given the inclusion of additional strategic sites or locations in the Core Strategy, the Councils consider that there is no need to introduce any further level of flexibility such as an obligation on the part of the Councils to identify other sites outside of the development plan process.

### **THE INSPECTOR'S SECOND LETTER 27 July 2011**

16. On 27 July, the Inspector issued a second letter, which clarifies and adds to the requirements of the first. It says:

*'(i) Further to my letter to you of 15 July 2011, I should welcome some indication of your Councils' intentions following my conclusion that the Core Strategy, as it stands at present, is not sound in so far as its housing policies are concerned. It would also be useful to have some idea of the likely programme of the preparation of changes, sustainability appraisal and consultations etc. This would much assist me, and the Planning Inspectorate, in devising my own work programme. As I intimated in my letter, I have already started on the preparation of my Report and I am willing to continue to deal with those matters which seem to be capable of examination at this stage. I am, however, concerned that if the Core Strategy is to be fundamentally changed, with the revised housing contents having substantial implications for much of the rest of the document, a good deal of reporting time could be wasted and at considerable cost to your Councils. I am sure that this is something which we all want to avoid. It is an urgent matter for all concerned, and I should appreciate your comments as soon as possible.*

*'(ii) As you know, the Draft National Planning Policy Framework (DNPPF) (July 2011) has recently been published. Of particular note as far as the Core Strategy is concerned are its policies for housing. These include significantly increasing the supply of housing by, for example, including an additional allowance of at least 20% to ensure choice and competition in the market for land. This gives greater credence to my conclusion about unsoundness. Whilst accepting that this Framework is in draft form, I consider that your Councils and those parties who made representations on housing matters should be given an opportunity to comment on the DNPPF. Indeed, as it addresses other matters including business and economic development, transport, climate change and the natural and historic environment, it would be prudent to invite further comments from all those who have made representations on the Core Strategy. This will also have implications for the programme of further work on the Core Strategy.'*

### **COMMENTARY ON THE SECOND LETTER**

17. It is apparent that:

- (a) The Inspector will not re-draft the Core Strategy: he expects the Councils to do so, in accordance with the direction given in his letters.
- (b) The Inspector expects that the Councils to consult on the re-drafted plan and consider representations before the examination can resume and conclude.
- (c) In order to meet the Inspector's expectations, the Councils will have to identify additional strategic sites and/or strategic locations. In your Officers' view, any such sites or locations will need to include the phased and managed release of land at Higher Bartle and Pickering's Farm.
- (d) The Inspector will invite further comments from all those who have made representations on the Core Strategy in respect of the draft National Planning Policy Framework.

18. Whilst it should be possible for comments to be made on the draft NPPF within the next 4-6 weeks, the introduction of additional strategic sites and/or locations will take longer.

Redrafting, appropriate approvals by the three Councils, a six week period of deposit, analysis of the representations, and the re-opening of the examination, will mean that adoption of the Core Strategy is unlikely until the new year. Officers will prepare a detailed timetable on these matters for Members to consider.

## KEY ISSUES & RISKS

19. There are a number of key issues in considering the most appropriate response to the Inspector's announcement and letters, especially in the context of pending legislation and national policy.
20. As planning law currently stands, the Inspector's report will be binding. The Core Strategy must be found sound in order to progress to adoption, and it must be in conformity with RSS to be found sound. Following court rulings referred to above (paragraph 6) it is unlawful to take the proposed Localism Bill and revocation of RSS into account in plan making. Furthermore, the ministerial statement "*Planning for Growth*" seeks to increase the supply of land for housing, and the Inspector has taken this into account as a material consideration. The draft NPPF builds on aspects of "*Planning for Growth*" in respect of the delivery of housing.
21. **National Planning Policy Framework (NPPF):** a draft NPPF was issued on 25 July for consultation, with responses invited by 17 October. The NPPF seeks to consolidate national planning guidance and policy into one single document. A separate report on the draft NPPF, is included on this meeting's agenda, its main key points are:
  - The NPPF seeks to introduce a presumption in favour of development under certain circumstances, including when the local plan is considered absent, silent, indeterminate or where relevant policies are out of date.
  - The soundness test will also assess whether the plan has been "positively prepared" on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is practical to do so consistently with the presumption in favour of sustainable development. The examination will also assess the duty to co-operate.
  - The need to identify a 5 year rolling deliverable supply is maintained, but an *additional* allowance of 20% should be included to allow for competition and choice.
  - It is open to Local Planning Authorities to seek a certificate of conformity with the NPPF, but the draft is silent on how that may be sought, and whose decision it would be, and there is no mention of that mechanism in the Localism Bill.
22. **Localism Bill:** the Localism Bill has reached its report stage in the House of Lords. For plan making, the RSS will be revoked. The bill includes a clause to enable transitional arrangements to be prepared by the Secretary of State, but no details are yet available. It is customary for transitional arrangements to permit those with advanced plans to progress them to adoption, and Members may wish to consider making representations on this issue to the Secretary of State.
23. **Planning Applications:** recent appeal decisions demonstrate that the Government's agenda to significantly increase the delivery of new housing can outweigh a proven five year supply, and a dated local plan. Without an up to date development plan all applications will be decided in the light of the NPPF, with its presumption in favour of sustainable development. This means that in circumstances with the RSS revoked and no adopted Core Strategy, there would be no up to date housing requirement at all, and the presumption in favour would apply. All three Councils can expect to receive planning applications on safeguarded land and other un-allocated open land sites. Should applications be refused, the impact would be an increase in appeals, together with their associated costs.

24. **Resources/Reputation:** a significant resource has been expended by the three Councils in reaching this stage, and this could be regarded as abortive cost should the plan be found unsound. Further delays will impact on the currency of the existing evidence base, and further expenditure would be required to update it.

#### **SUMMARY: PREFERRED APPROACH**

25. It can be argued that the sooner the Core Strategy is adopted, the sooner the authorities can regain management of development, and continue with preparation on the Site Allocations work.
26. On the matter of housing requirements, the most pragmatic course of action is to accept the Inspector's draft recommendations (Option 2 above). This will allow the Core Strategy to be found sound and proceed towards adoption. However, it is clear from the Inspector's second letter that there will be an unavoidable delay whilst the Councils redraft and seek formal representations on the revised wordings.
27. Once adopted with the redrafted policies and supporting text, the Councils will have a firm basis for managing development with a certainty that is currently lacking. Most importantly, it will then enable the Councils to embark on a partial review of the Core Strategy so that the housing policies may in time be modified to accommodate more up to date locally derived housing requirement figures.
28. On the matter of flexibility and the identification of additional strategic sites and/or locations, the Councils will be expected to include additional named sites within the re-drafted Core Strategy, in order for the document to be found sound.

#### **NEXT STEPS**

29. If the recommendations of this report are accepted by Members, the resolution will be passed on to the Inspector to meet his revised deadline of 9 September 2011. Officers will then begin the necessary redrafting of the relevant text in the Core Strategy so that the Councils can endorse the changes, and this in turn will enable those changes to be placed on deposit for formal representations. Only after the representation period will the Inspector be able to re-open the examination and complete his report. A detailed timetable will be drawn up, but Members should be aware that the adoption of the Core Strategy is unlikely to occur until early 2012.

There are no background papers

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## ANNOUNCEMENT

*During the last few days, and following the evidence put to me during the 7 Hearings which have taken place, I have been giving a great deal of consideration to certain housing matters contained in the Core Strategy. In essence, I have very grave doubts that the Core Strategy in its present form is sound in its housing policies. You will recall that in the note of 28 April 2011, the Programme Officer stated that the Inspector would need to be satisfied that a sufficient amount of housing could be delivered at the right time and in the right places during the plan period. I have to say that having considered the evidence from all the participants I am not convinced that this has been achieved. I am not convinced that, in matters of housing, the Core Strategy generally conforms with the RSS, and I am not persuaded that matters should be put right in the Site Allocations DPD. In my view, the Core Strategy should provide a suitable framework for the preparation of the next generation of plans, particularly the Allocations DPD, by leaving no doubt where, when and how the correct amount of housing will be delivered.*

*I consider that the matter can be put right, and in a timely fashion. But it implies some fairly radical draft recommendations on my part. Although I have obviously not had the time since the previous hearings to put these intended recommendations in a precise form of words, I would expect them to be along the lines of the Core Strategy having to adopt the annual housing completions indicated in the RSS throughout the plan period and set out on page 69 of the Core Strategy. I would also expect to recommend that this figure be regarded as a minimum requirement, mainly because of such considerations as the Government's agenda for growth and the relationship between housing and the economy. I would give the Council and the participants an opportunity to comment on draft recommendations on this matter, either by way of written representations or with another hearing.*

*I see no need to discuss this today, for two reasons:*

- a) It would mean going over evidence already provided, all of which I have taken into account in coming to these conclusions;*
- b) I shall be writing to the Councils setting out draft recommendations for the Core Strategy's housing policies, and suggesting a way forward. The important point to remember is that the Examination remains open until the Councils receive my Report.*

*Richard E Hollox  
Inspector  
12 July 2011*



Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	1 September 2011

## **COMMUNITY INFRASTRUCTURE LEVY – PREPARING CHARGING SCHEDULES**

### **PURPOSE OF REPORT**

1. To update Members of work on preparing the Community Infrastructure Levy (CIL) Charging Schedules and their likely content.

### **RECOMMENDATION(S)**

2. To support the proposed role of the Joint Advisory Committee in acting to steer the establishment and on-going review of cross boundary infrastructure funding priorities.
3. To endorse the emerging content of the Preliminary Draft Charging Schedules for consultation.

