

# **Local development scheme for Norwich**

**Revised**

**September**

**2018**

DRAFT



**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 development plan 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 and potential workstreams contributing to documents which may in due course form part of the Local development scheme.
- 1.4 This draft LDS once finalised will replace the previous LDS which was published in June 2016.

## Summary of progress since the last LDS

- 1.5 Since publication of the last LDS, significant progress has been made on the preparation of the Greater Norwich Local Plan (GNLP), and on the Norfolk Strategic Planning Framework (NSPF) which was adopted in early 2018. Further details are set out in the main body of this document.
- 1.6 The Statement of Community Involvement (SCI) was revised and published in November 2016, and replaces the version published in July 2013. The SCI is the council's code of practice for involving the community in planning issues, including decisions about plan-making and on planning applications.
- 1.7 A Policy Guidance Note (PGN) for Anglia Square redevelopment was adopted in March 2017. This does not take the form of a Supplementary planning document as originally envisaged; instead it is non-statutory guidance produced in relation to a particular form of development proposed for the site. It is not an attempt to revise the development plan or to provide comprehensive advice on the full range of development possibilities

that the site could accommodate. The PGN has helped to inform the current planning application for redevelopment of the Anglia Square site.

- 1.8 The Brownfield Register (Part 1) was published in December 2017. This includes sites that have been assessed as being appropriate for residential development, such as sites with planning permission and allocations in local plans. The register will be updated at least once a year.
- 1.9 A Self-build Register for Norwich was established in 2016 to enable individuals and organisations to register their desire for land for self-build or custom-built housing. The register will enable the council to monitor the demand for self and custom build plots. A local connection test and annual fee were introduced in 2017.
- 1.10 The River Wensum Strategy was adopted by Norwich City Council (in June 2018) and by the other partner authorities during summer 2018. The strategy development and ongoing delivery is led by Norwich City Council working in partnership with the Broads Authority, Norfolk County Council, the Environment Agency and the Wensum River Parkway Partnership. This is a non-statutory strategy aimed at facilitating change and regeneration in the river corridor by helping to change perceptions of the city as a visitor destination, and acting as an economic driver to attract investment. It promotes greater use of the river Wensum, in particular promoting improved access/signage to the river, increasing activity on the river, enhancing its function as a key piece of green infrastructure and its contribution to biodiversity, and increasing its attractiveness to tourists and visitors.
- 1.11 In June 2018 the city council's Cabinet formally designated the area which was previously the subject of the Northern City Centre Area Action Plan as a neighbourhood area. This followed applications for designation of a wider area (the Cathedral, Magdalen and St Augustine's Street area - CMSA) as a neighbourhood area and for designation of a forum for that area. Following a public consultation in early 2018, both applications were refused by Norwich City Council and the Broads Authority (the latter being involved as part of the River Wensum falls within the proposed area) in June 2018. The Localism Act 2011, S61G(5) states that, where a local authority refuses an application for designation of a neighbourhood area because they consider the specified area to be inappropriate as such, they must exercise their powers of designation to secure that some or all of the specified area forms part of one or more areas designated as neighbourhood area.
- 1.12 The newly designated Northern City Centre Neighbourhood Area is already well-established as an appropriate area for planning purposes, and development of a neighbourhood plan could help to positively build on the area's significant regeneration potential. At this stage there has been no public expression of interest by a community group in developing a neighbourhood plan for this area but this may happen during the lifetime of this LDS.

## 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 and the *Norwich Development Management Policies Local Plan* (the DM Policies Plan), adopted December 2014. The *Northern City Centre Area Action Plan* as stated earlier no longer forms part of the local plan, 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 and is scheduled to be adopted in 2021.
- 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 and in accordance with the National Planning Policy Framework 2018. 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 *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 National *Planning practice guidance* (NPPG) states that supplementary planning documents should build upon and provide more detailed advice or guidance on the policies in the Local Plan 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 There are currently 5 adopted SPDs in place which support the policies in the JCS and DM Policies plan. A review of the Affordable Housing SPD (2015) is identified in this LDS. Other informal planning guidance will also be produced during the lifetime of this LDS (see below).

### 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 2016 to March 2017, was published in March 2019.

#### **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 *Norfolk Strategic Planning Framework* (NSPF);
- 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.

