

Subject: Local Plan Document Preparation Programme

Report to: Economic Development Committee 21st November 2016

Report by: John Clements, Principal Strategic Planner (Growth Group)

SUBJECT MATTER

The future programme and timetable for the preparation of Local Plan Documents: the Local Development Scheme.

RECOMMENDATION

That the Committee adopts the attached replacement Local Development Scheme on behalf of the Council

1. INTRODUCTION

1.1 The Council needs to adopt an updated programme of plan document preparation, known as the 'Local Development Scheme' (LDS).

1.2 Progressing the completion of the Local Plan is identified as a priority in the Corporate Plan. As reported to the Local Plan Working Party and Executive Management Team, the Local Development Scheme is a statutory obligation and sets out the timetable and range of future documents involved in completing (and eventually replacing) the Local Plan.

2. LOCAL PLAN DOCUMENTS FUTURE PROGRAMME

2.1 The Borough Council is obliged to publish, and up date from time to time, an LDS showing the planning documents it intends to prepare over the following 3 years.

2.2 The primary purpose of the LDS is to inform the public of the Council intentions, but plans submitted for examination must have been previously identified in the LDS. The Council is also obliged to report performance against the LDS timetable in its (Annual) Monitoring Reports. The Government may use the LDS to measure the performance of an authority, but does not currently do so.

2.3 The Council's current LDS, adopted in 2014, is now out of date and in need of replacement. A draft replacement LDS (text only) is attached to this report. The following table outlines the main proposed changes, and the summary rationale for these.

Table 1: Comparison of previous LDS with current proposals.

Plan documents proposed in 2014 Local Development Scheme	Reason for change	Plan documents proposed for 2016 Local Development Scheme
Core Strategy (Development Plan Document)	Now completed – adopted Dec 2015	n/a
Development Policies and Site Allocations (Development Plan Document)	Dates anticipated not met (and title changed to be more self – explanatory)	Local Plan Part 2: Detailed Policies and Site Allocations (Development Plan Document)
n/a	Potential value in updating current informal Interim Housing Land Supply Policy. Supplementary Planning Document status could be an advantage, though would involve some additional work.	Interim Housing Policy (Supplementary Planning Document)
Planning Obligations SPD	Can incorporate immediate requirements in Local Plan Part 2 (to focus on priority, reduce costs & overall time)	n/a
Great Yarmouth Waterfront SPD	Can incorporate any immediate requirements in Local Plan Part 2 (to focus on priority, reduce costs & overall time). Any need identified later for a specific DPD or SPD can be accommodated.	n/a
n/a	Need to identify early commencement of local plan review following completion of current local plan	New Local Plan (for period 2021-2036)

2.4 The Detailed Policies and Site Allocations (Local Plan Part 2) is the most pressing element of the Council's development plan-making work, and has over the last few months been reinvigorated following the appointment of new staff bringing the Strategic Planning team up to full strength. The timetable anticipated in 2014 was not met, principally as a result of:

- staff resources being diverted by the extension of the period and coverage of the Core Strategy public examination by the independent Planning Inspector;
- the loss of most of the experienced planners from the Strategic Planning team and difficulty recruiting replacements, resulting in the team being seriously short-handed for a prolonged period, together with a loss of local knowledge and familiarity with earlier stages of the local plan preparations and negotiations (finally reached full strength once more in July 2016); and
- rapid successive changes in national policies, guidance and initiatives
- significant major project work (Third River Crossing, A143/A12 Link Road, etc.) diverting staff resource.

2.5 The outline timetable shown in Table 2 below (and reflected in the draft LDS attached) approximates the shortest time in which there is a reasonable prospect of completing the plan, given the range of uncertainties and competing priorities. It should be recognised that this is an ambitious timetable, and vulnerable to delay as a result of various factors, many of which are inherent in the process. The following have been identified as particular risks:

- continuing revision of national planning legislation and policies, requiring additional work and/or rendering completed work obsolete;
- the Strategic Planning team remains vulnerable to loss of staff, and a proportion of the new staff are relatively inexperienced;
- potentially significant future demands on officer time from neighbourhood plans reducing that available for the local plan;
- some particularly challenging local plan issues have the potential to become drawn out, and it could be a challenge to be responsive to Members' proper concerns about important individual topics while maintaining momentum on the plan document as a whole;
- delays to Committee or Council approval of document (e.g. if they wished to review policies previously agreed by the Local Plan Working Party);
- any need for modifications to the plan document arising at the examination stage would require a further round of consultation; and
- major project work demands diverting resources.

