BRIEFING | ANDY ROGERS ON SECOND LIFE BRIEFING | PLANNING PERFORMANCE: DCLG

Your five hour mission to boldly go...

Andy Rogers column

Andrew Rogers ventures, for the first time, into Second Life to find that planning has got

Far away at the end of the known Second Life universe there is a small green island. If you journey there across space and time* you will discover a length of grey suburban road leading from an arched bridge to the edge of the abyss. Beside the road there is a sign that announces: Planning Portal - and indeed this is a portal to the strange world of the interactive house, just across the way from the oddly-named Football Club United of Manchester Events Arena.

Regular readers will know a little about the Planning Portal's interactive house, and here is the chance for secondlifers to walk through its virtual but homely rooms. By opening up the i-circles that float among the furniture, you can discover lots of information about planning permission, building regulations and green technology. You can stroll through the conservatory and into the garden, visit



tion of the exterior of the existing dwellinghouse".

The advice also confuses restrictions on what can be built in front of a dwellinghouse – which is not surprising given the poor drafting of the Order. Class A.1(d) prohibits an extension "beyond a wall which – (i) fronts the highway, and (ii) forms either the principal elevation or a side elevation of the original dwellinghouse" [my emphasis]. This is

clearly different from the rules about outbuildings

the unfinished house next door, with its weird vertical brickwork, and even float above the house to view the roof and its dormer window.

But have a care! There are traps for the unwary!!

"A conservatory is treated exactly the same as any other extension under planning regulations, regardless of the materials used" says the i-circle labelled Conservatories. This despite the revised Part 1 of the Permitted Development Order** which states in section A3(a) that development is allowed by Class A as long as "the materials used in any exterior work (other than materials used in the construction of a conservatory) shall be of a similar appearance to those used in the construc-

(now of course allowed to be very close to the dwellinghouse) as stated in Class E1(b), which prohibits development when "any part of the building,

enclosure, pool or container would be situated on land forward of a wall forming the principal elevation of the original dwellinghouse". This would allow an outbuilding between the house and the road if the principal elevation faces away from the road - but not, in contrast to the Class A restriction, if there is no highway (ie public road) near the house, and not according to advice given by the

Guidance contained in the interactive secondlife house should therefore be taken with a pinch of salt. But it's early days and its location suggests that there will more development around the house in the future, as well (I suggest) as revisions to the advice. So the secondlife world is certainly worth a visit - if only to boldly go where no man (or woman) has gone before to seek out new forms of virtual life

*www.secondlife.com - visit by entering the through the Planning Portal Express Registration page on www.planningportal.gov.uk/england/genpub/en/1115316495147.html

**The Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008



26 per cent drop in last quarter's applications in England

Planning applications

In the December quarter 2008, authorities undertaking district level planning in England received 111,000 applications for planning

decrease of 26 per cent compared with the corresponding quarter in 2007. All regions, including National Park authorities, saw a decrease in the number of planning applications permission; this represents a received when compared with the

same quarter a year ago. In the year ending December 2008, authorities received 553,000 applications; a decrease of 16 per cent compared with the year ending December

Planning decisions

District level planning authorities determined 116,000 planning applications in the December quarter 2008; 22 per cent lower than in the December quarter last year. However, for the second consecutive quarter, the number of applications determined exceeded the number of applications received. All regions, including National Park authorities, saw a decrease in the proportion of applications determined; the largest decrease was in the North East (28 per cent). Other large decreases were in the East of England (25 per cent), Yorkshire and the Humber and the North West (both 24 per cent). The lowest decrease was in London (19 per cent). National Parks also saw a decrease of 17 per cent. In the year ending December 2008, 523 applications were determined; a decrease of 13 per cent compared with the corresponding period a year ago.

