

**Report to** Cabinet  
09 March 2016  
**Report of** Head of planning services  
**Subject** Local Development Scheme 2016-18

**Item**

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## **Purpose**

To consider the draft revised Local Development Scheme for approval, as recommended by sustainable development panel. The Local Development Scheme is the work programme for producing key planning documents which will form part of the local plan for Norwich. The scheme is attached at Appendix 1 and covers the period to mid-2018.

## **Recommendations**

To:

1. approve the revised Local Development Scheme 2016-17 for publication (as set out at Appendix 1; and,
2. give delegated authority to the executive head of services for regeneration and development, in consultation with the portfolio holder for environment and sustainable development, to make any additional minor changes necessary to the Local Development Scheme before publication and arrange for it to be published.

## **Corporate and service priorities**

The report helps to meet the corporate priorities A prosperous and vibrant city, A safe, clean and low carbon city and A healthy city with good housing. Although no longer specifically identified as a planning service priority, the preparation and regular review of the Local Development Scheme is a statutory requirement.

## **Financial implications**

None

**Ward/s:** All Wards

**Cabinet member:** Councillor Bremner – Environment and sustainable development

## **Contact officers**

Mike Burrell, planning team leader (policy) 01603 212525

Jonathan Bunting, planner (policy) 01603 212162

## Background documents

None

# Report

## Introduction

1. The Local Development Scheme (LDS) must be prepared as part of the statutory process of plan making. It is essentially the work programme and project plan for preparation of the various planning policy documents making up the local plan for the city.
2. Preparation of an LDS is required by section 15 of the Planning and Compulsory Purchase Act, as amended by section 111 of the Localism Act 2011. The Localism Act has amended procedures for LDS production: a local planning authority has only to make a formal resolution to adopt the scheme and publish it on their website in order for it to take effect. There is no requirement to consult on the local development scheme prior to publication, or to submit it to the government for formal endorsement. The amended procedures focus on the need to provide timely and relevant information to the public about progress on the local plan and adherence to its timetable.
3. The streamlined arrangements simplify the process of review if the detail of the scheme has to be changed. Local authorities have considerable leeway in the form and content of the LDS – in particular it no longer has to cover a prescribed three year period – although the legislation still requires the following details to be made available to the public when publishing it:
  - the up-to-date text of the scheme,
  - a copy of any amendments made to the scheme, and
  - up-to-date information showing the state of the authority's compliance (or non-compliance) with the timetable for the preparation and revision of documents identified within it.
4. The revised Norwich LDS will run until summer 2018 and will entirely replace the version published in July 2014. It will be rolled forward periodically to ensure that it is as up-to-date and flexible as possible. The draft LDS was considered by sustainable development panel on 24 February 2016. The panel recommended that cabinet should approve the scheme as appended, although it will be necessary to amend a small number of links within the document following the launch of the city council's new website last month.

## Progress since the previous Local Development Scheme

5. Since the last LDS was published in July 2014, the two statutory local plan documents specific to Norwich, the *Site Allocations and Site Specific Policies Local Plan* (the site allocations plan) and the *Development Management Policies Local Plan* (the DM policies plan) have been completed. Both were adopted simultaneously by the city council and came into effect on 1 December 2014. Alongside the adopted *Joint core strategy for Broadland, Norwich and South Norfolk* (the JCS) they provide a comprehensive and up-to-date statement of planning policy in Norwich between now and 2026 which informs, and provides the basis for, all the council's decisions on planning applications for development.

Details of the adopted local plan documents making up the existing local plan for the city are set out in chapter 3 of the LDS document (which is attached at Appendix 1). Three of the four supplementary planning documents listed in the previous LDS programme have also been completed and adopted.

### **The revised LDS – looking forward**

6. The revised LDS focuses primarily on an emerging review of strategic, high level planning policies and site allocations for Norwich in the next local plan looking forward to 2036. This will involve two main strands of work for the planning policy service which must be included in the planning service plan for the coming year.
7. The first will be a new local plan for the Norwich area to roll forward and replace the JCS (to be known as the **Greater Norwich Local Plan**, or GNLP). It will have the status of a statutory development plan document and will be prepared, like the JCS, jointly with Broadland and South Norfolk districts, with support from Norfolk county council. Its expected adoption date is October 2020. The decision to prepare a joint local plan on this basis was agreed by resolution of the Greater Norwich Growth Board at its meeting of 24 September 2015.
8. Unlike the JCS, the GNLP will include site-specific housing and employment allocations and policies, which historically have been taken forward through lower level district-wide plans such as the Site allocations plan for Norwich. National planning deregulation is expected to further reduce the influence local planning authorities can exercise over the precise use of land and premises and the precise form of development. Government advice is that local plans should be streamlined, short and focused, providing certainty for developers as to the broad locations where development will and will not be allowed and ensuring that policies and proposals are viable and deliverable. Notwithstanding the shorter format of these new generation plans, the work involved in assembling the technical evidence to underpin the plan will still be considerable. Members should note that all three participating authorities are in the process of reviewing and agreeing revisions to their respective Local Development Schemes to enable consultation on the GNLP to commence formally. It has also been necessary to review and align the Statements of Community Involvement (SCI) for each authority to ensure that arrangements for public consultation on the GNLP are consistent. A revised SCI for Norwich will be presented to a future meeting of sustainable development panel which will be followed by a report to Cabinet seeking approval to carry out public consultation in May.
9. The second major document is the non-statutory **Norfolk Strategic Framework** (NSF), proposals for which were previously reported to sustainable development panel and agreed by cabinet in 2015. The NSF will set the general strategic principles and priorities to inform spatial planning and future local plan preparation in the whole of Norfolk, establishing the overall requirements for housing, employment, transport and infrastructure (including green infrastructure) across the county. As a document which provides the context for a review of planning policy, rather than setting policy itself, the NSF will be subject to public consultation but will not need to satisfy all the legal and procedural requirements of a statutory development plan document, in particular not requiring a formal sustainability appraisal. Accordingly it can be prepared on a relatively short timescale and is currently envisaged to be in place by April 2017, to inform the content of the GNLP and other local plans.