TABLE 2: ANTICIPATED TIMETABLE FOR LOCAL PLAN PART 2 (Detailed Policies and Site Allocations Development Plan Document)

	DATE	ITEM	NOTES
2016	Aug – Sep 2016	Initial Consultation: <i>‘Call for Sites & Suggestions’</i>	Interested parties were invited to submit development sites and other policy suggestions.
2017	Sep 16 – May 2017	<input type="checkbox"/> Preparation (assessing sites, drafting policies, background evidence, etc.) <input type="checkbox"/> Local Plan Working Party scrutiny <input type="checkbox"/> Committee approval	Development of proposals and evidence
	June – July 2017	Consultation on Draft of ‘Detailed Policies and Site Allocations’	Shows the policies etc. the Council is considering
	Aug 2017 – Mar 2018	<input type="checkbox"/> Review of consultation responses <input type="checkbox"/> Further refinement of proposals and evidence <input type="checkbox"/> Local Plan Working Party Scrutiny <input type="checkbox"/> Council approval	
	Mar 2018	Proposed ‘Detailed Policies and Site Allocations’ document published	Shows the policies etc. the Council wants to adopt
	Mar – May 2018	Consultation on Proposed Plan Document	
	Jun 2018	Submission of Proposed Plan Document to the Secretary of State	
	Jun – Oct 2018	Independent Examination of Proposed Plan Document (include public hearings circa September)	Examination by independent Planning Inspector
	Nov 2018	Inspector’s Report received	Inspector decides whether the plan can be adopted, and whether any changes must first be made
	Dec 2018	Development Plan Document adopted by full Council	Local Plan Part 2 comes into force

2.6 The existing 'Interim Housing Land Supply Policy' is an informal one introduced in 2014 as a temporary measure to facilitate continuing housing land supply in advance of completion of the Local Plan. That basic need still pertains.

2.7 A draft revised interim housing policy was recently agreed by the Local Plan Working Group and will be brought to the Committee shortly. Properly, any such policy ought to be a formal supplementary planning document, and this is what is proposed. This would also give it additional weight in appeals etc.

2.8 The draft revision aims to increase housing delivery by extending the areas where housing development may take place, make the wording clearer and more positive, and offer a settlement by settlement limit on the total amount of development in advance of the Local Plan Part 2 allocations. The revision of the policy also has a potentially important symbolic function in indicating and fostering a change of attitude. It should be noted that this interim policy will only change the situation at the margins; the consultation and decision making processes involved will divert some staff resources from work on the Local Plan Part 2 document; and by the time it is formally in place there could well be no 5 year housing land supply remaining.

2.9 A Planning Obligations Supplementary Planning Document and a Great Yarmouth Waterfront Supplementary Planning Document were identified for production by the 2014 Local Development Scheme. It is now considered that at this stage it would be more appropriate and less time consuming to incorporate elements of these into the Local Plan Part 2: Detailed Policies and Site Allocations document. This would give them greater, development plan, status and also avoid the need for separate reports, consultations, etc., with the consequent savings in staff time. This would not rule out a separate document being produced in the future should the need arise, as may be the case with the Waterfront as development gets underway and circumstances change.

2.10 A formal start on the next Local Plan (for period 2021 to 2036), will be required as soon as the current Local Plan Part 2 is completed. (In fact work is already in progress on elements of evidence gathering and, with other Norfolk authorities, a joint strategic framework with other Norfolk authorities). This new Local Plan will replace, in a single document, the current Local Plan (both Part 1, the adopted Core Strategy, and Part 2, the Detailed Policies and Site Allocations document now in preparation). This would extend the planned period to 2036, rather than 2030 as at present. (Government expects new plans to look at least 15 years ahead.)

2.11 A commitment to a replacement Local Plan was encouraged by the Inspector examining the Local Plan Core Strategy, and the timetabling of this is likely to be an issue in the future examination of the Local Plan Detailed Policies and Site Allocations Document. Hence it is desirable this is identified in the LDS.

