

Public Document Pack

Supplementary information for 10th June 2013 Scrutiny Board (Health and Wellbeing and Adult Social Care)

Pages 1-110: Agenda item 7 – Further information to assist the Scrutiny Board's consideration of the issues under discussion.

This page is intentionally left blank

Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Health and Wellbeing and Adult Social Care)

Date: 10th June 2013

Subject: Health and Wellbeing of people living in Hyde Park and the need for local Schools and Community to access Sports and Leisure Facilities – supplementary information.

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

1 Introduction

- 1.1 As part of the Board's agenda for its meeting on 10 June 2013, members have already been provided with the following information to assist its consideration of the Council's duties as a Planning Authority and its Public Health role:
- Joint report from the Director of Public Health and the Chief Planning Officer to Executive Board (9 May 2013) along with the associated deputation presented to the full Council meeting on 12 September 2012 from the Hyde Park Olympic Legacy Committee;
 - The relevant Executive Board minutes extract (9 May 2013)
 - A note setting out the legal position in relation to Public Health and Planning
- 1.2 The purpose of this report is to present further information which may assist the Scrutiny Board's consideration the issues under discussion. The supplementary information provided is:
- Letter from Sport England (11 September 2012);
 - Email from Sport England (12 November 2012) and associated policy on planning applications for development of playing fields;
 - Letter from Sport England (25 April 2013);
 - National Planning Policy Framework (March 2012) – members' attention is specifically brought to Section 8 – Promoting healthy communities (Paragraphs 69 – 78 (inclusive)); and,
 - Public Health England – Priorities for 2013/14

- 1.3 As previously mentioned, relevant officers and representatives from outside organisations have been invited to attend the meeting.

2 Recommendations

- 2.1 Members are asked to consider the attached information as part of the Scrutiny Board's consideration of the Council's duties as a Planning Authority and its Public Health role, and make appropriate comment, observations and recommendations.

3 Background papers¹

None used

¹The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Mathias Franklin
Leeds City Council
Planning Services
Leonardo Building
2 Rossington Street
LEEDS
LS2 8HD

11 September 2012

Our Ref: Y/LE/2012/29073/S

Dear Mathias Franklin,

App Ref: P/12/02491/OT/NW
Site: LEEDS GIRLS HIGH SCHOOL Headingley Lane West Yorkshire
LS6 1BN
Proposal: Outline application for residential development and retail store

Thank you for consulting Sport England on the above application.

It is understood that the site forms part of, or constitutes a playing field as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2010 (Statutory Instrument 2010 No.2184), in that it is on land that has been used as a playing field within the last five years, and the field encompasses at least one playing pitch of 0.2 ha or more, or that it is on land that is allocated for the use as a playing field in a development plan or in proposals for such a plan or its alteration or replacement.

Sport England has therefore considered the application in the light of its playing fields policy. The aim of this policy is to ensure that there is an adequate supply of quality pitches to satisfy the current and estimated future demand for pitch sports within the area. The policy seeks to protect all parts of the playing field from development and not just those which, for the time being, are laid out as pitches. The policy states that:

“Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of, all or any part of a playing field, or land last used as a playing field or allocated for use as a playing field in an adopted or draft deposit local plan, unless, in the judgement of Sport England, one of the specific circumstances applies.”

Reason: Development which would lead to the loss of all or part of a playing field, or which would prejudice its use, should not normally be permitted because it would permanently reduce the opportunities for participation in sporting activities.

Government planning policy and the policies of Sport England have recognised the importance of such activities to the social and economic well-being of the country.

The proposal is to redevelop a former independent girls' school site, known as Leeds Girls High School and shortened to the initials LGHS in this letter. The school was originally spread over three sites in Headingley until it formally merged with the Boys' Grammar School in 2008 to become the Grammar School at Leeds (GSAL). Soon after the merger the female pupils migrated to the new and expanding boys' school at their site in Alwoodley.

The site subject to this application is to the south of Victoria road and to the west of Ash Grove. The site contains a former playing field area (0.6ha) along with a sports hall and swimming pool. Sport England has treated this as a statutory application because the site is capable of supporting a playing pitch above the statutory size threshold of 0.2ha or more.

The site is designated as a protect pitch in policy N6 in the saved UDP. This policy seeks to protect the land designated unless the proposal improves the overall quality of the pitch or provision or provides suitable relocation subject to the sites functions. The policy would also allow the complete loss of a pitch where there is no identified shortage. The approach of this policy is very similar to Sport England's own playing field policy and the NPPF at paragraph 74.

The applicant has prepared evidence seeking to demonstrate that there are substantial new sports facilities provided at the GSAL site that should be considered to more than adequately compensate for the facilities proposed to be lost through this application. The focus of our response therefore will be whether the facilities at the GSAL site can meet our policy exception E4:

E4 The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development.

In order to comply with the full requirements of this exception the facilities at GSAL must be shown to be equivalent or better in quantity, quality and management terms whilst being suitably located.

Quantitative and qualitative

Dealing first with the quantitative and qualitative issues, the applicant has submitted evidence to show that the facilities at GSAL are superior in area and facility range. For instance the playing field area that was formally used as a hockey training area at Victoria road and the new facilities in Alwoodley include two floodlit short pile full size

Artificial Grass Pitches (AGPs) suitable for hockey and tennis which are far superior in quality. Although the AGPs were constructed on playing field land then used as a rugby pitch, the further details submitted indicate more natural turf playing fields were provided on agricultural land to compensate for this. The swimming pool and sports hall facilities have also been replicated at the GSAL site since the school merger with a new larger and better standard pool and a two badminton/basketball court sports hall.

In terms of the balance of playing field lost and gained, as previously resolved under the Headingley lane applications (08/084714/OUT and P/12/01236/FU/NW) a new area of playing field to the north east of the GSAL site, previously agricultural land, has been developed into a four pitch area of approximately 5.36ha in size. This is a net gain beyond what was there before the schools emerged and replaces the 0.6ha of playing field lost at Victoria road (this application) and the Headingley Lane tennis courts which equate to approximately 3439sq m or 0.3ha as well as the rugby pitch 0.4ha where the two AGPs were constructed.

Management arrangements and Suitable location

It is clear that the range of sports facilities available at GSAL are now open and available to the public outside school hours. Sport England has asked for clarity on whether there is a formal community use agreement in place; however no details have been forthcoming. Never the less the sports facilities are listed on Sport England's website Activeplaces.com, which lists all community accessible sports facilities in England and is updated annually.

In management and community access terms it has been acknowledged that the swimming pool at Victoria road was available for some limited community access. The applicant has identified that three groups made use of the pool under formal agreement between 2002 and 2004, two of which have since migrated to GSAL. This starts to tally with the comments made by community groups living locally in Headingley, who have commented that there was some community access which until recently, was disputed by the applicant.

Whether the sports facilities at the GSAL site in Alwoodley could be considered a fair replacement for the facilities lost on the wider LGHS sites was considered in depth by a planning inspector at an inquiry against the council's non-determination of a range of applications submitted in 2008. Although this application site at Victoria Road was not part of the appeal the issue remains similar in some respects. The inspector concluded that as the UDP policy N6 referred to the site's previous functions, this was what had to be used to consider the nature of its replacement. As at this time the sites under appeal at LGHS had sports facilities used by the private school only and with no public access, GSAL was considered an appropriate replacement. In effect the users of the sports facilities were the school pupils who moved with the facilities to Alwoodley.

The applicant still maintains that there was never any formal open community access to the playing field and sports hall at the Victoria road site, e.g. it was not open fully to the public regularly at evenings and weekends. What some members of public describe

outside this appears to be informal access, either by trespass or perhaps ad hoc use enabled by relaxed caretaking. Given this was not formal and secured community use Sport England cannot give weight to this in considering E4.

We as an organisation only deal with formal sports and their competition and training. Informal recreation is not part of our remit. This is something for the council to consider however as it indicates some unmet or latent demand for sport and recreation in the local area. The council should be planning strategically to create new facilities to meet the existing (where deficits are present) and the growing population, something required by the NPPF, paragraph 73.

The local community action group has however found evidence about the site being used by an organisation called 'Kings Camps', who run school holiday activity schemes, and a netball club, who used the sports hall for training.

Firstly dealing with Kings Camps, we understand this organisation operates from a range of sites across Leeds and offers sport and activity sessions during the summer and Easter holidays. It is understood they made use of the playing field at the application site before the school closed. The organisation charges commercial rates for this service which is provided outside local authority support or any support from GSAL or former LGHS. We note that this offered a very limited community use and that children attending would have come from a far wider catchment than that of the local community.

It is interesting to note that the closure of the LGHS site has not stopped this business operating in north Leeds. Not only is the Alwoodley GSAL site listed as a previous venue, Leeds University (0.8 miles from the application site) and Leeds Metropolitan University campus at Becketts Park in Headingley (2 miles from the application site) are both current venues listed for Kings Camps sessions.

The action group have also made contact with Fusion netball club who used the sports hall on the LGHS site and have records of booking invoices dating from 2008. When the LGHS site closed the club moved to another private school site, Woodhouse Grove, over 7 miles away. While this appears to demonstrate some club competitive sports use of the application site, (as yet not substantiated by the applicant) it does not show entirely that the facilities at GSAL do offer an adequate replacement. It is understood the netball club moved towards Bradford as this is where their members came from. It does not appear the club considered moving to GSAL because of this, even though it is closer at 5.8 miles away.

Conclusion

Therefore we conclude that GSAL has superior facilities and management arrangements compared with LGSH. LGSH site had some very limited community access and this has in two instances been migrated to GSAL. The netball club appear to have migrated to nearer their customer base and Kings Camps have found other

sites in the north city area, which questions whether both were meeting local needs in any case.

While local people cannot walk to GSAL as they could LGHS it is evident that they only had very limited access to this site. The vast majority of users of the LGHS site, the pupils, have moved with the facilities to GSAL as previously stated. Other user groups have either migrated to GSAL or found other venues in North Leeds and Bradford.

Outside this application there is evidence of unmet demand in this area of the city, something the council should be planning to resolve strategically. Sport England has offered on various occasions to assist the council in developing solutions to this by building on work produced in the 2008 open space, sport and recreation assessment by working with sport national governing bodies and developing an action plan to resolve the deficits. However it must be acknowledged that this is something outside the scope of this application.

While the planning inspector at the appeal considered the pupils the sole users of the facilities, who moved with the sports provision to the new school; we have considered the nature of the very limited community users and consider that they have found adequate replacement facilities at GSAL or elsewhere.

Taking the above into account we consider this can meet all elements of E4 and Sport England does not raise a statutory objection to this application.

Developer contributions

The National Planning Policy Framework (NPPF) makes clear statements about the role sport and recreation plays in contributing to healthy communities. There are specific references to sport and recreation throughout Section 8 – “Promoting healthy communities”.

This section recognises the important role that sport plays in the planning system to facilitate social interaction and creating healthy, inclusive communities. The Section advises that “planning policies and decisions should plan positively to deliver social, recreational and cultural facilities, such as, sports venues” (paragraph 70).

Sport England uses the planning system to seek contributions to formal sport to meet the new demand created by the occupants of the proposed residential development. While this application retains some land as informal open space this should not be seen as a formal sports facility. Instead sporting needs are manifested through increasing demand for formal sports facilities such as natural turf and artificial grass pitches for instance.

We are advised that Leeds Council does not have a SPD on planning obligations relating to money into sport. In assessing the needs arising from the development we would refer you to Sport England’s website and the “Planning Tools and Guidance section” which provides guidance and tools to assist in determining the appropriate

level of provision/contributions. In particular the sports facilities calculator is of assistance.

The calculator uses population breakdowns from the ONS population projections (2006 base projected to 2010) and from locally derived figures for sports halls, pools and indoor bowls. It then uses information Sport England has gathered from the National Halls and Pools Survey, Benchmarking Service, Indoor Bowls User Survey, and General Household Survey, on who uses facilities and applies this to the actual population profile of the local area. This ensures that the calculation is sensitive to the needs of the people who actually live there.

We calculate that the development at the indicative housing numbers this will require £26,777 of money into sport facilities based on the English average of 2.36 occupants per dwelling (we would accept regional variance to the occupancy figure if it differs in Leeds). This should be seen as in addition to the money we calculated would be needed to resolve the new needs arising from the previous application at Headingley Lane at £48,480, giving a total of £75,257 from two the sites combined.

In the absence of any local sporting benefits for the new occupants of the residential development proposed, Sport England objects to this application until appropriate developer contributions to formal sport are secured by S106 or other legal mechanism. This is particularly paramount as the Headingley area is densely populated and likely has concentrated unmet demand. This is demonstrated in the findings of the council's 2008 open space, sport and recreation assessment.

In responding to the previous application at Headingley Lane (P/12/01236/FU/NW), Sport England made representations on behalf of the Lawn Tennis Association and England Hockey to recommend community sports opportunities worthy of S106 investment; these were as follows:

1. Improve and add value to very popular tennis facilities at the nearby Woodhouse moor/Hyde Park,
2. Improve hockey facilities, and in particular develop the more accessible and informal game of Rush Hockey, by improving facilities at Adel War Memorial Association or Weetwood, University of Leeds. Both facilities draw participants from the Headingley area of Leeds.

If this application is to be presented to a Planning Committee, we would like to be notified in advance of the publication of any committee agendas, report(s) and committee date(s). We would be grateful if you would advise us of the outcome of the application by sending us a copy of the decision notice.

If you would like any further information or advice please contact the undersigned at the address below.

Yours sincerely

HRE Ledger

Helen Ledger

Principal Planning Manager

Tel: 020 7273 1619

e-mail: helen.ledger@sportengland.org

This page is intentionally left blank

From: Nick Evans
Sent: 12 November 2012 12:16
To: Illingworth, Cllr John
Subject: Sports Provision for Disadvantaged communities

Dear Cllr Illingworth

Thank you for your correspondence to Kay Thomson that has been passed onto me regarding Sport England's Planning Policy and Health.

As you are aware Sport England has a clear remit from Government in terms of raising participation in sport and this is set out in our 2012-17 Strategy – Creating a Sporting Habit for Life. In addition we are a statutory consultee on planning applications that affect playing fields and our policy on this is set out in our policy document – A Sporting Provision for the Playing Fields of England

http://www.sportengland.org/facilities_planning/putting_policy_into_practice/playing_fields.aspx. We have no statutory remit for Health matters although we recognise the impact that regular participation in sport can have on health and well-being and work closely with Health agencies to advocate the value and role of sport. Kay may have mentioned that we are currently putting in place funding focusing on those least active and are looking at how we can deliver sporting programmes in a way that has a positive impact on public health priorities.

When we assess applications we consider the impact on sport as that is our remit, consulting clubs and national governing bodies of sport where appropriate. As a statutory consultee we apply our policy across all local planning authorities, always seeking to ensure that there is consistency between offices through regular meetings, peer review and discussions with our legal advisors. However while Sport England focuses on the sporting impacts of a planning application and responds accordingly, local authorities can and should consider the wider impacts that any application may have on open space or health as is pointed out within our policy, and is reflected under the National Planning Policy Framework (NPPF) paragraph 74. All of these factors should be included as material considerations with other factors when a local authority assesses any planning application and ultimately makes a decision. Sport England do not make decisions on applications; we can only comment in line with our policy and on matters within our remit and feed this into the planning authority decision making process.

The new NPPF has moved planning policy forward with regard to healthy communities (see paras 69-70). A key part of this is to ensure that sport plays its part, that planning policies are based on up to date needs assessments and to plan positively to provide sport facilities and opportunities.

Our North Hub team have been working and will continue to work with Leeds City Council on developing their research and evidence base to plan effectively for sport. This follows from Sport England's developing partnership with the five Core Cities including Leeds where we are piloting a 'place based' approach to delivering sport. In terms of strategic planning we will be meeting officers in November to offer support, both in time and money, to deliver a city wide playing pitch strategy. It is then the local authority's responsibility to make use of this evidence on sport in the context of public health.

