



Report to: Cabinet

Subject : Spatial Planning Update

Date: 7 August 2008

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and Head of Strategy and Performance**

1.0 INTRODUCTION

1.1 This report provides an update on a number of key spatial planning issues, including:-

- The publication of Planning Policy Statement 12: creating strong safe and prosperous communities through Local Spatial Planning (section 2);
- The publication of the consultation document of proposed changes to Planning Policy Statement 6: Planning for Town Centres (section 3);
- The publication of the findings of the Department for Communities and Local Government study on Cross Boundary Working: Spatial Plans in Practice: Supporting the Reform of Local Planning (section 4);
- Progress on the Sustainable Urban Extension Study (section 5);
- The establishment of the Joint Planning Advisory Board, including an update on the Regional Spatial Strategy (section 6);
- Gedling Borough Replacement Local Plan – Saved Policies (section 7);
and
- The publication of the Secretary of State’s Proposed Changes to the East Midlands Regional Plan (Regional Spatial Strategy) (section 8).

2.0 PLANNING POLICY STATEMENT 12: CREATING STRONG SAFE AND PROSPEROUS COMMUNITIES THROUGH LOCAL SPATIAL PLANNING

2.1 The Planning White Paper (May 2007) made a number of proposals to streamline Local Development Framework production which would require changes to regulations and/or policy. The consultation document on

Streamlining Local Development Frameworks (which included the draft Planning Policy Statement 12) sought responses to these changes and was reported to members on 7th February 2008. The final version of Planning Policy Statement 12 has now been published and the key points are summarised below. This report is primarily a factual summary of the document, but any comments are identified in *italics*.

Changing Local Government Context

- 2.2 The document emphasises the importance of spatial planning in creating strong, safe and prosperous communities and sets out the advantages of spatial planning to both councils and Local Strategic Partnerships.
- 2.3 The government intends that spatial planning objectives for local areas, as set out in the Local Development Framework, should be aligned not only with national and regional plans, but also with the shared local priorities set out in Sustainable Community Strategies where these are consistent with national and regional policy. Local authorities are strongly encouraged to ensure that:-
- their Sustainable Community Strategy takes full account of spatial, economic, social and environmental issues;
 - key spatial planning objectives for the area as set out in the Core Strategy are in harmony with SCS priorities; and
 - the Local Area Agreement, as the delivery agreement with central government, is based on the priorities of the SCS and supported by local planning policy to deliver the outcomes agreed.

(We are already well on the road to doing this at Gedling, in the way we have brought together related functions and in the way we have already aligned the Core Strategy to the Sustainable Community Strategy, including early development of a shared evidence base. We will need to ensure that our approach remains appropriate in the light of this new guidance – for example, to ensure we are making appropriate links to the County Local Area Agreement. It is noted that the guidance falls short of suggesting that the Core Strategy becomes a “chapter” of the Sustainable Community Strategy).

Core Strategies

Content

- 2.4 The Core Strategy should include the following:-
- An overall vision, which should be informed by an analysis of the characteristics of the area and the key challenges facing it.
 - Strategic objectives for the area, focussing on the key issues to be addressed.
 - Delivery strategy for achieving these objectives. This should set out how much development is intended to happen where, when and by what means it will be delivered. The Core Strategy must make clear spatial choices about where developments should go in broad terms.
 - Clear arrangements for monitoring the delivery of the Core Strategy.

Allocation of Strategic Sites

- 2.5 Core strategies may allocate strategic sites for development, where these sites are central to the achievement of the strategy and where investment requires a long lead. *(The former PPS12 did not allow for the allocation of sites in core strategies).*

Infrastructure Delivery

- 2.6 The core strategy should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area. This evidence should cover who will provide the infrastructure and when it will be provided. This will allow for the identified infrastructure to be prioritised in discussions with key local partners. *(Officers within the Nottingham Core Housing Market Area are currently working jointly to identify if and where there are deficits in infrastructure provision within the Nottingham Core Housing Market Area and ascertaining what additional infrastructure is needed to support the level of growth. Our early discussions with key partners through the Gedling Partnership, for example over infrastructure development at the Gedling Colliery/Chase Farm site and with Nottinghamshire tPCT over its long-term infrastructure planning across the Borough, leaves us well-placed to take this further in due course).*
- 2.7 The Government has made provision for a Community Infrastructure Levy (CIL) which is expected to come into effect by Spring 2009. Local authorities will be able to charge CIL on new developments to help finance the infrastructure needed to support growth. The infrastructure planning prepared in advance of this date will serve as a basis for establishing policies for charging CIL on future developments. *(In progressing CIL, further consideration will need to be given to how it fits with the existing Section 106 requirements).*

Lifespan of the Core Strategy

- 2.8 PPS12 extends the lifespan of the Core Strategy from 10 to 'at least 15 years from the date of adoption'. *(This change will make it easier to tie in the timeframe of the Core Strategy to that of the Regional Spatial Strategy and will help to provide certainty).* Once produced, Core Strategies are intended to endure to give a degree of certainty to communities and investors. The need for frequent updating may be reduced by taking a long term view and providing flexibility.

Joint Working

- 2.9 Local authorities should explore and exploit opportunities for joint working on core strategies. Many issues critical to spatial planning do not respect local planning authority boundaries. Discussions on infrastructure may be more effectively carried out over a larger area. Joint working can make the best use of skills and capacity in different authorities, and will save costs at examination stage. *(There is fairly strong encouragement towards joint working, to the extent of encouraging shared core strategies, especially where this can be linked to sub-regional issues set out in the Sub-national Review of Economic Development and to possible Multi-Area Agreements. This could be of particular relevance in Greater Nottingham, where much joint work has*

already been progressed (joint studies) and where the Joint Board is already in place. Together with our partners, we may need to review the scope and ambition of this work in the light of this PPS).