10. Further details of these documents are included in chapter 5 of the LDS document at Appendix 1.

### Supplementary planning documents

11. As previously, the proposed LDS also lists supplementary planning documents (SPD) as part of the work programme. These are not required to be included in an LDS but it is considered helpful to include them as they are part of the general programme of plan preparation in the planning policy team plan and will contribute to the implementation of planning policies. Two SPDs are included: the ***Trees and Landscape SPD*** and the ***Bethel Hospital Planning Brief***. The latter is a new SPD, the need for which has been identified to guide future development and regeneration of this important but neglected complex of historic buildings on the Heritage at Risk Register.

### Other committed and potential workstreams

12. The LDS also identifies other workstreams for the planning policy service which will be necessary in order to satisfy emerging new national policy requirements signalled in the Housing and Planning Bill and elsewhere, to respond to further national planning deregulation or to progress other local projects and initiatives. While some of these workstreams are already in progress or committed, others are aspirational and depend on identifying additional resources to deliver them. Members should be aware that resources in the planning policy service are limited and capacity to undertake further work in this category is constrained by the need to prioritise core planning work around the statutory Greater Norwich Local Plan and the NSF.

13. Aside from the completion of the Statement of Community Involvement referred to above, the committed workstreams identified in the document are:

- Compiling a statutory ***Brownfield Sites Register*** of all sites suitable for housing and capable of accommodating 5 dwellings and over, including sites already allocated in local plans. It is envisaged that a new type of permission, *planning permission in principle* would be granted automatically for any site included on the register, with any further planning submissions limited to application for approval of technical matters (called *technical details consent*). The recent wide ranging technical consultation on planning issued by government in February has provide further detail on the proposed operation of the register, but until these proposals are finally agreed it is not clear how the regime would operate in practice, nor how sites which are allocated in a local plan for a mix of residential and commercial uses – of which there are many in Norwich – might be handled.
- Ongoing work on the ***River Wensum Strategy***, being taken forward in partnership with other organisations and agencies.
- Work arising from the forthcoming statutory requirement for a ***Self-build and custom build housing register*** to record requirements for land for self-build projects, alongside a statutory obligation on local authorities under the Community Right to Build to offer suitable land to anyone on that register;

- An interim progress report in relation to **Houses in Multiple Occupation (HMOs)** following public consultation on future policy options in late 2014 and a commitment to review the issue again in 2017. This report is expected to be presented to the next meeting of the panel in March.

14. The potential workstreams which are included, and which depend on resources being identified, are:

- The possibility of a new multi-agency **City Centre Strategy** to ensure that investment to maintain the attractiveness, viability and vitality of the city centre can be effectively targeted;
- Legacy work arising from the imminent expiry of the **Northern City Centre Area Action Plan**. This may include, subject to resources, preparation of planning briefs or guidelines for the Anglia Square area and other key regeneration sites, a dedicated Neighbourhood Plan or prioritising sites in this area for inclusion on the brownfield sites register. It should be noted that the ability to do site specific work will depend on the ability to secure funding.

### **Ongoing challenges from the national planning agenda**

15. Consultation has recently concluded on a review of the overarching National Planning Policy Framework (NPPF) which, once in place, will change the national context for emerging local policies and further reduce the extent to which local planning authorities can directly intervene in and influence development and change. A further government technical consultation on implementing the wide ranging reforms already announced, as well as seeking views on other prospective changes to the planning system, commenced in February and is ongoing until mid-April. Consequently, there may be other work not identified in this LDS resulting from as yet unimplemented and unannounced legislative and regulatory reforms.

16. In particular, local planning authorities are urged to accelerate the delivery of housing on underused brownfield land, supported by a proposed statutory requirement to include a proportion of low cost starter homes on all suitable sites in local plans. The government's increased emphasis on promoting discounted home ownership at the expense of affordable rented and social rented housing means that the national definition of "affordable housing" itself is now proposed to be changed. Notwithstanding this, evidence suggests that the great majority of affordable housing need in Norwich will continue to be for rented accommodation. The impending national policy changes will have implications for many local planning authorities whose affordable housing policies are founded on evidence which does not take full account of the need for these types of housing. This and other national policy shifts will inevitably need to be taken into account when housing policies are eventually reviewed in the Greater Norwich Local Plan.

### **Conclusion**

17. The revised Local development scheme to the summer of 2018 prioritises a review and roll forward of planning policy through the statutory Greater Norwich Local Plan and non-statutory Norfolk Strategic Framework. Aside from the completion of SPD already commenced and committed, it is likely that the majority of policy staff resources will need to be directed to the emerging new plan framework in order to

deliver them to the timescales proposed. Consequently there is less scope than in previous years for additional items in the LDS work programme. Some of these, like the City Centre Strategy, are highly desirable to include but may have to remain aspirational unless additional resources can be identified to take them forward.

18. Additional anticipated/potential workstreams for the planning policy team are associated mainly with government initiatives resulting from ongoing changes in national legislation and policy. Workstreams around the Brownfield Sites Register and Self-Build Register are identified as commitments in the LDS, but a lack of clarity and detail as to how these are proposed to be implemented means that their timing and impact on the work programme are uncertain. Further information about these areas of work will be reported to sustainable development panel as details emerge and will be included in future revisions to the LDS as appropriate.