### **EXECUTIVE SUMMARY OF REPORT**

4. Separate Charging Schedules are needed for each District as the Councils will be separate CIL Charging Authorities however they can be jointly prepared and consultants have been appointed to assist with that process. The approach required to setting charge levels is a strategic one taking account of development viability and how this might vary from development type and from place to place compared with what funding is required to make up at least part of the infrastructure funding gap. The Government expects the outcome of the process will be the achievement of an 'appropriate balance' of charging developments and funding infrastructure such that there will be a positive economic effect on development across the area in the medium to long term.
5. CIL has the potential to unlock funding additional to that which has been previously secured under Section 106 planning obligations and will enable the authorities to better forecast the amount of funding that will arise from developer contributions and so better plan infrastructure delivery. This should mean that new developments are better accommodated within existing communities serviced by the necessary infrastructure such that there are overall benefits for residents and businesses alike. The initial outcomes of the commissioned viability research reveal the impact of the funding of affordable housing on what residential developments can also pay CIL charges, the wide variability in the viability of non-residential developments and the scope for consulting on options for different charge levels.

**REASONS FOR RECOMMENDATION(S)****(If the recommendations are accepted)**

6. To enable a consistent approach to the preparation of the Charging Schedules.

**ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

7. The only option to pursuing CIL is to rely on Section 106 planning obligations to secure developer contributions but as these provisions are being progressively curtailed by regulations in relation to infrastructure provision this source of funding is reducing.

**BACKGROUND**

8. Members received a report in March and agreed to progress work on the CIL approach to securing developer contributions. It is now clear that although the three District Councils can work together to collect the development viability evidence and collaborate on Charging Schedule work, because the Councils will be separate CIL Charging Authorities each will need to adopt separate Schedules. However a joint examination of two or more Charging Schedules is permitted under the CIL Regulations.
9. Consultants Roger Tym and Partners have been appointed to draw together the development viability evidence across Central Lancashire and help prepare the Draft Charging Schedule for each District Council. These consultants are leading experts on CIL having been appointed to head up the Planning Advisory Service's national training programme and are directing assisting front runner local authorities implement CIL. As a result we will benefit from the very latest CIL thinking and experience.
10. Our published preparation timetable is as follows.

Consultation	Sept – Oct '11
Publication – 4 weeks	December '11
Submission	January '11
Examination Hearing	Feb '12
Examiner's Report	April '12
Adoption	June '12

This now looks a little too ambitious given the issues thrown up by the viability research and the need for Members to fully appreciate the significance of the findings. An early November start to the consultation stage now appears more realistic and coincident with other (LDF) consultation stages.

11. The viability consultants' brief includes assisting with the key aspect of engaging with landowners and developers on the preliminary draft Charging Schedules and to complete their study taking into account the outcomes of this. The consultation stage will also involve the appropriate range of other consultees.
12. Members are reminded of the key features of CIL:
- It applies to most types of built development over 100 square metres in floor area (and any new dwellings smaller than this)
  - Exceptions include social housing and developments by charities
  - Apart from such exceptions most other uses are potentially liable to pay CIL
  - The charge is levied at a rate set per square metre of new floorspace

- e. The level of charge levied can vary for different uses, types of development and locations but these variations must be related to differences in development economic viability
  - f. For situations where a CIL charge would be likely to render a development unviable a nil charge can be levied but these circumstances must be decided in advance in the Charging Schedule, once set the charges are not negotiable on a case by case basis
  - g. The levy is normally payable on commencement of the development but phased payments can be applied
  - h. The charges can be adjusted each year by being linked with build costs indices
  - i. The money collected is not limited to being spent on infrastructure related to the donating development (unlike Section 106 contributions)
  - j. The levy can be used to increase the capacity of existing infrastructure or to repair failing infrastructure, if that is necessary to support development
  - k. The charging authority is free to set the published infrastructure spending priorities unfettered by the Schedule setting process and can update these priorities whenever it wishes
  - l. However developments must not be charged twice (ie through CIL and S.106) for the same items of infrastructure. To avoid this happening a list of those infrastructure items or types to be funded through CIL should be published (the Regulation 123 list). Also certain development sites (typically large strategic sites) can be exempt from CIL (in highly exceptional circumstances) if they are to provide (through S.106 obligations) on-site infrastructure and where an additional CIL charge would render the development unviable.
  - m. In-kind contributions – such as the donation of land for infrastructure – can be used to off-set CIL liabilities
  - n. CIL monies can be passed to other agencies/infrastructure providers (such as Lancashire County Council) and be spent on infrastructure provided outside the Charging Authority's area provided it benefits the latter
  - o. The Localism Bill is proposing that a 'meaningful proportion' of CIL monies raised in a neighbourhood is spent in that neighbourhood – just how this will be done remains to be decided at national level.
13. The charging authorities have discretion as to what the levels of charge will be set at but these must be subject to consultation and examination before Charging Schedules can be adopted – a process similar to the LDF development plan document preparation process. The overall justification for the level of charges to be levied is based on an approach that would still facilitate rather than discourage development (through high charges) and achieve an 'appropriate balance' between the infrastructure funding gap and what it is reasonable for developments to contribute to financially taking account of their economic viability.
14. For market housing developments the key issue is the effect on the rate of CIL that can be charged by seeking a proportion of affordable housing, which would currently be through a separate S106 agreement. Affordable housing at present is not classed as infrastructure for CIL purposes although the Government has indicated that it may carry out consultation on including the funding of affordable housing through CIL. The current position is that not only are the two aspects funded separately but the proportion of affordable housing actually achieved on a site is subject to negotiation (the starting point being the policy target) whereas the CIL charge is fixed from the outset. Therefore in setting CIL charge levels some assumptions must be made about what proportion of affordable housing will in practice be achieved, taking into account economic viability, and how these may vary from place to place.
15. At the time of bringing into force Charging Schedules there will be numerous developments already with planning permissions that are subject to S.106 obligations. CIL

will not apply to these developments unless the permissions expire and even then their on-site infrastructure requirements may be re-negotiated under a new planning application and S.106 obligation. In any event total monies collected through CIL will start off from a low level and build up over time as more newly permitted development occurs and is implemented.

16. The whole process of implementing CIL will necessitate a new revenue collection, enforcement of non-payment, holding of monies and payments system that will need to be audited and reported on by each district council. This will all need to feed into a step changed approach to infrastructure delivery management. At the outset there should be a list of infrastructure funding priorities that will guide decisions on how CIL monies are allocated. However overtime as infrastructure schemes are implemented and/or new infrastructure needs arise authorities will be free to revise their infrastructure spending priorities without the necessity to consult any parties. However in this whole process of setting and revising spending priorities Members from individual authorities will appropriately want a key decision making role. Each district council will sign off and approve their own CIL Charging Schedule. However bearing in mind the integrated cross boundary functioning of the Central Lancashire area as well as the appropriate involvement of over-arching infrastructure providers (such as the County Council) it might be that the Joint Advisory Committee assumes a new role in steering this overall process. But this is a possible remit that will need to be fully considered and decided upon by all the authorities.

#### **PRELIMINARY DRAFT CHARGING SCHEDULES**

17. Our consultants are preparing a first draft Charging Schedule for each District for consultation purposes. A pre-requisite of being able to adopt CIL is that there is a funding gap between the cost of necessary infrastructure and the other (non-developer contribution) funding sources available and this must be demonstrated on a District by District basis. So the Central Lancashire Infrastructure Delivery Schedule is being split into three components to reveal the individual District level overall funding shortfalls. Also some narrative will be added to explain the situation for each type of infrastructure.
18. There is however not a requirement for expected CIL revenues to make up all of the funding gap in any one District. It is appropriate to assume that some other funding streams will arise over the next 15 years or so, that cannot be quantified in advance.
19. The consultants have researched the viability of residential and a range of non-residential uses. They have taken due account of the previous housing viability work done primarily to inform the scope to secure affordable housing from market housing schemes through a policy in the Core Strategy. They have also considered (as they were required to do) a wide range non-residential types of development as set out below as CIL is applicable to all types of uses.
- Town Centre Office
  - Business Park Office
  - Warehousing/Industrial – large
  - Industrial - workshop
  - Major Food Retail
  - Retail Warehouse
  - Town Centre Retail
  - Local Retail
  - Hotel
  - Care Home
  - Schools, Hospitals and Community Centres



20. The profitability of the various non-residential uses varies widely and to an extent is influenced by the scale and location of the developments. This is especially true of retail schemes – large food based superstores which tend to be located in edge of centre sites are the most profitable/viable and hence have the greatest ability to pay CIL charges.
21. For residential development a key consideration is the affect of affordable housing Section 106 obligations on market housing schemes. Developer contributions for affordable housing and CIL financially impact on residential development in the same way. The greater the proportion of affordable housing negotiated from a developer the less able the development will be able to ‘stand’ a CIL charge. However as the latter is fixed in advance it will need to be set at a level that would under normal circumstances allow sufficient scope to achieve a reasonable proportion of affordable housing. The Core Strategy affordable housing target of 30% (up to 35% in rural areas) is an upper level target to aim for that is being set to endure for the long term. CIL charges are base level, non-negotiable amounts that are likely to be set for the shorter term and then reviewed in the light of changing economic circumstances.
22. To assess the overall economic viability of developments the consultants have taken account of all the costs involved in implementing schemes including costs of construction, financing and any other likely residual (eg site specific) S.106 contributions in addition to affordable housing.
23. At the present time the economic viability of all forms of development is depressed by the wider state of the economy. The availability of finance for developers is still restricted following the recession. Lenders, such as banks, are cautious in supporting only the most profitable schemes, interest rates remain high so the rates of return on capital investment have to be high to make the loans affordable.
24. A factor that also affects development viability is the level of effective demand from occupiers. Most residential schemes are speculative (built in advance of knowing who will occupy the homes) and depend heavily on the ability of the future owners to be able to secure mortgages. Many non-residential schemes are built for occupier clients and this significantly enhances the economics of the development so the risk for the developer is greatly reduced. However CIL charges cannot be varied for speculative compared to ‘built to order’ schemes. Speculative non-residential development is particularly depressed at the present time.
25. CIL charges can be varied from place to place if the viability of development also varies according to location. However as with the previous affordable housing work clear cut geographical boundaries of differing degrees of viability can be difficult to define (as they have fuzzy edges) and especially hard to use when built up areas are close together as they are locally. As it is the consultants have found broadly similar extents of economic viability across Central Lancashire bearing in mind the locations envisaged for development in the Core Strategy. However there are some differences that could justify different CIL charges in different local authority areas.