- 2.10 Joint working on core strategies may take a variety of forms:-
- a single plan produced through a formally constituted joint committee or through concurrent adoption.
 - Joint working on evidence and overall policy direction, to be used as the basis for the production of two or more separate plans to the same timetable.

Participation

- 2.11 Community engagement should be:-
- appropriate to the level of planning
 - from the outset
 - continuous
 - transparent and accessible
 - planned
 - in accordance with the Council's Statement of Community Involvement.
- 2.12 PPS12 requires a new strategic approach to community involvement to be taken by the Council and the Local Strategic Partnership. The Council is encouraged to integrate community engagement on planning with other community engagement activities taking place across the Council's wider functions. This should remove duplication, combat consultation fatigue and increase opportunities to maximise the strengths of different skills and resources within the Council and Local Strategic Partnership. *(This is a significant change introduced by PPS12. It has considerable attractions in theory, but presents many challenges – for example, balancing the need for consultation to be accessible and informal on many community matters while retaining the robustness expected in quasi-judicial planning consultation. There are also considerable difficulties aligning this activity in two tier areas with diverse consultation requirements and ambitions. We may wish to work with Gedling Partnership and possibly with Nottinghamshire Partnership to progress changes here – work is already being progressed towards a Nottinghamshire Community Engagement strategy as part of LAA delivery and this could be a useful starting point).*

Core Strategy Content

- 2.13 The Core Strategy should not repeat national or regional policy, unless local circumstances suggest that a local interpretation is appropriate. Authorities may then include such approaches in their Core Strategies if they have sound evidence that is justified by local circumstances. The choices made regarding, for example, where growth should take place should follow national and regional policy and the Core Strategy should concentrate on devising a delivery strategy to deal with the particular issues which have been identified as of local importance.

Sustainable Community Strategy

- 2.14 The Core Strategy should be aligned with the Sustainable Community Strategy. This can be through a shared evidence base and analysis, shared appraisal techniques, a shared approach to consultation, and shared monitoring of results.

Sustainability Appraisal

- 2.15 Sustainability appraisal must be proportionate to the plan in question and should not repeat the appraisal of higher level policy. The sustainability appraisal will comprise part of the evidence base for the plan, form an integrated part of the plan preparation process, and inform the evaluation of alternatives.

Revised Tests of Soundness

- 2.16 PPS12 repackages the nine 'tests of soundness' as 2 basic principles of 'Legal Requirements' and 'Soundness'. However, Inspectors will be looking for the same quality of evidence and content at the Examination stage.

Legal Requirements – the core strategy must be:-

- prepared in accordance with the Local Development Scheme
- in compliance with the Statement of Community Involvement and the Regulations;
- subject to a sustainability appraisal;
- have regard to national policy;
- in conformity with the Regional Spatial Strategy; and
- have regard to any County/District sustainable community strategy.

Soundness – the core strategy should be:-

- justified i.e.
 - § founded on a robust and credible evidence base, based on two elements – i.e. participation (evidence of the views of the local community and others who have a stake in the future of the area) and research/fact finding. Evidence gathered should be proportionate to the job being undertaken by the plan, relevant to the place in question and as up to date as practical.
 - § the most appropriate strategy when considered against the reasonable alternatives
- effective i.e.
 - § deliverable – based on sound infrastructure delivery planning, ensure there are no national policy barriers to the delivery of the strategy, ensure that partners who are essential to the delivery of the plan e.g. landowners and developers are signed up to it, be coherent with the core strategies prepared by neighbouring authorities, where cross boundary issues are relevant.
 - § flexible – to deal with changing circumstances, thereby avoiding the need for a review of the plan. A core strategy should indicate alternative strategies to handle uncertainty and set out what would trigger their use.
 - § able to be monitored – monitoring is essential for an effective strategy and will provide the basis on which contingency plans within the strategy would be triggered. The delivery strategy should contain clear targets or measurable outcomes to assist this process.

- consistent with national policy.

(This new test is not intended to be more or less onerous than its predecessors, which suggests that consultation findings will need to continue to be drawn from formal as well as less formal exercises. This will influence the potential to bring together community and spatial planning consultation approaches).

Timely progress with Core Strategies

- 2.17 Local planning authorities should adopt the necessary Development Plan Documents in accordance with their Local Development Schemes, to bring forward developable land for housing in line with Planning Policy Statement 3. *(Uncertainty arising from the release of this PPS, together with continued uncertainty over the Government's response to the draft Regional Spatial Strategy (with their associated impact on housing numbers, their location and joint working) means that Gedling's Local Development Scheme (and those of neighbouring authorities) are in need of review to reflect these key documents and our responses to them across Greater Nottingham. This will need to be addressed in discussion with GOEM in the autumn).*
- 2.18 The completion of sufficient numbers of houses and of affordable homes and the supply of housing land are among the 198 indicators for which information will be collected for the Local Government Performance Network. Where completions or housing supply are falling behind housing provision figures, local areas may find that improvements in this indicator form part of a revised local area agreement if so directed by the Secretary of State. Prompt preparation and adoption of sound core strategies is a key means whereby performance against this indicator can be improved. *(It remains unclear how flexible (if at all) government will be over this issue in the light of the downturn in housing markets).*

Other Development Plan Documents

- 2.19 Much of the above guidance will apply also to other Development Plan Documents. In particular, the need for documents to conform generally with national policy and the Regional Spatial Strategy and have regard to any Sustainable Community Strategy. In determining what other documents are produced other than the Core Strategy, Local Planning Authorities should consider whether the issue needs to be treated in the development plan and whether it is already covered by the Regional Spatial Strategy and/or core strategy. *(In light of this, clarity may need to be sought regarding the purpose and content of subsequent Development Plan Documents).*
- 2.20 It is important to get the right balance between the value added to inclusion in a Development Plan Document and the resources and time delay involved in producing additional Development Plan Documents. If it is necessary to allocate sites which have not already been allocated in the core strategy, a Development Plan Document must be used to allocate these sites.

