Reducing the need to travel

CAMPAIGNER’S GUIDE TO:

www.bettertransport.org.uk/campaigns

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Introduction

References to reducing the need to travel are not hard to find in policy documents of this Government or previous administrations. The principle is fundamental to integrated transport and land use planning. This has growing importance as we seek to reduce carbon emissions from transport, switch from the car to other transport modes, encourage more active travel to improve health and well being, and improve the quality, and the prosperity, of our towns and cities.

But nowhere is there a single, accessible statement of all the means that could be used to reduce the need to travel. Nor has any strenuous attempt been made to ensure that local authorities are actually pursuing a comprehensive programme to reduce the need to travel in their own areas. Indeed the opposite seems to be happening: in many areas the need to travel continues to grow as local facilities disappear, congestion increases and large traffic-generating developments continue to obtain planning permission, often without effective travel plans to cut car use.

Who is this guide for and what is it about?

This guide is intended to help local campaigners or groups to influence two areas of local authority policy:

- local planning policy and decisions
- local transport policy and programmes

The guide starts by considering what is meant by reducing the need to travel and continues by setting out the background to the planning system, outlining the respective roles of national planning policy, local planning policy and local transport policy. The focus is on planning and transport policy in England. It sets out a comprehensive list of policies to reduce the need to travel and suggests how campaigners can ensure that such policies are adopted in the development and transport plans of their own local authorities. It indicates how planning, nationally and locally, is likely to be altered by the Localism Bill and other changes initiated by the Government.

Finally, it sets out what campaigners can do to oppose development that undermines local services and amenities and increases, rather than reduces the need to travel.
What we mean by ‘reducing the need to travel’

The principle of reducing the need to travel is often misunderstood. Though some travel is undertaken for its own sake, much travel is necessary simply because the things people need to reach – work, shops, schools, health or leisure facilities – are so far away.

If services and amenities were located closer to people’s homes, people could walk or cycle or travel there more easily by public transport. Reducing the need to travel means reducing the number or length of journeys or both. It does not mean reducing the freedom to travel.

In statements of policy, the words ‘reducing the need to travel’ are often qualified e.g. ‘by car’ or ‘especially by car’. At present this often means locating development near public transport, not in order to reduce the need to travel, but to enable more journeys to be made by public transport. This implies that it does not matter how much travel occurs, as long as less of it is by car. An essential purpose of reducing the need to travel or reducing journey length should be to allow more journeys to be made on foot or by bicycle.

Reducing the need to travel is implicit in a theory of urban and transport planning variously called ‘smart growth’, ‘transit oriented development’ or ‘new urbanism’ in America and more often referred to as ‘compact city’ or ‘urban intensification’ in Europe. The aim is compact, mixed-use development creating walkable and cycling-friendly neighbourhoods. A summary of the principles of smart growth is available on the Smart Growth UK website.

The Coalition Government is replacing all planning policy with a single and much shorter National Planning Policy Framework (NPPF).

In a draft of the consultation version of the NPPF references to reducing the need to travel have all but been eliminated and the Government appears to have turned its back on ‘smart growth’. It will therefore be up to local communities to make sure that policies to reduce the need to travel are put into local plans.

Why reducing the need to travel helps us and the environment

The benefits of reducing the need to travel have a close bearing on everyday lives and include:

- Journeys short enough to be made on foot and by bicycle
- Local services which can be reached on foot, by bike, by local public transport and by those without cars
- A wider range of local services and amenities, because the population is sufficient to support them
- More vibrant town and neighbourhood centres
- Freedom from large, traffic-generating developments which undermine local services
- Increased rates of walking, cycling and public transport use and decreased car use, in line with transport, health and urban improvement objectives

You do not have to look far for a place where transport and land use have been closely integrated,

(1) www.smartgrowthuk.org

www.bettertransport.org.uk/campaigns

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the density of development and public transport provision is high and a rich variety of jobs, services and amenities are available within walking and cycling distance of where people live. This is the case in inner London where 57 per cent of households do not own a car, though many more could afford to do so, and only 26 per cent of journeys by residents are made by car. (The main roads may still be jammed with traffic but much is commercial vehicles or cars from beyond inner London.) The mode split of inner London would be the envy of the most ambitious eco-town.

