

Local development scheme for Norwich

2012-14

Revised

October 2012



NORWICH
City Council

1. Introduction

- 1.1 The Planning and Compulsory Purchase Act 2004 requires the city council, in common with other local authorities, to produce a range of formal planning policy documents to guide future development and change within its area. These development plan documents together were previously referred to as the *local development framework* (LDF), although the present government has abandoned this term in favour of the more straightforward “local plan”. The various planning documents making up the local plan for Norwich form the statutory development plan for the city, which has legal force. Under current regulations, a local development scheme (LDS) must also be published and updated on a regular basis to set out the programme and timetable for producing these documents.
- 1.2 This document is the latest version of the Local Development Scheme for Norwich, taking effect from October 2012.
- 1.3 Local development documents making up the emerging new local plan include the types of document listed below:
 - **Development plan documents** (DPDs) – for Norwich these include the adopted *Joint core strategy* for greater Norwich, the emerging *Development management policies plan* and *Site allocations plan* for Norwich City and the adopted *Northern City Centre Area Action Plan*. Each includes proposal maps illustrating its policies. The policies and proposals covering Norwich city will be shown on a combined local plan policies map.
 - **Supplementary planning documents** (SPDs) – these provide additional detail on how certain policies will be implemented as well as more specific guidance on the detailed planning of specific sites and small areas (e.g. site briefs and small area plans).
- 1.4 In addition a **Statement of community involvement** (SCI) must show how the council intends to involve the community in plan preparation and planning decision making. The SCI does not itself form part of the local plan. The SCI for the city of Norwich was adopted in March 2010 and is currently being reviewed to respond to legal and procedural changes emerging from the Localism Act 2011.
- 1.5 To ensure that plans and policies are shown to be 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 Joint Core Strategy prepared jointly by Norfolk county council and the three district authorities covering greater Norwich.

- 1.6 Annex 1 of the *National Planning Policy Framework* published on 27 March 2012 states that local authorities may continue to give full weight to the policies of their existing local plans in decision making for twelve months, even though such plans may not be up to date and consistent with the framework. At the end of that one year “period of grace” in March 2013, local plans must be shown to be consistent with the NPPF in order to carry weight in decision making. Because the new development plan documents for Norwich – although at an advanced stage – will have been submitted but not yet adopted by that date, a review of the remaining saved local plan policies (and any other adopted policies pre-dating the NPPF) will be necessary to determine which policies can continue to be used.
- 1.7 The city’s current local plan adopted in November 2004 – the ***City of Norwich replacement local plan*** – was prepared under previous planning regulations and in terms of planning legislation is an “old style” local plan. From November 2007, around a third of the policies in the 2004 local plan ceased to have effect, with the agreement of the Government Office. Those that were retained for use in decision making after that date and have not been superseded by more up to date policy documents are called “saved policies”.
- 1.8 In Norwich, the saved policies of the 2004 local plan will continue to be used to guide planning decisions until the Development management policies plan and Site Allocations Plan are adopted to replace them. In the interim, the more up to date policies of those two emerging documents may be material considerations and can be given appropriate weight in decisions according to the stage reached in preparing them and the degree to which they are consistent with national policy. At the time of writing, both the Development management policies plan and Site Allocations Plan have been published for comment under Regulation 19 of the 2012 planning regulations, prior to submitting them to the Secretary of State for independent examination in Spring 2013.

Moving toward a simpler process of document publicity

- 1.9 Since the last *Local development scheme* for Norwich was published in March 2010, significant changes to the planning system have either already been enacted by the coalition government or are planned to be introduced as part of its emerging localism agenda. These changes are intended to streamline and simplify plan making and encourage communities and neighbourhoods to become more directly involved in influencing how their area grows and develops, including a provision for new community-led neighbourhood plans. Many of these measures are part of primary legislation (the Localism Act 2011) but require supplementary or revised planning regulations to come into force before they can take effect.
- 1.10 As noted above, the government’s changes to the planning system have largely abandoned the term “Local Development Framework”, and instead reintroduce the idea of a “local plan” for an area, which may still involve

more than one planning document. Councils will no longer have to submit a formal Local Development Scheme to the Secretary of State for approval, as previously, but can adopt such a scheme by making a formal resolution to do so, and specifying when it will come into force. The removal of much prescriptive guidance on the form and content of the LDS gives councils considerable flexibility to decide how much detail to include and what form to publish this information in. It also means that frequent updates to the LDS can be made without a time-consuming process of formal submission.