Preparation of Supplementary Planning Documents (SPDs)

- 2.21 A planning authority may prepare SPDs to provide greater detail on the policies in its DPDs. Supplementary guidance to assist the delivery of development may be prepared by a government agency, Regional Planning Body or a County Council where this would provide economies in production and the avoidance of duplication (i.e. where the information in it would apply to areas greater than single districts). Such guidance would not be a SPD, but if prepared to the same process could be afforded the same weight in decision making, especially if the district councils to which it is to apply endorse the guidance. *(It is noted that the guidance of the final document differs from that in the draft PPS12 which proposed to allow SPD to conform directly with the RSS or national policy. The final PPS12 reflects the current approach, which requires SPDs to be in conformity with a Development Plan Document).*
- 2.22 Where communities or developers wish to use SPDs as part of their approach, they should work with the local planning authority from the outset. Developers and communities should not expect to prepare plans independently from the LPA and then have them adopted as SPD.

Adopted Proposals Map

- 2.23 The adopted proposals map should identify areas of protection and Green Belt land, show flood risk areas and allocate sites for particular land use. Insert maps may be used to show policies for area action plans.

3.0 PLANNING POLICY STATEMENT 6: PLANNING FOR TOWN CENTRES CONSULTATION DOCUMENT

- 3.1 The consultation document Proposed Changes to Planning Policy Statement 6: Planning for Town Centres was published on 10th July 2008. It sets out limited revisions to Planning Policy Statement 6: Planning for Town Centres (ODPM, 2005) and takes forward the proposals to improve the effectiveness of town centre policy which were set out in the Planning White Paper Planning for a Sustainable Future (May 2007).
- 3.2 Specifically the revised PPS6 consultation:-
- Ensures the promotion of the vitality, viability and the unique character of town centres;
 - Requires proactive plans to ensure sustainable economic growth through policies which are responsive to economic change;
 - Promotes consumer choice and retail diversity and recognises that the planning system can help to support small shops and the identity of town centres;
 - Retains the sequential test;

- Removes the needs test and creates a new impact test that assesses economic, social and environmental criteria so to allow for a better assessment of the impacts on a town centre;
- Tests the design quality of development;
- Considers the wider benefits to communities but ensures that the size of development is not out of scale with a town centre;
- Ensures development is accessible by a range of transport modes;
- Encourages cleaner safer, greener town centre environments;
- Encourages investment in disadvantaged areas creating new employment opportunities and
- Makes clear that where negative impacts on the town centre are significant this will normally justify a refusal of planning permission.

3.3 The consultation will run for twelve weeks and it is the intention to take a report to cabinet in September seeking approval for a formal response to CLG.

4.0 CROSS BOUNDARY WORKING SPATIAL PLANS IN PRACTICE: SUPPORTING THE REFORM OF LOCAL PLANNING

Introduction

4.1 This study commissioned by the Department for Communities and Local Government seeks to provide detailed analysis of the practice of cross boundary working in local development framework production, including evidence of good practice. It concludes by recommending to local planning authorities, Communities and Local Government, Government Offices and the Planning Inspectorate, ways of achieving this. The background to the study along with the key recommendations are attached in **Appendix 1**.

Implications for Gedling Borough Council

4.2 The Borough Council is proactive in its approach to joint working and the key steps highlighting in the recommendations have all been considered to a lesser or greater extent. The Joint Planning Advisory Board that was established earlier this year (detailed under section 5 below) between the Nottingham Housing Market Area authorities ¹ was a key milestone in this respect which has the role to advise the constituent Councils on the alignment of planning work across the greater Nottingham area and other spatial planning matters of mutual concern. The commissioning of joint evidence base studies including, amongst others, the Greater Nottingham Retail Study, the Nottingham City Employment Land Study, the Strategic Flood Risk Assessment and the Sustainable Urban Extensions Study (progress is outlined in section 4 below) illustrate the commitment and also acknowledge

¹ It comprises the local authority areas of Broxtowe, Gedling, Nottingham City and Rushcliffe, plus the Hucknall part of Ashfield and the Ilkeston part of Erewash.

the benefit of joint working. *(Much of this is also relevant to our response to PPS 12 above).*

5.0 PROGRESS ON THE SUSTAINABLE URBAN EXTENSION STUDY

Context

- 5.1 The Sustainable Urban Extension study was commissioned following the Examination in Public of the draft East Midlands Regional Spatial Strategy (RSS). The aim of the study is to provide advice on the most suitable location or locations for the development of Sustainable Urban Extensions adjacent to the Nottingham Principal Urban Area (PUA) as well as the Sub-Regional Centres of Hucknall and Ilkeston.
- 5.2 The study has been undertaken by independent consultants Tribal Urban Studio on behalf of all the local authorities in the Housing Market Area.
- 5.3 The purpose of the study is to assist in implementing the housing provision figures of the Draft Regional Spatial Strategy. If the recommendations of the RSS Panel are followed, the Nottingham study area is required to find capacity for approximately 60,000 new dwellings over the RSS period to 2026. Bearing in mind the government's target that at least 60% of new residential development should take place on previously developed land, a separate Strategic Housing Land Availability Assessment process is covering land within the Nottingham PUA, and the towns designated as Sub-Regional Centres in the draft RSS (namely, Ilkeston and Hucknall) that can accommodate a proportion of these 60,000 housing units. This work is being undertaken by the local authorities in a coordinated way across the Housing Market Area.
- 5.4 However, this level of housing provision far exceeds the likely capacity of the urban areas to accommodate it, and therefore a significant proportion of new homes will have to be provided by way of Sustainable Urban Extensions adjacent to existing urban areas

The Appraisal of Sustainable Urban Extensions

- 5.5 The Study is being undertaken in two phases:-
- Phase 1 is assessing the suitability of broad locations around the conurbation for growth, in terms of a range of criteria, such as environmental constraints and transport accessibility.
 - Phase 2 is assessing the suitability of individual sites to accommodate growth in the context of the findings of Phase 1.
- 5.6 The Study does not prioritise between sites or make decisions on which sites should be developed. This will be decided through the preparation of the Core Strategies.