Yours sincerely

Nick Evans
Head of Planning

3rd Floor, Victoria House, Bloomsbury Square, London, WC1B 4SE

This page is intentionally left blank

**A Sporting Future
for the Playing Fields of England**

**Policy on planning applications for
development on playing fields**



Introduction

- I1 Playing fields are one of the most important resources for sport in England. They provide the space which is required for the playing of team sports on outdoor pitches. Yet as open land, particularly in urban areas, becomes an increasingly scarce resource, they often seem to offer a tempting opportunity for other forms of development. **Sport England opposes such development in all but exceptional cases, whether the land is in public, private or educational use.** It does so because the loss of any part of a playing field may represent the irretrievable loss of an opportunity for participation in pitch sports, and with it the many benefits which sport brings.
- I2 By virtue of a statutory instrument made in 1996, Sport England is a statutory consultee on proposals for development which affect playing fields, land used for playing fields at any time in the last five years which remains undeveloped, or land which is identified for use as a playing field in a development plan. This means that we must be notified by the local planning authority when a relevant planning application is received, and any objections we raise must be considered. Although we expect that local planning authorities will attach great importance to the views we express, we do not have the power to prevent development. We will advise the relevant Government regional office of applications which we consider of such concern that the Secretary of State for the Environment, Transport and the Regions should consider calling them in for determination.
- I3 Through our opposition to their development, Sport England aims to ensure that there is no further reduction in the supply of conveniently located, quality playing fields to satisfy the current and likely future demand. However, we also recognise that it is the inclusion of policies protecting playing fields in development plans which will have the greatest impact. We will seek to ensure that such policies are an integral part of all development plans.
- I4 There are other reasons why there might be opposition to the development of a playing field. It may have an important landscape impact, perform the function of a strategic gap, or provide a resource for other community activities. Sport England will not normally raise objections on the basis of these issues because they are not part of our remit – but we urge local planning authorities to give them careful consideration and to recognise their significance.
- I5 The policy of Sport England is generally consistent with that which is

set out in ‘*The Playing Pitch Strategy*’ published jointly in 1991 by the former Great Britain Sports Council, the Central Council of Physical Recreation and the National Playing Fields Association. It differs only in the definition of the specific circumstances in which Sport England will not object to proposals for development which would adversely affect a playing field. It should not be inferred that the other sponsors of ‘*The Playing Pitch Strategy*’ have adopted any changes to the definition.

- I6 The policy is set out in this document in terms which are used in the planning system and will be readily understood by planning professionals. If you would like further explanation of the policy, and what it means in practice, please contact the nearest regional office of Sport England.

Definitions

It is important to be clear about the key terms used in the policy, and how Sport England will interpret them:

- D1** “**Playing field** – the whole of a site which encompasses at least one playing pitch”.

This definition is given in the 1996 Order. Sport England’s policy is to protect all parts of a playing field, not just those which happen,

for the time being, to be laid out as pitches. This is because those other parts of a playing field are a resource which may be needed, now or in the future, and it is important that they be afforded the same protection.

- D2** “**Playing pitch** – a delineated area which, together with any run off area, is of 0.2 hectares or more, and which is used for association football, American football, rugby, cricket, hockey, lacrosse, rounders, baseball, softball, Australian football, Gaelic football, shinty, hurling, polo or cycle polo.”

This definition is also found in the 1996 Order. Golf courses, tennis courts and bowling greens are not included in the definition. Playing pitches may have a grass surface or an artificial one.

- D3** “**Catchment** – the population of individuals or teams for which a particular playing field would be considered convenient, given the nature and quality of the playing pitches which are, or might be, provided on the playing field.”

Catchment is not a simple geographic measure – it must be judged sport by sport as well as place by place. The catchment of a particular playing field will vary depending on what it can be used

for, how much use it can sustain, and how users might reach it. It will also be independent of local authority boundaries. In assessing whether there is sufficient provision the concept of catchment must be applied in this wide sense. For example, a particular playing field, which is the only one in a city on which a playing pitch for a particular sport could be laid out, would reasonably be judged as having a much greater catchment than one used for pitches which could also be found in many other places.

D4 “**Suitable location** – a place to which those who are regular users of the playing pitches or those who may require playing pitches in the future can conveniently gain access.”

The location of playing fields in relation to those who do or might want to use them is obviously an important consideration in determining whether there is sufficient supply, but again a simple geographic spread is not the appropriate test to apply in this context. More important is how convenient it is for the regular users – the ‘home’ teams – to use the pitches which are located thereon. This will be different in different cases. For instance, if the users are predominantly juniors, or associated with an

organisation which has a headquarters nearby, then only a playing field very close by could be said to be in an appropriate location. To the members of a major sports club, who travel from a wide area, a change of location of a substantial distance may be acceptable. Accessibility by public transport may also be a relevant consideration. Sport England will consider the question of location in each case, and will apply the test of convenience depending on the circumstances. It is the users and potential users of the playing field for sport to which Sport England will apply the test of convenience, including their training and practice needs in addition to competitive play.

D5 “**Equivalent quality** – being laid out, drained and provided with the necessary ancillary facilities so as to have the capability to provide for a similar number of matches being played and of producing playing characteristics which allow the same level of competitive play.”

For a playing field to be of equivalent quality it must be capable of providing playing pitches on which matches can be played to the same competitive standard – without any additional maintenance input. For instance, if it is proposed to provide a

playing field of equivalent quality to one on which a pitch is used by a senior county league club then the replacement must also be capable of providing for this standard of play without any additional costs being incurred over and above those which are required on the existing site. This requirement applies equally to the provision of any ancillary facilities, such as changing rooms, car parking, fencing and flooding.

the social and economic well being of the country.

The specific circumstances are:

E1 A carefully quantified and documented assessment of current and future needs has demonstrated to the satisfaction of Sport England that there is an excess of playing field provision in the catchment, and the site has no special significance to the interests of sport.

Policy

P1 Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of, all or any part of a playing field, or land last used as a playing field in an adopted or draft deposit local plan, unless, in the judgement of Sport England, one of the specific circumstances applies.

E.1.1 Reason: Sport England does not seek to impose a blanket restriction on the development on playing field sites if it can be demonstrated that there is an excess of provision which would still be the case after the development of a particular site. In order to demonstrate an excess of provision the applicant, or local planning authority must produce written evidence based upon a comprehensive and carefully documented assessment of supply and demand in the catchment based upon a methodology acceptable to Sport England. This assessment should make allowance for other development for which land has been, or is likely to be, allocated in a development plan or for which planning consent has been or is likely to be granted.

P1.1 Reason: Development which would lead to the loss of all or part of a playing field, or which would prejudice its use, should not normally be permitted because it would permanently reduce the opportunities for participation in sporting activities. Government planning policy and the policies of Sport England have recognised the importance of such activities to

- E1.2 Sport England may object to the loss of a site, which has special significance, such as one of exceptional quality or importance to the development of sport, even if it can be shown that there is an excess of provision within its catchment.
- E2 The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use.**
- E2.1 Reason: Sport England would not normally object to the provision of new/improved changing accommodation and related facilities of an appropriate scale, providing that any detrimental effect on the principal use is not significant.
- E3 The proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing areas of any playing pitch or the loss of any other sporting/ancillary facilities on the site.**
- E3.1 Reason: The development of minor parts of a site (e.g. frontage land, steep slopes unsuitable for pitches) can provide a useful source of capital for sports organisations to develop their activities without detriment to the facilities. In order to avoid incremental loss of land, Sport England will use the nature and extent of provision available at any time during 1996 as a base for all assessments.
- E4 The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development.**
- E4.1 Reason: There may be occasions when a replacement facility can be provided which represents an adequate substitute for, or improvement on, the existing facility and where it would be beneficial for sporting interests to take advantage of this opportunity. It would be expected that the replacement facility is secured by way of a legal agreement between the applicant and the planning

authority, and that it will be available for use prior to the commencement of any development. Sport England will not apply this exception unless the management arrangements for the new site are equivalent to or better than those for the site to be developed.

E5 The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.

E5.1 Reason: There may be occasions when the development of a facility for sport, whether involving the construction of indoor facilities or a change in the use of open land, would lead to the loss of all or part of a playing field. If Sport England is satisfied that the development proposal represents an opportunity to obtain benefits for sport which are, in its judgement, unlikely to be obtainable in any other way in the foreseeable future, and that the benefits which will be obtained will outweigh any predictable detriment to sporting interests caused by the loss of playing fields, then it may not object to the proposed development.

Conclusion

Letting us know about proposals

C1 If there are proposals to develop land which is, or has recently been used as playing fields, we would like to be informed, even if a planning application has not yet been made. You can contact your Sport England regional office on the number given overleaf – ask to speak to the officer who deals with planning matters. Although we cannot prevent proposals coming forward, or planning consent being granted, we will seek information, offer advice and make our views known at the appropriate time. Please remember, we are concerned with the sporting use of playing fields. The National Playing Field Association will be able to offer you information and advice about related matters such as children’s play and open space – their number is also shown overleaf.

Sport England Addresses

<p>Support Centre 3rd Floor Victoria House Bloomsbury Square London WC1B 4SE Contact: Nick Evans Tel: 020 7273 1578 Fax: 020 7273 1513 e-mail: nick.evans@sportengland.org</p>	<p>East <i>Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Norfolk, Suffolk</i> Crescent House 19 The Crescent Bedford MK40 2QP Contact: Philip Raiswell or Roy Warren Tel: 020 7273 1824/1831 Fax: 01234 359046 e-mail: philip.raiswell@sportengland.org roy.warren@sportengland.org</p>
<p>East Midlands <i>Derbyshire, Leicestershire, Lincolnshire, Northamptonshire, Nottinghamshire</i> Grove House West Bridgford Nottingham NG2 6AP Contact: Steve Beard or Tony Aitchison Tel: 020 7273 1770/1762 Fax: 0115 945 5236 e-mail: steve.beard@sportengland.org tony.aitchison@sportengland.org</p>	<p>London 3rd Floor Victoria House Bloomsbury Square London WC18 4SE Contact: Peter Durrans or Conal Stewart Tel: 020 7273 1961/1953 Fax: 020 7273 1513 e-mail: peter.durrans@sportengland.org conal.stewart@sportengland.org</p>
<p>North East <i>Durham, Gateshead, Hartlepool, Middlesbrough, Newcastle upon Tyne, North Tyneside, Northumberland, Redcar, South Tyneside, Stockton-on-Tees, Sunderland</i> Aykley Heads Durham DH1 5UU Contact: Dave McGuire or Richard Fordham Tel: 020 7273 1692/1987 Fax: 0191 384 5807 e-mail: dave.mcguire@sportengland.org richard.fordham@sportengland.org</p>	<p>North West <i>Bolton, Bury, Cheshire, Cumbria, Knowsley, Lancashire, Liverpool, Manchester, Oldham, Rochdale, St Helens, Salford, Sefton, Stockport, Tameside, Trafford, Wigan, Wirral</i> Astley House Quay Street Manchester M3 4AE Contact: Stephen Hughes or Paul Daly Tel: 020 7273 1770/1718 Fax: 0161 835 3678 e-mail: stephen.hughes@sportengland.org paul.daly@sportengland.org</p>
<p>South East <i>Berkshire, Buckinghamshire, Hampshire, Isle of Wight, Kent, Oxfordshire, East and West Sussex, Surrey</i> 51a Church Street Caversham Reading RG4 8AX Contact: Vicky Aston or Katy Walker Tel: 020 7273 1904/1906 Fax: 0118 947 5935 e-mail: vicky.aston@sportengland.org katy.walker@sportengland.org</p>	<p>South West <i>Bath & North East Somerset, Bristol, Cornwall, Devon, Dorset, Gloucestershire, North Somerset, Somerset, South Gloucestershire, Wiltshire</i> Ashlands House Ashlands Crewkerne Somerset TA18 7LQ Contact: Gary Parsons or Marting Drennan Tel: 020 7273 1861/1847 Fax: 01460 77263 e-mail: gary.parsons@sportengland.org martin.drennan@sportengland.org</p>
<p>West Midlands <i>Birmingham, Coventry, Dudley, Hereford & Worcester, Sandwell, Shropshire, Solihull, Staffordshire, Walsall, Warwickshire, Wolverhampton</i> 5th Floor No 3 Broadway Five Ways Birmingham B15 1BQ Contact: Bob Sharples/Maggie Taylor/John Berry Tel: 020 7273 1793/1797/1799 Fax: 0121 456 1583 e-mail: bob.sharples@sportengland.org maggie.taylor@sportengland.org john.berry@sportengland.org</p>	<p>Yorkshire <i>Barnsley, Bradford, Calderdale, Doncaster, East Riding of Yorkshire, Kingston upon Hull, Kirklees, Leeds, North Lincolnshire, North East Lincolnshire, North Yorkshire, Rotherham, Sheffield, Wakefield, York</i> 4th Floor Minerva House East Parade Leeds LS1 5PS Contact: Helen Ledger or Fiona Pudge Tel: 020 7273 1619/1636 Fax: 0113 243 6443 e-mail: helen.ledger@sportengland.org fiona.pudge@sportengland.org</p>

Mathias Franklin
Leeds City Council
Planning Services
Leonardo Building
2 Rossington Street
LEEDS
LS2 8HD

25 April 2013

Our Ref: Y/LE/2013/31980/S

Dear Mathias Franklin,

App Ref: P/13/00868/OT/NW
**Site: LEEDS GIRLS HIGH SCHOOL Headingley Lane West Yorkshire
LS6 1BN**
Proposal: Outline application for residential development and retail store

Thank you for consulting Sport England on the above application.

It is understood that the site forms part of, or constitutes a playing field as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2010 (Statutory Instrument 2010 No. 2184), in that it is on land that has been used as a playing field within the last five years, and the field encompasses at least one playing pitch of 0.2 ha or more, or that it is on land that is allocated for the use as a playing field in a development plan or in proposals for such a plan or its alteration or replacement.

Sport England has therefore considered the application in the light of its playing fields policy. The aim of this policy is to ensure that there is an adequate supply of quality pitches to satisfy the current and estimated future demand for pitch sports within the area. The policy seeks to protect all parts of the playing field from development and not just those which, for the time being, are laid out as pitches. The policy states that:

“Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of, all or any part of a playing field, or land last used as a playing field or allocated for use as a playing field in an adopted or draft deposit local plan, unless, in the judgement of Sport England, one of the specific circumstances applies.”

Reason: Development which would lead to the loss of all or part of a playing field, or which would prejudice its use, should not normally be permitted because it would permanently reduce the opportunities for participation in

sporting activities. Government planning policy and the policies of Sport England have recognised the importance of such activities to the social and economic well-being of the country.

The proposal is to redevelop part of a former independent girls' school site, known as Leeds Girls High School and shortened to the initials LGHS in this letter. The school was originally spread over three sites in Headlingley until it formally merged with the Boys' Grammar School in 2008 to become the Grammar School at Leeds (GSAL). Soon after the merger the female pupils migrated to the new and expanding boys' school at their site in Alwoodley, north Leeds. Sport England was consulted on an almost identical application in July last year that was subsequently withdrawn before a decision was made

The site subject to this application is to the south of Victoria road and to the west of Ash Grove. The site contains a former playing field area (0.6ha) along with a sports hall and swimming pool. Sport England has treated this as a statutory application because the site is capable of supporting a playing pitch above the statutory size threshold of 0.2ha or more. However there is no evidence submitted or otherwise on aerial photography to indicate that it has ever been formally marked out as a playing pitch.

The site is designated as a protect pitch in policy N6 in the saved UDP. This policy seeks to protect the land designated unless the proposal improves the overall quality of the pitch or provision or provides suitable relocation subject to the sites functions. The policy would also allow the complete loss of a pitch where there is no identified shortage. The approach of this policy is very similar to Sport England's own playing field policy and the NPPF at paragraph 74.

The applicant has prepared evidence seeking to demonstrate that there are substantial new sports facilities provided at the GSAL site that should be considered to more than adequately compensate for the facilities proposed to be lost through this application. The focus of our response therefore will be whether the facilities at the GSAL site can meet our policy exception E4:

E4 The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development.