Period Covered

- 1.11 This latest Local Development Scheme covers the period from October 2012 to the end of March 2014 and will be effective from the date cabinet resolves to adopt it (this is anticipated to be 17 October 2012).
- 1.12 Local Development Schemes were previously required to cover a three year period; however the legislative context for planning is likely to change further over the course of the current parliament and the resources available to the council's planning service will be unpredictable over that period. Given this level of uncertainty it is inappropriate to set out a precise timetable for document production over a three year time horizon: instead it is proposed to review the LDS more frequently on an annual basis in accordance with needs and priorities identified at the time. Aside from the two core policy documents making up the local plan – the DM Policies and Site Allocations DPDs – the LDS concentrates mainly on the essential supporting documents required to be prepared in the short term in advance of the adoption of those DPDs.
- 1.13 The need for further policy coverage in the form of SPD and other advice and guidance will be determined to some extent by the issues raised through the Regulation 19 consultation on the DM Policies and Site Allocations DPDs and its consideration at examination: consequently a decision has been made to set out a precise timetable only for those documents needing to be prioritised in the next 12 to 18 months.
- 1.14 This document has been produced using knowledge from previous development plan document production, guidance from the Planning Inspectorate on examination timelines and guidance from the Department of Communities and Local Government (CLG).

2. Purpose and Scope of the Local Development Scheme

2.1 This *Local development scheme* will :

- List the documents which are expected to be prepared and their purpose.
- State which documents will be part of the statutory development plan (DPDs) and those which will support and give further guidance on its policies (SPD).
- Indicate which parts of the present adopted local plan will be replaced by each document.
- Identify any documents requiring joint working with other authorities.
- Show the planned timetable for production of each document.

2.2 This scheme is published to show the priorities for production of future documents and the timetable for their production. It will be reviewed periodically as necessary, following publication of the annual monitoring report. The council would welcome any comments relevant to the document and future revisions of it.

2.3 **Development plan documents** (DPDs) are those making up the statutory development plan (the local plan) for Norwich. As such, each of these documents must be published for public comment at various stages and must be subject to independent public examination before a government-appointed inspector before they can come into force.

2.4 The role of the inspector is to assess planning documents for *soundness and legal compliance*, that is, whether its policies and proposals are justified by evidence, are effective and are consistent with national policy; also that the plan has been prepared in accordance with the legal requirements for planning including an independent sustainability appraisal. Under the new provisions of the NPPF, local plans must now also show that they have been positively prepared to deliver sustainable development, based on a strategy which seeks to meet objectively assessed development and infrastructure requirements within and beyond its local area. As part of this, local authorities must also have regard to their role in delivering development over a wider area by satisfying the new statutory “duty to cooperate” with neighbouring councils and other relevant bodies, introduced by the Localism Act 2011.

2.5 In assessing the plan, the Inspector will consider objections and recommend either that the document is adopted unchanged or that it is modified in some way to address objections and to ensure that it is sound. Revised planning regulations have removed the previous stipulation that the inspector's report is binding (i.e. that the council *must* amend the DPD in accordance with an inspector's recommendations). However, the regulation makes provision for DPDs to be modified by agreement either by following the inspector's suggestions or by making other changes, provided that the changes taken

together do not materially affect the collective impact of policies set out in the plan.

2.6 Each DPD when submitted must be accompanied by certain supporting statements:

- A statement to show that it conforms with the *Regional spatial strategy* (RSS); in the case of Norwich the relevant RSS is the East of England Plan 2008. The Government has announced its intention to abolish Regional Spatial Strategies and this is now confirmed by the Localism Act 2011. However until regulations are published to formally abolish RSSs (expected later in 2012), the East of England Plan technically remains in force.
- A statement setting out the steps taken to comply with the statutory Duty to Cooperate.
- A sustainability appraisal.
- An explanation of the steps taken to involve the public (in accordance with the council's adopted SCI).
- An explanation of how the document relates to and replaces policies in the 'saved' replacement local plan.

