
**VOLUME 11 SECTION 3 PART 12
IMPACT OF ROAD SCHEMES ON
POLICIES AND PLANS**

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1. INTRODUCTION

1.1 The development plan system provides the basis on which decisions about the development and use of land are made. Development plans are prepared by local planning authorities within the framework of national policies and regional and any strategic planning guidance.

1.2 The purpose of this part of the Advice Note is to provide guidance on how to assess a proposed road scheme in terms of the wider context of national, regional, strategic and detailed planning **policies**. There are important interactions between transport and land use policy. It is therefore important to assess the impact of a proposed road scheme on land-use policies and proposals at all levels of the planning process.

1.3 It is not intended that work on identifying development constraints, described elsewhere in this Section, should be summarised or duplicated in considering the impact of a proposed scheme on policies and plans. The purpose is rather to assess how the achievement of policy objectives would be hindered or facilitated if a scheme were to be constructed.

2. SOURCES OF INFORMATION

2.1 The following paragraphs set out the sources of policy guidance at national and regional level and describe how this guidance is reflected at county, metropolitan and local level.

National Guidance

2.2 In England and Wales, the Government issues national guidance to local planning authorities, after consultation on draft proposals. This and other national policies must be taken into account by authorities in preparing development plans, along with any regional and any strategic planning guidance. The aim is to secure a broad measure of consistency of approach between authorities, whilst allowing for local interests to be reflected. Decisions on planning applications must be made on the basis of the development plan (see Chapter 3). Since 1988, the Government has been issuing guidance in the form of Planning Policy Guidance notes (PPGs) and Minerals Planning Guidance notes (MPGs). These are progressively replacing the guidance given in earlier planning circulars and are intended to provide clearer, more accessible and more systematic policy guidance. A list of the current PPGs for use in England and Wales is set out in ANNEX I. In Scotland, government guidance is issued in National Planning Policy Guidelines (NPPGs) and a list of these is set out in ANNEX II. PPGs do not apply in Northern Ireland.

2.3 A further source of information on current environmental policies is the 1990 Environment White Paper 'This Common Inheritance' and the 1991 and 1992 follow-up White Papers.

Regional Guidance

2.4 In England; the Government's regional planning guidance (RPG) suggests a development framework for the region. It generally covers issues of regional importance or which need to be considered over an area wider than a single county. The primary function of RPG is to provide a framework for the preparation of structure plans. Strategic guidance performs a similar role in relation to the metropolitan areas.

2.5 RPG includes guidance on regional transport strategy and priorities for such matters as the environment, housing, economic development and other forms of development and infrastructure. It provides a mechanism for examining the interactions

between transport planning and land use planning at the regional level and for promoting their integration. In this way, the development consequences of transport infrastructure proposals and the transport implications of development patterns can be considered together at the regional level.

2.6 RPG is prepared, in the first instance, by groups of local authorities in the form of advice to the Secretary of State (for the Environment), following consultation. The Secretary of State for the Environment publishes the proposed guidance for comment. Once all the views expressed have been considered, advice is formally issued as a Regional Planning Guidance Note.

2.7 While RPG does not exist in Scotland, guidance is given to planning authorities in the form of a Scottish Development Department Circular 32/1983 and Planning Advice Notes 31 and 37 which provide a framework for the preparation of Structure and Local Plans. The Welsh Office has produced a series of Strategic Planning Guidance in Wales (SPGW) papers, which consolidate and represent the wide range of available strategic guidance material in a consistent and accessible form. Transport infrastructure policies are included in the papers issued by the Welsh Office. The Assembly of Welsh Counties (AWC) is taking the lead in assessing, in collaboration with the Council of Welsh Districts (CWD), the national parks and other interested bodies, the existing strategic planning framework and in providing advice on the main strategic issues likely to affect Wales over the next 10-15 years.

Structure Plans

2.8 The county councils, and in Scotland Regional Councils, are responsible for preparing structure plans which cover key, strategic issues best considered on a countywide basis. Structure plans provide the opportunity to assess patterns of new development, the general location of significant, individual developments and broad development constraints, within the framework of national and regional planning guidance. They should include an indication of the timescale and priorities for proposed major developments, including trunk roads. PPG12 advises that structure plans should include all schemes listed in the most recent Roads White Paper or Roads Report, or subsequently added to it by the Secretary of State for Transport or Wales. It also underlines that the plan should take account of the

changing development opportunities such new roads may bring. The PPG 12 advice is equally applicable to local plans.