- 5.7 The Study has provided a ‘menu’ of sites from which the local authorities will undertake more detailed assessments. These will include further assessment of infrastructure requirements, transport implications and the impact upon existing centres.
- 5.8 The areas identified in the report could accommodate between twenty five and forty thousand homes between them. There are three sites identified within Gedling Borough and include site A1 Top Wighay Farm, Hucknall (approximately 85 hectares), site A2 North of Papplewick Lane, Hucknall (approx 30 hectares) and site B1 North of Redhill, Arnold (approx 50 hectares). Plans illustrating the approximate extent of these areas are attached in **Appendix 2**.
- 5.9 As outlined above, the study has identified an excess of housing provision compared to what is likely to be required across Greater Nottingham. Depending on the assessment of individual sites also being carried out, it is possible that just one of the three sites identified in Gedling will need to be put forward for possible development in due course.
- 5.10 The findings of Phase 1 of the study were published on 30 June. A briefing note on the key issues was prepared and circulated to all members at the time. The full report is available at www.nottinghamshire.gov.uk
- 5.11 There will be full opportunity for public and other stakeholder consultation on these issues in due course. The most appropriate route for this will be through inclusion of the matters in consultation at the Issues and Options stage of the Core Strategy’s development.

6.0 THE JOINT PLANNING ADVISORY BOARD

- 6.1 The Joint Planning Advisory Board has been established to advise the constituent Councils on the alignment of planning work across the Greater Nottingham area and other spatial planning matters of mutual concern, including the support for the delivery of the New Growth Point for the Nottingham Core Housing Market Area. *(This too very much anticipates issues set out in PPS 12).*
- 6.2 An important role of this board is to advise on the evidence currently being prepared to enable the proper and responsible planning for the sustainable growth that is envisaged in the Regional Spatial Strategy across the Nottingham Core Housing Market Area. A wide range of evidence is being gathered, including the Sustainable Urban Extension study amongst others, to ensure that the most suitable land is identified both within and, where needed, outside the urban area. The Joint Advisory Board acts in a leadership capacity to acknowledge responsibilities of the respective authorities to work together to find the sustainable solutions which are required.

- 6.3 The Joint Advisory Board will use this evidence to:
- Respond jointly to the RSS Proposed Modifications housing numbers, due to be issued for consultation in the summer;
 - Agree the approach to aligning district housing provision figures from the RSS into the Core Strategy programme for constituent authorities;
 - Agree the overall amount of land needed for housing outside the urban area;
 - Jointly support decisions on the broad locations for the Sustainable Urban Extensions.

7.0 GEDLING BOROUGH REPLACEMENT LOCAL PLAN – SAVED POLICIES

- 7.1 As a result of the Planning and Compulsory Purchase Act 2004, policies in the adopted Gedling Borough Replacement Local Plan were due to 'expire' on 12th July 2008, being 3 years after the date of adoption of the Plan. In order for the Borough Council to retain policies beyond this date, agreement needed to be sought from the Secretary of State to issue a direction to 'save' them. The Borough Council submitted a list of policies, and their intentions for them, to Government Offices in January 2008.
- 7.2 Councils are expected to give reasons for whether or not each policy should be 'saved'. The Department of Community and Local Government takes eleven issues into account in deciding whether to agree to 'save' policies, but primarily the issue is whether the policies "are necessary and do not merely repeat national or regional policy". Policies should also not conflict with national or regional policy unless there is special justification.
- 7.3 A number of authorities in the area have already gone through the process of saving policies. Some authorities have been directed to save certain policies that they did not intend to save. Conversely, some authorities have been directed not to save policies that they intended to save, especially where they conflict with Government policy. In addition, third parties were entitled to submit representations to Government Office for the East Midlands in relation to the saving of policies from the Replacement Local Plan.
- 7.4 **On 9th July 2008, the Secretary of State's Direction was received, which stated that all of the policies proposed by the Council to be saved should indeed be saved (see Appendix 3). Those policies not proposed to be saved therefore expired on 11th July 2008.**
- 7.5 In due course, the saved policies will be replaced by new policies in Development Plan Documents. These will include the Core Strategy, Site Specific Allocations and the Generic Development Control Policies documents.

8.0 THE PUBLICATION OF THE SECRETARY OF STATE'S PROPOSED CHANGES TO THE EAST MIDLANDS REGIONAL PLAN (REGIONAL SPATIAL STRATEGY)

- 8.1 The Secretary of State for Communities and Local Government published Proposed Changes to the Regional Spatial Strategy (RSS) for the East Midlands "The East Midlands Plan" on the 22 July 2008; comments can now be submitted up to 17 October 2008.
- 8.2 Regional Plan provides a regional framework for development and investment up to 2026 and is part of the statutory development plan for every local authority in the East Midlands. After considering the responses the Government will publish the final version of the East Midlands Regional Spatial Strategy.
- 8.3 The Proposed Changes follow the Public Examination held between May and July 2007 and the Panel Report published on 28 November 2007. The Secretary of State has considered all of the Panel's recommendations, along with relevant evidence and has also incorporated changes deriving from the Sustainability Appraisal and Habitats Regulations Assessment.
- 8.4 Copies of all the relevant documents have been sent to a wide range of bodies including local authorities and parish councils, the Region's MPs and MEPs, to regional organisations and to participants at last year's Examination. Copies will be available to examine at libraries and local authority offices throughout the region or can be obtained on CD-ROM from the Sustainable Communities team at the Government Office.
- 8.5 A comprehensive report on the Proposed Changes will be prepared in order to meet the consultation deadline of 17th October 2008 which will be reported to Cabinet in early October.