In order to comply with the full requirements of this exception the facilities at GSAL must be shown to be equivalent or better in quantity, quality and management terms whilst being suitably located.

Quantitative and Qualitative issues

Dealing first with the quantitative and qualitative issues, the applicant has submitted evidence to show that the facilities at GSAL are superior in area and facility range. For instance the playing field area that was formally used as a hockey training area at Victoria road and the new facilities in Alwoodley include two floodlit short pile full size Artificial Grass Pitches (AGPs) suitable for hockey and tennis which are far superior in quality. The swimming pool and sports hall facilities have also been replicated at the GSAL site since the school merger with a new larger and better standard pool and a two badminton/basketball court sports hall.

In terms of the balance of playing field lost and gained, as previously resolved under the Headingley lane applications (08/084714/OUT and P/12/01236/FU/NW) a new area of playing field to the north east of the GSAL site, previously agricultural land, has been developed into a four pitch area of approximately 5.36ha in size. This is a net gain beyond what was there before the schools emerged and replaces the 0.6ha of playing field lost at Victoria road (this application) and the Headingley Lane tennis courts which equate to approximately 3439sq m or 0.3ha as well as the rugby pitch 0.4ha where the two AGPs were constructed.

Management Arrangements and Suitable Location

It is clear that the range of sports facilities available at GSAL are now open and available to the public outside school hours. The sports facilities are listed on Sport England's website www.activepowerplaces.com which lists all community accessible sports facilities in England and is updated annually.

In management and community access terms it has been acknowledged that the swimming pool at Victoria road was available for some limited community access. The applicant has identified that three groups made use of the pool under formal agreement between 2002 and 2004, two of which have since migrated to GSAL. This starts to tally with the comments made by community groups living locally in Headingley, who have commented that there was some community access which until recently, was disputed by the applicant.

Whether the sports facilities at the GSAL site in Alwoodley could be considered a fair replacement for the facilities lost on the wider LGHS sites was considered in depth by a planning inspector at an inquiry against the council's non-determination of a range of applications submitted in 2008. Although this application site at Victoria Road was not part of the appeal the issue remains similar in some respects. The inspector concluded that as the UDP policy N6 referred to the site's previous functions, this was what had to be used to consider the nature of its replacement. As at this time the sites under appeal at LGHS had sports facilities used by the private school only and with no public access, GSAL was considered an appropriate replacement. In effect the users of the sports facilities were the school pupils who moved with the facilities to Alwoodley.

The applicant still maintains that there was never any formal open community access to the playing field and sports hall at the Victoria road site, e.g. it was not open fully to the public regularly at evenings and weekends. What some members of public describe outside this appears to be informal access, either by trespass or perhaps ad hoc use enabled by relaxed caretaking. Given this was not formal and secured community use Sport England cannot give weight to this in considering E4.

We as an organisation only deal with formal sports and their competition and training. Informal recreation is not part of our remit. This is something for the council to consider however as it indicates some unmet or latent demand for sport and recreation in the local area. The council should be planning strategically to create new facilities to meet the existing (where deficits are present) and the growing population, something required by the NPPF, paragraph 73.

The local community action group has however found evidence about the site being used by an organisation called 'Kings Camps', who run school holiday activity schemes, and a netball club, who used the sports hall for training.

Firstly dealing with Kings Camps, we understand this organisation operates from a range of sites across Leeds and offers sport and activity sessions during the summer and Easter holidays. It is understood they made use of the playing field at the application site before the school closed. The organisation charges commercial rates for this service which is provided outside local authority support or any support from GSAL or former LGHS. We note that this offered a very limited community use and that children attending would have come from a far wider catchment than that of the local community and indeed paid handsomely for the programme. It is highly unlikely these courses supported a genuine use by the local community.

It is interesting to note that the closure of the LGHS site has not stopped this business operating in north Leeds. Not only is the Alwoodley GSAL site listed as a previous venue, Leeds University (0.8 miles from the application site) and Leeds Metropolitan University campus at Becketts Park in Headingley (2 miles from the application site) are both current venues listed for Kings Camps sessions. Therefore this activity still operates within the local area despite the loss of this site.

Recent correspondence submitted to Sport England would indicate that local state primary schools are lacking in playing fields and open space, and that this is reason to retain the sports facilities on this site. This however is an issue for the Local Education Authority, Leeds City Council, as it is under their remit to provide sufficient space for school sport based on government guidelines. Sport England's remit does not cover school sport.

In addition to the issues above there are relatively new powers available to the local authority through the Localism Act (2011) to safeguard sites that are important to local communities and when recognised assets come up for sale or change of ownership, the Act then gives community groups the time to develop a bid and raise

the money to bid to buy the asset when it comes on the open market. Again this is the Local Authority's role to respond on these matters and not Sport England.

Conclusion

Therefore we conclude that GSAL has superior facilities and management arrangements compared with LGSH. The LGSH site had some very limited community access and this largely been migrated to GSAL alongside genuinely new sustained community use of the new sports facilities.

While local people cannot walk to GSAL as they could LGHS it is evident that they only had very limited access to this site. The vast majority of users of the LGHS site, the pupils, have moved with the facilities to GSAL as previously stated. Other user groups have either migrated to GSAL or found other venues in the local area.

Outside this application there is evidence of unmet demand in this area of the city, something the council should be planning to resolve strategically. Sport England is now working with the council to review and develop its strategic evidence base for sport developing an action plan to resolve the identified deficits. However it must be acknowledged that this is something outside the scope of this application.

While the planning inspector at the appeal considered the pupils the sole users of the facilities, who moved with the sports provision to the new school; we have also considered the nature of the very limited community users and consider that they have found adequate replacement facilities at GSAL or elsewhere.

Taking the above into account we consider this can meet all elements of E4 and **Sport England does not raise a statutory objection to this application.**

Developer contributions

The National Planning Policy Framework (NPPF) makes clear statements about the role sport and recreation plays in contributing to healthy communities. There are specific references to sport and recreation throughout Section 8 – “Promoting healthy communities”.

This section recognises the important role that sport plays in the planning system to facilitate social interaction and creating healthy, inclusive communities. The Section advises that “planning policies and decisions should plan positively to deliver social, recreational and cultural facilities, such as, sports venues” (paragraph 70). Sport England uses the planning system to seek contributions to formal sport to meet the new demand created by the occupants of the proposed residential development. While this application retains some land as informal open space this should not be seen as a formal sports facility. Instead sporting needs are manifested through increasing demand for formal sports facilities such as natural turf and artificial grass pitches for instance.

We are advised that Leeds Council does not have a SPD on planning obligations relating to money into sport. In assessing the needs arising from the development we would refer you to Sport England's website and the "Planning Tools and Guidance section" which provides guidance and tools to assist in determining the appropriate level of provision/contributions. In particular the sports facilities calculator is of assistance.

The calculator uses population breakdowns from the ONS population projections (2006 base projected to 2010) and from locally derived figures for sports halls, pools and indoor bowls. It then uses information Sport England has gathered from the National Halls and Pools Survey, Benchmarking Service, Indoor Bowls User Survey, and General Household Survey, on who uses facilities and applies this to the actual population profile of the local area. This ensures that the calculation is sensitive to the needs of the people who actually live there.

We calculate that the development at the indicative housing numbers this will require £26,777 of money into sport facilities based on the English average of 2.36 occupants per dwelling (we would accept regional variance to the occupancy figure if it differs in Leeds). This should be seen as in addition to the money we calculated would be needed to resolve the new needs arising from the previous application at Headingley Lane at £48,480, giving a total of £75,257 from two the sites combined.

In the absence of any local sporting benefits for the new occupants of the residential development proposed, Sport England objects to this application until appropriate developer contributions to formal sport are secured by S106 or other legal mechanism. This is particularly paramount as the Headingley area is densely populated and likely has concentrated unmet demand. This is demonstrated in the findings of the council's 2008 open space, sport and recreation assessment.

In responding to the previous application at Headingley Lane (P/12/01236/FU/NW), Sport England made representations on behalf of the Lawn Tennis Association and England Hockey to recommend community sports opportunities worthy of S106 investment; these were as follows:

1. Improve and add value to very popular tennis facilities at the nearby Woodhouse moor/Hyde Park,
2. Improve hockey facilities, and in particular develop the more accessible and informal game of Rush Hockey, by improving facilities at Adel War Memorial Association or Weetwood, University of Leeds. Both facilities draw participants from the Headingley area of Leeds.

This being the case, Sport England **does not wish to raise an objection** to this application.

The absence of an objection to this application in the context of the Town and Country Planning Acts, does not in any way commit Sport England's or any National Governing Body of Sport's support for any related application for grant funding.

If this application is to be presented to a Planning Committee, we would like to be notified in advance of the publication of any committee agendas, report(s) and committee date(s). We would be grateful if you would advise us of the outcome of the application by sending us a copy of the decision notice.

If you would like any further information or advice please contact the undersigned at the address below.

Yours sincerely



Helen Ledger

Principal Planning Manager

Tel: 020 7273 1619

e-mail: helen.ledger@sportengland.org

This page is intentionally left blank

National Planning Policy Framework

National Planning Policy Framework

© Crown copyright, 2012

Copyright in the typographical arrangement rests with the Crown.

You may re-use this information (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit <http://www.nationalarchives.gov.uk/doc/open-government-licence/> or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or e-mail: psi@nationalarchives.gsi.gov.uk.

This document/publication is also available on our website at www.communities.gov.uk

Any enquiries regarding this document/publication should be sent to us at:

Department for Communities and Local Government
Eland House
Bressenden Place
London
SW1E 5DU
Telephone: 030 3444 0000

March, 2012

ISBN: 978-1-4098-3413-7

Contents

Ministerial foreword	i
Introduction	1
Achieving sustainable development	2
1. Building a strong, competitive economy	6
2. Ensuring the vitality of town centres	7
3. Supporting a prosperous rural economy	9
4. Promoting sustainable transport	9
5. Supporting high quality communications infrastructure	11
6. Delivering a wide choice of high quality homes	12
7. Requiring good design	14
8. Promoting healthy communities	17
9. Protecting Green Belt land	19
10. Meeting the challenge of climate change, flooding and coastal change	21
11. Conserving and enhancing the natural environment	25
12. Conserving and enhancing the historic environment	30
13. Facilitating the sustainable use of minerals	32
Plan-making	37
Decision-taking	45
Annexes	
1. Implementation	48
2. Glossary	50
3. Documents replaced by this Framework	58

Ministerial foreword



The purpose of planning is to help achieve sustainable development.

Sustainable means ensuring that better lives for ourselves don't mean worse lives for future generations.

Development means growth. We must accommodate the new ways by which we will earn our living in a competitive world. We must house a rising population, which is living longer and wants to make new choices. We must respond to the changes that new technologies offer us. Our lives, and the places in which we live them, can be better, but they will certainly be worse if things stagnate.

Sustainable development is about change for the better, and not only in our built environment.

Our natural environment is essential to our wellbeing, and it can be better looked after than it has been. Habitats that have been degraded can be restored. Species that have been isolated can be reconnected. Green Belt land that has been depleted of diversity can be refilled by nature – and opened to people to experience it, to the benefit of body and soul.

Our historic environment – buildings, landscapes, towns and villages – can better be cherished if their spirit of place thrives, rather than withers.

Our standards of design can be so much higher. We are a nation renowned worldwide for creative excellence, yet, at home, confidence in development itself has been eroded by the too frequent experience of mediocrity.

So sustainable development is about positive growth – making economic, environmental and social progress for this and future generations.

The planning system is about helping to make this happen.

Development that is sustainable should go ahead, without delay – a presumption in favour of sustainable development that is the basis for every plan, and every decision. This framework sets out clearly what could make a proposed plan or development unsustainable.

In order to fulfil its purpose of helping achieve sustainable development, planning must not simply be about scrutiny. Planning must be a creative exercise in finding ways to enhance and improve the places in which we live our lives.

This should be a collective enterprise. Yet, in recent years, planning has tended to exclude, rather than to include, people and communities. In part, this has been a result of targets being imposed, and decisions taken, by bodies remote from them. Dismantling the unaccountable regional apparatus and introducing neighbourhood planning addresses this.

In part, people have been put off from getting involved because planning policy itself has become so elaborate and forbidding – the preserve of specialists, rather than people in communities.

This National Planning Policy Framework changes that. By replacing over a thousand pages of national policy with around fifty, written simply and clearly, we are allowing people and communities back into planning.

A handwritten signature in black ink that reads "Greg Clark". The signature is written in a cursive, slightly stylized font.

Rt Hon Greg Clark MP
Minister for Planning

Introduction

1. The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied.¹ It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.
2. Planning law requires that applications for planning permission must be determined in accordance with the development plan,² unless material considerations indicate otherwise.³ The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.⁴ Planning policies and decisions must reflect and where appropriate promote relevant EU obligations and statutory requirements.
3. This Framework does not contain specific policies for nationally significant infrastructure projects for which particular considerations apply. These are determined in accordance with the decision-making framework set out in the Planning Act 2008 and relevant national policy statements for major infrastructure, as well as any other matters that are considered both important and relevant (which may include the National Planning Policy Framework). National policy statements form part of the overall framework of national planning policy, and are a material consideration in decisions on planning applications.
4. This Framework should be read in conjunction with the Government's planning policy for traveller sites. Local planning authorities preparing plans for and taking decisions on travellers sites should also have regard to the policies in this Framework so far as relevant.
5. This Framework does not contain specific waste policies, since national waste planning policy will be published as part of the National Waste Management Plan for England.⁵ However, local authorities preparing waste plans and taking decisions on waste applications should have regard to policies in this Framework so far as relevant.

1 A list of the documents revoked and replaced by this Framework is at Annex 3.

2 This includes the Local Plan and neighbourhood plans which have been made in relation to the area (see glossary for full definition).

3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990.

4 Sections 19(2)(a) and 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990. In relation to neighbourhood plans, under section 38B and C and paragraph 8(2) of new Schedule 4B to the 2004 Act (inserted by the Localism Act 2011 section 116 and Schedules 9 and 10) the independent examiner will consider whether having regard to national policy it is appropriate to make the plan.

5 The Waste Planning Policy Statement will remain in place until the National Waste Management Plan is published.

Achieving sustainable development

International and national bodies have set out broad principles of sustainable development. Resolution 42/187 of the United Nations General Assembly defined sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs. The UK Sustainable Development Strategy *Securing the Future* set out five 'guiding principles' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

6. The purpose of the planning system is to contribute to the achievement of sustainable development. The policies in paragraphs 18 to 219, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system.
7. There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:
 - **an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
 - **a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
 - **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

8. These roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions.
9. Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):
 - making it easier for jobs to be created in cities, towns and villages;
 - moving from a net loss of bio-diversity to achieving net gains for nature;⁶
 - replacing poor design with better design;
 - improving the conditions in which people live, work, travel and take leisure; and
 - widening the choice of high quality homes.
10. Plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas.

The presumption in favour of sustainable development

11. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.⁷
12. This National Planning Policy Framework does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise. It is highly desirable that local planning authorities should have an up-to-date plan in place.
13. The National Planning Policy Framework constitutes guidance⁸ for local planning authorities and decision-takers both in drawing up plans and as a material consideration in determining applications.

6 Natural Environment White Paper, *The Natural Choice: Securing the Value of Nature*, 2011.

7 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990.

8 A list of the documents revoked and replaced by this Framework is at Annex 3. Section 19(2)(a) of the Planning and Compulsory Purchase Act 2004 states, in relation to plan-making, that the local planning authority must have regard to national policies and advice contained in guidance issued by the Secretary of State.

14. At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.

For **plan-making** this means that:

- local planning authorities should positively seek opportunities to meet the development needs of their area;
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.⁹

For **decision-taking** this means:¹⁰

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.⁹

15. Policies in Local Plans should follow the approach of the presumption in favour of sustainable development so that it is clear that development which is sustainable can be approved without delay. All plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally.