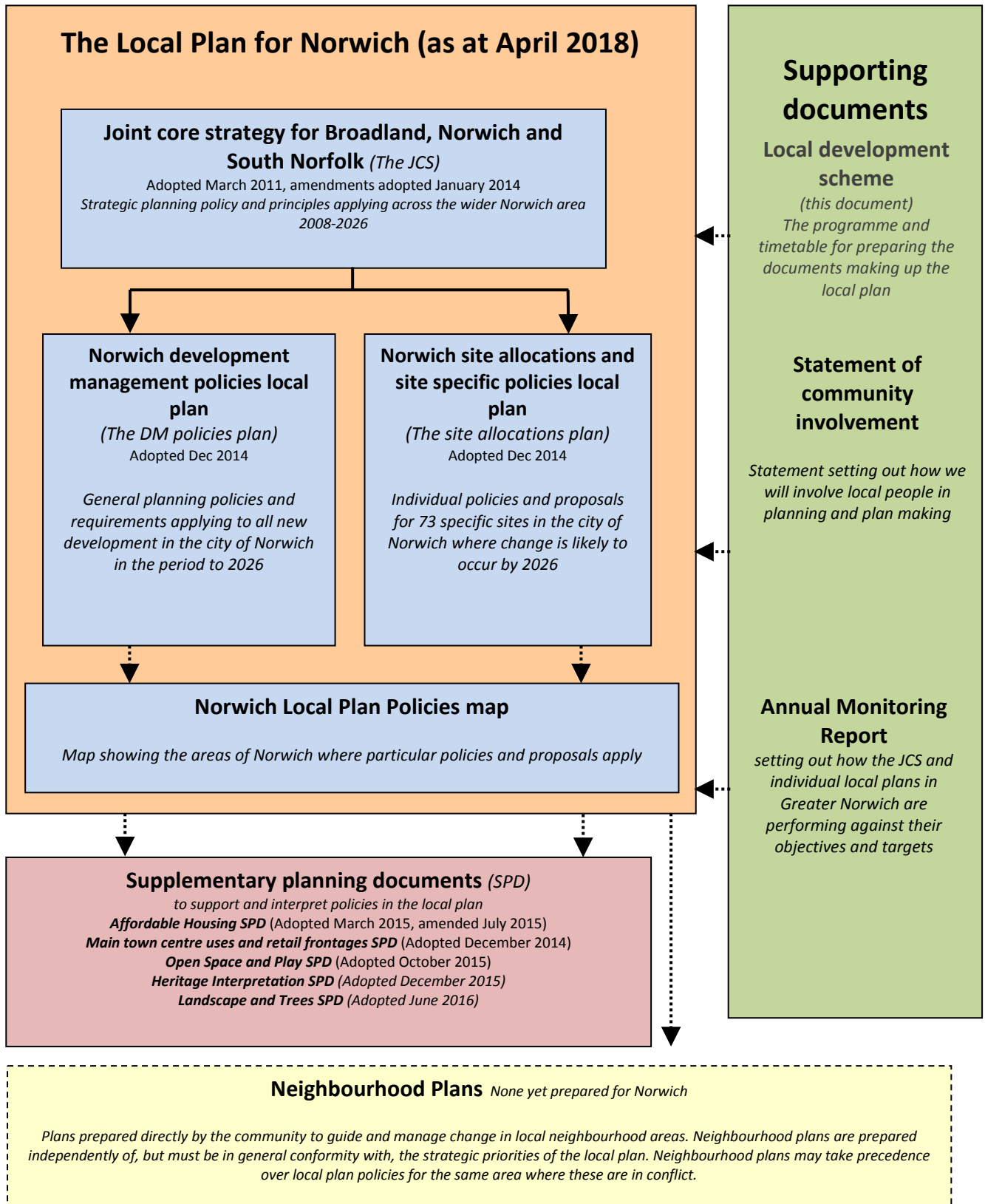
### 3. The existing local plan

- 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 referred to 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 Norfolk County Council, 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 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. Its 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 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. As stated above (paragraph 1.12), a neighbourhood area has been designated for the northern city centre. However as yet no neighbourhood plans have yet been proposed within the city boundary although a number of neighbourhood plans are now formally in place (“made”) for the adjoining suburban parishes of Cringleford in South Norfolk, and Sprowston, Hellesdon and Old Catton in Broadland. The city council remains open to working in cooperation with community-led groups to produce neighbourhood plans 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.





## 4. Looking forward – the emerging local plan and the 2018-21 LDS programme

- 4.1 The Local development scheme was last reviewed in 2016. 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 (GNLP)*** 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 also replace separate site allocations plans for individual districts. The timetable for the production of the GNLP shown in this LDS has been adjusted to reflect changes in the anticipated production timetable arising from further consultations in the Regulation 18 stage. It is the only formal development plan document in the current programme.