- 26. Nil CIL charges for community uses are likely to be appropriate as of course the profitability/viability of these developments is very low or negative and many such schemes amount to infrastructure in their own right. However a nil charge for some commercial types of development (such as industrial and warehouse uses) could be justifiable, especially at the present time as their economic viability is typically marginal. However by the same token a modest CIL charge, of say £20 per square metre of floorspace, would make little difference to the economic prospects of individual schemes but given the large number of the business developments envisaged over the next 15 years could raise a significant amount of money.
  
- 27. The levels of CIL charges also need to take account of the appropriate balance of addressing the funding gap in infrastructure compared to what can reasonably be raised through CIL. The funding gap in each local authority district amounts to many tens of millions of pounds sterling based on the splitting the Infrastructure Delivery Schedule into the three local authority areas. CIL is not likely to make up all or indeed most of these gaps. Other funding sources will be needed and priorities for spending CIL monies will need to be established.
  
- 28. As will most courses of action there are choices to be made in setting CIL charges; there are a number of questions that need to be considered. How close to the point of viability should charges be set bearing in mind the risk in discouraging development altogether? What overall proportion of the infrastructure funding gap should CIL be expected to meet? For residential development the higher the CIL charge the lower will be the scope to secure affordable housing so what should the trade off be? At the initial (preliminary draft Charging Schedule) consultation stage optional charges can be put forward although the approach preferred of the council should be made clear.

<b>Background Papers</b>			
<b>Document</b>	<b>Date</b>	<b>File</b>	<b>Place of Inspection</b>
Community Infrastructure Levy – an overview GLG	May 2011		District Councils Offices
Section 106 Obligations and the Community Infrastructure Levy	April 2011		

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Julian Jackson	01772 536774	Julian.jackson@lancashire.gov.uk	JAC Report Sept 11 – CIL Charging Schedules



Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	1 September 2011

## **LOCAL PLANNING REGULATIONS: CONSULTATION**

### **PURPOSE OF REPORT**

1. This report advises Members that the Government has begun a consultation on proposed new regulations governing the process by which local councils prepare their development plan and associated documents.

### **RECOMMENDATION(S)**

2. Members are recommended to:
  - (a) Note the contents of the report;
  - (b) Support responses to the Government on the matter of greater clarity for the continued production and adoption of Core Strategy, Site Allocations DPDs and other related documents.

### **EXECUTIVE SUMMARY OF REPORT**

3. The Government has decided to update the 2004 Local Development Regulations in response to the proposed reforms in the Localism Bill, and to take the opportunity to consolidate the changes made since 2004 into a single document, while revising the remaining regulations in order to ensure that they are as effective and as simple as possible.
4. The Central Lancashire Councils have the opportunity to comment on the new regulations. In general the proposed changes to the Regulations can be welcomed. The main area of concern is in the need for a clear understanding of the role of examining Inspectors and any transitional arrangements between the current suite of LDF documents and the proposed local plans.

### **REASONS FOR RECOMMENDATION(S)**

#### **(If the recommendations are accepted)**

5. To ensure that all aspects of the preparation of local plans are clear, and for the avoidance of any unnecessary work.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

6. None

**BACKGROUND: LOCAL DEVELOPMENT REGULATIONS**

7. The process of preparing a local development plan is currently set out in the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Development) (England) Regulations 2004, as amended. These do not actually use the term 'Local Development Framework'. This appears in the Government Policy Document PPS12 and other guidance and is explained to mean a portfolio of documents. The Localism Bill is intended to amend the 2004 Act, and the Government's consultation seeks views on revised regulations to replace the amended 2004 Regulations. These draft regulations and the draft National Planning Policy Framework (see separate report on this meeting's agenda) use the term 'local plan' and imply this is or can be made up of a single policy document.
8. The main matters that the 2004 regulations cover are:
  - the form and content of plans and supporting information
  - the process of preparing, consulting and examining development plan documents
  - the process of preparing non-statutory supplementary planning documents
  - monitoring; and
  - publicising information on plan preparation

**WHAT IS CHANGING AND WHY**

9. The Government rightly believes that it is beneficial for communities and developers to have an up-to-date 'local plan' in place to help guide the delivery of the sustainable development and protect significant features. Through reforms set out in the Localism Bill, the Government wants to return decisions on planning to local councils and communities, in particular through the proposed abolition of regional strategies and the introduction of neighbourhood planning, as well as streamlining the process of plan preparation. The reforms will make the role of local plans more important, as they will set a planning strategy in co-operation with neighbouring councils, as well as be a framework to guide neighbourhood plans.
10. The Localism Bill is introducing the following changes to the way local plans are prepared (see also Appendix 1):

**Duty to co-operate**

11. The Bill introduces a new duty to co-operate, which will require councils and other public bodies to work together on planning issues. The Government proposes to use the revised local plan regulations to set out the proposed list of bodies that the duty will apply to (see Appendix 2). It is notable that the list does not include the utility companies, or neighbouring authorities, although the latter are covered by the wording contained in the Localism Bill. The exclusion of utility companies is a concern as infrastructure planning matters are key to plan preparation and these are often of cross boundary significance. This aspect should be raised in the Councils' consultation responses.

**Adoption of local plan documents**

12. The Government believes that despite the great benefits of having an up-to-date development plan in place, the current process for preparing local plans does not always allow a local council or their communities to have ownership of their plan. The Government wants to change the process, and make it simpler and more transparent.
13. Local councils are currently required to submit their draft plan for public examination by an independent Inspector, appointed by the Secretary of State. Following the examination, the inspector produces a report which may modify the plan, these are 'recommendations' that the

local authority must accept before they can formally adopt the plan. These changes can therefore feel imposed.

14. In the Localism Bill, the Government proposes to remove the inspectors' powers to impose changes. Inspectors will report to the local authority and identify any conflicts between the plan and national policy and regulatory process. However, Inspectors will only be able to recommend non-binding modifications to overcome these issues if the council asks for them. In addition, councils can suggest their own modifications for assessment by the Inspector during the examination. However these may not meet with the Inspector's approval so the choice then is for the council to accept the Inspector's modifications and adopt the plan, or resubmit a new plan. Although in theory this approach will encourage a more collaborative process as the examination becomes more recognised as a forum for mediation the actual freedom for councils to successfully resolve the outcomes examinations could prove to be quite limited. This is matter that should be raised with Government.

### **Withdrawal of local plan documents**

15. This change in the Bill would allow a council to withdraw a development plan document at any time before its adoption. If the development plan document has been submitted for independent examination, the council would no longer require a recommendation from the Inspector carrying out the examination or a direction from the Secretary of State that the document should be withdrawn.

### **Local Development Scheme**

16. Councils must prepare and maintain a Local Development Scheme specifying the documents that will be development plan documents, their subject matter and area and the timetable for their preparation and revision. The draft regulations propose that councils are no longer required to submit the local development scheme to the Secretary of State. The intention is councils must still publish up to date information on their progress in preparing development plan documents against the timetable in Local Development Scheme but will have the freedom to do this however they wish such as for example using on-line publication.

### **Reporting to communities**

17. Councils are currently required to publish an annual monitoring report on the implementation of their local development scheme and whether the policies in their plan are being achieved. The Bill aims to remove the need to submit this report to the Secretary of State, but the duty to monitor would remain by requiring an 'authorities' monitoring report' to be prepared for local people, in the interests of local transparency and accountability. This would allow for say monitoring information to be made available on-line and in council offices as soon as it is available for publication, rather than it be made available related to a submission date to Government.

### **National planning policy**

18. In addition to the reforms set out in the Localism Bill, the Government intends to replace national policy on local plan preparation set out in Planning Policy Statement 12 (PPS12): *Local Spatial Planning*, published in 2008. PPS12, along with the other existing planning policy statements will be replaced by a new consolidated National Planning Policy Framework (NPPF). This policy document is the subject of a separate consultation and a separate report on this meeting's agenda. New local plans will need to conform with the NPPF and receive a

certificate to that effect, neither the draft regulations nor the draft NPPF explain how this process will be achieved.

**What is not changing?**

19. In revising the regulations in response to the Bill, and consolidating changes made since 2004, the basic process of plan preparation would largely be unchanged. This process consists of an engagement stage and one formal consultation stage before submission to the Secretary of State for examination and will remain as such steps. The main steps in preparing supplementary planning documents are similarly unchanged and kept to a minimum.