16. The application of the presumption will have implications for how communities engage in neighbourhood planning. Critically, it will mean that neighbourhoods should:

- develop plans that support the strategic development needs set out in Local Plans, including policies for housing and economic development;

⁹ For example, those policies relating to sites protected under the Birds and Habitats Directives (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion.

¹⁰ Unless material considerations indicate otherwise.

- plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the Local Plan; and
- identify opportunities to use Neighbourhood Development Orders to enable developments that are consistent with their neighbourhood plan to proceed.

Core planning principles

17. Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking. These 12 principles are that planning should:
- be genuinely plan-led, empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area. Plans should be kept up-to-date, and be based on joint working and co-operation to address larger than local issues. They should provide a practical framework within which decisions on planning applications can be made with a high degree of predictability and efficiency;
 - not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
 - proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;
 - always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
 - take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;
 - support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy);

- contribute to conserving and enhancing the natural environment and reducing pollution. Allocations of land for development should prefer land of lesser environmental value, where consistent with other policies in this Framework;
- encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value;
- promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation, carbon storage, or food production);
- conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;
- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable; and
- take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

Delivering sustainable development

1. Building a strong, competitive economy

18. The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.
19. The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.
20. To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.
21. Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should:
 - set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth;

- set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
 - support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;
 - plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
 - identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
 - facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.
22. Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

2. Ensuring the vitality of town centres

23. Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, local planning authorities should:
- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;
 - define a network and hierarchy of centres that is resilient to anticipated future economic changes;
 - define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations;
 - promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;
 - retain and enhance existing markets and, where appropriate, re-introduce or create new ones, ensuring that markets remain attractive and competitive;
 - allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres. It is important that needs for retail, leisure, office and other main town centre uses are met in full and are not compromised by limited site availability. Local planning authorities should

therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites;

- allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable town centre sites are not available. If sufficient edge of centre sites cannot be identified, set policies for meeting the identified needs in other accessible locations that are well connected to the town centre;
 - set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres;
 - recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites; and
 - where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.
24. Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale.
25. This sequential approach should not be applied to applications for small scale rural offices or other small scale rural development.
26. When assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sq m). This should include assessment of:
- the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
 - the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.
27. Where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the above factors, it should be refused.

3. Supporting a prosperous rural economy

28. Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. To promote a strong rural economy, local and neighbourhood plans should:
- support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings;
 - promote the development and diversification of agricultural and other land-based rural businesses;
 - support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres; and
 - promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.

4. Promoting sustainable transport

29. Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Smarter use of technologies can reduce the need to travel. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas.
30. Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.
31. Local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development, including large scale facilities such as rail freight interchanges, roadside facilities for motorists or transport investment necessary to support strategies for the growth of ports, airports or other major generators of travel demand in their areas. The primary function of roadside facilities for motorists should be to support the safety and welfare of the road user.
32. All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
 - safe and suitable access to the site can be achieved for all people; and
 - improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
33. When planning for ports, airports and airfields that are not subject to a separate national policy statement, plans should take account of their growth and role in serving business, leisure, training and emergency service needs. Plans should take account of this Framework as well as the principles set out in the relevant national policy statements and the Government Framework for UK Aviation.
34. Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However this needs to take account of policies set out elsewhere in this Framework, particularly in rural areas.
35. Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to
- accommodate the efficient delivery of goods and supplies;
 - give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
 - create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
 - incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
 - consider the needs of people with disabilities by all modes of transport.
36. A key tool to facilitate this will be a Travel Plan. All developments which generate significant amounts of movement should be required to provide a Travel Plan.
37. Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.
38. For larger scale residential developments in particular, planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Where practical, particularly within large-scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties.

39. If setting local parking standards for residential and non-residential development, local planning authorities should take into account:
- the accessibility of the development;
 - the type, mix and use of development;
 - the availability of and opportunities for public transport;
 - local car ownership levels; and
 - an overall need to reduce the use of high-emission vehicles.
40. Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles. They should set appropriate parking charges that do not undermine the vitality of town centres. Parking enforcement should be proportionate.
41. Local planning authorities should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice.

5. Supporting high quality communications infrastructure

42. Advanced, high quality communications infrastructure is essential for sustainable economic growth. The development of high speed broadband technology and other communications networks also plays a vital role in enhancing the provision of local community facilities and services.
43. In preparing Local Plans, local planning authorities should support the expansion of electronic communications networks, including telecommunications and high speed broadband. They should aim to keep the numbers of radio and telecommunications masts and the sites for such installations to a minimum consistent with the efficient operation of the network. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified. Where new sites are required, equipment should be sympathetically designed and camouflaged where appropriate.
44. Local planning authorities should not impose a ban on new telecommunications development in certain areas, impose blanket Article 4 directions over a wide area or a wide range of telecommunications development or insist on minimum distances between new telecommunications development and existing development. They should ensure that:
- they have evidence to demonstrate that telecommunications infrastructure will not cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation operated in the national interest; and
 - they have considered the possibility of the construction of new buildings or other structures interfering with broadcast and telecommunications services.

45. Applications for telecommunications development (including for prior approval under Part 24 of the General Permitted Development Order) should be supported by the necessary evidence to justify the proposed development. This should include:
- the outcome of consultations with organisations with an interest in the proposed development, in particular with the relevant body where a mast is to be installed near a school or college or within a statutory safeguarding zone surrounding an aerodrome or technical site; and
 - for an addition to an existing mast or base station, a statement that self-certifies that the cumulative exposure, when operational, will not exceed International Commission on non-ionising radiation protection guidelines; or
 - for a new mast or base station, evidence that the applicant has explored the possibility of erecting antennas on an existing building, mast or other structure and a statement that self-certifies that, when operational, International Commission guidelines will be met.
46. Local planning authorities must determine applications on planning grounds. They should not seek to prevent competition between different operators, question the need for the telecommunications system, or determine health safeguards if the proposal meets International Commission guidelines for public exposure.

6. Delivering a wide choice of high quality homes

47. To boost significantly the supply of housing, local planning authorities should:
- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;
 - identify and update annually a supply of specific deliverable¹¹ sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;
 - identify a supply of specific, developable¹² sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;

¹¹ To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

¹² To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

- for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; and
 - set out their own approach to housing density to reflect local circumstances.
48. Local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.
49. Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.
50. To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:
- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
 - identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
 - where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.
51. Local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers. They should normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate.
52. The supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities.

Working with the support of their communities, local planning authorities should consider whether such opportunities provide the best way of achieving sustainable development. In doing so, they should consider whether it is appropriate to establish Green Belt around or adjoining any such new development.

53. Local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.
54. In rural areas, exercising the duty to cooperate with neighbouring authorities, local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs.
55. To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as:
 - the essential need for a rural worker to live permanently at or near their place of work in the countryside; or
 - where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or
 - where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or
 - the exceptional quality or innovative nature of the design of the dwelling. Such a design should:
 - be truly outstanding or innovative, helping to raise standards of design more generally in rural areas;
 - reflect the highest standards in architecture;
 - significantly enhance its immediate setting; and
 - be sensitive to the defining characteristics of the local area.

7. Requiring good design

56. The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

57. It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.
58. Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Planning policies and decisions should aim to ensure that developments:
- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
 - optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
 - respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
 - create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
 - are visually attractive as a result of good architecture and appropriate landscaping.
59. Local planning authorities should consider using design codes where they could help deliver high quality outcomes. However, design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.
60. Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.
61. Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.
62. Local planning authorities should have local design review arrangements in place to provide assessment and support to ensure high standards of design.

They should also when appropriate refer major projects for a national design review.¹³ In general, early engagement on design produces the greatest benefits. In assessing applications, local planning authorities should have regard to the recommendations from the design review panel.

63. In determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area.
64. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
65. Local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits).
66. Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.
67. Poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. Control over outdoor advertisements should be efficient, effective and simple in concept and operation. Only those advertisements which will clearly have an appreciable impact on a building or on their surroundings should be subject to the local planning authority's detailed assessment. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.
68. Where an area justifies a degree of special protection on the grounds of amenity, an Area of Special Control Order¹⁴ may be approved. Before formally proposing an Area of Special Control, the local planning authority is expected to consult local trade and amenity organisations about the proposal. Before a direction to remove deemed planning consent is made for specific advertisements,¹⁵ local planning authorities will be expected to demonstrate that the direction would improve visual amenity and there is no other way of effectively controlling the display of that particular class of advertisement. The comments of organisations, and individuals, whose interests would be affected by the direction should be sought as part of the process.

¹³ Currently provided by Design Council Cobe.

¹⁴ Regulation 20, The Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

¹⁵ Regulation 7, The Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

8. Promoting healthy communities

69. The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities should create a shared vision with communities of the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of Local Plans and in planning decisions, and should facilitate neighbourhood planning. Planning policies and decisions, in turn, should aim to achieve places which promote:

- opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through mixed-use developments, strong neighbourhood centres and active street frontages which bring together those who work, live and play in the vicinity;
- safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas.

70. To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and
- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

71. Local planning authorities should take a positive and collaborative approach to enable development to be brought forward under a Community Right to Build Order, including working with communities to identify and resolve key issues before applications are submitted.

72. The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:

- give great weight to the need to create, expand or alter schools; and

- work with schools promoters to identify and resolve key planning issues before applications are submitted.
73. Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.
74. Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.
75. Planning policies should protect and enhance public rights of way and access. Local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails.
76. Local communities through local and neighbourhood plans should be able to identify for special protection green areas of particular importance to them. By designating land as Local Green Space local communities will be able to rule out new development other than in very special circumstances. Identifying land as Local Green Space should therefore be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or reviewed, and be capable of enduring beyond the end of the plan period.
77. The Local Green Space designation will not be appropriate for most green areas or open space. The designation should only be used:
- where the green space is in reasonably close proximity to the community it serves;
 - where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
 - where the green area concerned is local in character and is not an extensive tract of land.

78. Local policy for managing development within a Local Green Space should be consistent with policy for Green Belts.

9. Protecting Green Belt land

79. The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.
80. Green Belt serves five purposes:
- to check the unrestricted sprawl of large built-up areas;
 - to prevent neighbouring towns merging into one another;
 - to assist in safeguarding the countryside from encroachment;
 - to preserve the setting and special character of historic towns; and
 - to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
81. Once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land.
82. The general extent of Green Belts across the country is already established. New Green Belts should only be established in exceptional circumstances, for example when planning for larger scale development such as new settlements or major urban extensions. If proposing a new Green Belt, local planning authorities should:
- demonstrate why normal planning and development management policies would not be adequate;
 - set out whether any major changes in circumstances have made the adoption of this exceptional measure necessary;
 - show what the consequences of the proposal would be for sustainable development;
 - demonstrate the necessity for the Green Belt and its consistency with Local Plans for adjoining areas; and
 - show how the Green Belt would meet the other objectives of the Framework.
83. Local planning authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green

Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.

84. When drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary.
85. When defining boundaries, local planning authorities should:
- ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;
 - not include land which it is unnecessary to keep permanently open;
 - where necessary, identify in their plans areas of 'safeguarded land' between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
 - make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;
 - satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and
 - define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.
86. If it is necessary to prevent development in a village primarily because of the important contribution which the open character of the village makes to the openness of the Green Belt, the village should be included in the Green Belt. If, however, the character of the village needs to be protected for other reasons, other means should be used, such as conservation area or normal development management policies, and the village should be excluded from the Green Belt.
87. As with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.
88. When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
89. A local planning authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this are:
- buildings for agriculture and forestry;

- provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it;
 - the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
 - the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
 - limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan; or
 - limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.
90. Certain other forms of development are also not inappropriate in Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt. These are:
- mineral extraction;
 - engineering operations;
 - local transport infrastructure which can demonstrate a requirement for a Green Belt location;
 - the re-use of buildings provided that the buildings are of permanent and substantial construction; and
 - development brought forward under a Community Right to Build Order.
91. When located in the Green Belt, elements of many renewable energy projects will comprise inappropriate development. In such cases developers will need to demonstrate very special circumstances if projects are to proceed. Such very special circumstances may include the wider environmental benefits associated with increased production of energy from renewable sources.
92. Community Forests offer valuable opportunities for improving the environment around towns, by upgrading the landscape and providing for recreation and wildlife. An approved Community Forest plan may be a material consideration in preparing development plans and in deciding planning applications. Any development proposals within Community Forests in the Green Belt should be subject to the normal policies controlling development in Green Belts.

10. Meeting the challenge of climate change, flooding and coastal change

93. Planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable

and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development.

94. Local planning authorities should adopt proactive strategies to mitigate and adapt to climate change,¹⁶ taking full account of flood risk, coastal change and water supply and demand considerations.
95. To support the move to a low carbon future, local planning authorities should:
- plan for new development in locations and ways which reduce greenhouse gas emissions;
 - actively support energy efficiency improvements to existing buildings; and
 - when setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards.
96. In determining planning applications, local planning authorities should expect new development to:
- comply with adopted Local Plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and
 - take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
97. To help increase the use and supply of renewable and low carbon energy, local planning authorities should recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources. They should:
- have a positive strategy to promote energy from renewable and low carbon sources;
 - design their policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts;
 - consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources;¹⁷
 - support community-led initiatives for renewable and low carbon energy, including developments outside such areas being taken forward through neighbourhood planning; and

¹⁶ In line with the objectives and provisions of the Climate Change Act 2008.

¹⁷ In assessing the likely impacts of potential wind energy development when identifying suitable areas, and in determining planning applications for such development, planning authorities should follow the approach set out in the National Policy Statement for Renewable Energy Infrastructure (read with the relevant sections of the Overarching National Policy Statement for Energy Infrastructure, including that on aviation impacts). Where plans identify areas as suitable for renewable and low-carbon energy development, they should make clear what criteria have determined their selection, including for what size of development the areas are considered suitable.

- identify opportunities where development can draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.
98. When determining planning applications, local planning authorities should:
- not require applicants for energy development to demonstrate the overall need for renewable or low carbon energy and also recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions; and
 - approve the application¹⁸ if its impacts are (or can be made) acceptable. Once suitable areas for renewable and low carbon energy have been identified in plans, local planning authorities should also expect subsequent applications for commercial scale projects outside these areas to demonstrate that the proposed location meets the criteria used in identifying suitable areas.
99. Local Plans should take account of climate change over the longer term, including factors such as flood risk, coastal change, water supply and changes to biodiversity and landscape. New development should be planned to avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure.
100. Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.¹⁹ Local Plans should be supported by Strategic Flood Risk Assessment and develop policies to manage flood risk from all sources, taking account of advice from the Environment Agency and other relevant flood risk management bodies, such as lead local flood authorities and internal drainage boards. Local Plans should apply a sequential, risk-based approach to the location of development to avoid where possible flood risk to people and property and manage any residual risk, taking account of the impacts of climate change, by:
- applying the Sequential Test;
 - if necessary, applying the Exception Test;
 - safeguarding land from development that is required for current and future flood management;
 - using opportunities offered by new development to reduce the causes and impacts of flooding; and
 - where climate change is expected to increase flood risk so that some existing development may not be sustainable in the long-term, seeking

¹⁸ Unless material considerations indicate otherwise.

¹⁹ Technical guidance on flood risk published alongside this Framework sets out how this policy should be implemented.

opportunities to facilitate the relocation of development, including housing, to more sustainable locations.

101. The aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. The Strategic Flood Risk Assessment will provide the basis for applying this test. A sequential approach should be used in areas known to be at risk from any form of flooding.
102. If, following application of the Sequential Test, it is not possible, consistent with wider sustainability objectives, for the development to be located in zones with a lower probability of flooding, the Exception Test can be applied if appropriate. For the Exception Test to be passed:
- it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared; and
 - a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

Both elements of the test will have to be passed for development to be allocated or permitted.