Local Plans

2.9 In England and Wales local plans are produced by district councils, and set out detailed policies and specific proposals for the development and use of land. Local plans are required to be in general conformity with structure plans, which must in turn have regard to national policies and regional guidance. In Scotland local plans are produced by district councils. In Borders, Highlands plus Dumfries and Galloway they are prepared by the Regional Council, and in Orkney, Shetland and the Western Isles they are prepared by Islands Councils.

Unitary Development Plans (UDPs)

2.10 UDPs are prepared by the London Borough Councils and metropolitan districts for metropolitan areas. The plans are divided into two parts, the first of which (the UDP Part I) covers strategic issues, and is analogous to a structure plan. The UDP Part II covers detailed issues and is equivalent to the local plan of a shire district.

3. THE PLANNING SYSTEM

3.1 The Planning and Compensation Act 1991 introduced a new section 54A into the Town and Country Planning Act 1990. This requires that planning decisions (eg on planning applications) are made in accordance with the development plan, unless material considerations indicate otherwise. This provision put the plan-led system of development control on a statutory basis. Advice on its application to planning decisions is in PPG 1. A similar provision is being introduced in Scotland.

Development Plans

3.2 The term 'development plan' includes both structure plans and local plans. Section 29(1) of the Town and Country Planning Act 1971 requires that the planning authority in dealing with planning applications 'shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations.' In practice the weight that can be attached to the development plan depends on how up-to-date and how relevant it is; but as PPG1 makes clear, where the plan is up-to-date and relevant to the particular proposal under consideration, it should normally be given considerable weight in the decision, and strong contrary planning grounds need to be demonstrated to justify a proposal which conflicts with it.

3.3 So-called non-statutory or informal plans, which have not been subject to the statutory process of public consultation and formal adoption do not constitute part of the development plan on which section 54A bites. Such plans do not meet the requirements of the 1991 Act.

3.4 Development plans are prepared following a statutory process of public consultation and debate. Such plans, should be consistent with national and regional planning policy, and provide the primary means of reconciling conflicts between the need for development, including the provision of infrastructure, and the need to protect the built and natural environment. Although their provisions are not prescriptive, they are intended to provide a firm basis for rational and consistent decisions on planning applications and appeals. Statutorily approved and adopted plans provide all concerned with development in a locality - residents and amenity bodies, developers and other business interests, and those responsible for providing infrastructure - with a measure of certainty about what types of development will and will not be permitted, under the Town and

Country Planning Regulations.

3.5 Structure plans are already in place for all areas in England and Wales and Scotland. In England and Wales unitary development plans are in preparation for all metropolitan areas and London Borough Councils. The Planning Compensation Act 1991 makes mandatory the preparation of district-wide and National Park-wide local plans, and of county-wide and National Park-wide minerals and waste local plans. The Government wants full coverage of up-to-date plans as soon as possible (and no later than the end of 1996) so that the plan-led system is fully effective. It is also important that plans are kept up-to-date. They will therefore be revised periodically in whole or in part. Plans not complying with the new statutory requirements (eg local plans covering only part of a district) remain in force until superseded by plans meeting the new requirements. In Scotland the policy objective has been to secure comprehensive local plan coverage. The majority of the country is now covered by either adopted or finalised local plans.

3.6 The weight to be attached to emerging development plans which are going through the statutory procedures towards adoption depends upon the stage of preparation - the weight will increase as successive stages are reached - and upon the degree of any conflict with the existing plans. If no objections have been lodged to relevant policies in a deposited plan, then considerable weight may be attached to those policies because of the strong possibility that they will be adopted and replace those in the existing plan (see ANNEX III for a chart of the stages leading up to the adoption of a plan).

4. STAGES IN ASSESSMENT

4.1 The assessment of the impact of a proposed scheme on policies and plans should become increasingly detailed as the scheme develops, and in accordance with the importance of the policies affected. As the assessment becomes more detailed, it should both inform and take account of the development of mitigation measures. Assessment and design are part of an iterative process.

4.2 The following levels of detail will generally be appropriate at the key stages:-

Stage 1

4.3 The objective at this stage is to undertake sufficient assessment to identify in broad terms (at national, regional and county level), those policies whose stated objectives could be affected by broadly defined route corridors, as developed by the Design Organisation and agreed with the Overseeing Department's Project Manager.