Year ending 31 December 2008, Sept-December 2008

Planning Decisions on Major and Minor residential development (DCLG Table 8)

London Boroughs	residential decisions	granted	within 13 weeks	resi. decisions	granted	8 weeks	resi. decisions	granted	within 13 weeks	resi. decisions	granted	within 8 weeks
London	828	56	72	9,868	56	74	154	56	73	2,240	56	73
Barking & D	4	75	50	109	36	82	-			26	42	92
Barnet	31	58	84	551	55	75	6	50	83	117	55	78
Bexley	18	33	67	116	61	76	5	20	60	34	68	71
Brent	27	78	48	225	52	65	7	71	71	47	47	66
Bromley	28	71	75	421	50	73	7	57	100	89	48	76
Camden	16	44	94	291	73	54	3	-	100	76	76	58
City of London	n 6	100	33	4	75	_	1	100	100	-		
Croydon	88	44	73	570	46	75	21	57	67	122	53	63
Ealing	23	26	74	221	47	77	4	-	100	49	57	73
Enfield	27	52	89	420	52	86	•	75	100	108	35	87
Greenwich	12	58	50	68	40	53	-			11	27	64
Hackney	26	62	62	283	57	77	3	33	67	69	70	67
Hamm & F	6	83	50	224	78	77	-			44	73	73
Haringey	24	33	88	301	53	78	4	50	75	61	57	70
Harrow	38	63	92	339	36	85	12	58	92	102	45	85
Havering	25	32	100	256	42	88	2	100	100	49	53	78
Hillingdon	#	#	#	#	#	#	1	100	100	95	41	69
Hounslow	30	37	80	183	31	83	3	33	100	39	26	85
Islington	14	93	71	291	66	79	4	100	75	77	61	84
Ken & C	6	83	33	539	82	74	2	100	50	212	77	78
Kingston	6	67	50	234	53	74	1	-	100	49	53	80
Lambeth	30	50	87	644	46	85	10	50	90	119	47	84
Lewisham	24	71	54	333	67	58	7	86	29	46	61	52
LT Gateway	6	83	17	-			2	100	-	-		
Merton	13	38	46	192	48	70	4	50	-	49	41	69
Newham	32	59	78	151	39	91	4	75	50	36	36	94
Redbridge	16	31	75	129	34	79	1	-	-	28	14	82
Richmond	8	63	50	286	69	53	1	100	100	75	67	52
Southwark	58	60	79	343	57	73	12	50	67	58	57	69
Sutton	34	41	65	202	46	78	7	29	57	46	54	70
Tower Hamlet	ts#	#	#	#	#	#	#	#	#	#	#	#
Waltham For	23	52	74	382	34	71	4	50	75	64	31	75
Wandsworth	36	69	75	508	74	68	5	60	80	117	79	71
Westminster	11	91	91	534	82	70	3	100	67	78	77	53

incomplete data

Applications granted

82 per cent of all decisions in the December quarter 2008 were granted; unchanged when compared with the December quarter 2007. Approval rates across the region ranged from 76 per cent in London to 90 per cent in the North East (Table 2). These percentages represent a 1 percentage point increase in the approval rate for authorities in the North East and no change in the approval rate for authorities in London when compared with the same quarter a year ago.

Residential and householder deci-

Decisions made on applications from householders were down by 27 per cent from 72,000 in the December quarter 2007 to 52,500 in the December quarter 2008 and

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Source: Source: DCLG (www.communities.gov.uk)