Appendix 1

CROSS BOUNDARY WORKING

SPATIAL PLANS IN PRACTICE: SUPPORTING THE REFORM OF LOCAL PLANNING

INTRODUCTION

This study commissioned by the Department for Communities and Local Government seeks to provide detailed analysis of the practice of cross boundary working in local development framework (LDF) production, including evidence of good practice. It concludes by recommending to local planning authorities, Communities and Local Government, Government Offices and the Planning Inspectorate, ways to achieve this.

POLICY ON CROSS BOUNDARY WORKING

The 2004 reforms² address the need for better cross boundary working. In general, the emphasis on a strategic approach, policy integration and the evidence base are conducive to more effective working across boundaries. Both *Planning Policy Statement 11: Regional Spatial Strategies* (PPS 11) (ODPM 2004a) and *Planning Policy Statement 12: Local Development Frameworks* (PPS 12)³ refer to cross boundary working in relation to the test of soundness, which says that the plan is sound if 'the strategies/policies/allocations in the plan are coherent and consistent within and between development plan documents prepared by the authority and by neighbouring authorities, where cross boundary issues are relevant'

EXPERIENCE OF CROSS BOUNDARY WORKING IN ENGLAND

The need for joining up policy and action across jurisdictions is widely recognised in principle. It arises because some development proposals concern two or more planning jurisdictions; because spatial development relationships such as links between home and work cross boundaries, expressing themselves in the need to travel.

Lack of attention to cross boundary issues reflects in part the relatively narrow scope of the system and the limited attention to regional and strategic planning from the 1980s. The effect of the 2004 reforms has been to increase the amount of informal

² The term '2004 reforms' is used here as a shorthand for the changes to planning that began in 2000, which continue into 2007, and that centre on the 2004 Planning and Compulsory Purchase Act.

³ PPS12 Revised June 2008 – Creating Strong Safe and Prosperous Communities through Local Spatial Planning

cross boundary joint working. Regional spatial strategies and core strategies are beginning to address cross boundary issues more fully and encouraging local authorities to work jointly on sub-regional issues. There appear to be a significant number of new informal cross boundary planning initiatives coming forward, although the opportunity to establish statutory joint committees for local development frameworks has been taken up in only one case: North Northamptonshire.

WHY DO AUTHORITIES ENGAGE IN CROSS BOUNDARY WORKING?

- the recognition of a overriding need to tackle a shared development issue
- a previous history of beneficial cooperation across boundaries
- leadership from politicians and senior officers
- the benefit of a stronger 'voice' in regional planning matters

Barriers to cross boundary working are political, procedural and financial in nature. Political differences, particularly where there is a growth agenda, can limit the willingness of authorities under different control to work together. On the procedural side the alignment of LDS programmes and meeting the committee cycles of different councils can be daunting.

The benefits of cross boundary working can be political, financial and, most importantly, lead to better plans. Some political issues are better addressed through collaboration. A more rational vision can emerge in a cooperative situation rather than having neighbouring authorities effectively bidding for the same role. The pooling of resources enables better quality evidence and the use of the best regarded and most influential consultants.

Working together can produce better evidence which in turn leads to better plans and that some issues, could not be addressed in isolation. However, there are practical problems in coordination of activity like LDS revision (although a joint examination would assist programming) and the support needed from those organising committee cycles. There are also uncertainties over the impact of local area agreements (LAAs) and multi area agreements (MAAs) as well as the need for greater commitment to strategic planning from the Highways Agency, among others.

RESEARCH FINDINGS

The research established that the form of joint working varies and only in some cases leading to joint development plan documents. Relationships are seen to be

dynamic and develop over time. Formal joint committee approaches are less prevalent than informal approaches that seek to synchronise plan production timetables and see considerable flows of information and ideas across borders. Informal collaboration between planning authorities sometimes results in joint documents, and sometimes in separate documents that have compatible and complementary policy content.

There appears to be shifts in the level of integration being achieved as planning authorities ease themselves into greater coordination or collaboration, as they become more comfortable with, or recognise the benefits of, such increased joint activity. This can to some extent be attributed to the new LDF process.

RECOMMENDATIONS

All **local planning authorities** are recommended to take a pro-active approach to joint working by making a conscious decision to examine the potential benefits and to consider the following steps:

- identifying whether there are strategic or shared development issues that would benefit from a joint approach, and engaging with the relevant neighbouring authorities to explore joint working potential
- carrying out analysis of potential benefits of joint working in the local context, to help to highlight and explain the benefits identified, and communicate them to decision makers
- examining existing joint working arrangements that may already be in place, considering their effectiveness and whether there is a need for revision to increase effectiveness, and whether there is scope to increase the range of joint working activity
- establishing joint working as a corporate priority and key area of activity for senior members and officers, encouraging a culture of joint working and a confidence about its potential
- considering how joint working will operate best, taking local circumstances into account; should there be a form of joint committee or more informal arrangements; will it mean alignment of programmes and a strong two-way flow of information to ensure alignment of complementary DPDs, or will there be a joint DPD; make early contact with the Planning Inspectorate to explore issues or concerns related to joint examination
- instigating measures to establish/strengthen professional and political relationships between authorities involved, to help cement a culture of joint working

It is recommended that **Communities and Local Government** should:

- consider ways of encouraging the RSS to identify issues/broad locations where joint working is desirable on cross boundary development issues within the region as well as at regional boundaries
- consider establishing mechanisms for Government Offices and Regional Assemblies to direct that local planning authorities should engage in joint working where clear circumstances that require it exist, and where voluntary arrangements are not being made
- consider providing an advice note on procedures for establishing joint committees, addressing how joint working might be achieved without the need for changes to primary legislation
- consider providing additional advice to LPAs on how key stakeholders can make timely and effective inputs to the delivery of the DPD, so that the potential for delay is minimised

