

Annex 1 - Lower Transport Emissions, Planning Policy Note (Sefton)

Introduction

It is proposed that lower emissions (particularly transport) from new development will be encouraged through the planning system and that this will be addressed in the future through the LDF, including the Core strategy and Supplementary Planning Documents. The timing for SPDs are likely to be once Core Strategies are developed and adopted. Core Strategies need to ensure the inclusion of a policy that adequately addresses the need for lowering emissions.

This interim this policy note intended to be adopted by the Council's Planning Committee addresses the need for lowering transport emissions through the planning system, where new development is being proposed. This accords with the Government's publication 'Low Carbon Transport: A greener future July 2009'. Its implementation is supported by the Low Emission Strategies, Good Practice Guidance (Consultation draft). This document was prepared by 'The Beacons Low Emission Strategies Working Group'. This is a Government backed initiative. An implementation toolkit is currently being prepared to support applicants. Developers are advised to refer to this guidance (website address).

Objectives

A Low Emissions Strategy can provide a package of measures to help mitigate the transport impacts of development. Objectives include;

- Reduction in carbon emissions
- Reduction in toxic emissions
- An accelerated uptake of cleaner fuels and technologies in and around development
- Guidance to help developers understand how to evaluate LES and incorporate into future scheme designs

Policy Context

Government policy is encouraging the planning system to effectively manage the environmental impacts of new development. This includes the emission of air pollutants and green house gasses. PPS23 Planning and Pollution Control (2004) outlines the statutory basis for applying a combination of planning conditions and legal obligations to address this impact. This advice is material to decisions on individual planning applications. PPS23 is expected to be taken into adequate account by Regional Planning Bodies through Regional Spatial Strategies and Local Planning Authorities in preparing Local Development Documents.

A material planning consideration under PPS23 can include development, that may lead to impacts on health. It can also include the location of development, where it may give rise to pollution, either directly or indirectly, but also in ensuring that other uses and developments are not as far as possible, affected by major existing or potential sources of pollution. National environmental objectives, through for example Air Quality Management Areas (AQMAs) are material planning considerations.

Low emission measures will be required as planning conditions. Where off-setting is considered or wider community benefits are sought, it may be appropriate for the developer to enter into a planning obligation through a Section 106 agreement.

Other planning advice relevant to lower transport emissions can be found in PPS1: Delivering Sustainable Development, PPS1 Supplement: Planning and Climate Change, PPS6: Planning for Town Centres, PPG13:Transport.

UDP policies CS3 and EP2 Pollution and RSS policy DP9 Promoting Environmental Quality are existing local planning policies supportive of lower emissions. The Part 1 consultation on RS2010, includes transport as one sector for encouraging lower carbon emissions.

Air quality duties in Sefton have highlighted that transport emissions play a significant role in contributing to health based, Air Quality Targets being exceeded. Sefton Council are in the process of designating, Air Quality Management Areas (AQMAs), under Section 82 of the Environment Act 1995. This is due to the likelihood that health based limits for Nitrogen Dioxide (NO₂) and Particulate Matter (PM₁₀) will be exceeded in parts of Sefton. A map of AQMAs are included in Appendix XX.

Policy Implementation

A Local Emissions Strategy (LES) can provide a package of measures to help mitigate the transport impacts of development by encouraging the accelerated uptake of cleaner fuels and technologies, in and around a development. They compliment other design and mitigation options, such as travel planning.

Developers will be expected to submit an LES statement as part of their application, according to development type. A national toolkit is available to help developers assess the impacts of their LES, including the costs, effects and benefits from adopting low emission fuels and technologies.

The strong preference is that an LES statement will provide measures to mitigate the amount of carbon emissions from transport created by the development. If this is not feasible or LES measures are unable to meet in full the requirements set down in this policy note, then a developer contribution will be expected towards community infrastructure and initiatives to support a low carbon economy.

Table 1 sets out the agreed size thresholds for development from which parking standards for Merseyside are based. These are set out and explained in the Sefton 'Ensuring Choice of Travel SPD'.

Table 1 also includes the amount of Carbon reduction for Large and Major types of development, which require a TIA or Transport Statement. The LES statement, will select from a menu of interventions, in respect of meeting carbon reduction. This approach will need to be supported by the LES Toolkit

The carbon reduction targets (to be agreed) are derived from TRICs model and the amount of journeys that the development will generate and the average distance per trip needs to be thought through before an average reduction target can be calculated. [RESEARCH/INVESTIGATION REQUIRED Needs to be thought through with LES Toolkit consultants].