BRIEFING | PLANNING PERFORMANCE: DCLG BRIEFING | TWIN TRACKING

Planning Decisions, by development type and speed of decision (DCLG Table 7) Year ending 31 Dec 2008 September-December 2008 1,833 73 77 56,779 87 21.999 72 5.167 76 London 12.995 Barking & D 17 248 100 54 128 Barnet 1.133 3.266 75 229 714 92 82 1,552 83 93 Bexley 36 72 373 93 56 319 89 46 73 2.166 84 83 133 77 411 84 90 Brent Bromley 2.566 209 65 2,153 71 809 69 558 29 90 89 212 79 95 City of L 63 234 338 82 38 43 84 86 74 2,306 77 4.560 83 67 502 1,098 80 97 113 67 1,992 88 64 188 66 408 Crovdon 80 93 Ealing 61 490 2 681 90 82 115 76 532 89 97 2.026 200 83 96 51 73 1.215 84 63 82 87 92 Greenwich 90 617 77 87 Hackney 61 869 87 64 166 73 202 95 522 79 1,792 91 124 350 87 Hammersn 30 75 94 90 79 1,465 91 75 106 73 292 88 95 Haringey 2.176 172 90 669 95 85 95 93 487 1.592 95 63 111 79 346 93 Havering 24 Hillingdon 88 175 69 529 86 83 2.176 67 62 441 89 115 84 449 Hounslow 88 701 1,283 86 62 190 85 324 86 91 Islington 2,184 73 77 316 Kensingtor 1.465 Kingston 67 93 100 105 293 Lambeth 75 91 924 1 562 96 90 172 83 318 95 94 Lewishan 523 63 1,257 80 40 82 63 296 85 92 London T G 33 57 29 Merton 31 73 1.786 83 43 122 73 423 87 95 Newham 702 128 Redbridge 31 2.502 90 104 69 1 042 2815 85 100 67 589 85 Richmond 60 261 93 Southwark 109 79 687 76 1,123 86 74 154 72 257 88 90 Sutton 1,072 90 240 Tower Ham 33 610 72 1,052 85 71 112 74 215 89 Waltham F Wandswth 2.666 Source: Source: DCLG (www.communities.gov.uk)

accounted for 45 per cent of all decisions. Decisions on applications for residential developments decreased from 20,700 in December quarter 2007 to 15,500 in December quarter 2008; a decrease of 25 per cent.

In the December quarter 2008, authorities granted 67 per cent of major residential applications and determined 66 per cent of them within 13 weeks. Also 65 per cent of decisions on minor residential applications were granted and 72 per cent determined within 8 weeks.

Local Authority performance

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National Indicator 157 a, b and c reports on the speed at which major, minor and other planning applications are processed by district level

planning authorities.

The December quarter 2008 saw 265 authorities (72 per cent of all authorities) make at least 60 per cent of their decisions on major applications within the 13 week period; 323 authorities (88 per cent) made at least 65 per cent of their decisions on minor applications within the statutory 8 week period; and 322 authorities (88 per cent) made at least 80 per cent of their decisions on other applications within the statutory 8 week period. The number of authorities meeting the performance target in the December quarter 2008 compared with performance in the same quarter a year ago represents an increase of 2 percentage points on major, minor and

In the year ending December 2008, the percentage of authorities meeting the target on major applications was 78 (285 authorities) and for minors 84 (309 authorities). These represent a decrease of 5 percentage points on major applications and 9 percentage points on minor applications when compared with the year ending December 2007 figure. The percentage of authorities meeting the target for other applications was 83 (304 authorities); a decrease of 7 percentage points when compared with the corresponding period a year ago. The chart below shows the percentage of district level planning authorities meeting the performance targets for major, minor and other applications.

Applications decided under delegat-

The final column in Table 7 shows the percentage of applications decided by planning officers under a scheme of delegation and without referral to committee or councillors on such decisions. 360 authorities (out of 367) provided information on delegated decisions in this quarter. On average, authorities delegated 90 per cent of decisions to planning



Twin Tracking: not the real deal?

Will the intended end of twin tracking come with the promised dual jurisdiction or 'crossover period' as promised? asks Andrew Rogers.

There has been considerable attention recently in the press concerning section 43 of the Planning and Compulsory Purchase Act*, which is finally due to be implemented on 6 April. The intention is that "twintracking", which has been used as a way of continuing to negotiate with a planning authority after making an appeal at the end of the statutory 8/13 week determination period (or indeed after the expiry of the sixmonth deadline for making a deemed refusal appeal), will be out-

What is missing from these commentaries is the effect of section 50, which has been overlooked and will not come into force at the same time - although it certainly should. Section 50 would allow (as promised in a July 2002 consultation paper; and in the customary cumbersome way that planning law works) for the insertion of section 78A into the original 1990 Act. This provides for what is described in the Planning Encyclopedia as a "crossover period", allowing negotiations to continue after an appeal has been made, for an additional length of time to be prescribed by development order.

It says that if the local planning authority makes a decision to refuse the appealed application during this limited extra period, then the appeal Inspector must take that decision into account – and the appellant is granted the right to amend the Grounds of Appeal accordingly.