103. When determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment²⁰ following the Sequential Test, and if required the Exception Test, it can be demonstrated that:
- within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location; and
 - development is appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed, including by emergency planning; and it gives priority to the use of sustainable drainage systems.²¹
104. For individual developments on sites allocated in development plans through the Sequential Test, applicants need not apply the Sequential Test. Applications for minor development and changes of use should not be

²⁰ A site-specific flood risk assessment is required for proposals of 1 hectare or greater in Flood Zone 1; all proposals for new development (including minor development and change of use) in Flood Zones 2 and 3, or in an area within Flood Zone 1 which has critical drainage problems (as notified to the local planning authority by the Environment Agency); and where proposed development or a change of use to a more vulnerable class may be subject to other sources of flooding.

²¹ The Floods and Water Management Act 2010 establishes a Sustainable Drainage Systems Approving Body in unitary or county councils. This body must approve drainage systems in new developments and re-developments before construction begins.

subject to the Sequential or Exception Tests²² but should still meet the requirements for site-specific flood risk assessments.

105. In coastal areas, local planning authorities should take account of the UK Marine Policy Statement and marine plans and apply Integrated Coastal Zone Management across local authority and land/sea boundaries, ensuring integration of the terrestrial and marine planning regimes.
106. Local planning authorities should reduce risk from coastal change by avoiding inappropriate development in vulnerable areas or adding to the impacts of physical changes to the coast. They should identify as a Coastal Change Management Area any area likely to be affected by physical changes to the coast, and:
 - be clear as to what development will be appropriate in such areas and in what circumstances; and
 - make provision for development and infrastructure that needs to be relocated away from Coastal Change Management Areas.
107. When assessing applications, authorities should consider development in a Coastal Change Management Area appropriate where it is demonstrated that:
 - it will be safe over its planned lifetime and will not have an unacceptable impact on coastal change;
 - the character of the coast including designations is not compromised;
 - the development provides wider sustainability benefits; and
 - the development does not hinder the creation and maintenance of a continuous signed and managed route around the coast.²³
108. Local planning authorities should also ensure appropriate development in a Coastal Change Management Area is not impacted by coastal change by limiting the planned life-time of the proposed development through temporary permission and restoration conditions where necessary to reduce the risk to people and the development.

11. Conserving and enhancing the natural environment

109. The planning system should contribute to and enhance the natural and local environment by:
 - protecting and enhancing valued landscapes, geological conservation interests and soils;
 - recognising the wider benefits of ecosystem services;
 - minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the

²² Except for any proposal involving a change of use to a caravan, camping or chalet site, or to a mobile home or park home site, where the Sequential and Exception Tests should be applied as appropriate.

²³ As required by the Marine and Coastal Access Act 2009.

- overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and
 - remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.
110. In preparing plans to meet development needs, the aim should be to minimise pollution and other adverse effects on the local and natural environment. Plans should allocate land with the least environmental or amenity value, where consistent with other policies in this Framework.
111. Planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. Local planning authorities may continue to consider the case for setting a locally appropriate target for the use of brownfield land.
112. Local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.
113. Local planning authorities should set criteria based policies against which proposals for any development on or affecting protected wildlife or geodiversity sites or landscape areas will be judged. Distinctions should be made between the hierarchy of international, national and locally designated sites,²⁴ so that protection is commensurate with their status and gives appropriate weight to their importance and the contribution that they make to wider ecological networks.
114. Local planning authorities should:
- set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure; and
 - maintain the character of the undeveloped coast, protecting and enhancing its distinctive landscapes, particularly in areas defined as Heritage Coast, and improve public access to and enjoyment of the coast.
115. Great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important

²⁴ Circular 06/2005 provides further guidance in respect of statutory obligations for biodiversity and geological conservation and their impact within the planning system.

considerations in all these areas, and should be given great weight in National Parks and the Broads.²⁵

116. Planning permission should be refused for major developments in these designated areas except in exceptional circumstances and where it can be demonstrated they are in the public interest. Consideration of such applications should include an assessment of:
- the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
 - the cost of, and scope for, developing elsewhere outside the designated area, or meeting the need for it in some other way; and
 - any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.
117. To minimise impacts on biodiversity and geodiversity, planning policies should:
- plan for biodiversity at a landscape-scale across local authority boundaries;
 - identify and map components of the local ecological networks, including the hierarchy of international, national and locally designated sites of importance for biodiversity, wildlife corridors and stepping stones that connect them and areas identified by local partnerships for habitat restoration or creation;
 - promote the preservation, restoration and re-creation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets, and identify suitable indicators for monitoring biodiversity in the plan;
 - aim to prevent harm to geological conservation interests; and
 - where Nature Improvement Areas are identified in Local Plans, consider specifying the types of development that may be appropriate in these Areas.
118. When determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles:
- if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;
 - proposed development on land within or outside a Site of Special Scientific Interest likely to have an adverse effect on a Site of Special Scientific Interest (either individually or in combination with other developments) should not normally be permitted. Where an adverse effect on the site's notified special interest features is likely, an exception should only be made

²⁵ *English National Parks and the Broads: UK Government Vision and Circular 2010* provides further guidance and information about their statutory purposes, management and other matters.

where the benefits of the development, at this site, clearly outweigh both the impacts that it is likely to have on the features of the site that make it of special scientific interest and any broader impacts on the national network of Sites of Special Scientific Interest;

- development proposals where the primary objective is to conserve or enhance biodiversity should be permitted;
- opportunities to incorporate biodiversity in and around developments should be encouraged;
- planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss; and
- the following wildlife sites should be given the same protection as European sites:
 - potential Special Protection Areas and possible Special Areas of Conservation;
 - listed or proposed Ramsar sites;²⁶ and
 - sites identified, or required, as compensatory measures for adverse effects on European sites, potential Special Protection Areas, possible Special Areas of Conservation, and listed or proposed Ramsar sites.

119. The presumption in favour of sustainable development (paragraph 14) does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined.

120. To prevent unacceptable risks from pollution and land instability, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.

121. Planning policies and decisions should also ensure that:

- the site is suitable for its new use taking account of ground conditions and land instability, including from natural hazards or former activities such as mining, pollution arising from previous uses and any proposals for mitigation including land remediation or impacts on the natural environment arising from that remediation;
- after remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990; and

²⁶ Potential Special Protection Areas, possible Special Areas of Conservation and proposed Ramsar sites are sites on which Government has initiated public consultation on the scientific case for designation as a Special Protection Area, candidate Special Area of Conservation or Ramsar site.

- adequate site investigation information, prepared by a competent person, is presented.

122. In doing so, local planning authorities should focus on whether the development itself is an acceptable use of the land, and the impact of the use, rather than the control of processes or emissions themselves where these are subject to approval under pollution control regimes. Local planning authorities should assume that these regimes will operate effectively. Equally, where a planning decision has been made on a particular development, the planning issues should not be revisited through the permitting regimes operated by pollution control authorities.

123. Planning policies and decisions should aim to:

- avoid noise from giving rise to significant adverse impacts²⁷ on health and quality of life as a result of new development;
- mitigate and reduce to a minimum other adverse impacts²⁷ on health and quality of life arising from noise from new development, including through the use of conditions;
- recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established;²⁸ and
- identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

124. Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

125. By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

²⁷ See Explanatory Note to the Noise Policy Statement for England (Department for the Environment, Food and Rural Affairs).

²⁸ Subject to the provisions of the Environmental Protection Act 1990 and other relevant law.

12. Conserving and enhancing the historic environment

126. Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment,²⁹ including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
 - the desirability of new development making a positive contribution to local character and distinctiveness; and
 - opportunities to draw on the contribution made by the historic environment to the character of a place.
127. When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.
128. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.
129. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.
130. Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

²⁹ The principles and policies set out in this section apply to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-taking.

131. In determining planning applications, local planning authorities should take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - the desirability of new development making a positive contribution to local character and distinctiveness.
132. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.
133. Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- the nature of the heritage asset prevents all reasonable uses of the site; and
 - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
 - the harm or loss is outweighed by the benefit of bringing the site back into use.
134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
135. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

136. Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.
137. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
138. Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.
139. Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.
140. Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.
141. Local planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible. They should also require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.³⁰ However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

13. Facilitating the sustainable use of minerals

142. Minerals are essential to support sustainable economic growth and our quality of life. It is therefore important that there is a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs. However, since minerals are a finite natural resource, and can only be worked where they are found, it is important to make best use of them to secure their long-term conservation.
143. In preparing Local Plans, local planning authorities should:

³⁰ Copies of evidence should be deposited with the relevant Historic Environment Record, and any archives with a local museum or other public depository.

- identify and include policies for extraction of mineral resource of local and national importance in their area, but should not identify new sites or extensions to existing sites for peat extraction;
- so far as practicable, take account of the contribution that substitute or secondary and recycled materials and minerals waste would make to the supply of materials, before considering extraction of primary materials, whilst aiming to source minerals supplies indigenously;
- define Minerals Safeguarding Areas and adopt appropriate policies in order that known locations of specific minerals resources of local and national importance are not needlessly sterilised by non-mineral development, whilst not creating a presumption that resources defined will be worked; and define Minerals Consultation Areas based on these Minerals Safeguarding Areas;
- safeguard:
 - existing, planned and potential rail heads, rail links to quarries, wharfage and associated storage, handling and processing facilities for the bulk transport by rail, sea or inland waterways of minerals, including recycled, secondary and marine-dredged materials; and
 - existing, planned and potential sites for concrete batching, the manufacture of coated materials, other concrete products and the handling, processing and distribution of substitute, recycled and secondary aggregate material.
- set out policies to encourage the prior extraction of minerals, where practicable and environmentally feasible, if it is necessary for non-mineral development to take place;
- set out environmental criteria, in line with the policies in this Framework, against which planning applications will be assessed so as to ensure that permitted operations do not have unacceptable adverse impacts on the natural and historic environment or human health, including from noise, dust, visual intrusion, traffic, tip- and quarry-slope stability, differential settlement of quarry backfill, mining subsidence, increased flood risk, impacts on the flow and quantity of surface and groundwater and migration of contamination from the site; and take into account the cumulative effects of multiple impacts from individual sites and/or a number of sites in a locality;
- when developing noise limits, recognise that some noisy short-term activities, which may otherwise be regarded as unacceptable, are unavoidable to facilitate minerals extraction; and
- put in place policies to ensure worked land is reclaimed at the earliest opportunity, taking account of aviation safety, and that high quality restoration and aftercare of mineral sites takes place, including for agriculture (safeguarding the long term potential of best and most versatile agricultural land and conserving soil resources), geodiversity, biodiversity, native woodland, the historic environment and recreation.

144. When determining planning applications, local planning authorities should:

- give great weight to the benefits of the mineral extraction, including to the economy;
- as far as is practical, provide for the maintenance of landbanks of non-energy minerals from outside National Parks, the Broads, Areas of Outstanding Natural Beauty and World Heritage sites, Scheduled Monuments and Conservation Areas;
- ensure, in granting planning permission for mineral development, that there are no unacceptable adverse impacts on the natural and historic environment, human health or aviation safety, and take into account the cumulative effect of multiple impacts from individual sites and/or from a number of sites in a locality;
- ensure that any unavoidable noise, dust and particle emissions and any blasting vibrations are controlled, mitigated or removed at source,³¹ and establish appropriate noise limits for extraction in proximity to noise sensitive properties;
- not grant planning permission for peat extraction from new or extended sites;
- provide for restoration and aftercare at the earliest opportunity to be carried out to high environmental standards, through the application of appropriate conditions, where necessary. Bonds or other financial guarantees to underpin planning conditions should only be sought in exceptional circumstances;
- not normally permit other development proposals in mineral safeguarding areas where they might constrain potential future use for these purposes;
- consider how to meet any demand for small-scale extraction of building stone at, or close to, relic quarries needed for the repair of heritage assets, taking account of the need to protect designated sites; and
- recognise the small-scale nature and impact of building and roofing stone quarries, and the need for a flexible approach to the potentially long duration of planning permissions reflecting the intermittent or low rate of working at many sites.

145. Minerals planning authorities should plan for a steady and adequate supply of aggregates by:

- preparing an annual Local Aggregate Assessment, either individually or jointly by agreement with another or other mineral planning authorities, based on a rolling average of 10 years sales data and other relevant local information, and an assessment of all supply options (including marine dredged, secondary and recycled sources);
- participating in the operation of an Aggregate Working Party and taking the advice of that Party into account when preparing their Local Aggregate Assessment;

³¹ Technical guidance on minerals published alongside this Framework sets out how these policies should be implemented.

- making provision for the land-won and other elements of their Local Aggregate Assessment in their mineral plans taking account of the advice of the Aggregate Working Parties and the National Aggregate Co-ordinating Group as appropriate. Such provision should take the form of specific sites, preferred areas and/or areas of search and locational criteria as appropriate;
- taking account of published National and Sub National Guidelines on future provision which should be used as a guideline when planning for the future demand for and supply of aggregates;
- using landbanks of aggregate minerals reserves principally as an indicator of the security of aggregate minerals supply, and to indicate the additional provision that needs to be made for new aggregate extraction and alternative supplies in mineral plans;
- making provision for the maintenance of landbanks of at least 7 years for sand and gravel and at least 10 years for crushed rock, whilst ensuring that the capacity of operations to supply a wide range of materials is not compromised. Longer periods may be appropriate to take account of the need to supply a range of types of aggregates, locations of permitted reserves relative to markets, and productive capacity of permitted sites;
- ensuring that large landbanks bound up in very few sites do not stifle competition; and
- calculating and maintaining separate landbanks for any aggregate materials of a specific type or quality which have a distinct and separate market.

146. Minerals planning authorities should plan for a steady and adequate supply of industrial minerals by:

- co-operating with neighbouring and more distant authorities to co-ordinate the planning of industrial minerals to ensure adequate provision is made to support their likely use in industrial and manufacturing processes;
- encouraging safeguarding or stockpiling so that important minerals remain available for use;
- providing a stock of permitted reserves to support the level of actual and proposed investment required for new or existing plant and the maintenance and improvement of existing plant and equipment, as follows:
 - at least 10 years for individual silica sand sites;
 - at least 15 years for cement primary (chalk and limestone) and secondary (clay and shale) materials to maintain an existing plant, and for silica sand sites where significant new capital is required; and
 - at least 25 years for brick clay, and for cement primary and secondary materials to support a new kiln.
- taking account of the need for provision of brick clay from a number of different sources to enable appropriate blends to be made.

147. Minerals planning authorities should also:

- when planning for on-shore oil and gas development, including unconventional hydrocarbons, clearly distinguish between the three phases of development (exploration, appraisal and production) and address constraints on production and processing within areas that are licensed for oil and gas exploration or production;
- encourage underground gas and carbon storage and associated infrastructure if local geological circumstances indicate its feasibility;
- indicate any areas where coal extraction and the disposal of colliery spoil may be acceptable;
- encourage capture and use of methane from coal mines in active and abandoned coalfield areas; and
- provide for coal producers to extract separately, and if necessary stockpile, fireclay so that it remains available for use.

148. When determining planning applications, minerals planning authorities should ensure that the integrity and safety of underground storage facilities are appropriate, taking into account the maintenance of gas pressure, prevention of leakage of gas and the avoidance of pollution.

149. Permission should not be given for the extraction of coal unless the proposal is environmentally acceptable, or can be made so by planning conditions or obligations; or if not, it provides national, local or community benefits which clearly outweigh the likely impacts to justify the grant of planning permission.