However, it is not necessary to have a dense network of development and public transport provision, or even to live in an urban area, to enjoy the benefits of reducing the need to travel.

How to campaign for policies to reduce the need to travel

How to organise a campaign

The usual rules and principles of campaigning apply in this as in other fields:

- Organise: form a group, arrange local meetings, gather support, decide campaign objectives and identify targets
- Publicise: secure media coverage e.g research, publicity stunts, direct action, making media contacts
- Make contacts in the planning and transport departments of your local authority
- Obtain support from elected representatives and other organisations
- Lobby elected representatives and other decision-makers

Who makes the decisions?

Local authorities are required to produce a Local Plan containing local development strategies, policies and proposals, which must comply with national planning policy. The Plan is drafted by officers, influenced by councillors and by public engagement and consultation. It is subsequently adopted by the council following an Examination in Public before an Inspector. Currently the Inspector determines the final content of the Plan in the light of the examination but if the Localism Bill becomes law the authority will determine the final content following the examination.

Planning decisions on applications should be consistent with policies in the Plan. Some types of development do not require planning permission; for those that do, reports with recommendations are produced by planning officers and the decision is made by a committee of councillors or by officers to whom development control powers have been delegated. Many other agencies make decisions, sometimes big decisions, which influence whether people need to travel. For example, local education, health and social service departments; banks and the post office; local shopkeepers; and major food retailers. However, unless decisions require planning permission, there is normally no requirement to take their transport implications into account or to consult with local people, though the decisions may be susceptible to influence.

Making the case for reducing the need to travel

That means that local campaigners will be really important if reducing the need to travel is to be taken seriously in the future. The rest of the guide will help you to do this but you can also take a look at previous...
national policy to help. Under the old planning guidance system, transport issues were dealt with in Planning Policy Guidance 13: Transport\(^2\). It has some very useful policies under the heading ‘Policies to reduce the need to travel’ and we’ve used these in this guide.

**Background to transport and the planning system**

Campaigners should note that the Coalition Government is making substantial changes to the planning system. This guidance will be revised as these changes are known and therefore the advice below will be subject to change.

**Background on spatial planning**

Until the new National Planning Policy Framework (NPPF) comes in, national planning policies are contained in Planning Policy Guidance Notes (PPGs) and their successor, Planning Policy Statements (PPSs). These set out the policies local planning authorities are required to follow in:

- preparing their local development plans or frameworks
- making planning decisions

PPGs and PPSs can be read on the website of the Department for Communities and Local Government (known as CLG). The most relevant PPGs and PPSs are examined in more detail below in the section on ‘Using national planning policy’.

The Coalition Government will dispense with PPGs and PPSs and consolidate planning policy into a single, much shorter National Planning Policy Framework (NPPF). A consultation draft of the NPPF was published in July 2011 and can be found on the CLG website.

Campaign to Protect Rural England (CPRE) provides a useful guide\(^3\) to the planning system from which some of this information is drawn.

**Background on development management**

Local planning decisions (usually whether to grant or refuse applications for planning permission) should be taken in accordance with policies contained in the Local Development Plan or Local Development Framework. This, in turn, should be consistent with national planning policies. Policies to reduce the need to travel will have most weight if they have been included in the Local Development Plan or Framework.

Local Development Frameworks potentially apply to all development, existing and new, but the main concern of planning policies and development management is with new development.

**Background to transport planning**

Policies to reduce the need to travel might also appear in the Local Transport Plan (LTP). LTPs, which are required only in England (but not in London), were introduced by the Transport Act 2000 and are now in their third round. The first was mainly a bid for funding from the Department for Transport.


(3) [www.planninghelp.org.uk/home](http://www.planninghelp.org.uk/home)
What to push for
Putting policies into local plans
Campaigners working to reduce the need to travel should focus on the policies of their local authorities. They should first find out what policies are already in place. The most likely places to find these are:
• The Development Plan, known as the Local Development Framework (LDF), or, if that has not yet been adopted, its predecessor the Structure, Local or Unitary Development Plan
• The Local Transport Plan and, within that, the Accessibility Plan
• In future they might also be in Neighbourhood Plans which local areas will be able to create under powers in the Localism Bill
• All of these should be available on the local authority website

Policies to reduce the need to travel
This section sets out the policies you could campaign for your local authority to adopt. Note that the policies are about reducing the need to travel and not about encouraging a shift from the car to other modes, which is a worthwhile but different matter. The first five items are taken from PPG 13.