Wrest once the law to your authority: To do a great right, do a little wrong. - The Merchant of Venice

However, if a decision is taken to permit the application (with conditions), then the appellant will be given the opportunity to withdraw the appeal, amend the Grounds of Appeal - perhaps in respect of onerous conditions - or (subject presumably to the Inspectorate's discretion) to change the designated appeal

The inserted section 78A adds that the appeal decision must not be issued before the expiry of this additional period. How this would affect the "fast-track" appeal system that is also being introduced nationwide on 6 April, is not entirely clear.

It is a great pity - and indeed a craven failure to implement the Act as agreed both by Parliament and the consultation - that the sensible procedure set out in section 50, which would have gone some way to alleviating the effects of the withdrawal of twin-tracking, will not be

Perhaps Sir Humphrey thought nobody would notice the omission.

* Planning and Compulsory Purchase Act 2004: section 43 Power to decline to determine applications, which substitutes sections 70A, 70B, 81A and 81B for section 70 of the Town and Country Planning Act 1990.

The Government's response to the Killian Pretty Review has been published*.

"The need for action is urgent and we have already:

- established a programme office within Communities and Local Government to take forward a wide range of actions
- · created a stakeholder Sounding Board to develop and test emerging proposals with representatives of key bodies in the planning process
- · discussed with stakeholders how they propose to help take forward some of the recommendations, for example the Local Government Association propose to issue updated guidance which will help clarify councillor engagement in the planning application process, and the British Property Federation are working on guidance to encourage developers to use Planning Performance Agreements
- · worked with PAS to identify a number of actions to support implementation,
- commissioning a project to help increase the use of Local Development Orders by local authorities
- ten regional events on integrating a development management approach into the
- developing guidance on development management
- · commissioned research to look at how we might streamline the process for minor changes to planning permissions
- delivered the e-Consultation Service (Hub). The Planning Portal is now working with local planning authorities and consultees to drive take up
- strengthened the arrangements for co-ordination between the bodies who help build skills and capacity in the planning sector.

In addition, by Summer 2009 we propose to:

- draft proposals to extend permitted development rights for businesses and public services – which will make it easier for them to make some small scale alterations or extensions to buildings
- a possible simplified process for some minor commercial development, such as new
- draft proposals to streamline information requirements for applicants
- possible changes to give local authorities greater flexibility to determine how best to notify the public about planning applications
- · identify options for an improved approach to minor amendments to planning per-
- publish an action plan to develop new national policy on Development
- Management, together with a staged programme to deliver simplified and consolidated secondary legislation
- · report on progress in developing proposals to take forward the other agreed recommendations, in particular in relation to changing the performance framework, engaging statutory consultees and improving the use and discharge of planning conditions, with consultation on the latter two issues in the Autumn
- In Winter 2009 we will provide a further update on our progress in taking forward the agreed recommendations, against the mile stones set in the progress report published in Summer 2009".
- * http://www.communities.gov.uk/documents/planningandbuilding/pdf/killianpret-

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A 21st Century appeals system

PINS leads the planning system in achieving a change in culture. Leonora Rozee explains how it aims to provide the highest possible service in terms of both the administration of the appeal and the quality of the decision.

The Planning Act 2008, along with new secondary legislation and general guidance, allow the Planning Inspectorate to offer a modern 21st century appeal service that is focused on the principles of proportionality, customer focus and efficiency.

The changes that are being implemented were consulted on in 2007 by Communities and Local Government in the Planning White Paper "Planning for a Sustainable Future" and the associated document "Improving the Appeal Process in the Planning System". The Government listened carefully to the views expressed by stakeholders in response to the consultation exercise, and these views helped focus efforts in bringing forward the policy changes the Planning Inspectorate believes will have the greatest impact in terms of delivering real improvements to the appeal service.

The following changes come into force on 6 April:

- The Planning Inspectorate will use a new power under s.319A of the Town and Country Planning Act 1990 to determine the appeal procedure to be followed for all planning and enforcement cases
- A new, expedited process for householder appeals which are suitable for written representations, to be known as the "Householder Appeals Service".
- The extension of the Costs regime to planning appeals and other planning proceedings dealt with via written representations.
- Amendments to the Hearings and Inquiries Rules to remove the 9 week written comment stage. Parties will still have the opportunity at the



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hearing or inquiry event itself to make comments.