4.4 The steps to be taken are:-

- (i) contact the appropriate authorities, in the area likely to be affected by the proposals. Obtain copies of all relevant development plans;
- (ii) where appropriate contact the National Park authority and obtain details of any relevant plans;
- (iii) check with DOE whether any regional planning guidance exists for the area in question, and note any relevant national policies set out in PPGs or in Scotland, in NPPGs;
- (iv) draw up a schedule of the policies contained in relevant guidance notes as well as the policies in the UDP or structure plans;
- (v) assess, as far as possible, and in broad terms, the possible impact of the proposed scheme on the achievement of the objectives of policies listed.

4.5 When obtaining information from the planning authorities it is important to check the status of plans (for instance whether it is a draft plan, or whether it is the subject of a review). In line with

published guidance in England in PPG 12, in the main, only plans and policies contained in either statutory or emerging development plans should be considered, with greater weight being given to up-to-date policies in adopted plans. Little weight should be given to non-statutory plans and policies.

4.6 The result of the assessment at this Stage, to be described in the Stage 1 Report, should consist of a schedule of the national, regional and relevant county policies, with an assessment in broad terms of the likely impact of the proposed scheme on the achievement of the objectives of those policies.

Stage 2

4.7 The objective at this stage is to undertake sufficient assessment to identify those national, regional, county and local policies which should be taken into account by the Design Organisation in developing and refining route options, in agreement with the Overseeing Department's Project Manager.

4.8 The steps to be taken are:-

- (i) check with the planning authorities, and the National Park authorities where appropriate, that the information obtained at Stage 1 is still accurate;
- (ii) contact the district councils (and metropolitan boroughs and Regional Councils where necessary) likely to be affected by the proposals and obtain copies of the local plans for the area, including UDP Part IIs and those for minerals and waste disposal;
- (iii) update the schedule of policies produced for Stage 1, as necessary;
- (iv) assess the likely impact of the route options on the achievement of the objectives of the policies listed;
- (v) seek, through the Overseeing Department's Project Manager, the in-confidence views of local planning authority officers on the implications for planning policy objectives of route options. These views will in no way bind members of the planning authorities, although they should help the Overseeing Department to anticipate

the conclusions they may reach when formally consulted.

(c) a note of the views of the relevant planning authorities, on the impact of the preferred route on planning policy objectives.

4.9 The result of the assessment at this Stage, to be included in the Stage 2 Report, should consist of a schedule of the relevant national, regional, county and local policies, with an assessment of the likely impact of each route option against each policy. This assessment should not refer to the 'in-confidence' views of planning authority officers which should be included in a separate statement.

Stage 3

4.10 The objective at this stage is to undertake sufficient assessment to determine the significance of the impacts arising from construction of a preferred route on the achievement of national, regional, county and local policy objectives.

4.11 The steps to be taken are:-

- (i) check that the information obtained at Stage 2 is still accurate;
- (ii) update the schedule of policies produced for Stage 2, as necessary;
- (iii) carry out an assessment of the likely impact of the preferred route on the policy objectives listed in the schedule;
- (iv) obtain through the Overseeing Department's Project Manager the views of the planning authorities on the impact of the preferred route on planning policy objectives.

4.12 The Design Organisation should set out the results of the assessment at this Stage as a brief commentary on each policy listed in the schedule. The commentary should make clear the degree to which policy objectives would be facilitated or hindered by the preferred route and consequently the significance of the impacts.

4.13 The result of the assessment at this Stage should be described in the Environmental Statement and should consist of:-

- (a) a schedule of the relevant national, regional, county and local policies;
- (b) a commentary setting out the significance of the impact of the preferred route on each policy objective;

5. FURTHER READING

- 5.1 Scottish Development Department. Circular 32/1983 (Scottish Office, 1983)
- 5.2 Planning Advice Note 30. Local Planning. (The Scottish Office, 1984)
- 5.3 Planning Advice Note 34. Local Plan Presentation. (The Scottish Office, 1989)
- 5.4 Planning Advice Note 37. Structure Planning. (The Scottish Office, 1992)
- 5.5 The Planning Compensation Act 1991 (HMSO, 1991)
- 5.6 This Common Inheritance - Britain's Environmental Strategy (HMSO, 1990, Cm 1200)
- 5.7 This Common Inheritance - The First Year Report. (HMSO, 1991)
- 5.8 This Common Inheritance - The Second Year Report. (HMSO, 1992)
- 5.9 Planning Policy Guidance Note 1 - General Policy Principles (DOE/WO, March 1992)
- 5.10 Planning Policy Guidance Note 12 - Development Plans and Regional Planning Guidance (DOE/WO,)
- 5.11 Roads for Prosperity (London, HMSO 1989, Cm 693)
- 5.12 Trunk Roads, England into the 1990s (London, HMSO 1990)
- 5.13 Policy for Roads in England 1987 (London, HMSO 1987, Cm 125 - I and II)
- 5.14 Sustainable Development, The UK Strategy (London, HMSO, 1994, Cm 2426)
- 5.15 Biodiversity, The UK Action Plan (London, HMSO 1994 Cm 2428)