Planning new development
• Locate developments which many people need to reach in city, town and district centres near major public transport interchanges
• Locate day-to-day facilities, which need to be near their clients, in local centres so that they are accessible by walking and cycling
• Accommodate housing within existing urban areas, planning for increased density of housing, employment, services and amenities at locations highly accessible by public transport, walking and cycling
• Ensure that development comprising jobs, shopping, leisure and services offers a realistic choice of access by public transport, walking and cycling, recognising that this may be less achievable in some rural areas
• Withold permission for developments which depend on on large catchment areas (such as superstores with large car parks) which undermine local facilities and encourage longer trips, unless there is a compelling case for a large catchment area, for example, for a specialised hospital
• Work for mixed use, rather than single use, development in order to ensure a proximity of housing, services and amenities
• Strengthen the requirement in planning guidance that developers should demonstrate a need for new retail development as part of the planning process
• Locate employment near residential areas as well as public transport hubs

Guidance on Local Transport Plans, published by the DfT in July 2009, can be found on the DfT website. More information on the contents of this guidance is given below under the heading ‘Influencing Travel Plans’.
**Improve existing development**

- Conduct audits to identify shortfalls in local amenities and produce plans to make good deficiencies
- Make changes in the rent and valuation processes to end discrimination against small independent shops
- Ensure that Local Development Frameworks have policies to:
  - support local shops and neighbourhood centres
  - identify key local services
  - restrict change of use to protect shops within walking distance of residential areas (e.g. 400 metres)
  - protect small retail units from adverse impact of new retail development
  - ensure that local shops are accessible by sustainable modes of transport

**All development**

- Promote sustainable travel through smart measures such as travel plans, personalised travel marketing and travel information
- Develop policies to promote the viability of town centres and local shopping parades
- Resist the closure of local health, education, retail, leisure and other services and amenities accessible on foot (i.e. those with a local customer base and a small catchment area)

(4) See Greater London Authority’s Cornered Shops report

**Work and business practices**

- Adopt policies to encourage the employment of local workforces
- Establish hot-desk work hubs near public transport interchanges to reduce travel to more distant workplaces
- Promote increases in home working, telephone/video/web conferencing and improvements in digital infrastructure
- Assess the transport implications of internet shopping

**Other policies for local councils**

You could also campaign for local authorities to support policy changes such as those recommended in the Greater London Assembly report *Cornered Shops*. The report concluded that “the planning system does not give local elected representatives the tools they need to be able to support the viability of neighbourhood shops” and the following are some of the changes it recommended:

- End the favourable business rates treatment enjoyed by larger shops and superstores and such as local post offices, doctors’ surgeries, food shops)
- Ensure that residential development has good and direct access to local services and amenities including open space
- Assess and apply a range of measures to reduce longer distance commuting
- Require service providers such as the NHS, the Post Office or education authorities to produce transport assessments and take the transport implications of their decisions into account
- Consider measures (such as a levy on retail parking or a so-called ‘Tesco tax’) which local authorities might use to reduce dependence on large, traffic generating, often out-of-town activities such as superstores or retail parks with large catchment areas
Case Study: London Borough of Islington’s Local Development Framework

Islington’s Local Development Framework is still being prepared so its Unitary Development Plan, adopted in 2002, remains in force. The transport section has a strong policy in favour of reducing the need to travel.

T4: the Council supports measures which will reduce the need to travel, and will use its planning powers in support of this aim. 6.1.11 The Council’s policies for transport are about improving access to jobs, homes and facilities – rather than increasing travel. Reducing the need to travel is therefore a key component of the Sustainable Transport Strategy . . . Policies throughout the plan assist in this – including maintaining local shops and services, concentrating other larger facilities in town centres, and encouraging mixed use development.