- Amendments to the Inquiries Rules to require the submission of Statements of Common Ground 6 weeks after the appeal's start date, rather than 4 weeks before the inquiry event itself (as now).
- New Guidance which will explain the changes and the procedures to be followed at appeal.

Regulatory and policy framework

The regulatory framework supporting the appeal process is set out in the Town and Country Planning Act 1990¹ and the following Statutory Instruments:

- The Town and Country Planning (General Development Procedure) Order 1995 (SI 1995/419)²
- The Town and Country Planning (Determination of Appeal Procedure)



(Prescribed Period) (England) Regulations 2009 (SI 2009/454)

- The Town and Country Planning (Appeals) (Written Representations Procedure) (England) Regulations 2009 (SI 2009/452)
- The Town and Country Planning (Hearings Procedure) (England) Rules 2000 (SI 2000/1626)
- The Town And Country Planning (Inquiries Procedure) (England) Rules 2000 (SI 2000/1624)
- The Town and Country Planning (Determination by Inspectors) (Inquiries Procedure) (England) Rules 2000 (SI 2000/1625)³

A Written Ministerial Statement⁴ relating to the appeals process was made in Parliament on 11 March 2009. This Statement sets out the Government's policies on how the appeals regime should operate. It will be taken fully into account by the Secretary of State and Inspectors when dealing with appeals.

Guidance

The Planning Inspectorate is publishing procedural guidance on its website on the detailed operation of the changes being made to the system. The overarching guidance entitled the "Appeal Process – proportionate, customer focused and efficient" is due to be published by 6 April. This guidance has been endorsed by Ministers.

Determining the procedure

The Planning Inspectorate will choose the procedure for determining a planning or enforcement appeal case with reference to criteria which have been approved by Ministers and published. These can be found on the Planning Inspectorate's website http://www.planning-inspectorate.gov.uk/pins/index.htm.

Appellants and local planning authorities will be invited to identify which appeal procedure they consider to be the most appropriate for each appeal, by reference to the published criteria. The appellant will do this on the appeal form and the local planning authority will do so on their questionnaire. The Planning Inspectorate will ensure that the most appropriate and proportionate appeal procedure is selected through the application of the criteria, careful consideration of any representations and appropriate expert involvement. Reasons will be given where the procedure chosen differs from that identified by either of the main parties. The independent Advisory Panel on Standards for the Planning Inspectorate (APOS) will monitor the way in which the Planning Inspectorate exercises this power.



Household Appeals Service (HAS)

This is a new expedited appeals service designed for household applications on which it is intended to issue a decision within 8 weeks of the appeal. A key feature of the HAS is that the appeal will be based on the material before the local planning authority when it made its decision, which will include any representations made by interested people such as neighbours, and the grounds of appeal by the appellant. No fur-

ther representations will normally be permitted from any party including interested persons. The appeal period for household applications will be 12 weeks rather than the 6 months available for all other appeals. An article by my colleague Ben Linscott (which appeared in issue 66) set out the main principles of the service which the Planning Inspectorate has piloted since January 2008. We have to date dealt with nearly 200 cases under the pilot. Most household applications made after 6 April will be eligible for the new service. Full details of the service are available on the Planning Inspectorate's website.



Costs

To ensure fairness, the Costs regime will be extended to all planning appeals including those cases which proceed through the Householder Appeals Service. Thus, if the Planning Inspectorate determine that an appeal is to proceed on the basis of representations in writing, the parties will be able to claim for an award of costs, just as they would have done if the appeal were to proceed by way of a hearing or inquiry. A new costs circular is to be published by 6 April. This reiterates that the basis for awards of costs in the planning system is that of unreasonable behaviour leading to unnecessary expense being incurred. The Circular sets out a range of examples of what can constitute unreasonable behaviour and the circumstances in which awards or partial awards of costs can be made.