Plan-making

Local Plans

150. Local Plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities. Planning decisions must be taken in accordance with the development plan unless material considerations indicate otherwise.³²
151. Local Plans must be prepared with the objective of contributing to the achievement of sustainable development.³³ To this end, they should be consistent with the principles and policies set out in this Framework, including the presumption in favour of sustainable development.
152. Local planning authorities should seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. Where adequate mitigation measures are not possible, compensatory measures may be appropriate.
153. Each local planning authority should produce a Local Plan for its area. This can be reviewed in whole or in part to respond flexibly to changing circumstances. Any additional development plan documents should only be used where clearly justified. Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.
154. Local Plans should be aspirational but realistic. They should address the spatial implications of economic, social and environmental change. Local Plans should set out the opportunities for development and clear policies on what will or will not be permitted and where. Only policies that provide a clear indication of how a decision maker should react to a development proposal should be included in the plan.
155. Early and meaningful engagement and collaboration with neighbourhoods, local organisations and businesses is essential. A wide section of the community should be proactively engaged, so that Local Plans, as far as possible, reflect a collective vision and a set of agreed priorities for the sustainable development of the area, including those contained in any neighbourhood plans that have been made.
156. Local planning authorities should set out the **strategic priorities** for the area in the Local Plan. This should include strategic policies to deliver:
- the homes and jobs needed in the area;

³² Section 38(6) of the Planning and Compulsory Purchase Act 2004.

³³ Under section 39(2) of the Planning and Compulsory Purchase Act 2004 a local authority exercising their plan making functions must do so with the objective of contributing to the achievement of sustainable development.

- the provision of retail, leisure and other commercial development;
- the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- the provision of health, security, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

157. Crucially, Local Plans should:

- plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of this Framework;
- be drawn up over an appropriate time scale, preferably a 15-year time horizon, take account of longer term requirements, and be kept up to date;
- be based on co-operation with neighbouring authorities, public, voluntary and private sector organisations;
- indicate broad locations for strategic development on a key diagram and land-use designations on a proposals map;
- allocate sites to promote development and flexible use of land, bringing forward new land where necessary, and provide detail on form, scale, access and quantum of development where appropriate;
- identify areas where it may be necessary to limit freedom to change the uses of buildings, and support such restrictions with a clear explanation;
- identify land where development would be inappropriate, for instance because of its environmental or historic significance; and
- contain a clear strategy for enhancing the natural, built and historic environment, and supporting Nature Improvement Areas where they have been identified.

Using a proportionate evidence base

158. Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.

Housing

159. Local planning authorities should have a clear understanding of housing needs in their area. They should:

- prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment

should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:

- meets household and population projections, taking account of migration and demographic change;
 - addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);³⁴ and
 - caters for housing demand and the scale of housing supply necessary to meet this demand;
- prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

Business

160. Local planning authorities should have a clear understanding of business needs within the economic markets operating in and across their area. To achieve this, they should:

- work together with county and neighbouring authorities and with Local Enterprise Partnerships to prepare and maintain a robust evidence base to understand both existing business needs and likely changes in the market; and
- work closely with the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing, infrastructure or viability.

161. Local planning authorities should use this evidence base to assess:

- the needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development;
- the existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs. Reviews of land available for economic development should be undertaken at the same time as, or combined with, Strategic Housing Land Availability Assessments and should include a reappraisal of the suitability of previously allocated land;
- the role and function of town centres and the relationship between them, including any trends in the performance of centres;
- the capacity of existing centres to accommodate new town centre development;
- locations of deprivation which may benefit from planned remedial action; and

³⁴ The planning policy for traveller sites sets out how travellers' accommodation needs should also be assessed.

- the needs of the food production industry and any barriers to investment that planning can resolve.

Infrastructure

162. Local planning authorities should work with other authorities and providers to:

- assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk and coastal change management, and its ability to meet forecast demands; and
- take account of the need for strategic infrastructure including nationally significant infrastructure within their areas.

Minerals

163. Minerals planning authorities should work with other relevant organisations to use the best available information to:

- develop and maintain an understanding of the extent and location of mineral resource in their areas; and
- assess the projected demand for their use, taking full account of opportunities to use materials from secondary and other sources which could provide suitable alternatives to primary materials.

Defence, national security, counter-terrorism and resilience

164. Local planning authorities should:

- work with the Ministry of Defence's Strategic Planning Team to ensure that they have and take into account the most up-to-date information about defence and security needs in their area; and
- work with local advisors and others to ensure that they have and take into account the most up-to-date information about higher risk sites in their area for malicious threats and natural hazards, including steps that can be taken to reduce vulnerability and increase resilience.

Environment

165. Planning policies and decisions should be based on up-to-date information about the natural environment and other characteristics of the area including drawing, for example, from River Basin Management Plans. Working with Local Nature Partnerships where appropriate, this should include an assessment of existing and potential components of ecological networks. A sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors.

166. Local Plans may require a variety of other environmental assessments, including under the Habitats Regulations where there is a likely significant effect on a European wildlife site (which may not necessarily be within the same local authority area), Strategic Flood Risk Assessment and assessments of the physical constraints on land use.³⁵ Wherever possible, assessments should share the same evidence base and be

³⁵ Such as land instability, contamination and subsidence.

conducted over similar timescales, but local authorities should take care to ensure that the purposes and statutory requirements of different assessment processes are respected.

167. Assessments should be proportionate, and should not repeat policy assessment that has already been undertaken. Wherever possible the local planning authority should consider how the preparation of any assessment will contribute to the plan's evidence base. The process should be started early in the plan-making process and key stakeholders should be consulted in identifying the issues that the assessment must cover.
168. Shoreline Management Plans should inform the evidence base for planning in coastal areas. The prediction of future impacts should include the longer term nature and inherent uncertainty of coastal processes (including coastal landslip), and take account of climate change.

Historic environment

169. Local planning authorities should have up-to-date evidence about the historic environment in their area and use it to assess the significance of heritage assets and the contribution they make to their environment. They should also use it to predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future. Local planning authorities should either maintain or have access to a historic environment record.
170. Where appropriate, landscape character assessments should also be prepared, integrated with assessment of historic landscape character, and for areas where there are major expansion options assessments of landscape sensitivity.

Health and well-being

171. Local planning authorities should work with public health leads and health organisations to understand and take account of the health status and needs of the local population (such as for sports, recreation and places of worship), including expected future changes, and any information about relevant barriers to improving health and well-being.

Public safety from major accidents

172. Planning policies should be based on up-to-date information on the location of major hazards and on the mitigation of the consequences of major accidents.

Ensuring viability and deliverability

173. Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

174. Local planning authorities should set out their policy on local standards in the Local Plan, including requirements for affordable housing. They should assess the likely cumulative impacts on development in their area of all existing and proposed local standards, supplementary planning documents and policies that support the development plan, when added to nationally required standards. In order to be appropriate, the cumulative impact of these standards and policies should not put implementation of the plan at serious risk, and should facilitate development throughout the economic cycle. Evidence supporting the assessment should be proportionate, using only appropriate available evidence.
175. Where practical, Community Infrastructure Levy charges should be worked up and tested alongside the Local Plan. The Community Infrastructure Levy should support and incentivise new development, particularly by placing control over a meaningful proportion of the funds raised with the neighbourhoods where development takes place.
176. Where safeguards are necessary to make a particular development acceptable in planning terms (such as environmental mitigation or compensation), the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily.
177. It is equally important to ensure that there is a reasonable prospect that planned infrastructure is deliverable in a timely fashion. To facilitate this, it is important that local planning authorities understand district-wide development costs at the time Local Plans are drawn up. For this reason, infrastructure and development policies should be planned at the same time, in the Local Plan. Any affordable housing or local standards requirements that may be applied to development should be assessed at the plan-making stage, where possible, and kept under review.

Planning strategically across local boundaries

178. Public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the **strategic priorities** set out in paragraph 156. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.
179. Local planning authorities should work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly co-ordinated and clearly reflected in individual Local Plans.³⁶ Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas – for instance, because of a lack of physical capacity or because to do so would cause significant harm to the principles and policies of this Framework. As part of this process, they should consider producing joint

³⁶ In marine areas, local planning authorities should collaborate with the Marine Management Organisation to ensure that policies across the land/sea boundary are integrated.

planning policies on strategic matters and informal strategies such as joint infrastructure and investment plans.

180. Local planning authorities should take account of different geographic areas, including travel-to-work areas. In two tier areas, county and district authorities should cooperate with each other on relevant issues. Local planning authorities should work collaboratively on strategic planning priorities to enable delivery of sustainable development in consultation with Local Enterprise Partnerships and Local Nature Partnerships. Local planning authorities should also work collaboratively with private sector bodies, utility and infrastructure providers.
181. Local planning authorities will be expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development.

Examining Local Plans

182. The Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is “sound” – namely that it is:
- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
 - **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
 - **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
 - **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

Neighbourhood plans

183. Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need. Parishes and neighbourhood forums can use neighbourhood planning to:

- set planning policies through neighbourhood plans to determine decisions on planning applications; and
- grant planning permission through Neighbourhood Development Orders and Community Right to Build Orders for specific development which complies with the order.

184. Neighbourhood planning provides a powerful set of tools for local people to ensure that they get the right types of development for their community. The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan. To facilitate this, local planning authorities should set out clearly their strategic policies for the area and ensure that an up-to-date Local Plan is in place as quickly as possible. Neighbourhood plans should reflect these policies and neighbourhoods should plan positively to support them. Neighbourhood plans and orders should not promote less development than set out in the Local Plan or undermine its strategic policies.
185. Outside these strategic elements, neighbourhood plans will be able to shape and direct sustainable development in their area. Once a neighbourhood plan has demonstrated its general conformity with the strategic policies of the Local Plan and is brought into force, the policies it contains take precedence over existing non-strategic policies in the Local Plan for that neighbourhood, where they are in conflict. Local planning authorities should avoid duplicating planning processes for non-strategic policies where a neighbourhood plan is in preparation.

Decision-taking

186. Local planning authorities should approach decision-taking in a positive way to foster the delivery of sustainable development. The relationship between decision-taking and plan-making should be seamless, translating plans into high quality development on the ground.
187. Local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible. Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.

Pre-application engagement and front loading

188. Early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community.
189. Local planning authorities have a key role to play in encouraging other parties to take maximum advantage of the pre-application stage. They cannot require that a developer engages with them before submitting a planning application, but they should encourage take-up of any pre-application services they do offer. They should also, where they think this would be beneficial, encourage any applicants who are not already required to do so by law to engage with the local community before submitting their applications.
190. The more issues that can be resolved at pre-application stage, the greater the benefits. For their role in the planning system to be effective and positive, statutory planning consultees will need to take the same early, pro-active approach, and provide advice in a timely manner throughout the development process. This assists local planning authorities in issuing timely decisions, helping to ensure that applicants do not experience unnecessary delays and costs.
191. The participation of other consenting bodies in pre-application discussions should enable early consideration of all the fundamental issues relating to whether a particular development will be acceptable in principle, even where other consents relating to how a development is built or operated are needed at a later stage. Wherever possible, parallel processing of other consents should be encouraged to help speed up the process and resolve any issues as early as possible.
192. The right information is crucial to good decision-taking, particularly where formal assessments are required (such as Environmental Impact Assessment, Habitats Regulations Assessment and Flood Risk Assessment). To avoid delay, applicants should discuss what information is needed with the local planning authority and expert bodies as early as possible.

193. Local planning authorities should publish a list of their information requirements for applications, which should be proportionate to the nature and scale of development proposals and reviewed on a frequent basis. Local planning authorities should only request supporting information that is relevant, necessary and material to the application in question.
194. Local planning authorities should consult the appropriate bodies when planning, or determining applications, for development around major hazards.
195. Applicants and local planning authorities should consider the potential of entering into planning performance agreements, where this might achieve a faster and more effective application process.

Determining applications

196. The planning system is plan-led. Planning law requires that applications for planning permission must be determined in accordance with the development plan,³⁷ unless material considerations indicate otherwise.³⁸ This Framework is a material consideration in planning decisions.
197. In assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.
198. Where a Neighbourhood Development Order has been made, a planning application is not required for development that is within the terms of the order. Where a planning application conflicts with a neighbourhood plan that has been brought into force, planning permission should not normally be granted.

Tailoring planning controls to local circumstances

199. Local planning authorities should consider using Local Development Orders to relax planning controls for particular areas or categories of development, where the impacts would be acceptable, and in particular where this would promote economic, social or environmental gains for the area, such as boosting enterprise.
200. The use of Article 4 directions to remove national permitted development rights should be limited to situations where this is necessary to protect local amenity or the wellbeing of the area (this could include the use of Article 4 directions to require planning permission for the demolition of local facilities). Similarly, planning conditions should not be used to restrict national permitted development rights unless there is clear justification to do so.
201. Communities can use Neighbourhood Development Orders and Community Right to Build Orders to grant planning permission. Where such an order is in

³⁷ Section 38(1) of the Planning and Compulsory Purchase Act 2004: this includes adopted or approved development plan documents i.e. the Local Plan and neighbourhood plans which have been made in relation to the area (and the London Plan).

³⁸ Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990.

place, no further planning permission is required for development which falls within its scope.

202. Neighbourhood Development Orders and Community Right to Build Orders require the support of the local community through a referendum. Therefore, local planning authorities should take a proactive and positive approach to proposals, working collaboratively with community organisations to resolve any issues before draft orders are submitted for examination. Policies in this Framework that relate to decision-taking should be read as applying to the consideration of proposed Neighbourhood Development Orders, wherever this is appropriate given the context and relevant legislation.

Planning conditions and obligations

203. Local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.
204. Planning obligations should only be sought where they meet all of the following tests:
- necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.
205. Where obligations are being sought or revised, local planning authorities should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled.
206. Planning conditions should only be imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects.

Enforcement

207. Effective enforcement is important as a means of maintaining public confidence in the planning system. Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. Local planning authorities should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where it is appropriate to do so.

Annex 1: Implementation

208. The policies in this Framework apply from the day of publication.
209. The National Planning Policy Framework aims to strengthen local decision making and reinforce the importance of up-to-date plans.
210. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
211. For the purposes of decision-taking, the policies in the Local Plan (and the London Plan) should not be considered out-of-date simply because they were adopted prior to the publication of this Framework.
212. However, the policies contained in this Framework are material considerations which local planning authorities should take into account from the day of its publication. The Framework must also be taken into account in the preparation of plans.
213. Plans may, therefore, need to be revised to take into account the policies in this Framework. This should be progressed as quickly as possible, either through a partial review or by preparing a new plan.
214. For 12 months from the day of publication, decision-takers may continue to give full weight to relevant policies adopted since 2004³⁹ even if there is a limited degree of conflict with this Framework.
215. In other cases and following this 12-month period, due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).
216. From the day of publication, decision-takers may also give weight⁴⁰ to relevant policies in emerging plans according to:
- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
 - the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
 - the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).
217. Advice will be available immediately and free of charge from a support service provided by the Local Government Association, the Planning

³⁹ In development plan documents adopted in accordance with the Planning and Compulsory Purchase Act 2004 or published in the London Plan.

⁴⁰ Unless other material considerations indicate otherwise.

Inspectorate and the Department for Communities and Local Government. This will assist local planning authorities in considering the need to update their Local Plan and taking forward efficient and effective reviews.

218. Where it would be appropriate and assist the process of preparing or amending Local Plans, regional strategy⁴¹ policies can be reflected in Local Plans by undertaking a partial review focusing on the specific issues involved. Local planning authorities may also continue to draw on evidence that informed the preparation of regional strategies to support Local Plan policies, supplemented as needed by up-to-date, robust local evidence.
219. This Framework has been drafted to reflect the law following the implementation of the Localism Act 2011, so, where appropriate, policies will apply only when the relevant legislation is in force.

⁴¹ Regional strategies remain part of the development plan until they are abolished by Order using powers taken in the Localism Act. It is the government's clear policy intention to revoke the regional strategies outside of London, subject to the outcome of the environmental assessments that are currently being undertaken.

Annex 2: Glossary

Affordable housing: Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

Aged or veteran tree: A tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally.

Air Quality Management Areas: Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.

Ancient woodland: An area that has been wooded continuously since at least 1600 AD.

Archaeological interest: There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

Article 4 direction: A direction which withdraws automatic planning permission granted by the General Permitted Development Order.

Best and most versatile agricultural land: Land in grades 1, 2 and 3a of the Agricultural Land Classification.

Birds and Habitats Directives: European Directives to conserve natural habitats and wild fauna and flora.