## Integrated impact assessment



**NORWICH**  
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with completing the assessment can be found [here](#). Delete this row after completion

### Report author to complete

<b>Committee:</b>	Cabinet
<b>Committee date:</b>	9 March 2016
<b>Head of service:</b>	Graham Nelson
<b>Report subject:</b>	Local Development Scheme 2016-18
<b>Date assessed:</b>	24 February 2016
<b>Description:</b>	The impact assessment is based on the recommendation to approve the revised Local development scheme for publication and not on the contents of the scheme itself. The key statutory documents detailed in the scheme will be subject to Sustainability Appraisal (including consideration of environmental, social and economic objectives) and are required as part of this process to be screened for impacts on diversity considerations. It is expected that the policy documents detailed in the scheme will be reported individually to members and the specific impacts of each document will be appraised at that time.

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are some costs associated with the preparation of the LDS but this is a statutory requirement. Publication of timely and relevant information about the council's planning policy documents will reduce the amount of officer time dealing with enquiries about their status and contribute to more efficient service delivery.
Other departments and services e.g. office facilities, customer contact	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Very limited impact on Design Print and Production service which will upload electronic versions on the council's website.
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	No direct impact identified. Indirectly, the LDS raises awareness of the role of positive planning strategies for the city alongside supplementary planning documents and informal advice which will help to support the delivery of sustainable development, homes and jobs.
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The publication of the LDS will not have a direct impact on transportation
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The publication of the LDS will not have a direct impact on the natural and built environment
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The publication of the LDS will not have a direct impact on twaste minimisation and resource use
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The publication of the LDS will not have a direct impact on pollution
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The publication of the LDS will not have a direct impact on sustainable procurement
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The publication of the LDS will not have a direct impact on energy and climate change
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Likely to be neutral impact subject to clear reasons being given if any changes are made to the scheme.

## Recommendations from impact assessment

### Positive

No direct positive impacts identified, although the revised scheme once in place should provide clear and concise information to the public and the development industry on progress made toward the Greater Norwich Local Plan, Norfolk Strategic Framework, local policy documents and supporting advice and guidance. Together these will help to improve the overall delivery and targeting of the council's planning services

### Negative

Minor negative resource impacts identified however these are considered essential to support the publication of the local development scheme, which is a statutory requirement.

### Neutral

No impact in relation to the majority of issues

### Issues

The key issue is to ensure that the programme of policy document production identified in the revised scheme will contribute to achieving the city council's corporate objectives for the delivery of homes and jobs for Norwich and will also accord with the government's stated objectives in relation to sustainable development. The LDS programme must also be achievable within the resource constraints of the planning service, and the rationale for any decision by Cabinet to vary the content of the scheme should be clearly documented.

# **Local development scheme for Norwich**

**2016-18**

**Revised**

**March 2016**



**NORWICH**  
City Council

# 1. Introduction

- 1.1 A Local development scheme (LDS) must be prepared under Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011). It must identify the documents that will be prepared to set out the strategy for the development and use of land in the local planning authority's area – collectively called *local development documents*. Essentially, an LDS is a project plan which identifies (among other matters) the documents which, when prepared, will make up the Local Plan for the area. It must be made publicly available and kept up-to-date. It allows the public and stakeholders to find out about planning policies in their area, the status of any emerging policies in the development plan, and the details of and timescales for production of all relevant documents.
- 1.2 This Local development scheme applies only to the area of the city for which Norwich City Council is the local planning authority. It should be noted that part of the administrative area of Norwich (namely the tidal river Wensum downstream of New Mills and an area of land at Cremorne Lane) falls within the planning jurisdiction of the Broads Authority, which is subject to a separate local plan and LDS.
- 1.3 In addition to providing information about the main *development plan documents* in preparation (which legislation requires to be included), this LDS also provides detail about the preparation of Supplementary Planning Documents (SPDs) and other informal planning guidance and adopted local development documents, to provide a full account of the planning policies that will operate in Norwich. This document also refers to committed workstreams contributing to documents which may in due course form part of the Local development scheme.
- 1.4 *(to be included subject to approval) This LDS was approved by the council's Cabinet on 9 March 2016 following consideration by Sustainable Development Panel on 24 February. It replaces the previous LDS which was published in July 2014. It will take effect from 10 March 2016.*

## Summary of progress since the last LDS

- 1.5 The previous Local development scheme was published in the run-up to adoption of two emerging local plan documents for Norwich, the **Norwich Site Allocations and Site Specific Policies Local Plan** (the Site Allocations Plan) and the **Norwich Development Management Policies Local Plan** (the DM Policies Plan). Programmed for adoption in November 2014, they were approved on schedule by a full meeting of the city council on 25 November 2014 and were formally adopted on 1 December 2014.
- 1.6 The 2014 LDS also included details of proposed Supplementary Planning Documents to support the newly adopted local plan. The following supplementary planning documents in the previous LDS programme have been approved since July 2014:
  - [Main Town Centre Uses and Retail Frontages Supplementary Planning Document](#) (adopted December 2014)

- [\*Affordable Housing Supplementary Planning Document\*](#) (adopted March 2015)

1.7 The following three documents were included in the 2014 LDS as prospective informal policy advice notes, originally intended to be published alongside, or shortly after, the adoption of the local plan. Since the documents may involve binding financial obligations on developers, the decision was made to progress these to adoption as full SPD, with a longer production timescale consequent on the need for formal public consultation and adoption.

- [\*Open Space and Play Supplementary Planning Document\*](#) (adopted October 2015)
- [\*Heritage Interpretation Supplementary Planning Document\*](#) (adopted December 2015).
- *Trees and Landscape Supplementary Planning Document*, adoption now scheduled for May 2016.