Statements of Common Ground

A statement of common ground has been a required part of the inquiry process for many years but it has not been well used in terms of focusing the evidence on the material differences between the parties.

Effective use of such statements should lead to an improvement in the quality of the evidence and a reduction in the quantity of material which needs to be considered at the inquiry, leading to more efficient inquiries. So from 6 April the statement of common ground will be required to be submitted 6 weeks after the appeal has started. It should be used to identify both the areas of agreement and disagreement. Early dialogue between the appellant and the local planning authority will be essential to ensure that the statement is jointly prepared within the 6 week timeframe.

Changing the culture

The following core principles underpin the operation of a well functioning appeal system. These are:

the critical importance of regular and continuing dialogue between the main parties to an appeal to ensure clarity of the issues between them and that there are no surprises;

the importance of meeting the statutory timetables to ensure that no-one is disadvantaged and the appeal can be processed efficiently;

the requirement that local planning authorities ensure that their reasons for refusal are clear, precise and comprehensive, with clear guidance as to how reasons for refusal might be overcome. Where the elected members' decision differs from that recommended by their officers it is essential that their reasons for doing so are similarly clear, precise and comprehensive;

the need for appellants to ensure that their grounds of appeal are also clear, precise and comprehensive and relate to the scheme as refused at application stage, without substantial changes which could lead to any party being prejudiced;

that the appeal system should not be used as a bargaining tactic but as the last resort with appellants being ready to proceed with the appeal once it is made;

that local planning authorities should be confident in their ability to defend decisions on the basis of their reasons for refusal and appellants confident in the strength of their case at the time of the appeal; and

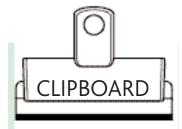
the importance of using the costs regime properly to regulate the system and ensure that all who use it act reasonably and do not lead others to incur unnecessary expense.

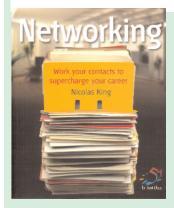
All too often there is insufficient dialogue at application stage to ensure that an appeal is needed only once all other options have been exhausted. There remains a tendency by some appellants to wish to 'keep their powder dry' for the appeal and for local planning authorities to fail to see the benefits of seeking to explain to the applicant what changes might lead to a successful application prior to making a decision.

The Planning Inspectorate is committed to continuing to provide the highest possible service in terms of both the administration of the appeal and the quality of the decision. The changes being made as set out here are designed to enable us to do this. Having regard to the above core principles, we need the support of those who use us to change the way they may have done things in the past to help us deliver the 21st century appeals service.

FOOTNOTES

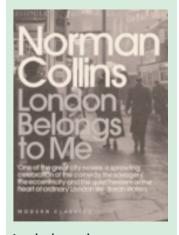
1 Section 77 for call in cases, section 78 for planning appeals and section 174 for enforcement appeals.2 Amended by the Town and Country Planning (General Development Procedure)(Amendment) (England) Order 2009 (SI 2009/453)3 Amended by The Town and Country Planning (Hearings and Inquiries Procedure) (Amendment) (England) Rules 2009 (SI 2009/455)4 This Statement was made by Iain Wright MP (Parliamentary under the Secretary of State) in the House of Commons and Baroness Andrews MP in the House of Lords. It can be accessed via the following link: www.publications.parliament.uk /pa/ld200809/ldhansrd/text/90311wms0001.htm#09031167000105





Nicolas King's brilliant book is perfect recession reading! Will a copy and review it in our next issue. email your postal address to planninginlondon @mac.com with the subject epil

competition-king book.
The Norman Collins book is also up for grabs. email with the subject epil competition-Collins book.



London's new bus moves a step closer as TfL invites manufacturers to express an interest

A notice has been published in OJEU inviting bus manufacturers to express an interest in developing and building a new bus for London, based on the iconic Routemaster.

Manufacturers will be expected to take the innovative ideas and designs put forward in the New Bus for London competition and consider these in combination with their own expertise to come up with a final design.

Boris Johnson, announced the winners of the New Bus for London competition at the end of last year, with joint first prize going to Capoco Design Ltd and a collaborative entry from Aston Martin and Foster +

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