Climate change adaptation: Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunities. **Climate change mitigation:** Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.

Coastal Change Management Area: An area identified in Local Plans as likely to be affected by coastal change (physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion).

Conservation (for heritage policy): The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Community Forest: An area identified through the England Community Forest Programme to revitalise countryside and green space in and around major conurbations.

Community Infrastructure Levy: A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

Community Right to Build Order: An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.

Competent person (to prepare site investigation information): A person with a recognised relevant qualification, sufficient experience in dealing with the type(s) of pollution or land instability, and membership of a relevant professional organisation.

Decentralised energy: Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.

Designated heritage asset: A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

Development plan: This includes adopted Local Plans, neighbourhood plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004. (Regional strategies remain part of the development plan until they are abolished by Order using powers taken in the Localism Act. It is the government's clear policy intention to revoke the regional strategies outside of London, subject to the outcome of the environmental assessments that are currently being undertaken.)

Economic development: Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

Ecological networks: These link sites of biodiversity importance.

Ecosystem services: The benefits people obtain from ecosystems such as, food, water, flood and disease control and recreation.

Edge of centre: For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

Environmental Impact Assessment: A procedure to be followed for certain types of project to ensure that decisions are made in full knowledge of any likely significant effects on the environment.

European site: This includes candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation and Special Protection Areas, and is defined in regulation 8 of the Conservation of Habitats and Species Regulations 2010.

Geodiversity: The range of rocks, minerals, fossils, soils and landforms.

Green infrastructure: A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

Heritage asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

Heritage Coast: Areas of undeveloped coastline which are managed to conserve their natural beauty and, where appropriate, to improve accessibility for visitors.

Historic environment: All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Historic environment record: Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

Inclusive design: Designing the built environment, including buildings and their surrounding spaces, to ensure that they can be accessed and used by everyone.

Instrumentation operated in the national interest: Includes meteorological and climate monitoring installations, satellite and radio communication, defence and national security sites and magnetic calibration facilities operated by or on behalf of the Government, delegated authorities or for defence purposes.

International, national and locally designated sites of importance for biodiversity: All international sites (Special Areas of Conservation, Special Protection Areas, and Ramsar sites), national sites (Sites of Special Scientific Interest) and locally designated sites including Local Wildlife Sites.

Local Development Order: An Order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

Local Enterprise Partnership: A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Local Nature Partnership: A body, designated by the Secretary of State for Environment, Food and Rural Affairs, established for the purpose of protecting and improving the natural environment in an area and the benefits derived from it.

Local planning authority: The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

Local Plan: The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

Main town centre uses: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Major Hazards: Major hazard installations and pipelines, licensed explosive sites and nuclear installations, around which Health and Safety Executive (and Office for Nuclear Regulation) consultation distances to mitigate the consequences to public safety of major accidents may apply.

Minerals of local and national importance: Minerals which are necessary to meet society's needs, including aggregates, brickclay (especially Etruria Marl and fireclay), silica sand (including high grade silica sands), cement raw materials, gypsum, salt, fluorspar, shallow and deep-mined coal, oil and gas (including hydrocarbons), tungsten, kaolin, ball clay, potash and local minerals of importance to heritage assets and local distinctiveness.

Mineral Safeguarding Area: An area designated by Minerals Planning Authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.

National Trails: Long distance routes for walking, cycling and horse riding.

Nature Improvement Areas: Inter-connected networks of wildlife habitats intended to re-establish thriving wildlife populations and help species respond to the challenges of climate change.

Neighbourhood Development Order: An Order made by a local planning authority (under the Town and Country Planning Act 1990) through which Parish Councils and neighbourhood forums can grant planning permission for a specific development proposal or classes of development.

Neighbourhood plans: A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

Older people: People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

Open space: All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Original building: A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally.

Out of centre: A location which is not in or on the edge of a centre but not necessarily outside the urban area.

Out of town: A location out of centre that is outside the existing urban area.

People with disabilities: People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.

Planning condition: A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

Planning obligation: A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.

Playing field: The whole of a site which encompasses at least one playing pitch as defined in the Town and Country Planning (Development Management Procedure) (England) Order 2010.

Pollution: Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

Previously developed land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

Primary shopping area: Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).

Primary and secondary frontages: Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.

Priority habitats and species: Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.

Ramsar sites: Wetlands of international importance, designated under the 1971 Ramsar Convention.

Renewable and low carbon energy: Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

Rural exception sites: Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

Safeguarding zone: An area defined in Circular 01/03: Safeguarding aerodromes, technical sites and military explosives storage areas, to safeguard such sites.

Setting of a heritage asset: The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Shoreline Management Plans: A plan providing a large-scale assessment of the risk to people and to the developed, historic and natural environment associated with coastal processes.

Significance (for heritage policy): The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Special Areas of Conservation: Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.

Special Protection Areas: Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.

Site investigation information: Includes a risk assessment of land potentially affected by contamination, or ground stability and slope stability reports, as appropriate. All investigations of land potentially affected by contamination should be carried out in accordance with established procedures (such as BS10175 (2001) Code of Practice for the Investigation of Potentially Contaminated Sites). The minimum information that should be provided by an applicant is the report of a desk study and site reconnaissance.

Site of Special Scientific Interest: Sites designated by Natural England under the Wildlife and Countryside Act 1981.

Stepping stones: Pockets of habitat that, while not necessarily connected, facilitate the movement of species across otherwise inhospitable landscapes.

Strategic Environmental Assessment: A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

Supplementary planning documents: Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Sustainable transport modes: Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

Town centre: Area defined on the local authority's proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

Transport assessment: A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport and what measures will need to be taken to deal with the anticipated transport impacts of the development.

Transport statement: A simplified version of a transport assessment where it is agreed the transport issues arising out of development proposals are limited and a full transport assessment is not required.

Travel plan: A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

Wildlife corridor: Areas of habitat connecting wildlife populations.

Windfall sites: Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

Annex 3: Documents replaced by this Framework

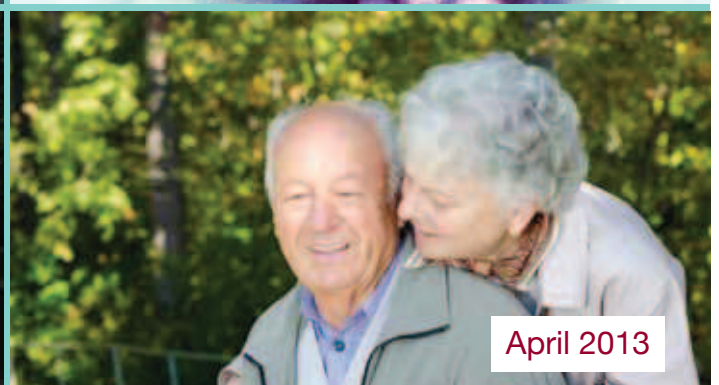
1. Planning Policy Statement: *Delivering Sustainable Development* (31 January 2005)
2. Planning Policy Statement: *Planning and Climate Change – Supplement to Planning Policy Statement 1* (17 December 2007)
3. Planning Policy Guidance 2: *Green Belts* (24 January 1995)
4. Planning Policy Statement 3: *Housing* (9 June 2011)
5. Planning Policy Statement 4: *Planning for Sustainable Economic Growth* (29 December 2009)
6. Planning Policy Statement 5: *Planning for the Historic Environment* (23 March 2010)
7. Planning Policy Statement 7: *Sustainable Development in Rural Areas* (3 August 2004)
8. Planning Policy Guidance 8: *Telecommunications* (23 August 2001)
9. Planning Policy Statement 9: *Biodiversity and Geological Conservation* (16 August 2005)
10. Planning Policy Statement 12: *Local Spatial Planning* (4 June 2008)
11. Planning Policy Guidance 13: *Transport* (3 January 2011)
12. Planning Policy Guidance 14: *Development on Unstable Land* (30 April 1990)
13. Planning Policy Guidance 17: *Planning for Open Space, Sport and Recreation* (24 July 2002)
14. Planning Policy Guidance 18: *Enforcing Planning Control* (20 December 1991)
15. Planning Policy Guidance 19: *Outdoor Advertisement Control* (23 March 1992)
16. Planning Policy Guidance 20: *Coastal Planning* (1 October 1992)
17. Planning Policy Statement 22: *Renewable Energy* (10 August 2004)
18. Planning Policy Statement 23: *Planning and Pollution Control* (3 November 2004)
19. Planning Policy Guidance 24: *Planning and Noise* (3 October 1994)
20. Planning Policy Statement 25: *Development and Flood Risk* (29 March 2010)
21. Planning Policy Statement 25 Supplement: *Development and Coastal Change* (9 March 2010)
22. Minerals Policy Statement 1: *Planning and Minerals* (13 November 2006)
23. Minerals Policy Statement 2: *Controlling and Mitigating the Environmental Effects of Minerals Extraction In England*. This includes its Annex 1: *Dust* and Annex 2: *Noise* (23 March 2005 - Annex 1: 23 March 2005 and Annex 2: 23 May 2005)
24. Minerals Planning Guidance 2: *Applications, permissions and conditions* (10 July 1998)
25. Minerals Planning Guidance 3: *Coal Mining and Colliery Spoil Disposal* (30 March 1999)
26. Minerals Planning Guidance 5: *Stability in surface mineral workings and tips* (28 January 2000)
27. Minerals Planning Guidance 7: *Reclamation of minerals workings* (29 November 1996)

28. Minerals Planning Guidance 10: *Provision of raw material for the cement industry* (20 November 1991)
29. Minerals Planning Guidance 13: *Guidance for peat provision in England* (13 July 1995)
30. Minerals Planning Guidance 15: *Provision of silica sand in England* (23 September 1996)
31. Circular 05/2005: *Planning Obligations* (18 July 2005)
32. Government Office London Circular 1/2008: *Strategic Planning in London* (4 April 2008)
33. Letter to Chief Planning Officers: *Town and Country Planning (Electronic Communications) (England) Order 2003* (2 April 2003)
34. Letter to Chief Planning Officers: *Planning Obligations and Planning Registers* (3 April 2002)
35. Letter to Chief Planning Officers: *Model Planning Conditions for development on land affected by contamination* (30 May 2008)
36. Letter to Chief Planning Officers: *Planning for Housing and Economic Recovery* (12 May 2009)
37. Letter to Chief Planning Officers: *Development and Flood Risk – Update to the Practice Guide to Planning Policy Statement 25* (14 December 2009)
38. Letter to Chief Planning Officers: *Implementation of Planning Policy Statement 25 (PPS25) – Development and Flood Risk* (7 May 2009)
39. Letter to Chief Planning Officers: *The Planning Bill – delivering well designed homes and high quality places* (23 February 2009)
40. Letter to Chief Planning Officers: *Planning and Climate Change – Update* (20 January 2009)
41. Letter to Chief Planning Officers: *New powers for local authorities to stop ‘garden-grabbing’* (15 June 2010)
42. Letter to Chief Planning Officer: *Area Based Grant: Climate Change New Burdens* (14 January 2010)
43. Letter to Chief Planning Officers: *The Localism Bill* (15 December 2010)
44. Letter to Chief Planning Officers: *Planning policy on residential parking standards, parking charges, and electric vehicle charging infrastructure* (14 January 2011)

This page is intentionally left blank



Our priorities for 2013/14



April 2013



Public Health England at a glance

Public Health England (PHE) is the expert national public health agency which fulfils the Secretary of State for Health's statutory duty to protect health and address inequalities, and executes his power to promote the health and wellbeing of the nation.

PHE has operational autonomy. It has an Advisory Board with a non-executive Chairman and non-executive members. It employs scientists, researchers, public health professionals and essential support staff.

It works transparently, proactively providing government, local government, the NHS, MPs, industry, public health professionals and the public with evidence-based professional, scientific and delivery expertise and advice.

PHE ensures there are effective arrangements in place nationally and locally for preparing, planning and responding to health protection concerns and emergencies, including the future impact of climate change. PHE provides specialist health protection, epidemiology and microbiology services across England.

Improvement in the public's health has to be led from within communities, rather than directed centrally. This is why every upper tier and unitary local authority now has a legal duty to improve the public's health. Local health and wellbeing boards bring together key local partners (including NHS clinical commissioning groups who have a duty to address health inequalities) to agree local priorities.

PHE will support local authorities, and through them clinical commissioning groups, by providing evidence and knowledge on local health needs, alongside practical and professional advice on what to do to improve health, and by taking action nationally where it makes sense to do so. PHE in turn is the public health adviser to NHS England.

PHE works in partnership with the Chief Medical Officer for England and with colleagues in Scotland, Wales and Northern Ireland to protect and improve the public's health, as well as internationally through a wide-ranging global health programme.

We want to be known for encouraging evidence-led action with scale and pace to make a significant and sustainable improvement to the public's health



Public Health England

Contents

Introduction	4
Our priorities	6
Taking early action	7
Our local presence	12
Our behaviours	14
Conclusion	14
Who's who	15





Introduction



Duncan Selbie
Chief Executive



David Heymann
Chairman

Our mission is to protect and improve the nation's health and to address inequalities, working with national and local government, the NHS, industry, academia, the public and the voluntary and community sector.

We exist to serve the public through the public health system, a system led locally by elected members where responsibility for the public's health sits alongside responsibility for jobs, housing and communities. This system is new – the combination of local government leadership for the public's health supported by an expert national body is a first for England. Our aim is to cement a reputation with local authorities for our credibility and expertise, as the foundation upon which PHE will help the new system to drive transformation.

PHE scientists, public health professionals, data and intelligence specialists and many other specialist and support staff are now all together in one organisation and fully focused on the task before us – to do everything within our professional and personal power to improve the public's health.

The truth is that for years we have all focused more on treatment and illness than on prevention and resilience. That focus has often occurred when illness is already well advanced.

This is not where we need to be. We need to focus much more on prevention and early intervention, helping people to help themselves and their communities to be as healthy as they can be and for as long as possible, and intervening before conditions become unmanageable, for example in our care of older people. The concern should not be only about compassion and care when older people are in hospital, but to understand why they come to be there in the first place rather than being cared for at home or as close to home as possible.

We all need to take responsibility for our own health and wellbeing, but for many it is more difficult than it should be. For example, healthy behaviours in childhood and the teenage years set patterns for later life yet we know that not all children have a realistic opportunity of a good start in life. Providing support for children

and young people can mean that society as a whole can reap all the benefits of a resilient next generation.

It is really important that together we get this right. We need to start thinking and acting differently. Today too many people are dying before they should. Too many others are living with avoidable long-term conditions.

The groundbreaking *Global Burden of Disease 2012 Study* clearly reports the relative importance of the main conditions from which we die and their causes, and those that mean many live with ill health. It makes clear that overall the UK is falling behind its peers.

We know the most significant factors that lead to poor health: smoking; high blood pressure; obesity; poor diet; lack of exercise; and excessive alcohol consumption. Beyond these the wider determinants of health (poor early childhood experience, poor education, lack of work and poor environments) have been described by Sir Michael Marmot in his review *Fair Society, Healthy Lives* and it is these that lie behind the marked health inequalities between the richest and the poorest. It is at least as important to tackle major non-medical causes of ill health, like social isolation, homelessness and worklessness.

Our role is to understand the causes and consequences of poor health; be clear about what works; and encourage the adoption of effective interventions at scale and pace. This is not about spending more money, it is about making sure we get the best impact for the money already spent – focusing on prevention and early intervention to avoid the high financial and societal cost of crises and failure.

We have listened carefully to those in the field, and to our Secretary of State and the leaders of local government, on where our priorities need to be. We can make early progress in some areas and in others it will take generations. The key is to get the balance right.

This document does not set out the detailed steps to achieve this transformation, but it is the beginning. Over the next six months we will work with everyone to refine our thinking and set our ambitions for the next three years, and we will engage on this in the autumn.