### Review of the non-statutory Norfolk Strategic Planning Framework

- 4.3 The ***Norfolk Strategic Planning Framework (NSPF)*** is a non-statutory strategic policy statement setting out 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. The NSPF was included as a work stream in the 2016 LDS and was approved by partner authorities in early 2018. The NSPF will be updated in 2018-19 to meet the new requirements of the revised National Planning Policy Framework (NPPF), particularly in relation to the requirements set out for the Statement of Common Ground. Thereafter it will be reviewed regularly as the duty to co-operate requires authorities to work together in an ongoing and meaningful way as the Statement of Common Ground must reflect the most up to date position in terms of joint working across the area.
- 4.4 Further information on the GNLP and NSPF is provided 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 and planning guidance

- 4.5 The 2015 Affordable Housing SPD will be reviewed in 2018 with anticipated adoption in early 2019. The review will seek to address viability considerations, taking account of changes in the revised National Planning Policy Framework (NPPF, July 2018) with a view to maximising the provision of affordable housing in the city.

- 4.6 A guidance note will be prepared in 2018/19 to guide applications for purpose built student accommodation (PBSA) in Norwich. There has been a significant increase in applications for PBSA in the past couple of years and the guidance will seek to guide the location and type of new purpose built accommodation in the city.
- 4.7 A development brief is being prepared for Prospect House to guide the redevelopment of this prominent city centre site. This site was not allocated in the Site Allocations Plan as it was not a development opportunity at that time. The document has been subject to public consultation and will be submitted to the Council's Planning Applications Committee for approval in October 2018. The brief will be a material planning consideration when decisions are made about any planning application that is subsequently submitted for the site.

#### Other committed and potential workstreams

- 4.8 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

- 4.9 Additional workstreams which are **committed** and form part of the planning service's work programme during this LDS period are as follows:
- **Brownfield Land Register updates.** The Town and Country Planning (Brownfield Land Register) Regulations 2017 require local planning authorities to maintain a statutory Brownfield Land Register. The regulations state that the Part 1 Registers must be updated at least annually so this will form an ongoing commitment. Part 2 of the register is intended to include sites listed in Part 1 which are considered suitable for the granting of planning permission in principle for residential development. There is no intention at this stage to produce a Part 2 Register.
  - Maintenance of the **Self-Build Register** (set up in 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.
  - A commitment was made in the 2016 LDS to progress work on options for the city council's future policy approach to **Houses in Multiple Occupation (HMOs)**. Although progress has not been made to date, this work is programmed for late 2018 / early 2019, to be considered alongside the production of guidance on purpose built student accommodation referred to above.

## **b) Potential additional work**

- 4.10 Additional workstreams which may be progressed, but which are not firm commitments in this LDS period, are:
- Potential neighbourhood plan support following the designation of the northern city centre area as a neighbourhood area in June 2018. This will be dependent on a community group gaining designation as a neighbourhood forum, and commencing preparation of a neighbourhood plan.
  - There is an opportunity, following Unilever's announcement to close the Colman site, for the council to work closely with the landowners and other key stakeholders to maximise the regeneration and heritage potential of this major east Norwich site. This will require some form of planning policy, the scope and form of which has yet to be determined, and there may be potential to include adjacent landholdings within the scope of the guidance, for example the Deal Ground and Utilities sites.
- 4.11 Government is yet to publish its amendments to the **Community Infrastructure Levy** (CIL) regime. Depending on the timing any amendments, the current intention is that a local CIL review will be undertaken in parallel with the development of the Greater Norwich Local Plan (GNLP), so that a revised CIL is most likely to be introduced at around the same time as the adoption of the GNLP in late 2021.
- 4.12 The need for a potential **Gypsy and Traveller Single Issue Review** was identified in the 2014 LDS as a potential workstream. 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 by identification of appropriate sites on the Brownfield Land Register.

## 5. Key document profiles

Document Title	Greater Norwich Local Plan (GNLP)
Role and content	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.
Status	Statutory Development Plan Document (DPD)
Conformity	The document must conform with the National Planning Policy Framework (the NPPF). It should also accord with standing advice in national Planning Practice Guidance (PPG).
Geographical coverage	The three districts of Broadland, Norwich and South Norfolk, excluding the parts of those districts falling within the Broads Authority area.
Joint working arrangements (if any)	The plan is being prepared by a joint team comprising officers from Norwich, Broadland and South Norfolk district councils with the support of Norfolk County Council. Each council will make independent decisions at key stages in the plan preparation process.
Relationship with adopted local plan(s)	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>a) the <b>Norwich Site Allocations and Site Specific Policies Local Plan</b> (adopted December 2014)</li> </ul>
Production milestones	