## 2. Scope of the Norwich Local development scheme

2.1 The Local development scheme covers the following types of documents:

### Development plan documents (DPDs)

- 2.2 Development plan documents or DPDs are the formal policy documents which make up the statutory development plan (the *local plan*) for Norwich. Once adopted, these have full legal weight in decision making. The council's decisions to approve or refuse any development which needs planning permission must be made in accordance with the local plan unless material considerations indicate otherwise. The local plan may either be a single document or a number of separate related documents.
- 2.3 The adopted local plan for Norwich comprises the *Joint Core Strategy for Broadland, Norwich and South Norfolk* (the JCS) adopted in March 2011, amendments adopted January 2014; the *Norwich Site Allocations and Site Specific Policies Local Plan* (the Site Allocations Plan), adopted December 2014; the *Norwich Development Management Policies Local Plan* (the DM Policies Plan), adopted December 2014; and the *Northern city centre area action plan* (NCCAAP) for part of Norwich city centre, adopted March 2010. The NCCAAP runs only to the end of March 2016, although policy 11 of the JCS remains adopted and requires regeneration of the northern city centre in accordance with NCCAAP principles. Accordingly a commitment to regenerate the northern city centre will remain a material consideration in determining planning applications in that area.
- 2.4 The JCS will be replaced by the emerging Greater Norwich Local Plan (GNLP), which will run until 2036 is scheduled to be adopted in 2020.
- 2.5 Each document must be prepared in accordance with a nationally prescribed procedure set out in the national Local Planning Regulations for England, which were last reviewed in 2012. At key stages of plan-making there is an opportunity for the public to comment on emerging planning policies and proposals in the documents. At the end of the process, development plan documents must be submitted to the Secretary of State and independently examined by a government appointed inspector to assess their soundness and legal compliance before they can be *adopted* by the city council and come into force.
- 2.6 Certain other documents must be published alongside each DPD, including:
- the independently prepared *sustainability appraisal (SA) report* of the plan at each stage (a *sustainability appraisal scoping report* is prepared and consulted on at the start of the process to set out what sustainability issues and objectives the SA should cover and what evidence it will use);
  - A *habitats regulations assessment (HRA)* if policies and proposals in the plan are likely to have impacts on important natural and wildlife habitats protected by national and international legislation. This is also known as the "Appropriate Assessment".



- a *policies map*, setting out the DPD's policies and proposals on a map base (if relevant);
- a *statement of consultation* summarising public representations made to the plan and how they have been addressed (called the "Regulation 22(c) statement");
- copies of any representations made;
- any other supporting documents considered by the council to be relevant in preparing the plan;
- an *adoption statement* and *environmental statement* (when the plan is adopted).

### Supplementary planning documents (SPD)

- 2.7 Supplementary planning documents (SPD) help to support and explain in more detail how the city council will implement particular policies and proposals in the local plan. SPD can also take the form of master plans, detailed design briefs or development briefs for sites identified for future development ("allocated") in the plan, as well as for other emerging sites.
- 2.8 SPD can be reviewed frequently and relatively straightforwardly to respond to change, whereas a review of the policies in the plan is a longer and more complex process.
- 2.9 The *National planning policy framework* (NPPF) and national *Planning practice guidance* (PPG) state that supplementary planning documents should be used "where they can help applicants make successful applications or aid infrastructure delivery", and should not be used to add unnecessarily to the financial burdens on development. SPD should not introduce new or include excessively detailed policy guidance, but ought to be used only where it can clarify and amplify existing policy and set out how it will help to bring forward sustainable development.
- 2.10 As set out in paragraphs 1.6 and 1.7, a number of supplementary planning documents have so far been prepared to support adopted policies in the JCS and DM Policies plan. This Local development scheme makes provision for the completion of work on the emerging *Trees and Landscape SPD* and preparation of a planning brief for the Bethel Hospital, which will have the status of formal SPD.

### Other local plan documents

- 2.11 In addition to the progress report provided by this Local development scheme, a number of other documents must be prepared alongside the local plan, but do not form part of it.
- 2.12 A **Statement of community involvement** (SCI) must show how the council intends to involve the community in plan preparation and planning decision making. It is not a local development document but legally it must set out how documents specified in the LDS will be consulted on.

- 2.13 To ensure that plans and policies are effective, an **Annual monitoring report** (AMR) must also be prepared to record progress on implementing the local plan and how new development and change taking place in the previous year has contributed to achieving its targets. From 2011, the AMR for Norwich has been incorporated within a combined monitoring report for the JCS prepared jointly by Norfolk county council and the three district authorities covering greater Norwich. The most recent JCS AMR, for the monitoring period April 2014 to March 2015, was published in December 2015.

#### **Associated documents and initiatives**

- 2.14 Although not required to be published as part of the Local development scheme programme, the following additional documents and initiatives are listed in this LDS for information, as they will inform the preparation of future statutory development plan documents and/or provide a wider context for their implementation.
- a) **Non-statutory strategic guidance** including the emerging *Norfolk Strategic Framework* (NSF) and provision for a future *City centre strategy*;
  - b) Other **potential and anticipated workstreams** arising from ongoing national and local policy changes. The scope and extent of the work that may be undertaken depends on resources available to the council and (in some cases) further clarification from central government about how proposed new planning measures would operate in practice. For that reason no detailed timescales can be specified for future informal local guidance and other work items in this category.