Our priorities

Local action will drive sustainable change in the public's health, but we are committed to taking action on a national scale where it makes sense, and when it is needed. We will focus our energies on five high-level enduring priorities:

1. Helping people to live longer and more healthy lives by reducing preventable deaths and the burden of ill health associated with smoking, high blood pressure, obesity, poor diet, poor mental health, insufficient exercise, and alcohol
2. Reducing the burden of disease and disability in life by focusing on preventing and recovering from the conditions with the greatest impact, including dementia, anxiety, depression and drug dependency
3. Protecting the country from infectious diseases and environmental hazards, including the growing problem of infections that resist treatment with antibiotics
4. Supporting families to give children and young people the best start in life, through working with health visiting and school nursing, family nurse partnerships and the Troubled Families programme
5. Improving health in the workplace by encouraging employers to support their staff, and those moving into and out of the workforce, to lead healthier lives

To underpin these outcome-focused priorities we will:

6. Promote the development of place-based public health systems
7. Develop our own capacity and capability to provide professional, scientific and delivery expertise to our partners

Taking early action

We can and will make important progress in our first year by focusing on a small number of key actions with the greatest potential to make a difference to health and wellbeing in England. They will not fully reflect all the work we will lead and support, but they are the areas on which we will focus our collective efforts.

Alongside this national emphasis, local authorities will be seizing the opportunity of their new statutory responsibility to improve the public's health and to lead the place-based public health system. The Local Government Association enables local government to secure improvement and address poor performance. PHE will not performance manage local authorities, but we will partner the LGA and local government in taking forward effective sector-led improvement.

We will work closely with our partners over the course of this year to develop a three-year plan for demonstrable improvements in the public's health and in making our organisation efficient and effective in our operations, delivering year-on-year reductions in our overheads. As we develop this longer-term plan, we will:

- maintain a 24/7 health protection service to protect the country from infectious disease and environmental threats
- champion the public's health through promoting a new narrative about prevention and early intervention, and create a broad coalition for action
- generate, synthesise and apply knowledge, evidence and professional advice to promote effective interventions by local authorities, the NHS and other partners
- support nationwide programmes to support healthy lifestyles, behavioural change, early diagnosis and intervention
- nurture the development of the public health system and its professional workforce
- report transparently health outcomes and progress across the Public Health Outcomes Framework, with the confidence to promote success and the courage to challenge where required





1. Reducing preventable deaths

- Support people to live healthier lives by **implementing NHS Healthchecks** to 15 million eligible people. We will support the roll-out of the Healthcheck programme by local authorities, assuring full implementation across the country.
- **Accelerate efforts to promote tobacco control and reduce the prevalence of smoking.** We will identify, support and champion national and local efforts to accelerate smoking cessation, promoting the use and implementation of evidence based-interventions, and addressing variations in smoking.
- **Report on premature mortality and the Public Health Outcomes Framework.** We will introduce a web-based reporting system to report transparently on premature mortality and the other indicators in Public Health Outcomes Framework for each local authority, to inform local accountability for performance and improvement.
- Enable improved **integration of care**, to support local innovations to find alternatives to hospital-based care, especially for our frail older population. We will work with national partners to identify and share best practice on the potential contribution of prevention and early intervention to person-centred care, and work with local areas pioneering innovative approaches to integrating health, social care and healthcare public health to identify and tackle barriers to progress.

2. Reducing the burden of disease

- **Reduce the incidence and impact of dementia**, through implementing the Prime Minister's challenge on dementia. We will work with partners across the NHS, local government and voluntary and community sector to develop a co-ordinated national approach to preventing dementia, maximising the contribution of NHS Healthchecks, and we will focus on reducing on the burden and stigma of dementia on families by supporting Dementia Friendly Communities.
- **Improve recovery rates from drug dependency**, recognising this as the core purpose of drug treatment.

- Improve sexual health and reduce the burden of sexually transmitted infections by **improving the co-ordination, effectiveness and impact of HIV and sexual health services** in support of the newly released National Sexual Health Framework for England. New commissioning arrangements for HIV and sexual health will be closely monitored and challenged to accelerate improvement.
- **Develop a national programme on mental health in public health** that supports *No Health Without Mental Health*, prioritising the promotion of mental wellbeing, prevention of mental health problems and the prevention of suicide, along with improving the wellbeing of those living with and recovering from mental illness.

3. Protecting the country's health

- Reverse the current trends so that we **reduce the rates of tuberculosis infections**. We will work with local authorities and the NHS in those areas with high levels of tuberculosis infections to put in place effective strategies.
- **Lead the gold standards for current vaccination and screening programmes**, reverse the current increase in cases of measles, and support the delivery of the new vaccine programmes for rotavirus, childhood flu, pertussis in pregnancy and shingles.
- **Tackle antimicrobial resistance (AMR)** through surveillance of patterns of resistance to antibiotics, supporting microbial stewardship and other national strategies to address the rise of antimicrobial-resistant organisms.
- **Develop and implement a national surveillance strategy** to ensure the public health system responds rapidly to new and unexpected threats to health of all kinds, bringing together the full range of PHE surveillance and intelligence capabilities.





4. Giving children and young people the best start in life

- Launch a national programme promoting healthy weight and tackling **childhood obesity**. We will work with the Department of Health, other government departments, schools, the NHS and local government to develop and implement a multi-component approach to promote greater awareness and focused action.
- **Partner the Troubled Families programme:** ensuring that PHE nationally, and the public health system regionally and locally, plays its full part in supporting efforts to improve the life chances and outcomes for troubled families.
- **Accelerate improvements in child health outcomes** through a focus on under-5s: supporting the continued development of key programmes for 0-5s (including health visiting, school nursing and family nurse partnerships) and work with the Department of Health and local government to secure transition to local authorities in 2015.
- **Partner the Early Intervention Foundation** to develop the evidence base for early interventions, champion early interveners and build support and commitment across the public health system and potential investors for practical evidence based measures that can support the life chances and outcomes for children, youth and families.

5. Improving health in the workplace

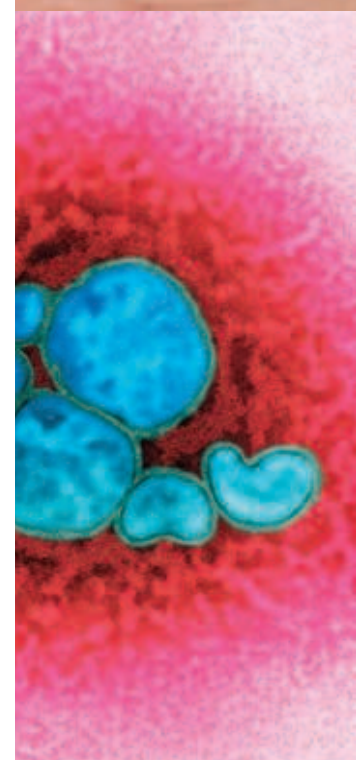
- **Support employers** large and small – public, private and voluntary – to establish the business case for supporting a healthy workforce, securing adoption of practical evidence-based interventions and to build support for the Responsibility Deal among employers.
- Encourage more widespread adoption of the Responsibility Deal commitment on **mental health** adjustments in the workplace, and develop a greater understanding of the workplace's potential for improving and sustaining good mental health, resilience and wellbeing.
- **Lead where we expect others to follow** by developing the employment practices of PHE to become a key exemplar of the aspirations embodied in the Responsibility Deal to support a healthy and productive PHE workforce.

6. Promoting place-based public health systems

- Make the **business case** for promoting wellbeing, prevention and early intervention as the best approaches to improving health and wellbeing at a time of austerity for public services.
- Partner NHS England to maximise the **NHS' impact on improving the public's health** by: creating a joint narrative for health and wellbeing boards; ensuring planning and commissioning in health and care reflects national and local priorities; making nationally visible the health needs of those on the margins and otherwise overlooked; and working together on effective quality surveillance.
- Implement the **public health workforce strategy and develop the PHE workforce** to ensure: the continued development of directors of public health and public health professionals across the system; the public health skills needed to support Making Every Contact Count; and the development of PHE's specialist and support workforce.
- Ensure that we use **data and information** across the public health system to measure what we do, quantify from the outset the benefits of the new public health system and demonstrate value for money.

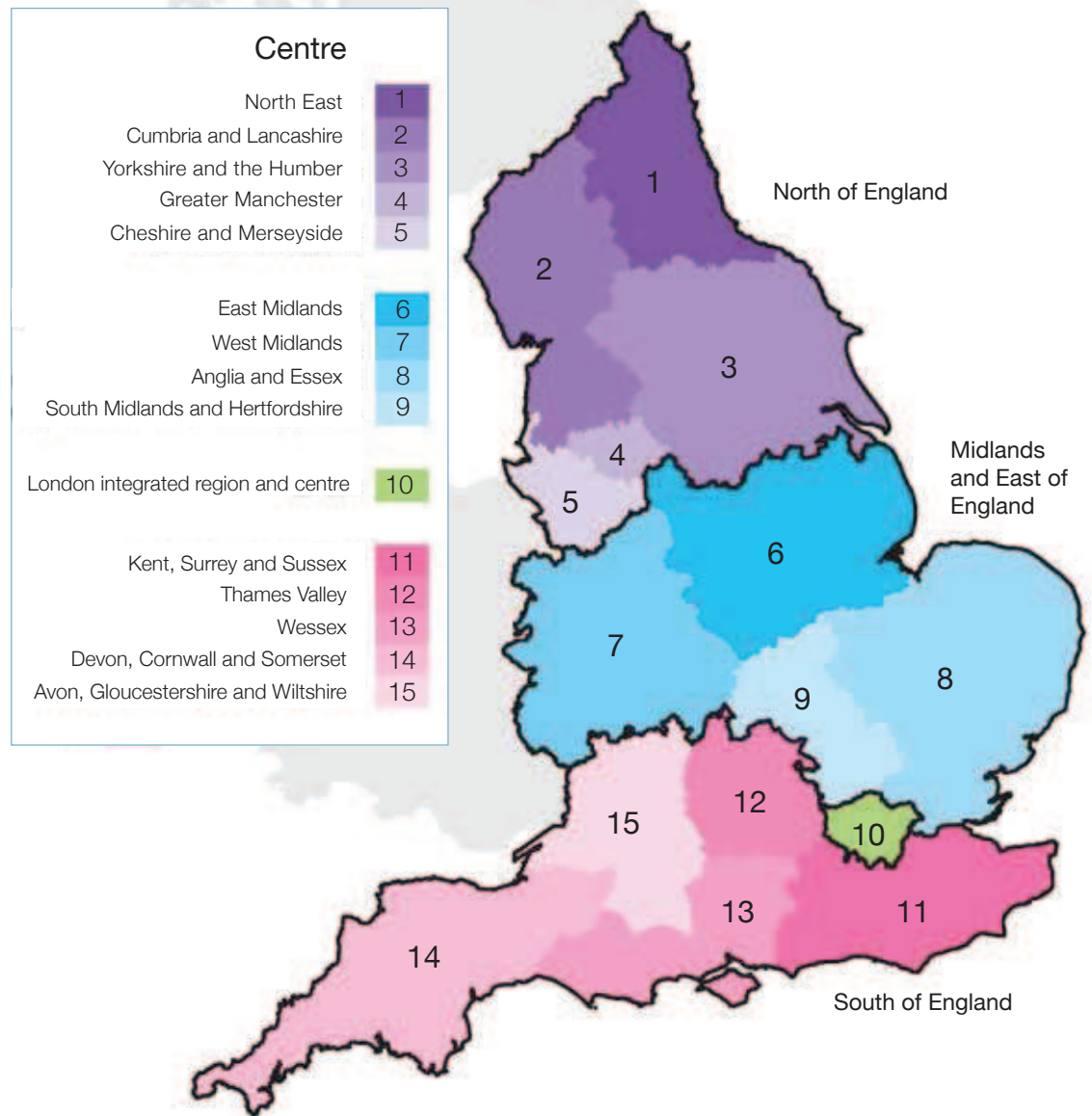
7. Developing our own capacity and capability

- Put in place and implement an **organisational development strategy** to develop a common PHE culture and values and build the capabilities we will need to deliver our priorities.
- Develop a **research strategy** for PHE that demonstrates academic excellence and value for money, identifies priorities for research nationally that are aligned with current and future public health needs, including advances in genomics. Engage with academic health science networks to accelerate adoption and spread.
- Progress the business case for bringing together our national expertise in epidemiology and microbiology from Colindale and Porton Down into a **single integrated national centre** in Harlow, and secure the necessary approvals by September 2014.
- Review our commercial activities and develop a **commercial strategy** to ensure we maximise the potential benefits and align these with our goals, including our contribution to UK plc.





Our local presence



The 15 local PHE centres will be the front door of PHE and responsible for assuring that the services and expertise provided are truly focused on local needs.

Each local centre director will be a partner in the local public health system, which includes the voluntary and community sector, and their unique role will be to provide a range of services and expert advice that is tailored to the needs, wishes and aspirations of local government, clinical commissioning groups and the local NHS. They will provide leadership and support on health protection, health improvement and healthcare public health.

This will include supporting local government in its leadership of the place-based public health system; supporting local authority directors of public health across the range of their responsibilities enabling them to access specialised advice and support when required; working with NHS England to support it in its role as a direct commissioner of key services, including specialist services and national public health programmes; and providing leadership in responding to emergencies where specialist public health expertise is necessary.

The centres will also deliver health protection services directly and in support of local government, the NHS and others. Centres and regions will be supported by eight knowledge and intelligence teams, and by experts in population health.

Our four regions are coterminous with those of NHS England, and they also map onto the nine regional local government groupings. Each will nurture and support the local public health system and maintain an overview of the whole system's progress in implementing the Public Health Outcomes Framework. They will have a special responsibility for development of the wider public health workforce. Our commitment to co-production is to ensure collaboration between our professional and operations expertise, and with our partners.

In addition to our local centre and regional staff, we also have other expert staff including those based at Colindale in north London, Chilton in Oxfordshire and Porton Down in Wiltshire, and in a network of regional microbiology laboratories throughout the country. Expertise in radiation and chemical protection is provided at Chilton and by teams around the country, and offices in Scotland and Wales.





Our behaviours

Our effectiveness depends on how we behave so we will:

- consistently spend our time on what we say we care about
- work together, not undermine each other
- speak well of each other, in public and in private
- behave well, especially when things go wrong
- keep our promises, small and large
- speak with candour and courage



Conclusion


Our commitment is to work with our partners to protect and improve the health and wellbeing of our citizens. The priorities set out here contribute to a transformational change in our nation's approach to health – scrutinising the complex determinants of our health and embracing the wellbeing of us all as well as the care of the sick. This document is the beginning.

We look forward to working closely with national and local government, the NHS, the voluntary and community sector and all our partners over the next six months to refine our thinking and set our ambitions for the next three years, and to seize the opportunity of the new public health system and to make that transformation a reality.




Who's who

Duncan Selbie
Chief Executive



Professor David Heymann
Chairman




Professor Kevin Fenton
Director of Health and Wellbeing




Dr Paul Cosford
Director for Health Protection and Medical Director



Professor John Newton
Chief Knowledge Officer



Professor Viv Bennett
Director of Nursing




Professor Paul Johnstone
Regional Director: North of England



Dr Rashmi Shukla
Regional Director: Midlands and East of England



Dr Yvonne Doyle
Regional Director: London




Dr Jenny Harries
Regional Director: South of England




Richard Gleave
Chief Operating Officer



Jonathan Marron
Director of Strategy




Lis Birrane
Director of Communications




Sally Warren
Director of Programmes




Tony Vickers-Byrne
Director of Human Resources




Michael Brodie
Finance and Commercial Director



Stephen Morris
Development Adviser



Alex Sienkiewicz
Chief of Staff



This document is available in other formats
on request. Please call 020 8327 7018 or
email: publications@phe.gov.uk

Public Health England
Head Office
Wellington House
133-135 Waterloo Road
London SE1 8UG
www.gov.uk/phe

PHE publications gateway number: 2013007

April 2013

© Crown copyright 2013

Contains Ordnance Survey data © Crown copyright and database right 2013



Corporate member of
Plain English Campaign
Committed to clearer communication

339