Document Title	Greater Norwich Local Plan (GNLP)
<b>Commence document production</b> The work includes a “call for sites” (an invitation to put forward specific development sites for inclusion in the GNLP, held in May-July 2016); evidence studies; Regulation 18 stage consultation on issues and options and site proposals held January-March 2018; further Regulation 18 stage consultations on additional sites (October – December 2018), and on a draft plan to include suggested policy options, growth strategy and site allocations (see below). For further details of the timetable for this work see <a href="http://www.gnlp.org.uk">www.gnlp.org.uk</a> .	<b>December 2015</b>
Regulation 18 draft plan	September 2019
Publish pre-submission (Regulation 19) document	February 2020
Formal submission of GNLP to Secretary Of State (Regulation 22)	June 2020
Adoption of the Greater Norwich Local Plan	<b>September 2021</b>
<b>Monitoring and review</b>	Annual Monitoring report and five year housing land supply updates

The National Planning Policy Framework states that policies in local plans should be reviewed to assess whether they need updating at least once every 5 years, and should then be updated as necessary. Such a review will need to determine whether any significant matters have arisen, for example changes to national policy or needs for development, that mean that modifications should be made to the local plan or a new replacement local plan produced. The need for a review of policies in the GNLP will be assessed in due course. As such there is currently no commitment to review the GNLP and therefore no reference to such a review in this LDS. However dependant on the outcome of a future assessment of the need to review GNLP policies, such a workstream may appear in a future iteration of the LDS.

<b>Document Title</b>	<b>Norfolk Strategic Planning Framework (NSPF) review</b>
<b>Role and content</b>	To set out an agreement between Norfolk's local planning authorities insofar as they relate to strategic planning matters, setting out broad strategic targets and priorities to inform and provide a context for the preparation of statutory local plans for individual districts and areas within the county (including the GNLP); to facilitate joint working across district boundaries and help to fulfil the Duty to Cooperate; and to meet the NSPF's requirements in relation to a Statement of Common Ground by regular review of the NSPF.
<b>Status</b>	Non statutory strategic document
<b>Geographical coverage</b>	The administrative county of Norfolk.
<b>Joint working arrangements (if any)</b>	<p>The NSPF review is being 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.</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>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>	The NSPF provides a framework for the eventual formal review and replacement of existing local plans, and demonstrates how the Norfolk authorities are meeting the Duty to Cooperate.
<b>Production milestones (provisional)</b>  <b>Development of NSPF into a Draft Statement of Common Ground for consultation</b>	<b>January 2019</b>

<b>Endorsement of revised NSPF/SoCG</b>	<b>Summer 2019</b>
<b>Monitoring and Review</b>	It is anticipated that the NSPF will be reviewed every 2 years. The next review should potentially take place by summer 2021, within the lifetime of this LDS.



**LOCAL DEVELOPMENT SCHEME FOR NORWICH, 2018-21  
KEY DOCUMENT PROGRAMME**

<b>KEY</b>			
<b>General</b>			
LDS production/review	R		
Resolution to bring LDS into effect			
Commencement of this LDS period	.		
Commencement of individual document production	*		
<b>Adopted development plan documents</b>			
Adopted DPDs (local plans) in use	E		
Adopted DPD (local plan) expiry. NB the JCS and Site Allocations plan expire in 2026 but will be superseded by the new GNLUP upon its adoption in 2021.			

<b>Greater Norwich Local Plan (GNLUP)</b>	
<u>Previous Stages</u>	S
Call for sites <i>May-July 2016</i>	
Preparation of issues and options Regulation 18 document and supporting evidence <i>March 2016 - 2018</i>	
Reg 18 consultation stage (issues and options/site proposals)	18A
Focussed consultation on additional sites	18B
Reg 18 draft consultation stage (preferred policy options, growth strategy and site allocations)	18C
Assessment of responses/preparation of Reg 19 pre-submission plan and additional evidence	
Reg 19 publication (pre-submission plan)	19
Assessment of responses/preparation of Reg 22 submission document	
Formal Submission to Secretary of State (Regulation 22)	22
Examination in Public	E
Consultation on inspectors' proposed modifications	IM
Publication of Inspectors Report	IR
<b>Adoption</b>	A

<b>Norfolk Strategic Planning Framework (NSPF) Review</b>	
Evidence gathering and production of draft framework	C
Consultation on draft framework	
Production of final framework	
Endorsement of NSPF by constituent Norfolk councils	
<i>Ongoing updates to Statement of Common Ground</i>	
<b>Supplementary Planning Documents (SPD)</b>	
SPD production	12
SPD Consultation - draft (Regulation 12)	A
SPD adoption	