### 3. The existing local plan

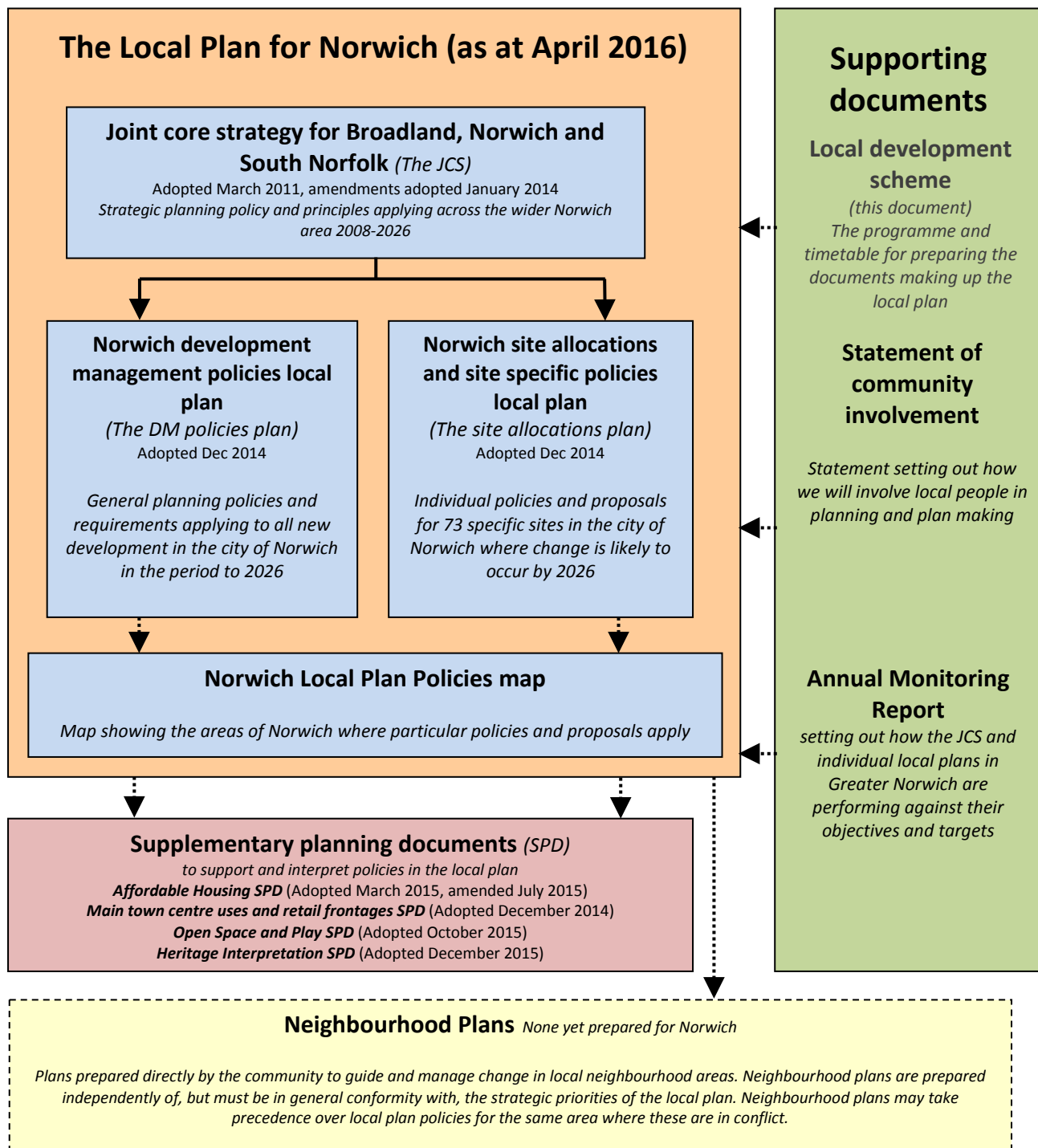
- 3.1 A number of planning documents are already in place to guide the council's decisions on planning applications. Together these form the existing adopted local plan for Norwich, which has been through a formal process of consultation and independent examination before adoption.
- 3.2 As these documents are already in use, they are not part of the formal LDS schedule set out in Annex 1, which deals in the main with the new and emerging documents that will be prepared to replace or supplement them. However they are included below in order to provide a complete picture of the planning policy documents which apply in Norwich.
- 3.3 The documents making up the local plan must conform to national planning policy in the National Planning Policy Framework (NPPF), supported by national planning practice guidance (PPG). In preparing its local plan the council must show that it has met the statutory *Duty to Cooperate* with adjoining authorities and other relevant bodies.
- 3.4 The local plan documents fit into a hierarchy with broad strategic policies at the top and more detailed policies interpreting the strategic approach at a district and small area level. This is illustrated in Figure 1 on page 8.
- 3.5 For the Norwich area, the adopted ***Joint core strategy for Broadland, Norwich and South Norfolk*** (JCS) is the primary document at the top of the hierarchy to which other development plan documents prepared by individual districts should conform. The JCS was adopted in March 2011, with amendments adopted in January 2014. It is a strategic planning document prepared jointly by the three constituent districts in Greater Norwich and provides the long term vision, objectives and spatial strategy for development of Norwich and its surrounding area for the period to 2026. The JCS is therefore at the heart of the present local plan for Norwich.
- 3.6 The ***Site allocations and site specific policies local plan*** (the Site Allocations Plan) identifies and sets out policies for 73 individual sites in Norwich city where development is proposed or expected to occur between now and 2026. It responds to the requirement of the JCS to identify additional sites for 3000 new homes in the city by 2026 over and above existing housing commitments. It also identifies opportunities to accommodate the overall levels of growth in jobs and services anticipated over that period and to ensure that these can be delivered and located sustainably, with a particular focus on expanding office employment and retail and leisure uses in the city centre. It will also help to deliver the community facilities and green infrastructure and elements of the sustainable transport network required to support new development as it occurs, in accordance with the JCS. The Site Allocations Plan was adopted in December 2014.
- 3.7 The ***Development management policies DPD*** (the DM Policies Plan) sets out a range of more detailed policies applying throughout Norwich which will be used in the council's assessment of development proposals and to guide future council decisions on applications for planning permission up to 2026. 33 policies cover a range of topics,

building on the national policy principles for sustainable development set out in the National Planning Policy Framework and the strategic policies and objectives of the JCS. In certain cases the policies also set out local criteria and standards for different kinds of development. The DM Policies Plan was also adopted in December 2014.