The UDP refers to the Council’s powers to designate and protect local shops including: refusing planning permission for change from retail to other uses; taking local shops into council ownership; providing new shops in areas of deficiency; encouraging retention of post offices and chemists; and implementing environmental and traffic schemes to enhance protected shopping areas.

allow the use of rate relief for small retailers
• Reinstate the requirement, previously in PPS 4, that developers should demonstrate a need for new retail development as part of the planning process
• Apply competition policy at the local level to prevent market abuse by large retailers and protect local shops
• Amend the A1 Class in the Use Classes Order to require planning permission for change from retail shops to more service based uses
• Produce supplementary planning advice to support local authority planning committees in resisting development that would threaten the diversity and viability of small, local shopping centres
• Give local communities the final decision on whether to allow large retail development

When to influence Local Plans
The preparation of the Local Plan is a crucial time to influence local policies and argue for the inclusion or improvement of policies to reduce the need to travel. Local authorities are required to consult people as they prepare the Framework and the earlier people can be involved the better. Local authorities used to consult by preparing a draft document and inviting people to respond to it. Now they are required to involve people at an earlier stage and, if possible, to proceed by consensus.

The preparation of the Local Plan
The required documents in the Local Plan undergo a preparation process with several stages:
• Gathering evidence, preparing reports, deciding what issues the Local Plan needs to cover and beginning a sustainability appraisal
• Deciding the issues and identifying through consultations the options for dealing with them
• Developing the preferred options, issuing a sustainability appraisal report and consulting for six weeks
• Revising the draft document and the
Case Study: London Borough of Havering

This is one of the Core Policies from the Core Strategy Document of the London Borough of Havering’s LDF.

CP9 - REDUCING THE NEED TO TRAVEL
The need to travel will be reduced by:
• Co-locating major trip generating retail, services, cultural, office, and community uses in places with good public transport accessibility
• Ensuring that new development reinforces the town centre hierarchy
• Relating residential densities to current and future public transport access levels and the character of existing development
• Ensuring that there is a range of local employment opportunities, that local people are suitably skilled to compete for these, and maximising the employment of local people in new development

Case Study: Bristol

From the 11 Objectives of Bristol’s LDF 2. Mixed, balanced and sustainable communities . . . where there is easy access including by walking and cycling to local community and health services, shops, culture and leisure facilities, employment, education and skills training in a high quality environment.

8. Improved accessibility and connectivity – improved accessibility and connectivity to and between centres and within the city, to key services and places of work and recreation, with improved quality of life, for residents, businesses and visitors alike. Residents and workers will have a reduced need to travel.

From Policy BCS10:
Development proposals should be located where sustainable travel patterns can be achieved, with more intensive, higher density mixed use development at accessible centres and along or close to main public transport routes. Proposals should minimise the need to travel, especially by private car, and maximize opportunities for the use of walking, cycling and public transport.

From the Bristol Development Framework Core Strategy Publication Version (www.bristol.gov.uk/ccm/cms-service/stream/asset/?asset_id=33248094)
Influencing neighbourhood plans

The Localism Bill, first published in December 2010 but not expected to become law before the end of 2011, is intended to take power from officials and give it to local communities. The Bill would abolish regional spatial strategies, the layer of the planning system between national planning policy and local policy considered above, and proposes a number of new instruments and powers which could perhaps be used to reduce the need to travel including:

- A community right to buy the leasehold or freehold of ‘public or private assets of community value’ (which presumably could include local facilities, such as shops, threatened with closure)
- The power to hold a local referendum which, although not binding, will have to be taken into account by the local authority
- A Neighbourhood Development Order granting planning permission without the need for a planning application. Presumably the neighbourhood, if it can grant permission, could also withhold it but this has not been established
- The Neighbourhood Development Plan, initiated by a parish council or a neighbourhood forum, will set out policies in relation to the development and use of land. It will have to be approved by a local referendum. In future, neighbourhood plans may ‘bolt together’ to form the development plan for the whole local authority area

It was said that a neighbourhood forum would require a minimum of only three people but this is now being revised upwards. The forum would have to be approved by the local authority. In any case a forum might be an opportunity or a threat: perhaps a group campaigning for local services and amenities could constitute a forum but so also could one wanting to build a car-dependent development with a large catchment area.