Government Offices are recommended to:

- encourage cross boundary working in the interests of better planning at regional and sub-regional levels, and more locally where there are shared problems which would be better addressed jointly by local planning authorities
- be pro-active in assisting local authorities in identifying opportunities to make revisions to local development schemes (LDSs), to align programmes for evidence gathering and decision making to facilitate joint working on complementary DPDs

The **Planning Inspectorate** is recommended to:

- make it known to planning authorities that there is no impediment to the joint examination of complementary DPDs produced by neighbouring planning authorities, and that the tests of soundness will apply to joint examination without need for modification
- encourage local planning authorities to consider joint examination in appropriate cases, and to contact the Inspectorate early regarding procedures for joint examination so that potential uncertainties can be addressed.

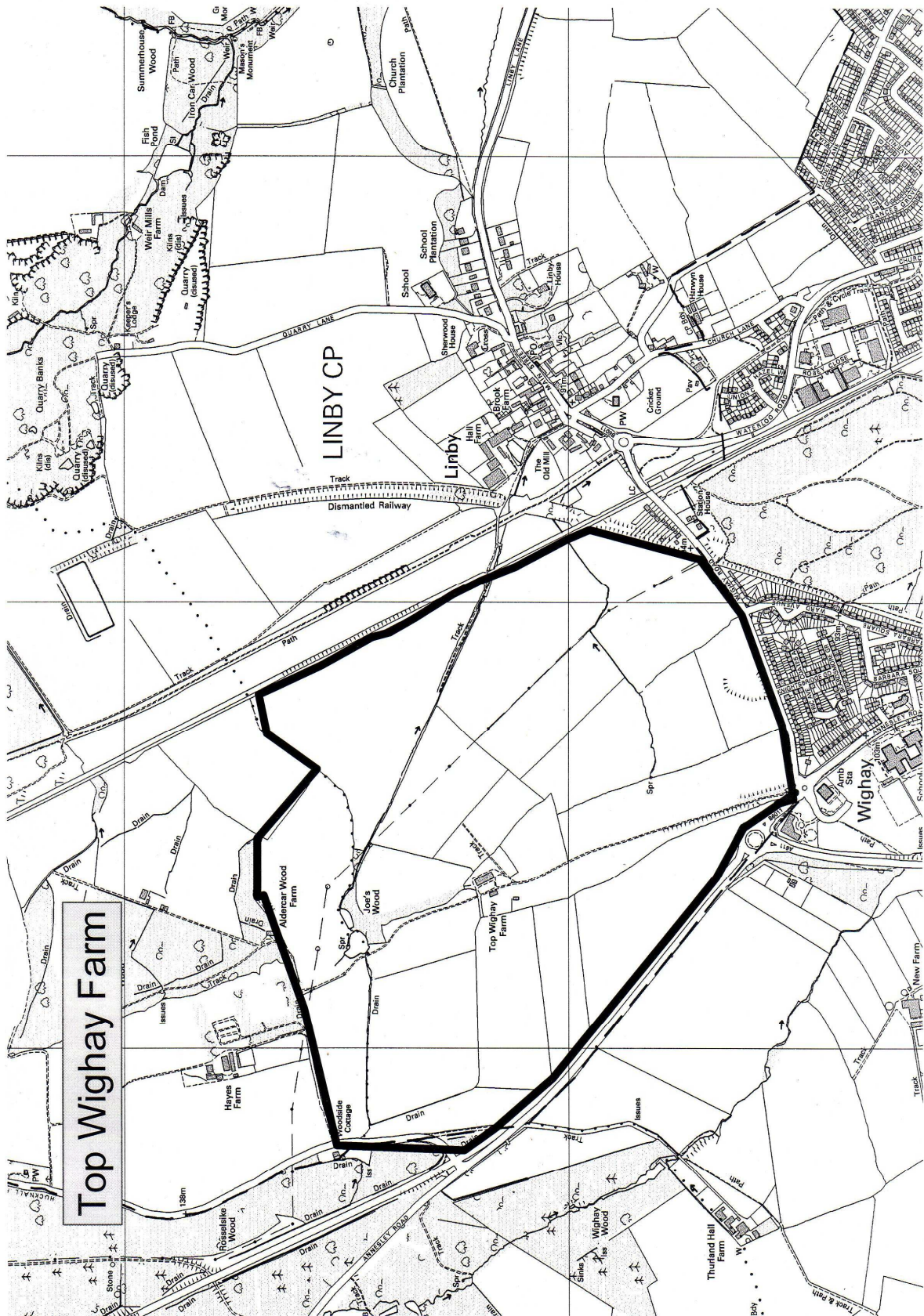
IMPLICATIONS FOR GEDLING BOROUGH COUNCIL

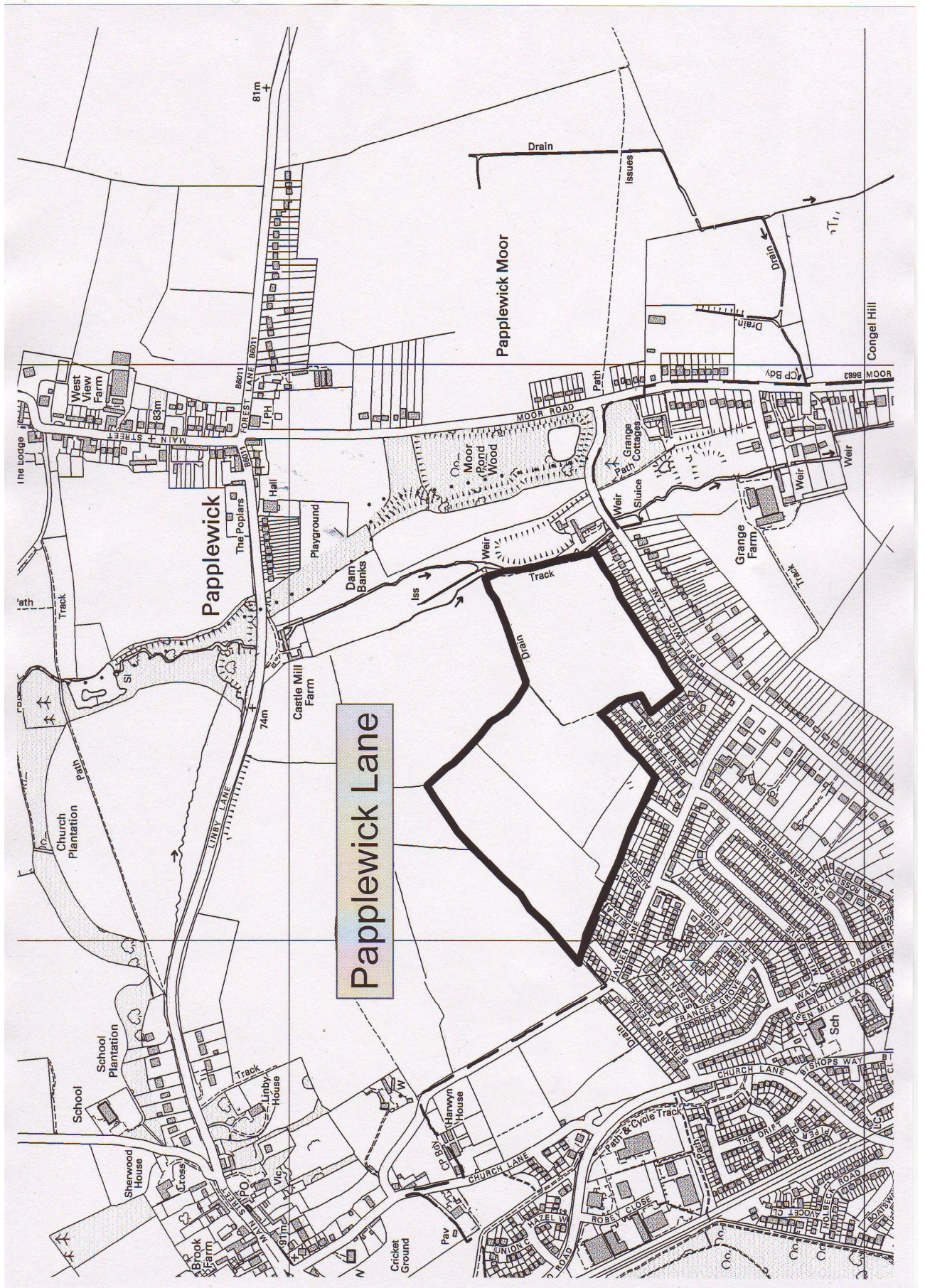
It is encouraging to note that from the recommendations for local planning authorities it can be demonstrated that the Borough Council has already taken a pro-active