- 3.8 The ***Northern city centre area action plan*** (NCCAAP) covering the key regeneration priority area in the northern part of Norwich city centre, was adopted in March 2010. Working to a base date of 2006 and covering the period to March 2016, its policies were prepared and consulted on in the context of the Replacement Local Plan 2004, which the adopted DM Policies Plan and Site Allocations Plan have now replaced. The Northern City Centre Area Action Plan is at the end of its ten year period and any remaining site specific proposals which are included in the NCCAAP but which have not yet been implemented by its end date of 31 March 2016 will no longer form part of the local plan. Proposals within the area would still need to be considered in the context of the strategic priority to secure regeneration of the northern city centre and promote major mixed use development at Anglia Square, as set out in JCS policy 11. This would continue to be a material consideration when assessing planning applications for development in the former NCCAAP area.
- 3.9 The Localism Act 2011 allows for community led ***neighbourhood plans*** to be brought forward to complement the adopted local plan, and this is reflected in Figure 1. No such plans have been proposed within the city boundary although neighbourhood plans are now formally in place (“made”) for the adjoining suburban parishes of Cringleford in South Norfolk and Sprowston in Broadland. The city council remains open to working in cooperation with community-led groups to produce neighbourhood plans for individual parts of Norwich where these help to promote beneficial development, regeneration or neighbourhood enhancement in accordance with the presumption in favour of sustainable development and the general principles set out in the NPPF.

### **Evidence base**

- 3.10 A Local Plan must be supported by a robust **evidence base**. The extensive library of documents which have informed the preparation of the DM policies and site allocations plan can be viewed on the city council’s website [here](#). The JCS documents library can be searched from the Greater Norwich Growth Board website [here](#).



## 4. Looking forward – the emerging local plan and the 2016-18 LDS programme

- 4.1 The Local development scheme was last reviewed in 2014, anticipating the adoption of new local plan documents for Norwich in December that year. With that milestone now achieved, this revision of the Local development scheme outlines the programme of documents and associated workstreams that will contribute to the replacement and review of the local plan. These will include the statutory and non-statutory planning documents detailed below.

### New Development Plan Documents

- 4.2 The proposed **Greater Norwich Local Plan** will be a new statutory local plan for Broadland, Norwich and South Norfolk to update the present Joint Core Strategy (JCS). This will, similarly, set out a statement of strategic planning policy for the wider Norwich area but, unlike the JCS, will also include policies and proposals for individual sites. As such, the GNLP will eventually also replace separate site allocations plans for individual districts. It is the only formal development plan document in the current programme.

### A new non statutory planning framework

- 4.3 The proposed **Norfolk Strategic Framework** will be a non-statutory strategic policy statement which will set broad strategic targets and priorities for the next round of statutory local plans for individual local planning authorities in Norfolk, facilitating joint working across district boundaries and helping to fulfil the statutory Duty to Co-operate.
- 4.4 Both the above documents will cover the period to 2036. Further information on each of the documents is given in the Key Document Profiles section at the end of the LDS which also includes the proposed production timetable for each document. The work programme set out in this LDS may be subject to review dependent on the extent of evidence likely to be required.

### New Supplementary Planning Documents

- 4.5 A number of supplementary planning documents are currently in place to support the adopted local plan, as detailed in section 1. The programme of SPDs proposed in the 2014 LDS is now largely complete, alongside those additional documents previously identified as informal advice notes which were taken forward as full SPD. The following supplementary planning documents are proposed for completion over the period of this LDS.

- **Trees and Landscape Supplementary Planning Document (scheduled to be adopted in May 2016).** The Trees and Landscape SPD will help to implement various strategic planning policies in the Joint Core Strategy requiring high quality landscaping to create a strong sense of place in new development, promoting expansion and improvement of the city's green infrastructure networks and providing and maintaining green open spaces to secure sustainable development. It also

supplements more detailed policies in the DM policies plan. By promoting a consistent approach to dealing with landscape and tree issues in development, planning applications can be processed more efficiently, helping to speed up the delivery of sustainable, high quality development for Norwich.

- ***Bethel Hospital Planning Brief.*** The largely disused Bethel Hospital is a prominent and highly significant complex of listed buildings in Norwich city centre; one of five priority buildings in Norwich on the Heritage at Risk Register which are considered to be in the most urgent need of repair and restoration. The Bethel Hospital was acquired many years ago for conversion by a local investment company and a consented scheme was partly implemented but subsequently abandoned. Substantial areas of the building have now fallen into disrepair after an extended period of neglect. The brief is intended to set planning and design principles/policies to guide future development of the site and assist in securing its beneficial repair, re-use and regeneration.

#### **Other committed and potential workstreams**

4.6 The following paragraphs refer to committed and potential workstreams which are or may be part of the Council's work programme, although in many cases the status and timescales for production of these have yet to be confirmed. None are formal development plan documents or supplementary planning documents but are included in the LDS for completeness. Subsequent revisions to the Local development scheme would identify the need for any formal DPDs or SPD emerging from this work.

##### **a) Committed**

4.7 Additional workstreams which are **committed** and form part of the planning service's work programme during this LDS period are as follows:

- A review of the ***Statement of Community Involvement (SCI)***. Under Section 18 of the Planning and Compulsory Purchase Act 2004, all local planning authorities in England and Wales must prepare a *Statement of community involvement* (SCI) and must carry out planning consultations in accordance with it. The SCI is a 'code of practice' setting out how the council intends to involve people in planning decisions. This can include both decisions about planning policy documents including those listed in this LDS (plan-making) and decisions on planning applications. Consultation on an updated SCI is expected to take place from May 2016.
- ***Brownfield Land Register.*** The government's emerging proposals for local planning authorities to maintain a statutory Brownfield Land Register would grant automatic planning permission in principle (PiP) for sites on the register. Any subsequent permissions granted on sites on the register would be limited to approval of technical matters, called *Technical Details Consent* (TDC) which, alongside permission in principle, would constitute a full permission to build. The government has not clarified how brownfield registers and local plan allocations are intended to interact in practice. There will be a need to investigate whether the register will

assist in promoting the development of sites which will no longer be allocated in the Northern City Centre Area Action Plan after the plan expires in March 2016, as well as other key sites for which early development is a priority.