LIST OF PLANNING POLICY GUIDANCE NOTES FOR USE IN ENGLAND AND WALES

PPG1	General Policy Principles
PPG2	Green Belts
PPG3	Housing
PPG4	Industrial and Commercial Development
PPG5	Simplified Planning Zones
PPG6	Town Centres and Retail Developments
PPG7	The Countryside and the Rural Economy
PPG8	Telecommunications
PPG9	[Now RPG9]
PPG10	Strategic Guidance for the West Midlands
PPG11	Strategic Guidance for Merseyside
PPG12	Development Plans and Regional Planning Guidance
PPG13	Transport (for use in England)
PPG13	Highways Considerations in Development Control (for use in Wales)
PPG14	Development on Unstable Land
PPG15	[Superseded by PPG 12]
PPG16	Archaeology and Planning
PPG17	Sport and Recreation
PPG18	Enforcing Planning Control
PPG19	Outdoor Advertisement Control
PPG20	Coastal Planning
PPG21	Tourism
PPG22	Renewable Energy

* THIS LIST WILL BE SUBJECT TO CHANGE

LIST OF PLANNING ADVICE NOTES AND NATIONAL PLANNING POLICY GUIDELINES FOR USE IN SCOTLAND

PLANNING ADVICE NOTES

PANs published by the Scottish Development Departemtn from 1974:

- PANs 1-13 were issued to help preparation of regional reports in 1975.
- PANs 14-16, 18-21 and 27-28 on development plans were superseded by PANs 30 and 37
- PAN 22 on social surveys is out of print
- PAN 23 was a 1978 edition of the Scottish Economic Monograph
- PAN 17 HIGH PRESSURE METHANE GAS PIPELINES (with BCG: 1977)
- PAN 24 DESIGN GUIDANCE (1980)
- PAN 25 COMMERCIAL PIPELINES (1980)
- PAN 26 DISPOSAL OF LAND & the use of the DEVELOPER'S BRIEF (1981)
- PAN 29 PLANNING AND SMALL BUSINESSES (1982) (& addendum, 1985)

More recent PANs:

- PAN 30 LOCAL PLANNING (1984)
 - purpose, coverage, process, publicity and consultation, presentation
 - appendices on roads & pipelines in local plans, the proposals map
- PAN 31 SIMPLIFIED PLANNING ZONES (1987)
 - form and content of SPZs and the selection of suitable areas
- PAN 32 DEVELOPMENT OPPORTUNITIES & LOCAL PLANS (1988)
 - highlighting local plan opportunities; the role of brochures
- PAN 33 DEVELOPMENT OF CONTAMINATED LAND (1988)
 - identifying, assessing and developing contaminated land in Scotland, a planning approach, powers, responsibilities, financial assistance
- PAN 34 LOCAL PLAN PRESENTATION (1989)
 - positive, user-friendly written statements and proposals maps
- PAN 35 TOWN CENTRE IMPROVEMENT (1989)
 - how planning authorities can make town centres more attractive, enhancing their potential for commercial and business development
- PAN 36 SITING AND DESIGN OF NEW HOUSING IN THE COUNTRYSIDE (1991)
 - developing in harmony with the landscape, factors for development plans and in deciding applications, ways to get the message over
- PAN 37 STRUCTURE PLANNING (1992)
 - achievements and weaknesses, scope for improvement, stages and procedures, plan presentation, implementation, monitoring and review
- PAN 38 STRUCTURE PLANS: HOUSING LAND REQUIREMENTS (1993)
 - participants, plan periods, supply, market areas, demographic needs, plan requirement and the policy response, annual land supply audits, glossary