**CONSULTATION QUESTIONS**

20. The consultation paper includes the following questions, and it invites all interested parties to submit responses by 7 October 2011.
- Do you agree that the revised regulations effectively reflect the changes proposed in the Localism Bill?
  - Do you agree with the list of bodies included in the duty to cooperate?
  - Do you agree the revised regulations effectively consolidate the 2004 regulations with the revisions in 2008 and 2009?
  - Are there any ways in which the regulations should be changed in order to improve the process of preparing local plans, within the powers set out in the Planning and Compulsory Purchase Act 2004 and the Localism Bill?
21. The proposed changes to the Regulations generally can be welcomed. They will increase local discretion and will make a modest but worthwhile contribution to the speed of local plan preparation. The main areas in which some additional clarity is required concern the proposed transition from the suite of documents contained in the Local Development Framework to the production of a local plan, the duty to cooperate regarding utility companies, the role of examining Inspector’s recommendations and the NPPF conformity procedure. Most importantly authorities such as the Central Lancashire Councils, currently preparing Core Strategies, Site Allocations Documents and Supplementary Planning Documents, need re-assurance that their current work programmes will not be undermined by the proposed changes.

**NEXT STEPS**

22. Following the consultation period, the Government will consider all responses received and aims to publish its response to the consultation exercise by 1 November 2011.

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Background Papers			
Document	Date	File	Place of Inspection
Local Planning Regulations; Consultation DCLG	July 2011		Lancastria House, Preston Civic Offices, Leyland Union Street Offices, Chorley County Hall, Preston

**Appendix 1: Summary of proposed changes**

In summary, the Government proposes to make the following changes to the regulations:

- Part 1 makes minor consequential amendments.
- Part 2 streamlines existing requirements and lists the public bodies to whom the new 'duty to co-operate' applies, and requires these bodies to take account of the views of local enterprise partnerships.
- Part 3 sets out a simple definition of development plan documents, without referring to complex 'local development framework' terminology such as 'core strategy' or 'area action plan', which made the process confusing for the public and business, and inflexible for councils. This allows councils to decide what they want to include in their development plan documents and review policy more quickly. Part 3 also removes the current regulations on local development schemes, giving councils the freedom to report the information that they think most relevant to local people, while maintaining the requirement to keep the public informed about the status of planning documents, as set out in the Bill.
- Part 4 makes minor consequential amendments.
- Part 5 streamlines the regulations on the preparation of supplementary planning documents, in particular in relation to the role of the Secretary of State.
- Part 6 streamlines how the Secretary of State's powers for intervention are set out and removes the need to seek compliance with regional strategies for areas outside London in response to their proposed abolition in the Bill. The revised regulations also remove the detailed prescription for public participation in the preparation of the statement of community involvement.
- Part 7 does not include any changes.
- Part 8 removes the requirement to prepare a monitoring report for the Secretary of State. Councils are instead required to make the report for local people on key issues to be determined locally, as set out in the Bill. New regulation 39 prescribes minimum information to be included in monitoring reports beyond current regulation 48, including net additional affordable housing, Community Infrastructure Levy receipts, the number of neighbourhood plans that have been adopted, and action taken under the duty to co-operate. It also requires the monitoring information to be made available online and in council offices, as soon as it is available to the council, rather than waiting to publish in a report annually.
- Part 9 streamlines requirements into a single regulation on the availability of documents which makes it easier for readers to understand and removes repetition from other regulations.

**Appendix 2: Bodies included in the duty to co-operate**

- (1) The Environment Agency;
- (2) The Historic Buildings and Monuments Commission for England;
- (3) Natural England;
- (4) The Mayor of London;
- (5) The Civil Aviation Authority;
- (6) The Homes and Communities Agency;
- (7) Primary Care Trusts;
- (8) Office of Rail Regulation
- (9) The Highways Agency;
- (10) Transport for London;
- (11) Integrated Transport Authorities;
- (12) Highway authorities;
- (13) The Marine Management Organisation;
- (14) Local enterprise partnerships.





Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	1 September 2011

## **DRAFT NATIONAL PLANNING POLICY FRAMEWORK: CONSULTATION**

### **PURPOSE OF REPORT**

1. To set out the key matters put forward in the draft National Planning Policy Framework (NPPF), the implications that these may have for the Central Lancashire authorities, and the possible grounds for making representations.

### **RECOMMENDATION(S)**

2. That the report be noted and Members make their views known.

### **EXECUTIVE SUMMARY OF REPORT**

3. The NPPF will replace a wide range of currently separate government planning policy documents as a single succinct volume. The proposed changes policy are either evident in revised approaches in the NPPF or are deduced from omissions from it. Some of the revisions stem from the Localism Bill which is still going through its Parliamentary approval stages and is therefore itself still subject to possible change. The NPPF also relates to local development plan preparation and content (see separate reports on this meeting's agenda).
4. The draft NPPF adopts a pro-economic growth/increased housing delivery approach and is generally more permissive towards development than existing national policies. Clearly it is important to achieve an appropriate balance and essential environmental and social safeguards are not lost either through new policy approaches or arise through the condensing of existing policy.

### **REASONS FOR RECOMMENDATION(S)**

#### **(If the recommendations are accepted)**

5. To make Members aware of this important document and provide Officers with the basis of responses to the draft document.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

6. None

## BACKGROUND

7. The draft National Planning Policy Framework (NPPF) was published by the Government for consultation on 25 July 2011. The closing date for the submission of responses is 17 October 2011.
8. The draft NPPF sets out the Government's economic, environmental and social planning policies for England. The policies in the framework set out the Government's view of what constitutes sustainable development in practice and how the planning system is expected to deliver it. The draft framework is significant as precludes a fully integrated approach to national planning policy presentation, with a 'pro-growth' emphasis. It is intended to streamline the national planning policies set out in existing planning policy guidance notes, planning policy statements, minerals policy statements and minerals policy guidance notes, plus a number of related circulars, into a single document.
9. This report examines the key matters put forward in the draft document which, if adopted, will result in a substantially reduced package of guidance. The report makes comment on the likely implications for spatial planning in Central Lancashire.

## KEY PLANNING POLICY MATTERS IN THE DRAFT NPPF

### Presumption in favour of sustainable development

10. The draft NPPF sets up a presumption in favour of sustainable development "which should be seen as a golden thread running through both plan making and decision taking." It will require councils to grant permission for sustainable development that is otherwise acceptable in accordance with the NPPF where a "local plan is absent, silent, indeterminate or where relevant policies are out of date". The draft NPPF makes clear that the default decision on developments taken by councils should therefore be "yes" - as long as that development complies with this national planning policy.
11. Existing plans that are seen to be out of keeping with the planning system's new duty to proactively encourage economic growth are unlikely to achieve the certificate of conformity with national policy that they will need if they are to retain any weight in the planning process.
12. **Observation:** many local plans are out of date because councils have been holding back on updating them until they know more about the Government's planning reforms. The presumption in favour of development is likely to lead to an increase in appeals because developers will be confident of overturning a refusal where a local plan is out of date. The intent of the Government's approach places an extra impetus on all councils currently in the process of preparing and adopting up to date development plans.

### Previously Developed Land (brownfield) targets

13. The draft NPPF confirms the Government's intention to abolish targets for housing development on brownfield land. The current national policy states that 60% of homes should be built on previously-developed land. In Central Lancashire, the target proposed in the Core Strategy is 'at least 70%' in conformity with the Regional Spatial Strategy (RSS).
14. **Observation:** the Central Lancashire Core Strategy is written in line with RSS, which directs developers to re-use brownfield sites where they are viable. In proposing to remove the target, the draft NPPF sets aside the evidence contained in its accompanying Impact Assessment which recognises that there are strong environmental grounds for seeking to re-use previously developed land for the provision of new housing. The main beneficiary of the policy change will be developers who, on appeal, will not have to argue whether there are

alternative brownfield sites available. Until the Core Strategy and Site Allocations DPDs are adopted the Councils could have less influence over directing development to where they believe it will be more beneficial.

### Plan-making rules

15. The draft NPPF envisages that Councils will produce a single local plan, rather than a plan made up of various development plan documents (see separate report on this meeting's agenda on the draft local planning regulations). It also cautions about the envisaged role of "Supplementary Planning Documents (SPDs) by saying these "should only be necessary where their production can help to bring forward sustainable development at an accelerated rate."
16. **Observation:** No details are provided in the draft NPPF (or draft regulations) on the way in which the suite of Local Development Framework (LDF) documents will evolve into a single local plan, or what will be the precise future role of SPDs might be.

### Planning strategically across local boundaries

17. In line with the Localism Bill public bodies will have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to strategic priorities designed to deliver:
  - Housing and economic development requirements
  - The provision of retail leisure and other commercial development
  - The provision of infrastructure for transport, minerals, waste, energy, telecoms and water supply and quality
  - The provision of health, security, community infrastructure and other local facilities
  - Climate change mitigation and adaptation, protection and enhancement of the natural and historic environment, including landscape, and where relevant coastal management.
18. **Observation:** the Government considers that the duty to co-operate is now strong enough to force neighbouring local authorities to make judgements about where "unpopular" development should be located, including the provision of sub-regional infrastructure; their must be some doubt about whether this will be the case. However with the demise of regional bodies, the County Council may have a role to play here.