Influencing local transport plans

Policies to reduce the need to travel will have most weight if they are included in a local authority’s Local Development Framework. They should also be included in its Local Transport Plan (LTP) which has the advantage of applying to existing not just to new development. LTPs are only required for local authorities outside London.

Reducing the need to travel is mentioned several times in the Guidance on Local Transport Plans as one of the means of achieving the (previous) Government’s key transport goals:

“It is critical that transport and spatial planning are closely integrated. Both need to be considered from the outset in decisions on the location of key destinations such as housing, hospitals, schools, leisure facilities and businesses, to help reduce the need to travel and to bring environmental, health and other benefits. It will be essential for LTPs to reflect and support Local Development Frameworks – LTPs should be a key consideration in the planning process.”

Local authorities can join together to produce joint LTPs. LTPs previously needed to be renewed every few years but now last as long as the local authority sees fit. Local authorities have a duty to consult public transport operators, public transport user groups, the public and others in producing their LTPs, so campaigners have a clear opportunity to lobby for the inclusion of policies to reduce the need to travel if these are not already part of the plan. Unfortunately the opportunity to influence LTPs has passed for the time being as local authorities are
supposed to have prepared new plans by April 2011 but they will need to be renewed again in future.

Failing to Reduce the Need to Travel: Draft Joint Local Transport Plan

The Draft Joint Local Transport Plan for the West of England Partnership (Bristol, North Somerset, Bath and North East Somerset, South Gloucestershire; available at www.travelplus.org.uk) appears to give only limited consideration to policies to reduce the need to travel.

For example Chapter 5 ‘Reducing Carbon Emissions’ mentions that “Increases in home working, tele/video/webconferencing and improvements in Digital Infrastructure (see Chapter 7), such as high speed broadband, would reduce the need to travel.” But Chapter 7 ‘Accessibility’ concentrates mainly on access to health care and employment and to a more limited extent on rural access issues. Other matters essential to reducing the need to travel, such as access to cultural and leisure facilities and to healthy food and supporting local shops are listed merely as Future Plan Ideas.

Accessibility planning

The process of Accessibility Planning was introduced by the last Government in response to the main recommendation of the 2003 report on transport and social exclusion by the Social Exclusion Unit. This focused on accessibility to jobs and services and concluded that “solving accessibility problems may be about transport but also about locating and delivering key activities in ways that help people reach them”.

DfT Guidance on Local Transport Plans of July 2009 is clear that accessibility planning will “be a key element of local transport planning and delivery” for the third round of LTPs for local authorities outside the capital. Accessibility planning should consist of, first, an assessment of the accessibility of jobs and a range of services to the main areas where people live and, second, a strategy for making good any deficiencies.

Campaigners may wish to ensure that their local authorities have carried out accessibility planning and that the outcome is adequately reflected in the LTP and supporting documents. More information on accessibility planning is available on the Department for Transport website. A number of issues, in London anyway, have always complicated the question of accessibility. It might be helpful to clarify some of these:

The term accessibility is used in at least two distinct ways, to mean either access for people with disabilities, particularly to the transport system, or access for all to employment, goods and services. It is the latter sense that concerns us here.

Transport for London (TfL) has focused not on bringing services and amenities to people but on bringing people to services and amenities by providing the means for people to travel. In line with this pre-occupation, TfL did not have a standard for access to work, services and amenities (a potential part of accessibility planning if London did have to do this). Instead it had an index for access to public transport – the Public Transport Accessibility Level or PTAL.

(6) Making the connections: final report on transport and social exclusion, Social Exclusion Unit, 2003

(7) www.dft.gov.uk/pgr/regional/ltp/accessibility/guidance/gap/accessibilityplanningguidanc3634
However, in a more promising recent development, TfL has now started to develop another index that could be used in conjunction with PTALs – the Access to Opportunities and Services or ATOS, a potentially useful measure of the need to travel.

Reducing the need to travel may appear to many of us to be a win/win proposition but some politicians still see increased travel as synonymous with rising living standards and have perceived reducing the need to travel as a threat to the freedom to travel on the one hand or to mobility on the other. Of course it is neither of these things. As many have observed over the years, we should be aiming not for mobility but for access to services and amenities. That is really the subject of this campaign guide.