approach to joint working and that the key steps highlighted have all been considered to a lesser or greater extent. The Joint Planning Advisory Board that was established earlier this year between the Nottingham Housing Market Area authorities⁴ was a key milestone in this respect which has the role to advise the constituent Councils on the alignment of planning work across the Greater Nottingham area and other spatial planning matters of mutual concern. The commissioning of joint evidence based studies including, amongst others, the Greater Nottingham Retail Study, the Nottingham Employment Land Study, the Strategic Flood Risk Assessment and the Sustainable Urban Extensions Study illustrate the commitment and also acknowledge the benefit of joint working. In addition, it should be noted that the authorities have already made contact with the Planning Inspectorate and have had a joint meeting exploring the issues and concerns surrounding a joint examination.

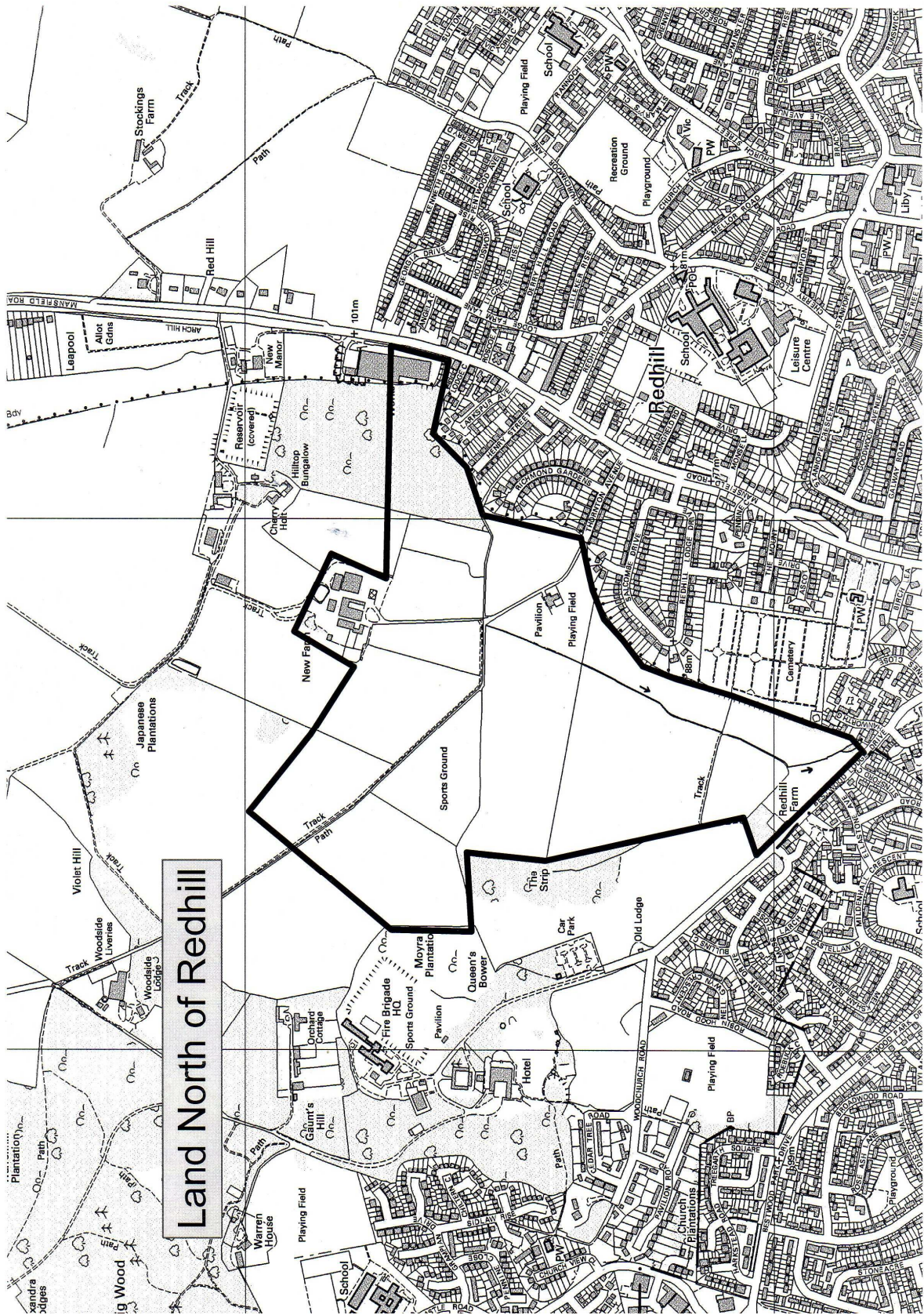
⁴ It comprises the local authority areas of Broxtowe, Gedling, Nottingham City and Rushcliffe, plus the Hucknall part of Ashfield and the Ilkeston part of Erewash.