3. FINANCIAL IMPLICATIONS

3.1 The Council has already committed to producing the Local Plan Part 2: Detailed Policies and Site Allocations plan document. Staffing resources are available (subject to other demands) for completion of the plan document within the current establishment, and general costs within the existing Strategic Planning budget. There may be a need to make allowance in the 2016/17 and 2017/18 budgets for additional specialist advice, evidence or consultation; and there will certainly be a need to allow in the 2017/18 budget for the cost of the examination (e.g. Planning Inspectorate fees).

4. RISK IMPLICATIONS

4.1 There are numerous risks to the proposed timetable of preparation, as set out at paragraph 2.5 above.

5. CONCLUSIONS

5.1 There is a need for the Council to agree a new Local Development Scheme, setting out the plan documents it intends to prepare and the timescales for these. These have changed since the previous Scheme was adopted in 2014, and a proposed replacement is attached.

6. RECOMMENDATION

That the Committee adopts the attached replacement Local Development Scheme on behalf of the Council.

7. BACKGROUND PAPERS

- Planning and Compulsory Purchase Act 2004 (as amended)
- GYBC
 - Local Development Scheme, August 2014
 - Interim Housing Land Supply Policy, July 2014
 - Local Plan Annual Monitoring Report, December 2015
 - Corporate Plan

8. ATTACHMENT

Draft (replacement) Local Development Scheme 2016 -2019 (*n.b. text only: document yet to be designed/laid out*).

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated?

Area for consideration	Comment
Monitoring Officer Consultation:	n/a
Section 151 Officer Consultation:	n/a
Existing Council Policies:	Compliant with the Corporate Plan and Local Plan Core Strategy (adopted December 2015)
Financial Implications:	See Section 3 above
Legal Implications (including human rights):	The Council is obliged by law to keep its plans up to date, and to publish and revise from time to time a Local Development Scheme.
Risk Implications:	Risks to anticipated timetable - see paragraph 3.6 above.
Equality Issues/EQIA assessment:	n/a
Crime & Disorder:	n/a
Every Child Matters:	n/a

DRAFT LOCAL DEVELOPMENT SCHEME

2016 - 2019

Executive Summary:

Great Yarmouth Borough Council intends to undertake preparation of the following plan documents during the period 2016 to 2019:

1. An **Interim Housing Policy Supplementary Planning Document**;
2. The **Local Plan (2013-2030) Part 2: Detailed Policies and Site Allocations Development Plan Document**; and (once that is complete)
3. A replacement **Local Plan (2021-2036) Development Plan Document**.

Introduction:

This Local Development Scheme sets out Great Yarmouth Borough Council intended programme of formal planning document preparation over the period 2016 to 2019. The Council's plans cover the whole of the Borough except those parts lying within the Broads 'national park'¹.

It should be appreciated that the formal documents which this Scheme covers are only part of the forward planning work undertaken by the Council. Other work includes cooperation with other public organisations (including joint non-statutory plans and research); project work to foster particular developments or environmental improvements; and advice and support to communities preparing neighbourhood plans;

Great Yarmouth Borough Council intends to undertake preparation of the following plan documents over the period 2016 to 2019:

1. An **Interim Housing Policy**, a supplementary planning document with anticipated completion 2016;
2. **Local Plan Part 2: Detailed Policies and Site Allocations** a development plan document with anticipated completion 2018; and (once that is completed)
3. the next **Local Plan (2021-2036)**, a single development plan document, commencing in 2019.

Further details of these are provided later in the document.

¹ The Broads Authority is the local planning authority for the designated Broads area, and prepares its own plans.



Consultation will be an integral part of the preparation of each document identified, and this will be carried out in accordance with the Council's adopted Statement of Community Involvement².

The Council will keep under review progress against the intentions indicated in this document, and report this in its Local Plan Monitoring Report (currently published annually).

The Council may produce a new Local Development Scheme during the period if required to reflect any changes in either the documents to be produced, or the anticipated timetable for their production. These could be affected by, for example, changes in the planning system, resource constraints, or opportunities to aid delivery of the Local Plan Core Strategy by preparing additional Development Plan Documents or Supplementary Planning Documents for particular sites or areas.