### Neighbourhood Plans

19. Neighbourhood plans are a proposed new tier of local policy in the Localism Bill. Neighbourhood plans would give communities direct powers to plan the areas in which they live. Parishes and neighbourhood forums are envisaged to use neighbourhood plans to:
  - Develop a shared vision for their neighbourhood
  - Set planning policies for the development and use of land; and
  - Grant planning permission through Neighbourhood Development Orders and Community Right to Build Orders
20. In practice local planning authorities will have a role in helping to develop these plans. However, once adopted after independent examination and a local referendum, neighbourhood plans would take precedence over existing policies in the local plan, where they conflict, but overall must conform to the strategic content of local plans as well as the

NPPF. Neighbourhood plans will be able to promote more development than is set out in the local plan.

21. **Observation:** preparing a neighbourhood plan will be a significant challenge for a parish council/neighbourhood forum; it is unlikely that many such bodies will have the capability and resources to carry out the work.

#### **Office development and the 'Town Centre First' policy**

22. The draft NPPF would remove office uses from the existing sequential approach that favours town centre schemes over more peripheral ones. An impact assessment, published by the DCLG alongside the draft NPPF, says that the move would give developers a "wider choice over where they can seek planning permission for new office space." The draft NPPF makes clear that the sequential test would still apply to retail and leisure uses.
23. **Observation:** this could signal more out-of-town business parks on greenfield sites which will not help town and city centre regeneration initiatives, such as the new Central Business District proposal in Preston. However small-scale office schemes had been caught in the town centre first policy: many small business start-up firms are unable to afford to pay town centre rents.

#### **Car park provision for non-residential development**

- 24 Existing planning guidance on transport sets a maximum limit on acceptable car parking provision on major schemes. The draft NPPF proposes removing those standards on the grounds that councils are best placed to decide their own levels of provision, and all parking standards will in future be set locally.
25. **Observation:** national standards have prevented competition between councils. The policy change could lead to more car use through more parking arising from increased supply. Research shows that after the cost of fuel the availability of trip end work parking is the single biggest influence of commuting mode of choice. Local authorities that have less demanding car parking standards may attract more development. On the other hand the freedom to allow more car parking would enable a more locally responsive approach to individual circumstances and so help avoid the problems of car parking demand from new developments spilling on to neighbouring areas.

#### **Employment land and premises: change of use**

26. It is proposed that planning policies should "avoid the long-term protection of employment land or floorspace" and applications for alternative uses of designated land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses.
27. **Observation:** this aspect of the draft guidance is designed to improve the flexible operation of the development market. However, the drafting is very brief, and it is unclear what scope there will be to pursue the Core Strategy policy on protecting employment premises and sites, which sets out criteria to be met before consent will be granted for their redevelopment or change of use.

### Housing supply targets

28. The document says that the Government's key housing objective is to "increase significantly the delivery of new homes". Councils must currently identify and allocate five years' worth of land for housing. The draft NPPF would require them to boost this by a further 20 per cent "to ensure choice and competition in the market for land."
29. **Observation:** the draft NPPF builds on aspects of the ministerial statement "Planning for Growth" which seeks to increase the supply of land for housing. The proposal could run counter to the Councils' aspirations to set local housing requirements and manage development although it is not clear if requirement figures are expected to be inflated by 20% or whether that much more land would be required at any one time to satisfy the 5 year land supply.

### Affordable housing: site size thresholds

30. Current national planning policy universally applies a minimum site size threshold of 15 units for requiring affordable housing to be delivered by market housing developments. This means that any development of 15 units or more will trigger a negotiation over a contribution (paid by the developer) for affordable housing via a section 106 agreement. By removing the centrally set 15-unit threshold for affordable housing, the draft NPPF proposes that complete control will be given to local councils.
31. **Observation:** whilst the flexibility of local control is beneficial, the need to balance development aspirations with the provision of affordable homes will require careful consideration. The Core Strategy contains a policy on this topic (this aspect of which was not challenged at the examination), backed up by local evidence, including housing viability assessments.

### Rural exception sites

32. Current policy allows local councils to set 'rural exception site' policies which allocate and permit sites solely for affordable housing for local people in small rural communities. This is where housing would not normally be considered appropriate due for example to policy constraints, such as in the Green Belt. The Government's objective is to maintain the focus on affordable housing but give local councils greater flexibility to set out their own approach to delivering housing, including allowing for an element of market housing in villages where this would facilitate significant additional affordable housing to meet local requirements.
33. **Observation:** as with the affordable housing proposals, the key is to balance development aspirations with appropriate and longstanding policies of restraint. Again, the submission Core Strategy contains a policy on this topic, based on local evidence of need and viability, which supports rural exception sites being used 100% for affordable housing. It is not clear if this approach would be ruled out by the NPPF.

### Green Belt

34. The draft NPPF indicates that core Green Belt protection will remain in place, including the test to preserve the openness and purposes of including land in the Green Belt. Four changes to the detail of current policy are proposed in the draft NPPF:
  - (i) Development on previously-developed Green Belt land is already permissible if the site is identified in the local plan as a major developed site – it is proposed to extend this policy to similar sites not already identified in a local plan.

- (ii) Park and Ride schemes are already permissible – it is proposed to extend this to a wider range of local transport infrastructure.
- (iii) Community Right to Build schemes will be permissible if backed by the local community.
- (iv) The alteration or replacement of dwellings is already permissible – it is proposed to extend this to include all buildings.

35. **Observation:** if these changes are approved, they could have a significant impact on the ability of councils to control in and direct some types of development away from the Green Belt.

### Green infrastructure

36. The objective of the draft NPPF is to secure more and greater coherence of strategic networks of green infrastructure by planning positively for their creation, protection, enhancement and management. This will help support the natural environment, as well as providing green space for the use of local communities, supporting sustainable development and preserving green space for the use of future generations. The preferred option would encourage councils to take a more strategic approach to green infrastructure and give them a better understanding of the existing green infrastructure network and its functions in their area. This should contribute to better decisions being made about the protection and management of green infrastructure.
37. **Observation:** these changes are welcome and consistent with the Councils' approach in the submission Core Strategy.

### Landscape

38. There are several examples where the standard of landscape protection included in existing policy guidance is not carried forward into the draft NPPF. These include:
- (i) The principle of 'no net loss' to landscape significances when considering development proposals.
  - (ii) The need to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole (currently in PPS1).
  - (iii) The need to protect the countryside for the sake of its intrinsic character and beauty, and the diversity of its landscapes (currently in PPS7).
39. In contrast, the NPPF contains a policy statement requiring the planning system to protect 'valued landscapes' without defining them (except for designated landscapes and Local Green Spaces, as set out below).
40. **Observation:** The draft NPPF is imprecise in its commitment to protect landscape qualities, which have previously benefitted from a much clearer set of national policy principles. The strength of existing policy protection only remains for designated landscapes, which in Central Lancashire would only apply to the small area of the Forest of Bowland AONB in the north east of Preston.

### Green Space designation

41. The draft NPPF proposes to introduce a new protection for locally important green space that is not currently protected by any national designation, giving greater discretion and decision-making powers to local councils and local communities reflecting the fact that some land is particularly valued by communities and requires additional protection. The new protection through a new designation would fill the gap where land was important locally – for example for local amenity – but where a national designation would not apply.

42. **Observation:** this change is welcome and will give weight to the emerging allocations of local green space in the Site Allocations DPDs.

### **Opportunities for renewable and low carbon energy**

43. The objective is to ensure that the planning system contributes effectively to the delivery of the Government's energy and climate change policy. The preferred option expects local authorities to consider identifying suitable areas for renewable and low-carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources. Where developers bring forward proposals outside opportunity areas mapped in a local or neighbourhood plan they are asked to demonstrate that the proposed location meets the criteria used in plan making. This should provide transparency, and bring greater predictability to the planning application process.
44. **Observation:** the submission Core Strategy does not identify suitable areas for renewable and low-carbon energy in Central Lancashire, although a study undertaken on behalf of all Lancashire authorities has recently mapped the potential for capturing such energy (SQW: Lancashire Renewable Energy Capacity Studies: July 2011). National energy policies and targets will also bear on the consideration to identify areas suitable for renewable and low carbon energy in Central Lancashire.

### **PLANNING POLICY MATTERS WHERE THE DRAFT NPPF PROPOSES NO CHANGE**

45. Although the draft NPPF proposes a significant change in approach to several key areas of planning policy, there are also several policy matters where no change or very minor changes are proposed. In most instances, the policies are made more concise, but the intention remains the same. Key aspects of this approach include:
- The draft NPPF does not alter existing legislation and will therefore retain a plan led planning system.
  - Local plans should continue to be based on an up-to-date evidence base about the economic, social and environmental characteristics and prospects of an area.
  - Development should continue to be sited in highly accessible and sustainable locations.
  - The sequential and exception tests will continue to apply when assessing the scope for development in areas of known flood risk.
46. The following policy areas remain broadly unchanged:
- The emphasis on providing mixed, sustainable communities.
  - The need for 'on-site' provision of affordable housing.
  - The protection of sports and recreational buildings and land.
  - The need to conserve and enhance biodiversity.
  - The conservation of heritage assets in a manner appropriate to their significance.

### **RELATIONSHIP BETWEEN THE DRAFT NPPF AND THE CORE STRATEGY**

47. On 4 August 2011, the Planning Inspectorate issued advice to its Inspectors on the draft NPPF and its consultation. It says that whilst the draft "is a consultation document and, therefore, subject to potential amendment, nevertheless it gives a clear indication of the Government's 'direction of travel' in planning policy. Therefore, the draft NPPF is capable of being a material consideration, although the weight to be given to it will be a matter for the decision maker's planning judgment in each particular case."