- PAN 39 FARM AND FORESTRY BUILDINGS (1993)
- agricultural trends, problems with buildings, new control and notification criteria, authorities' roles, siting and design advice, sources of help
- PAN 40 DEVELOPMENT CONTROL (1993)
- Building in Quality, local charters, indicators and targets, expectations, customer care, informed decisions, avoiding delay, monitoring, key responsibilities, key steps in the procedures, value for money
- PAN 41 DEVELOPMENT PLAN DEPARTURES (1994)
- need for review, what makes a departure, publicity, third party objections, districts and regions, informing objectors, when to alter the plan, general authorities, examples of forms, best practice summary, the 1994 direction
- PAN 42 ARCHAEOLOGY - the planning process and scheduled monument procedures (1994)
- sites and monuments records, development plans, applications, Article 4 directions, SPZs, finding remains when developing, legislative arrangements, 1981 Order
- PAN 43 GOLF COURSES AND ASSOCIATED DEVELOPMENTS (1994)
- provision, use and capacity, demand, policy framework, golf-related planning issues, golf course design, development planning and control, consultations
- PAN 44 FITTING NEW HOUSING DEVELOPMENT INTO THE LANDSCAPE (1994)
- policy framework, need for advice, action in plans and developmental control
- PAN 44 incorporates a detailed consultants manual with worked example.

In addition, a draft PAN has been issued for consultation on: WIND ENERGY DEVELOPMENTS (1993)

NATIONAL PLANNING POLICY GUIDELINES

Policy guidance for planning in Scotland

SOEND on behalf of the secretary of State for Scotland is responsible for promoting the proper operation of the land use planning system in Scotland; or assisting planning authorities by contact and by the issue of guidance; and for safeguarding those issues which the Secretary of State has identified as being of national importance.

The following publications convey guidance, advice and information to planning authorities and others. Copies can be provided to meet genuine needs; in some cases a charge is made, details will be given at the time of ordering if applicable. NPPG, PAN and Bulletin requests should be made to Pauline May, 5/87 New St Andrews House, Edinburgh EH1 3SZ (031-244 4219).

- NPPG1 THE PLANNING SYSTEM (1994)
- objectives, sustainable development, setting a framework, regeneration, environment quality, involving people, making the system work, legislative framework, policy framework and international obligations, structure plans, local plans. supplementary guidance, development control and regard to the plan, other material considerations, making a decision, conditions, planning agreements, new towns, other legislation, refusals, third party interests, call in, development by authorities, development control performance, appeals, enforcement, development plan departures, design
- NPPG2 BUSINESS AND INDUSTRY (1993)
- industry, business and planning, regional policy and European assistance, enterprise agencies, key changes, planning system, land quality and choice, new town provision, vacant/derelict sites, protecting environment, sustainable development, environmental assessment, nature conservation, siting/design, improving industrial areas, location and access, storage/distribution, workshops and homeworking, simplified planning zones,

hazardous substances, structure and local plans, positive development control, locational guidelines for sites (large single user high amenity, medium sized industrial, large industrial and business, large petrochemical), applications raising a national issue, marketable land definition, development brief for general application.

NPPG3 LAND FOR HOUSING (1993)

- policy context, background information, planning objectives for housing, land supply, development in settlements, infill, extensions to settlements, new settlements, housing in the countryside, affordable housing, housing for special needs, design and environmental quality, energy conservation, action in structure and local plans, references, glossary.