- **River Wensum Strategy.** A non statutory strategy to promote use of the river Wensum, in particular promoting better access/signage to the river, increasing activity on the river, enhancing its function as a key piece of green infrastructure and contribution to biodiversity, and increasing its attractiveness to tourists and visitors. The strategy is being prepared in partnership with the Broads Authority, Norfolk County Council, the Environment Agency and the Wensum River Parkway Partnership. This has been identified as an immediate priority.
- The government's new statutory requirement for local authorities to maintain a **Self-Build Register** under the community right to build (operating from April 2016) will potentially involve identifying opportunities for self-build and custom built housing on sites in Norwich to match demand, whether already allocated for housing or not. Draft national planning practice guidance<sup>1</sup> was issued in February 2016.
- A number of options for the city council's future policy approach to **Houses in Multiple Occupation (HMOs)** were identified in a report to members in March 2015 following public consultation on the issue at the end of the previous year. A commitment to review the situation after two years (and members' request to prepare an interim progress report in March 2016) means that further work in relation to HMOs is anticipated over the period of this LDS.

#### **b) Potential additional work**

4.8 Additional workstreams which **may be progressed**, subject to the availability of resources, but which are not firm commitments in this LDS period, are:

- **City Centre Strategy.** The need to develop a coordinated strategy for Norwich city centre has been identified partly as a result of ongoing national planning deregulation, which has reduced or removed the ability of the city council to fulfil its responsibilities under the NPPF to support town centres through direct exercise of its planning powers. Such a strategy would need to focus on maintaining the strength of the centre as a retail destination, managing change in shopping areas and addressing the impact of loss of offices and other commercial premises to residential use which cannot be achieved through planning policy (because many of these changes no longer require planning permission). The aim of the strategy would be to work with partners such as Norwich Business Improvement District, the Chamber of Commerce and New Anglia Local Enterprise Partnership (LEP) to cover the main issues affecting the city centre (e.g. housing, retail, leisure, offices, public realm, transport) promote development, access funding opportunities and target

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<sup>1</sup> [Self-build and Custom Housebuilding - Draft planning practice guidance](#). Department for Communities and Local Government, February 2016,



investment to further improve the attractiveness of the city centre as a place to shop, work, live and do business in.

As a corporate and collaborative initiative, the City Centre Strategy would inform the development of specific planning documents but would not itself be a statutory document.

- **Northern City Centre Area Action Plan legacy work.** Once the NCCAAP expires, a formal brief interpreting JCS policy for Anglia Square could be produced, whilst there may be a need for additional site specific briefs, guidelines and masterplans in the LDS period, potentially to assist the delivery of housing and mixed use development on sites previously allocated by the NCCAAP and to support other regeneration opportunities elsewhere in the city. The detail to be produced by government on the role of the Brownfield Register is likely to determine the best approach. Until that detail is forthcoming, it is not practical to commit to any particular approach or include specific documents in the LDS.

However, due to limited resources and to promote partnership working, the potential for working with external groups and organisations would need to be investigated. The potential for a Neighbourhood Plan and the role of the Brownfield Register will also be considered.

- 4.9 The need for a potential **Gypsy and Traveller Single Issue Review** was identified in the 2014 LDS as a potential workstream. If no specific Gypsy and traveller site or sites could be identified through grant funding to meet identified needs to 2026, there is a commitment in Policy DM14 of the adopted DM policies plan to produce a short focused local plan by the end of 2016 to address the issue. It is not anticipated that such a plan will now be necessary, as any residual provision on an identified site and any longer term provision elsewhere can be covered in the Greater Norwich Local Plan and/or identification of appropriate sites on the Brownfield Land Register.

## 5. Key document profiles

Document Title	Greater Norwich Local Plan (GNLP)
<b>Role and content</b>	To provide the strategic vision, objectives and strategy for future development of the greater Norwich area, to accommodate objectively assessed needs for growth and to identify specific sites for development in the period to 2036. The GNLP provides the strategic context for the preparation of lower level policy documents prepared by the three constituent district planning authorities.
<b>Status</b>	Statutory Development Plan Document (DPD)
<b>Conformity</b>	The document must conform with the National Planning Policy Framework 2012 (the NPPF) and with any subsequent review of the Framework. It should also accord with standing advice in national Planning Practice Guidance (PPG).
<b>Geographical coverage</b>	The three districts of Broadland, Norwich and South Norfolk, excluding the parts of those districts falling within the Broads Authority area.
<b>Joint working arrangements (if any)</b>	The plan will be prepared jointly with Broadland and South Norfolk district councils with the support of Norfolk County Council.
<b>Relationship with adopted local plan(s)</b>	The GNLP will supersede <ul style="list-style-type: none"> <li>a) the <b>Joint Core Strategy (JCS)</b> for Broadland, Norwich and South Norfolk (adopted March 2011, amendments adopted 2014)</li> <li>b) the <b>Norwich Site Allocations and Site Specific Policies Local Plan</b> (adopted December 2014)</li> </ul>
<b>Evidence required</b> <i>May include selective reviews of the evidence base already in place for the JCS and new and/or updated studies where necessary, dependent on the eventual scope and coverage of the plan.</i>	This is likely to include (but not be limited to): <ul style="list-style-type: none"> <li>- The published <i>Central Norfolk Strategic Housing Market Assessment (SHMA)</i> 2016, and future updates which may be integrated into a combined Housing and Economic Development Needs Assessment (HEDNA);</li> <li>- The emerging <i>Norfolk Housing and Economic Land Availability Assessment (HELAA)</i>;</li> </ul>