48. The advice note goes on to say: "The key test for an Inspector considering the potential relevance of the Government's **emerging** single National Planning Policy Framework will be to identify whether the case turns on any of the matters raised by the consultation document, and if it does what action to take in the interests of fairness to the parties. Inspectors are accordingly advised to consider on a case by case basis whether the draft NPPF is a material consideration of some weight, its relevance to the issues and whether in the interests of natural justice, the matter is referred to the parties before determination."
49. **Observation:** the Planning Inspectorate guidance clarifies the nature of the draft NPPF as a potential material consideration of some weight. It explains why the Inspector at the adjourned Core Strategy examination has invited all parties, including the Councils, to comment on the relevance of the draft NPPF to the wording of the Core Strategy. The wording of the draft NPPF may also be taken into account by the Planning Inspectorate in dealing with section 78 planning appeals.
50. The main area where some additional clarification is required concerns the way in which the NPPF could affect the adoption of the Core Strategy. For example:
- (i) What will be the impact of the proposed removal of the brownfield land target on the Core Strategy wording, or of the removal of the minimum threshold for affordable housing delivery?
  - (ii) What will happen to the draft Supplementary Planning Documents currently in preparation if the councils cannot demonstrate that they will contribute to accelerated growth rates?
  - (iii) What will be the policy response where the NPPF and the development plan is silent on a particular matter: the NPPF because it has removed the detail previously in the PPG/PPSs, and the development plan because it is incomplete and/or unadopted?
51. These and other uncertainties indicate the need for transitional arrangements, so that the Councils can continue to progress all LDF documents to adoption (including the need to obtain a certificate of conformity to national policy), which will restore 'plan-led' development management and reduce the number of key proposals that are decided at appeal.

**NEXT STEPS: CONSULTATION RESPONSES**

52. The Government's consultation invites views on the content and format of the new framework, to be received by Monday 17 October 2011. This report sets out the broad issues that are relevant to the Central Lancashire authorities. It will be important for the three councils to respond consistently on those matters that affect all three authorities, but to reflect in individual authority responses purely local issues.

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David Porter	01772 536775	david.porter2@lancashire.gov.uk	JAC Report – Sept 11 - NPPF

Background Papers			
Document	Date	File	Place of Inspection
Draft National Planning Policy Framework DCLG	July		Lancastria House, Preston Civic Offices, Leyland Union Street Offices, Chorley County Hall, Preston





Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	1 September 2011

## **CONSULTATION ON THE LOCAL TRANSPORT PLAN - A DRAFT IMPLEMENTATION PLAN FOR 2011/12 – 13/14**

### **PURPOSE OF REPORT**

1. To inform Members about the content of the Local Transport Plan (LTP) – a draft Implementation Plan for Lancashire for the next three years which is out for consultation until the 12 September 2011.

### **RECOMMENDATION(S)**

2. To note the report and to note that the LCC will be consulting with the district councils.

### **EXECUTIVE SUMMARY OF REPORT**

3. The report informs Members of the contents of the Implementation Plan which sets out Lancashire County Council's transport priorities across Lancashire and sets out the capital programme of transport improvements - detailing specific named projects and schemes. The Plan also sets local programmes for each local authority, which focus on the LTP spending. Each district profile covers key issues/characteristics from a transport perspective and a commentary of the proposals – see Appendix.

### **REASONS FOR RECOMMENDATION(S)**

#### **(If the recommendations are accepted)**

4. To keep Members informed and involved in commenting on the draft Plan.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

5. To not inform Members of these updates.

### **BACKGROUND**

6. The Local Transport Act 2008 requires local transport authorities such as Lancashire County Council (LCC) to produce a Local Transport Plan. LCC undertook consultation on the Lancashire Local Transport Plan Strategy, which set a strategic overview in January 2011. Central Lancashire authorities submitted a joint response

to this and the Strategy was endorsed by LCC's full council in May 2011. The Implementation Plan looks more specifically at revenue spend, the capital programme, and the delivery of these schemes will be reviewed regularly.

**THE LOCAL TRANSPORT PLAN - A DRAFT IMPLEMENTATION PLAN**

7. The LTP Strategy (May 2011) set out seven priorities as an approach to transport and travel. The County Council identified three which will be the main focus for its efforts and investment in a time of limited resources for transport, namely supporting economic growth, improving child safety, and maintaining existing transport assets.
8. The three key priorities form the basis for the programme of transport projects and activities presented in the first Implementation Plan to be prepared under the newly approved strategy. Delivery of the strategy over its ten-year life will work to a rolling three-year programme updated and published annually in an Implementation Plan. The draft Implementation Plan contains the programme for 2011/12 - 2013/14. The approach to developing a three-year programme under this Implementation Plan has taken the broad activities set by the approved strategy and applied these to local conditions to identify appropriate and beneficial interventions.
9. A scheme prioritisation system was developed by LCC to inform this process which takes and schemes and measures them against the priorities and key actions set out the approved strategy to determine those which deliver the best outcomes and, resources permitting, could form part of the capital programme.
10. The Implementation Plan presents a programme that will see LCC invest £381 million on highways and transport over the next three years. Projects and activities are grouped and presented under shared priorities and key actions, which emphasises that in practically every instance each project will deliver to more than one priority and demonstrates the synergy and compatibility between these priorities.

**Priorities relevant to Central Lancashire**

12. The Implementation Plan provides Central Lancashire programmes for each district. These can be seen attached (Appendix 1 – Preston, Appendix 2 – South Ribble and Appendix 3 – Chorley) they describe the most pressing issues and map the interventions that LCC will take to sustain and improve transport and travel in each district, and in doing so aim to support local economies, improve road safety (including 20 mph areas) and ensure the upkeep of transport assets. Each local programme presents the overall level of spending, and shows that each district will see a minimum of £20 million invested in highways and transport services in their area over the next three years.
13. Plans for major road building in the next few years are complemented by local road improvements and safety measures, efforts to lobby for Central Lancashire's best interests, including high speed rail, and work to explore measures to resolve transport problems along the most congested transport corridors to be brought forward under future programmes. There are cross boundary and more strategic schemes included in the Plan which will have benefits for Central Lancashire as a whole.

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<b>Background Papers</b>			
<b>Document</b>	<b>Date</b>	<b>File</b>	<b>Place of Inspection</b>
Local Transport Plan 2011-2021 Delivering our Priorities A Draft Implementation Plan for 2011/12 – 13/14  Lancashire County Council	August 2011		Lancastria House, Preston Civic Offices, Leyland Union Street Offices, Chorley County Hall, Preston

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## APPENDIX – Preston

Preston is one of Lancashire's key economic centres and Preston City Centre has been identified as having the capacity to generate substantial growth and new jobs in the professional and service sectors.

Preston sits in a strategic location on the county's north-south and east-west road and rail transport corridors that link Lancashire's major settlements and beyond. Its strategic role is recognised in the LTP3 Strategy as a focus for economic activity. This combination of location and strategic role contributes to the high levels of congestion encountered in the city centre and along its principal corridors.

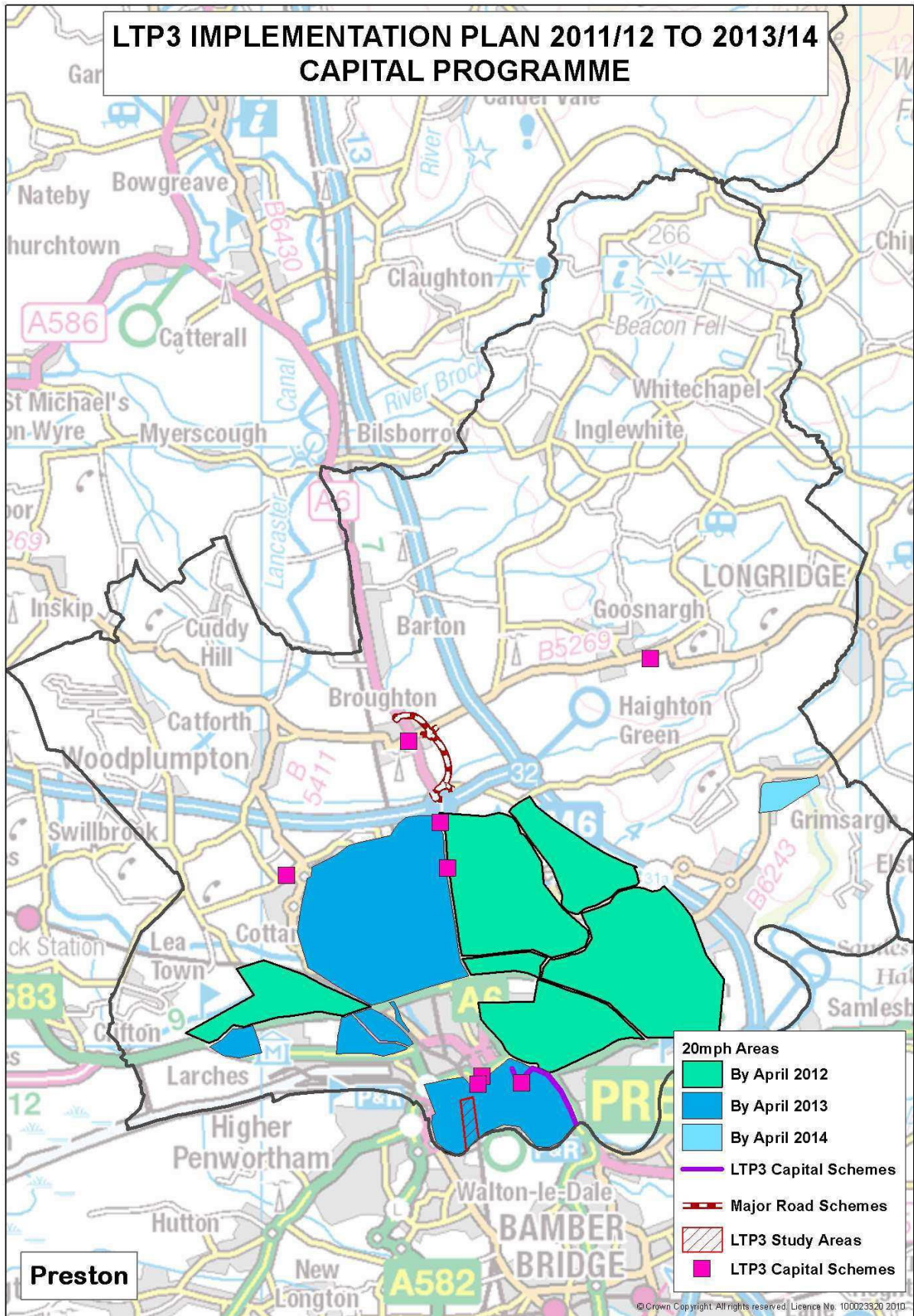
The city's expansion plans, including the Tithebarn retail development, expansion of the Fishergate Centre, University of Central Lancashire (UCLAN), a new Central Business District and residential and economic development plans on its outskirts, will bring further pressure to improve the road network and the public transport offer serving the city.