Table 1: Size of Development					
Type of Development (If unsure, contact the Planning Department)	Minor	Medium	Large	Major	Carbon Reduction Emissions
A1 Food Retail	<200m ²	200 - 500m ²	500- 800m ²	>800m ²	X tons per YYm ²
A1 Non-food Retail	<200m ²	200 - 800m ²	800 - 1500m ²	>1,500m ²	X tons per YYm ²
A3 Restaurants & Cafes	Less than 250m ²		250 m ² to	>2,500m ²	X tons per YYm ²
A4 Drinking Establishments				>600m ²	X tons per YYm ²
A5 Hot Food Takeaway				>500m ²	X tons per YYm ²
A2 Financial and Professional Services B1 Business Higher - or further education - Institutions	Less than 200m ²	201m ² – 1000m ²	1001 - 2500m ²	>2501m ²	X tons per YYm ²
B2 Industrial Uses	Less than 500m ²	500 - 1000m ²	1000 - 2500m ²	More than 2500m ²	X tons per YYm ²
B8 Storage and Distribution	Less than 500m ²	500 - 2000m ²	2000 - 5000m ²	More than 5000m ²	X tons per YYm ²
C1 Hotels	Fewer than		30 to 70 bedrooms	More than 70 bedrooms	X tons per YYm ²
C2 Residential Institutions			All other residential institutions	Hospitals	X tons per YYm ²
C3 Dwelling Houses	Fewer than 10 dwellings	10 to 30 dwellings	30 to 50 dwellings	More than 50 dwellings	X tons per YYm ²
m² = the total floorspace of the development in square metres					

An important LES measure to be included in any statement is the introduction of 'Electric vehicle recharging infrastructure'. This is required based on the agreed Merseyside parking standards for development. The requirements are set out in Table 2.

Table 2: Minimum Provision of Parking Bays and charging points for Electric Vehicles in New developments	
Houses: All houses with at least one off-street parking space or garage space	One charging point per house
Flats:	At least one or 10%, (whichever is the greater) parking spaces must be marked out for use by electric vehicles only, together with an adequate charging point for each marked bay.
Petrol Filling Stations New and refurbished	One alternate fuel pump for every four pumps
All Other Development:	At least one or 10% (whichever is the greater) parking spaces must be marked out for use by electric vehicles only, together with an adequate charging point for each marked bay

In most cases the transport carbon reduction target will apply to major and large development as defined in Table 1. However where a Transport Assessment, A Transport Statement or a Travel Plan is required an LES statement should be integrated within this work, explaining actions for carbon reduction.

Table 3 below summarises (based on the Ensuring Choice of Travel SPD) the criteria for when this information should be requested.

Table 3		
	Information	When a requirement
	<ul style="list-style-type: none"> A Transport Assessment 	<ul style="list-style-type: none"> Major Developments (generate a significant number of trips) It could affect the Strategic Road Network Or it may create significant issues relating to road safety, access, road capacity or pollution. E.g within or adjacent to an AQMA, where development results in increased traffic flows to AQMAs either existing or proposed.
	<ul style="list-style-type: none"> A Transport Statement*1 	<ul style="list-style-type: none"> Large Development in addition to an accessibility checklist, or where additional information is sought (air quality assessment?).

<ul style="list-style-type: none"> • A travel Plan 		<ul style="list-style-type: none"> • If the Planning Application is for a large or major development, • any smaller development that employs 200 or more staff or that estimates >100,000 visitors per year. • or in an Air Quality Management Area (AQMA), but threshold for
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*1 It's worth noting that where low emissions are to be covered through a transport statement, it is likely that a developer will require a specialist consultant to prepare an air quality assessment, in addition to an engineering consultant.

Once the LES assessment has been carried out the statement should be submitted for agreement. Details of how the Strategy will be monitored and evaluated should be included. It may be appropriate on key schemes to agree a mechanism for reviewing and updating an LES to take into account advances in knowledge.

Other Useful Information (to be developed further)

The types of LES measures that Sefton would like to see considered in a development scheme, include (needs developing further LES to advise):

- Facilitating 'low emission vehicle' infrastructure, such as electric vehicle recharging points and other sustainable/renewable refuelling stations eg natural gas/biomethane
- Providing information on the relative emissions of different fuels and technologies to promote choice
- Offer incentives to influence change in vehicle use eg store cards, preferential parking
- As part of work place travel plans including car clubs, facilitate the provision of low emission vehicles, but also walking, cycling and use of public transport
- Requiring vehicle operators to develop a Low Emission Strategy by assessing their emission footprint and agreeing a strategy for cost-effective improvement through the take up of new technology (**see Freight Best Practice on line Benchmarking**)
- Consideration of procurement plans and their ability to influence emissions as part of LES
- Ensuring adequate storage and encouraging partnerships to reduce deliveries
- Contribute to the wider community provision of low emission infrastructure, such as charging points, low emission public transport or waste collection practices
- It may be advantageous to identify larger developments as either Low Emission Schemes or Low Emission Zones

Equality Impact Statement
Sustainability Statement and Statement of Compliance
Sustainability Report
Adoption Statement