Document Title	Greater Norwich Local Plan (GNLP)
	<ul style="list-style-type: none"> <li>- An economic growth study (if not part of the HEDNA);</li> <li>- An infrastructure study;</li> <li>- A new or updated strategic flood risk assessment (SFRA);</li> <li>- An updated retail study;</li> <li>- A new or updated water cycle study;</li> <li>- A new or updated green infrastructure study;</li> <li>- A new or updated open space study;</li> </ul> <p>The plan must be accompanied by an independent Sustainability Appraisal (SA) and Habitats Regulation Assessment (HRA) which will draw on, and themselves be part of, the evidence base.</p>
<p><b>Production milestones</b></p> <p><b>Commence document production</b></p> <p>Publication of Local development scheme</p> <p>Review, consult on and revise (where necessary) the Statements of Community Involvement for participating districts</p> <p>Call for sites – invitation to put forward specific development sites for inclusion in the GNLP</p> <p>Commission, prepare and publish evidence studies required to support the GNLP</p> <p>Complete and publish draft (<b>Regulation 18</b>) plan for consultation: to include issues and policy options and shortlisted development sites</p> <p>Complete and publish pre-submission draft (<b>Regulation 19</b>) plan for consultation: to include agreed strategic policies, sites and site-specific proposals.</p> <p>Assess representations in response to Regulation 19 draft, prepare all formal submission documents</p> <p>Formal submission of GNLP to Secretary Of State (<b>Regulation 22</b>)</p> <p>Examination in public</p> <p>Consultation on inspector’s proposed main modifications</p> <p>Publication of Inspectors’ Report</p> <p>Adoption of the Greater Norwich Local Plan</p>	<p><b>December 2015</b></p> <p>March 2016</p> <p>by Summer 2016</p> <p>March – April 2016</p> <p>March 2016 – May 2017</p> <p>June-August 2017</p> <p>May-July 2018</p> <p>August 2018-January 2019</p> <p>April 2019</p> <p>September-October 2019</p> <p>February-March 2020</p> <p>July 2020</p> <p>October 2020</p>
<p><b>Monitoring and review</b></p>	<p>Annual Monitoring report and five year housing land supply updates</p>
<p><b>Governance and Resources</b></p>	<p><b>Resources</b></p> <p>Greater Norwich strategic planning officer group, other officer input, some use of</p>

Document Title	Greater Norwich Local Plan (GNLP)
	Greater Norwich Delivery Board. <b>Governance</b> To be determined.

Document Title	Norfolk Strategic Framework (NSF)
<b>Role and content</b>	To set out an overall vision, strategic development principles and indicative housing and employment numbers and distribution for Norfolk in the period to 2036; to address relevant cross-boundary planning issues; to inform and provide a context for the preparation of statutory local plans for individual districts and areas within the county (including the GNLP).
<b>Status</b>	Non statutory strategic policy document
<b>Geographical coverage</b>	The administrative county of Norfolk. (The Broads Authority will be involved in the production of the document but it is not intended to include separate housing or employment targets for the Broads area).
<b>Joint working arrangements (if any)</b>	The NSF will be prepared jointly by the district planning authorities within Norfolk working with Norfolk County Council, the Broads Authority and with the involvement of the Greater Anglia Local Enterprise Partnership and other key stakeholders.
<b>Conformity</b>	As a non statutory document there is no formal requirement for conformity with higher level national policy statements, however the framework will need to follow the general principles of national policy and guidance.
<b>Relationship with adopted local plan(s)</b>	This will be a new document providing a framework for the eventual formal review and replacement of existing local plans.
<b>Evidence required</b>	Evidence required on housing, economic development, infrastructure and delivery. This will tie in with local plan evidence requirements.
<b>Production milestones (provisional)</b>  <b>Commence document production</b> Prepare draft framework Public consultation on draft framework  Revise and finalise content Agree and sign off document for approval by constituent councils Completion	<b>January 2016</b>  Spring-Summer 2016 October-December 2016  Early 2017 Spring 2017  By April 2017
<b>Governance and Resources</b>	Resources: Officers working through steering groups extended to include representation from all

	<p>Norfolk districts and the county council along with representatives of key stakeholder groups and organisations such as the Environment Agency and the Local Enterprise partnership (LEP).</p> <p>Governance:</p> <p>The Duty to Cooperate member forum has been established as a non-decision making body which officers report to. Decisions are made by the constituent authorities' cabinets or equivalents.</p>
<b>Monitoring and Review</b>	<p>Annual Monitoring report and five year housing land supply updates of constituent authorities.</p>

## ANNEX 2

**LOCAL DEVELOPMENT SCHEME FOR NORWICH, 2016-18**  
**KEY DOCUMENT PROGRAMME**

[illegible]

## KEY

## General

LDS production/review	
Resolution to bring LDS into effect	R
Commencement of this LDS period	
Commencement of individual document production	*

## Adopted development plan documents

Adopted DPDs (local plans) in use	E
Adopted DPD (local plan) expiry	&
Policies map update (to delete redundant NCCAAP policies)	

### Greater Norwich Local Plan (GNLP)

Call for sites	S
Preparation of draft Regulation 18 plan and supporting evidence	
Reg 18 draft consultation stage	18
Assessment of responses/preparation of Reg 19 pre-submission plan	
Reg 19 publication (pre-submission) stage	19
Assessment of responses/preparation of Reg 22 submission document	
<u>Subsequent statutory GNLP milestones not included in this LDS period</u>	
<b><i>Submission to Secretary of State</i></b>	<i>April 2019</i>
<b><i>Examination in Public</i></b>	<i>September/October 2019</i>
<b><i>Consultation on inspectors' proposed modifications</i></b>	<i>February/March 2020</i>
<b><i>Adoption</i></b>	<i>October 2020</i>

### Norfolk Strategic Framework (NSF)

Evidence gathering and production of draft framework	
Consultation on draft framework	
Production of final framework	
Adoption of NSF by constituent Norfolk councils	
<i>Provisional timetable - may be subject to change.</i>	

## Supplementary Planning Documents (SPD)

SPD production	
SPD Consultation - draft (Regulation 12)	1
SPD adoption	A

## Statement of community involvement review (for info)

Consultation on revised SCI	C
Adoption of revised SCI	A