Current major pedestrian routes form unattractive gateways into the city, and there is a pressing need for improvements within and around the rail station. At present, both bus and rail stations create a poor sense of arrival to the city.

Under this Implementation Plan Lancashire County Council will invest £64.67 million highways and transport in Preston, with £32.47 million of capital funding and £32.21 million of revenue support. This will be targeted at:

- tackling congestion and delay to support economic growth in Preston City Centre
- promoting public transport connectivity with South Ribble and Chorley to counter growing congestion and support economic development
- creating better conditions for local journeys within neighbourhoods along key corridors.

Preston has several key transport corridors where improvements are being advanced. Within the city, the opportunity exists to unlock substantial developer contributions, secured against the development of the former Whittingham Hospital, for a road bypass of Broughton and associated improvements to M55 Junction 1 (PR1). Broughton has for many years experienced worsening levels of congestion and local environmental conditions.



There will also be other minor improvements to the highway infrastructure to serve the developments at Whittingham and Cottam (PR3) and to the signalling along the A6 North corridor between the M55 and the city centre (PR4) to reduce delay and congestion.

The County Council will work with Preston City Council and developers to bring forward proposals for Preston's Central Business District and Tithebarn projects, including new bus station/interchange facilities to improve connectivity and links between bus and rail services (PR2).

Preston will also benefit from an upgrade to the Urban Traffic Management & Control (UTMC) system which controls the co-ordination of traffic signals in some urban centres in Lancashire including Preston (MA5). The present system, which transmits data between the control centre and various outstations, will need replacing in 2018. This project will upgrade the present software system used to operate UTMC, resulting in greater flexibility and reliability and allowing expansion to other sign systems (VMS, parking) and locations. Communication costs will be reduced by c. £40k per year and it will also enable the most efficient use of available road space to improve road network performance, resulting in less congestion and improved journey times. Congestion is a significant barrier to the economic growth of the city centre as well as affecting the quality of life of commuters and residents.

Within the City Centre, development of the Central Business District (CBD) and access to the University of Central Lancashire will be supported by pedestrian and cycle improvements to the corridor linking the railway station, CBD and University (PR5). This project includes changes at the major junction of Ringway and Corporation Street to provide direct pedestrian routes. Pedestrian demand there is high and the current layout of barriers and signalled crossing points encourages many to take more direct but unsafe routes. There will also be cycle route improvements along the corridor, linking the new cycle path from South Ribble into the Fishergate Centre with the University and employment areas in the north of the city. These will consist of advanced stop lines at junctions and improvements at the Adelphi Roundabout. The Adelphi improvements have the potential to decrease injury accidents to cyclists there by 50% (currently 6 in 5 years).

In Preston, a City Centre Movement Strategy is being developed between the County Council and City Council which focuses on potential measures to deliver more efficient use of the highway network, achieving a balanced and integrated transport system. The Strategy will identify key routes, issues and aspirations. The County Council will work with Preston City Council, developers and the local business community to identify a package of measures and funding streams out of the Movement Strategy which can form the basis for public and private transport investment in future years of the LTP3 (RV1).

To the south, improvements to the Preston-Chorley bus corridor will improve bus journey times and reliability, making public transport a more viable option for commuting (MA7). This increases the options for people to access employment, education and training and encourages modal shift to ease congestion.

In order to make more informed decisions about the location and scale of proposed developments around Preston, South Ribble and Chorley a Central Lancashire Traffic Model is being developed (MA2). This will enable the effect of proposed developments on the road network to be better estimated and potential solutions investigated.

Future decisions on infrastructure planning and provision will be based on a Highways and Transport Master Planning exercise to cover Central and West Lancashire (DV3), which will be developed as part of this LTP to establish strategic priorities for the area, in conjunction with work currently underway on the Central Lancashire Local Development Framework Core Strategy.

Preston's economic growth will benefit from improved links to Manchester, Manchester Airport and Liverpool. These will be enhanced by the electrification of the Preston Manchester and Preston Liverpool rail lines, which should provide better journey times, with increased reliability and and capacity.

The issue of rail services connecting Pennine Lancashire and Ribble Valley with Preston and the Fylde Coast, including Blackpool Airport, will be considered by a Rail Corridor Scoping Study looking at east-west connections from Blackpool South to Colne/Clitheroe This will assess levels of service, highlight areas for improvement and outline possible solutions (MA6).

The County Council will continue to provide financial support for the Community Rail Partnership Programme Improvements, in particular the East Lancashire, South Fylde and West of Lancashire CRPs in Preston (MA12).

Working with Preston City Council and neighbouring authorities, the County Council will develop a programme and means of funding for the provision of electric vehicle charging points at suitable locations to encourage the takeup of low emission vehicles (MA15).

The County Council is committed to supporting smartcard travel concessionary schemes, through its involvement in the NoWcard partnership, with the aim of encouraging greater use of public transport through interoperable ticketing, better integration and simplified discounts and fare structures. In Preston, the County Council will be working with partners to develop a concessionary scheme targeting 16 to 23 year olds.

The County Council has made a commitment to introduce 20 mph limits in all residential areas and outside all schools over the lifetime of this Implementation Plan. The map accompanying the local programme for Preston shows the phased introduction of these schemes to neighbourhoods in Preston district over the next three years (MA10).

The County Council will promote sustainable travel in Preston through education, information and travel planning to reduce demand on the highway and to support economic growth (RV3,7). In particular, in this Implementation Plan period it will produce a Lancashire County Council Staff Travel Plan for its offices and workforce based in Preston, as a means to encourage and instil more sustainable ways of



travel amongst its employees and promote good practice to other organisations in the area.

To support public transport provision in Preston and encourage better access to jobs, education and services by alternatives to the car, the County Council will continue to provide financial support to key non-commercial bus services (14 currently in Preston) (RV2); provide concessionary travel through the roll out of discount travel smartcards to Preston's residents (currently 23,594 NoWcards , 2,961 for disabled users and 20,633 for senior citizens) (RV5); support community transport in Preston through Preston Community Transport (RV2) and support social care transport (with almost 23,000 journeys undertaken in a typical month in Preston).

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## **APPENDIX – South Ribble**

South Ribble is centred on the town of Leyland in Central Lancashire. Located to the south of Preston, many thousands of the borough's residents commute to work in the city, whilst many others use the district's excellent transport network to access jobs in other parts of the county and beyond. The intersection of three motorways in the district, the rail connections in to Manchester and easy access to services along the West Coast Mainline together have supported strong and sustained housing and employment growth.

The establishment of the former Central Lancashire New Town Development Corporation and its development of areas such as the extensive Walton Summit Industrial Estate was a major impetus to the local economy. Other significant sites, such as the Lancashire Business Park in Leyland are home to a large number of companies. The priority for South Ribble is to support economic development in the area by improving access to employment and education by public transport and reducing congestion.

The district contains two of Lancashire's strategic employment sites, situated at Cuerden Green and BAE Systems at Samlesbury. This site, along with the BAE site at Warton, has been submitted by Lancashire Local Enterprise Partnership for Enterprise Zone Status. The district is, therefore, likely to experience further growth over coming years and will need to tackle the challenges of high levels of car use, particularly carbon emissions and growing congestion. This will mean promoting sustainable forms of travel such as walking and cycling and promoting the delivery of services at a local level to reduce the need to travel.

Developing the local bus networks will support the role of Leyland town centre as a local hub, whilst supporting access to major employment areas such as Cuerden Green and Samlesbury. Consideration will also need to be given to developing rail services in South Ribble and enhancing the role of Leyland rail station as a public transport node.



Under this Implementation Plan Lancashire County Council will invest £27.54 million on highways and transport services in South Ribble, with £9.35 million of capital funding and £21.34 million of revenue support. This will be targeted at:

- promoting public transport connectivity between Chorley, Leyland and Preston to counter growing congestion and support economic development
- creating better conditions for local journeys within neighbourhoods along key corridors.