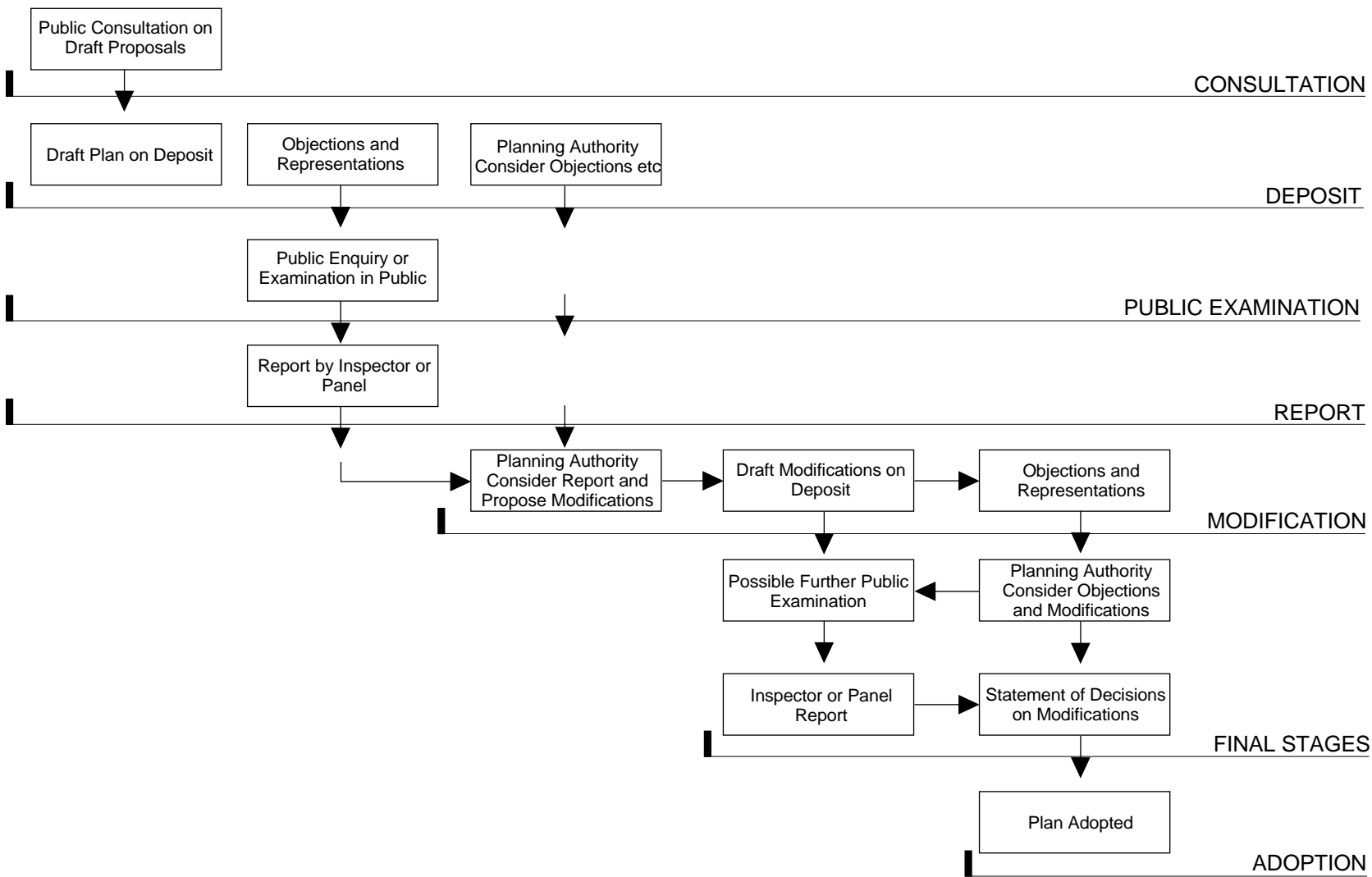
NPPG4 LAND FOR MINERAL WORKING (1994)

- policy context, guideline principles, locational issues (safeguarding deposits, extraction constraints, natural and built heritage, green belts, agriculture, tourism and recreation, proximity to settlements), operational issues (site conditions, visual impact, noise, dust, water, transport, restoration and afteruse), special guidelines for aggregates, mineral wastes, marine dredging, coastal superquarries, limestone, coal, oil and gas, peat, specialised minerals.
- action required in structure and local plans, development control, sites review, environmental monitoring
- annexes on environmental statements, notification to the Secretary of State

NPPG5 ARCHAEOLOGY AND PLANNING (1994)

- policy context, background information, guidelines for sites of national importance, sites of local importance and other sites, sites and monuments records, development plans and development control.

STAGES IN THE ADOPTION OF A DEVELOPMENT PLAN



LIST OF MINERAL PLANNING GUIDANCE NOTES FOR USE IN ENGLAND AND WALES

- MPG1 General Considerations and the
Development Plan System
- MPG2 Applications, Permissions and Conditions
- MPG3 Opencast Coal Mining

(currently under revision)
- MPG4 The Review of Mineral Working Sites
- MPG5 Minerals Planning and the General
Development Order
- MPG6 Guidelines for Aggregates provision in
England and Wales

(currently under revision)
- MPG7 The Reclamation of Mineral Workings
- MPG8 Planning and Compensation Act 1991:
Interim Development Order Permissions
(IDOS) - Statutory Provisions and
Procedures
- MPG9 Planning and Compensation Act 1991:
Interim development Order Permissions
(IDOS) - Conditions
- MPG10 Provision of Raw Material for the Cement
Industry
- MPG11 The Control of Noise at Surface Mineral
Workings

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