Current Plan Documents

- Development Plan
 - Great Yarmouth Local Plan Core Strategy (adopted Dec 2015)
 - Some saved policies from the previous Borough Wide Local Plan (adopted 2001)
 - Minerals and Waste Local Plans (produced by Norfolk County Council)
- Other Planning Policies
 - Interim Housing Land Supply Policy (adopted July 2014)
- Planning Supporting Documents
 - Statement of Community Involvement (adopted March 2014)
 - Local Development Scheme (adopted August 2014)
 - Local Development Order for Beacon Park (in force April 2012)
 - Local Development Order for South Denes (in force May 2012)

Proposed Plan Documents

The following sets out the formal plan documents the Council intends will undergo preparation during 2016-2019.

- **Local Plan Part 2: Detailed Policies and Site Allocations (Development Plan Document)**
- **Interim Housing Policy (Supplementary Planning Document)**
- **(New) Local Plan 2020–2036 (Development Plan Document)**

Details of these are set out in the following pages.

The Council may potentially also pursue a new Local Development Order for the planned 2017 extension of the Beacon Park Enterprise Zone.

² <https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1224&p=0>



LOCAL PLAN PART 2: DETAILED POLICIES AND SITE ALLOCATIONS

(DEVELOPMENT PLAN DOCUMENT)

Description: This document will provide detailed planning policies for particular sites or topics, including allocations of land for housing or other development, for use in determining planning applications.

Background: The Local Plan Core Strategy (adopted in 2015) represents Part 1 of the current Local Plan (2013 to 2030), and sets out the overall scale, distribution and type of development for the Borough. This Local Plan Part 2 document will provide more detailed policies for use in managing and judging development proposals, to help give effect to the Local Plan Core Strategy through the planning application process.

Type of Document: Development Plan Document

Coverage: Whole Plan Area

Timetable:

Key Stage	Target Date
Early informal consultation and development of evidence	Prior to Aug 2016
Call for Sites and Suggestions Consultation (Reg. 18)	Aug - Sep 2016
Draft Plan Consultation	Jun - Jul 2017
Publication of Proposed Plan for comment	Mar - May 2018
Submission of Proposed Plan for Examination	Jun 2018
Examination	Jun – Nov 2018
Adoption	Dec 2018



INTERIM HOUSING POLICY

(SUPPLEMENTARY PLANNING DOCUMENT)

Description/Justification: It is anticipated that the revised policy will aim to increase housing delivery by

- extending the areas where housing development may take place,
- make the wording clearer and more positive than the previous policy dating from 2014, and
- offer a settlement by settlement limit on the total amount of development in advance of the Local Plan Part 2 allocations.

Background: This a temporary measure to facilitate continuing housing land supply in advance of completion of the Local Plan, and replace the informal 2014 'Interim Housing Land Supply Policy'.

Type of Document: Supplementary Planning Document

Coverage: Whole Plan Area

Timetable:

Key Stage	Target Date
Draft Policy Consultation	Jan – Feb 2017
Adoption of Policy	April 2017



(NEW) LOCAL PLAN 2020–2036

(DEVELOPMENT PLAN DOCUMENT)

Description: This plan will replace the current (2013-2030) Local Plan. At present it is intended the new Local Plan will be a single document, rather than have a separate Local Plan Core Strategy document as at present.

Background: Work will need to commence on the review and replacement of the current Local Plan upon adoption of the Part 2: Detailed Policies and Site Allocations document. However, while this work is intended to commence during 2016-2019, the period covered by this Local Development Scheme, it will not be completed until after 2019, and at this remove the dates shown beyond that are tentative. (The timetable will be reviewed and updated in future Local Development Schemes.) The period covered by the new plan is anticipated to be 2020 to 2036, to complement the Local Plans of other Norfolk local planning authorities, but this will need to be kept under review in light of the development of local government devolution and any relevant changes to national planning policy.

Type of Document: Development Plan Document

Coverage: Whole Plan Area

Timetable:

Key Stage	Tentative Target Date
Early informal consultation and development of evidence	Feb – May 2019
Call for Sites and Suggestions Consultation (Reg. 18)	Jun - Jul 2019
Draft Plan Consultation	Feb – Mar 2020
Publication of Proposed Plan for comment	Dec 2020
Submission of Proposed Plan for Examination	Feb 2021
Examination	Feb – Sep 2021
Adoption	Dec 2021