The development of the strategic employment site at Cuerden Green will need both highway infrastructure and public transport services to ensure the opportunities can be accessed by all (SR1). Links to the Preston-Chorley and Preston-Leyland Bus Corridors, with their proposed improvements, will aid public transport connectivity.

The Preston-Chorley and Preston-Leyland Bus Corridors pass through South Ribble and will provide a significant public transport connection for the Cuerden Green site (MA7). Proposed bus infrastructure improvements include working in partnership with bus operators to increase punctuality and reliability as well as implementing bus priority measures, junction improvements and complying with measures introduced as part of the Equality Act 2010. Improving the speed and reliability of public transport on this major corridor linking a main economic centre and two strategic employment sites will support the growth of all three, and improve access to employment, training and education for a large number of residents in Central Lancashire.

The improvements at the A6/A582 roundabout will reduce existing congestion and create capacity for future development traffic and provide better pedestrian facilities (SR2). The majority of this work was completed in April 2011. Further eastwards along the A582, the County Council is investing in much needed improvements to the Household Waste Recycling Centre at Farington which serves South Ribble. As one of the busiest sites in the county, the traffic it generates conflicts with other journeys and brings congestion, delay and traffic safety concerns at a key junction on this principal distributor road. The County Council will invest in providing a comprehensive solution to solving the waste management and highway problems afflicting this part of its infrastructure (SR3).

South Ribble will also benefit from an upgrade to the UTMC management system which controls the co-ordination of traffic signals in some of the urban centres in Lancashire (MA5). The present system of data transmission between the control centre and various outstations will need replacing in 2018. This project will upgrade the present software system used to operate UTMC, resulting in greater flexibility and reliability and enable the most efficient use of available road space to improve road network performance, resulting in less congestion and improved journey times. South Ribble has two areas under UTMC control, Golden Hill Lane (Churchill Way to School Lane) in Leyland and the Capitol Centre/Yew Tree network in Walton-le-Dale.

The A59 through Penwortham is a key commuter route into Preston and suffers severe peak hour congestion. The County Council will continue to protect the line of

the Penwortham Bypass (Blue Route), which would divert high levels of commuter traffic accessing Preston each day and free up road space for local traffic, buses, pedestrians and cyclists. However, the scale and likely cost of this project effectively rule out any detailed development work within the lifetime of this LTP.

The County Council will also contribute towards the work Northern Rail is planning for Leyland Rail Station (SR4). This will improve passenger facilities, signing and the provision of information. This will complement the improved service and reliability from the electrification of the Manchester and Liverpool to Preston lines and help make rail travel a more attractive option for commuters into Preston, Manchester and Liverpool.

The issue of rail services connecting Pennine Lancashire and Ribble Valley with Preston and the Fylde Coast, including Blackpool Airport, will be considered by a Rail Corridor Scoping Study looking at east-west connections from Blackpool South to Colne/Clitheroe. This will assess levels of service, highlight areas for improvement and outline possible solutions (MA6).

In order to make more informed decisions about the location and scale of proposed developments around Preston, South Ribble and Chorley a Central Lancashire Traffic Model is being developed (MA2). This will enable the effect of proposed developments on the road network to be better estimated and potential solutions investigated.

Future decisions on infrastructure planning and provision will be based on a Highways and Transport Master Planning exercise to cover Central and West Lancashire (DV3), which will be developed as part of this LTP to establish strategic priorities for the area, in conjunction with work currently underway on the Central Lancashire Local Development Framework Core Strategy.

Working with South Ribble Borough Council and neighbouring authorities, the County Council will develop a programme and means of funding for the provision of electric vehicle charging points at suitable locations to encourage the take-up of low emission vehicles (MA5).

The County Council will continue to provide financial support for the Community Rail Partnership Programme Improvements, in particular the East Lancashire CRP in South Ribble (MA12).

The County Council is committed to supporting smartcard travel concessionary schemes, through its involvement in the NoWcard partnership, with the aim of encouraging greater use of public transport through interoperable ticketing, better integration and simplified discounts and fare structures. In particular, in this Implementation Plan period it will produce a Lancashire County Council Staff Travel Plan for its offices and workforce based in South Ribble, as a means to encourage and instil more sustainable ways of travel amongst its employees and promote good practice to other organisations in the area.

The County Council has made a commitment to introduce 20 mph limits in all residential areas and outside all schools over the lifetime of this Implementation

Plan. The map accompanying the local programme for South Ribble shows the phased introduction of these schemes to neighbourhoods in South Ribble district over the next three years (MA10).

The County Council will promote sustainable travel in South Ribble through education, information and travel planning to reduce demand on the highway and to support economic growth (RV3,7).

To support public transport provision in South Ribble and encourage better access to jobs, education and services by alternatives to the car, the County Council will provide financial support to key non-commercial bus services (9 currently in South Ribble) (RV2), provide concessionary travel through the roll out of discount travel smartcards to South Ribble 's residents (currently 22,185 NoWcards, 1,782 for disabled users and 20,403 for senior citizens) (RV5), support community transport in South Ribble through Central Lancs Dial a-Ride (RV2) and support social care transport (with almost 15,000 journeys undertaken in a typical month in South Ribble).

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## Appendix - Chorley

Located in Central Lancashire, Chorley occupies a prime strategic location. The proximity of three motorways, rail connections into Manchester and nearby access to services along the West Coast Mainline have together helped to facilitate economic growth in Chorley for a number of years. The rural areas of the authority are particularly sought after as commuter locations with the countryside to the east of Chorley forming part of the West Pennine Moors.

Chorley has enjoyed strong growth during recent years and the challenge is to maintain this growth without a corresponding increase in congestion.

The extensive housing, business and other developments that have been taking place at the strategic employment site, Buckshaw Village, on the substantial former Royal Ordnance site to the north of Chorley, provide an additional stimulus to the local economy.

Continued growth here will increase peak hour congestion on the main routes between Chorley and Preston, and the links to the motorway network.

Under this Implementation Plan Lancashire County Council will invest £30.69 million on highways and transport in Chorley, with £9.35 million of capital funding and £21.34 million of revenue support. This will be targeted at:

- promoting public transport connectivity between Chorley and Preston to counter growing congestion and support economic development
- creating better conditions for local journeys within neighbourhoods along key corridors

A key aspect of public transport provision for Buckshaw Village is the construction of the new railway station on the Manchester-Preston line (CH1), funded by developer contributions. This is due to be completed in Autumn of 2011 and will include a park and ride facility with capacity for around 200 cars.



This will also benefit from the improved service and reliability from the electrification of the Manchester and Liverpool to Preston lines and help make rail travel a more attractive option for commuters into Preston, Manchester and Liverpool.

The County Council will continue to provide financial support for the Community Rail Partnership Programme Improvements, in particular the West of Lancashire CRP in Chorley (MA12).

The Preston-Chorley Bus Corridor (MA7) will provide a significant public transport connection for Buckshaw Village and another strategic employment site at Cuerden Green in South Ribble. Proposed bus infrastructure improvements include working in partnership with bus operators to increase punctuality and reliability as well as implementing bus priority measures, junction improvements and complying with measures introduced as part of the Equality Act 2010. Improving the speed and reliability of public transport on this major corridor linking a main economic centre and two strategic employment sites will support the growth of all three, and improve access to employment, training and education for a large number of residents in Central Lancashire.

In order to make more informed decisions about the location and scale of proposed developments around Preston, South Ribble and Chorley a Central Lancashire Traffic Model is being developed (MA2). This will enable the effect of proposed developments on the road network to be better estimated and potential solutions investigated.

Future decisions on infrastructure planning and provision will be based on a Highways and Transport Master Planning exercise to cover Central and West Lancashire (DV3), which will be developed as part of this LTP to establish strategic priorities for the area, in conjunction with work currently underway on the Central Lancashire Local Development Framework Core Strategy.

Improvements to the MOVA software that controls the network of signal junctions between Buckshaw Village and M61 Junction 8 are being funded by developer contributions which have already been received. This work is planned to be delivered in Autumn 2011.

As part of the County Council's commitment to road safety, improvements will be made to the junction between A6 Bolton Road and A5106 Wigan Lane (CH2). There have been 22 casualties at this junction during the past 5 years and the changes are predicted to save an average of 2 personal injury accidents per year. The scheme will also provide better pedestrian links across the A6 and reducing delays to drivers.

Working with Chorley Borough Council and neighbouring authorities, the County Council will develop a programme and means of funding for the provision of electric vehicle charging points at suitable locations to encourage the take-up of low emission vehicles (MA15).

The County Council is committed to supporting smartcard travel concessionary schemes, through its involvement in the NoWcard partnership, with the aim of encouraging greater use of public transport through interoperable ticketing, better integration and simplified discounts and fare structures.

The County Council has made a commitment to introduce 20 mph limits in all residential areas and outside all schools over the lifetime of this Implementation Plan. The map accompanying the local programme for Chorley shows the phased introduction of these schemes to neighbourhoods in Chorley district over the next three years (MA10).

The County Council will promote sustainable travel in Lancaster through education, information and travel planning to reduce demand on the highway and to support economic growth (RV3,7).

To support public transport provision in Chorley and encourage better access to jobs, education and services by alternatives to the car, the County Council will continue to support Chorley Bus Station, provide financial support to key non-commercial bus services (9 currently in Chorley) (RV2), provide concessionary travel (currently 23,594 NoWcards, 2,961 for disabled users and 20,633 for senior citizens) (RV5), support community transport in Chorley through Central Lancs Dial-a-Ride (RV5) and support social care transport (with almost 16,000 journeys undertaken in a typical month in Chorley).