Guidance on Developing the Second Local Implementation Plans, published by TfL in May 2010, encouraged the boroughs to submit LIP proposals that would reduce the need to travel, consider the need to integrate transport and spatial planning in deciding the location of housing, hospitals, schools and businesses and align their LIPs with their LDFs. The Guidance states that boroughs may wish to consult with transport user groups, among others, in producing their LIPs. Voluntary sector transport groups are specifically mentioned. This is a good opportunity for local groups to make their views known to the local authority.

Responding to threats to local services
From proposed new retail or other developments
Information to help people respond to planning applications is available from several organisations and from websites; for example:

- www.planninghelp.org.uk/action/action-stop-or-improve-a-bad-development
- www.rtpi.org.uk/download/7323/Sheet_9_Development_Control_-_commenting_on_planning_applications.pdf

You will need to decide whether and, if so how, to oppose a development. Briefly the process is as follows:

- Look at the planning application in the local planning authority’s office or on its website
- Examine the transport assessment (TA) accompanying the application. TAs are required for developments with significant transport implications (i.e. generating more than 30 two-way vehicle movements an hour or having 100 or more parking spaces). This should predict the likely traffic impact and catchment area of a development. The DfT’s Guidance on Transport Assessment (2007), which many local authorities are ignoring, makes clear that the first
requirement of major development is that it should reduce the need to travel, especially by car\(^8\). Look at the environmental assessment, also required for developments above a certain scale, which should include an economic section examining the predicted impact of the development on town and local centres

- Come to a view on whether smaller planning applications are likely to increase or reduce the need to travel
- Consider whether the development plan has policies which can be cited in support of your argument and whether you might also refer to national planning guidance

“Local services and amenities will continue to be threatened as government cuts bite, health and education services are centralised and local shops disappear in the face of unequal competition from supermarket chains.”

- Obtain support for your position from other local people, local councillors and council officers. Organise public meetings and seek publicity in the local media
- Write to the planning authority quoting the planning application number, giving your reasons for opposing the development and citing development plan and national planning policies
- Speak at council meetings where the planning decision is to be taken

Closure of local shops and services
Local services and amenities will continue to be threatened as government cuts bite, health and education services are centralised and local shops disappear in the face of unequal competition from supermarket chains and large retail developments. Many people have set up or joined groups to save local post offices, libraries and accident and emergency departments of hospitals. National campaigns, such as the Neighbourhood Heroes campaign from Living Streets, have been launched to protect local amenities.\(^9\)

Campaign for Better Transport’s Campaign Guides, which are focused on particular topics, also include the general principles of campaigning. One example is our guide to improve your local bus network. Our guides can be found at: [www.bettertransport.org.uk/local_campaigning](http://www.bettertransport.org.uk/local_campaigning)

There are also other sources of advice about setting up and running a campaign. A good general campaign guide is available from the RNIB\(^10\) or Friends of the Earth\(^11\) have a useful guide to planning a campaign.

Campaigning guides are likely to consider:
- Testing local feeling and joining with others
- Finding out how the system works and who the decision makers are
- Producing a campaign plan, which might include:
  - deciding the objective of the campaign
  - identifying the reasons why the council should support it and the policies it should adopt
  - deciding on the methods to be used such as petitions, stunts and demonstrations, letter-writing campaigns to decision makers and others, poster campaigns, organising public meetings with speakers, setting up a

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\(^8\) [www.dft.gov.uk/pgr/regional/transportassessments/guidanceontransports.pdf](http://www.dft.gov.uk/pgr/regional/transportassessments/guidanceontransports.pdf)

\(^9\) [www.livingstreets.org.uk/heroes](http://www.livingstreets.org.uk/heroes)
and others, poster campaigns, organising public meetings with speakers, setting up a website, using Facebook and Twitter, lobbying elected representatives

- Obtaining support from other individuals, businesses, voluntary organisations, elected representatives
- Writing press releases and obtaining media coverage
- Sending delegations, attending and speaking at council or other meetings

It used to be the case that national planning policy encouraged local planning authorities to try and reduce the need to travel through their local planning policies and plans. However, although there’s likely to still be some phrases on this in the new National Planning Policy Framework, in the future it may be up to local councils whether they want to take this course.