Appendix 2





Papplewick Lane



Land North of Redhill

Appendix 3

POLICY NO	POLICY NAME/ DESCRIPTION
ENV1	Development Criteria
ENV2	Landscaping
ENV3	Development on Contaminated Land
ENV5	Renewable Energy
ENV7	Developments where Hazardous Substances are to be used or stored
ENV8	Developments affecting Hazardous Substances Sites
ENV11	Pollution Generating Development
ENV12	Telecommunications Development
ENV13	Demolition in Conservation Areas
ENV14	Change of Use of a Building in a Conservation Area
ENV15	New Development in a Conservation Area
ENV16	Old Woodthorpe Special Character Area
ENV17	Ravenshead Special Character Area
ENV18	Demolition of Listed Buildings
ENV19	Extension or Alteration of a Listed Building
ENV20	Change of Use of a Listed Building
ENV21	Setting of Listed Buildings
ENV22	Local Interest Buildings
ENV25	Registered Historic Parks and Gardens
ENV26	Control over Development in the Green Belt
ENV28	Extensions to Dwellings or Limited Residential Curtilage Buildings in the Green Belt
ENV29	Replacement Dwellings in the Green Belt
ENV30	Development within Defined Infill Boundaries of Green Belt Wash Villages
ENV31	Safeguarded Land
ENV32	Protection of the Ridgelines/Urban Fringe
ENV35	National Nature Conservation Designations
ENV36	Local Nature Conservation Designations
ENV37	Mature Landscape Areas
ENV40	River Environment
ENV42	Aquifer Protection
ENV43	Greenwood Community Forest
ENV44	Gedling Colliery Park
ENV45	Ancient Woodlands
ENV47	Tree Preservation Orders
ENV48	Hedgerow Protection
H2	Distribution of Residential Development
H3	Land at Former Gedling Colliery and Chase Farm
H4	Stockings Farm
H5	Teal Close/North of Victoria Park
H6	Top Wighay Farm
H7	Residential Development on Unidentified Sites within the Urban Area and the Defined Village Envelopes
H8	Residential Density

H10	Extensions
H11	Conversions and Change of Use to Residential
H13	Residential Homes
H14	Houses in Multiple Occupation
H15	Comprehensive Development
H16	Design of Residential Development
H18	Affordable Housing
S1	Retailing in Shopping Centres
S2	Non-Retail Uses in District Shopping Centres
S3	Use of Upper Floors in Shopping Areas
S4	Environmental Improvements
S5	Arnold Town Centre
S6	Arnold Secondary Shopping Area
S7	Carlton Square
S8	Mapperley Plains
S9	Netherfield
S10	Local Shopping Centres
S11	Retail Development Outside Shopping Centres
S12	Retail Development Outside of District, Local and Town Centres
S13	Local Day-to-Day Shopping Needs
S16	Design of Shop Fronts
S17	Security Shutters
E1	Allocation of Employment Land
E2	Proposed Mixed Use at Hillcrest Park Calverton
E3	Retention of Employment
E4	Employment Development on Unallocated Sites
E5	Expansion of Existing Employment Uses Not in the Green Belt
E9	Rural Employment Diversification
E11	Office Development outside Shopping Centres
T1	New Developments – Developer Contributions
T3	Proposed Transport Schemes
T4	Park and Ride
T9	Cycle Routes
T10	Highway Design and Parking Guidelines
T11	Trentside Path
C1	Community Services General Principles
C2	Community Facilities for New Development
C3	Nursery Facilities
C4	Loss of Community Facilities
R1	Protection of Open Space
R2	Accessible Public Open Space
R3	Provision of Open Space with New Development
R4	Golf Courses
R5	Allotments
R7	Sherwood Forest / Greenwood Community Forest
R8	Tourist Accommodation
R10	Equestrian Development
R11	Keeping of Horses and Construction of Small Stables