2.7 **Supplementary planning documents** (SPD) help to support and explain in more detail how the city council will implement particular policies and proposals of the local plan in practice. SPD is required most commonly where policies make provision for planning obligations on developers, unilateral agreements or funding for infrastructure through the Community Infrastructure Levy. Such delivery mechanisms cannot be stipulated as part of a condition on a planning permission because conditions can only deal with works occurring within the planning application site boundary. Implementing a plan policy effectively may involve off-site construction works, agreed financial payments or agreed actions by the council, the developer, another agency (such as a registered social landlord) or a third party. Also, funding sources, organisational arrangements and legal mechanisms to implement policies change over time, thus SPD can be reviewed relatively frequently to respond to these changes whereas the policies in the plan cannot. SPD can also take the form of detailed design briefs or development briefs for sites allocated in the plan.

2.8 The NPPF states 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. Previous regulations stated explicitly that SPD could not set policies over and above those which are already in the parent plan, although this is not made so clear in current guidance (see para 4.3 below). The implication of the NPPF, however, is that SPD should not include new or 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 bring forward sustainable development.

- 2.9 In this context, the SPD included in the council's work programme is considered to be appropriate, proportionate and necessary in order to deliver the programme of growth and development for Norwich set out in the JCS and the emerging local plan.
- 2.10 Government regulations did not previously require SPD to be included in the local development scheme, however the importance of SPD to the council's overall work programme and its relevance in supporting infrastructure delivery means that it is expedient to include details of forthcoming supplementary guidance in this document.

3. Outline of the Norwich local development scheme

- 3.1 The ***Joint core strategy*** (JCS) for the greater Norwich area was adopted in March 2011. It is a document prepared jointly by Norwich City, Broadland District and South Norfolk councils and Norfolk county council, covering the combined area of the three constituent districts and providing a long term vision, objectives and spatial strategy for development of Norwich and its surrounding area. This document is therefore at the heart of the new local plan for Norwich.
- 3.2 Following a legal challenge to the adoption of the JCS, the judgement of the High Court in February 2012 was that the process of sustainability appraisal leading to the preferred alternative of focusing growth in the Norwich Policy Area part of Broadland District (the North East Growth Triangle, or NEGt) had been deficient in some respects, and that consequently those parts of the JCS specific to that area should be remitted for further consideration. A new sustainability appraisal for that part of Broadland in the Norwich Policy Area should also be prepared.
- 3.3 It should be noted that, other than the specific targets for homes and jobs affecting this part of Broadland, the JCS remains adopted and its policies are now in use for development management purposes within Norwich city.
- 3.4 A “Regulation 19” proposed submission document revisiting those parts of the JCS content at issue was published (alongside a revised sustainability appraisal) on 10 August 2012. Consultation on the document runs until 2 November 2012. It is expected that following consultation it will be subject to independent examination in spring 2013 to assess its soundness and consider outstanding objections to the matters covered, although objections to the JCS as a whole cannot be reconsidered. Subject to any further agreed changes arising from the examination, adoption of the remitted JCS content is expected to follow around July/August 2013.
- 3.5 The ***Site allocations and Site Specific Policies DPD*** (the Site Allocations Plan) identifies and sets out policies for 79 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, as well as identifying 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.

- 3.6 Initial public consultation on a “long list” of potential development sites put forward for inclusion in the Site Allocations Plan took place between November 2009 and February 2010, immediately prior to the publication of the previous Local Development Scheme. Since then a further draft of the plan setting out the city council’s preferred shortlist of sites was published in January 2011, with a second round of consultation taking place between July and September 2011 on a small number of additional and amended sites. The final publication version of the Site Allocations Plan – the *pre-submission* version – was published for soundness consultation in August 2012.
- 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 to inform the assessment of development proposals and to guide future council decisions on planning applications up to 2026. 33 policies cover a range of topics building on the national policy principles for sustainable development set out in the NPPF and the strategic policies and objectives of the JCS, in certain cases setting out local criteria and standards for different forms of development. A draft version of the plan was published (alongside the Site Allocations Plan) in January 2011. It has been extensively revised in the light of comments received on the draft, input from the business community and other stakeholders and especially in response to the particular requirements of the National Planning Policy Framework, which emerged in draft during plan production and was published in its final form in March 2012. The final publication version of the DM Policies Plan – the *pre-submission* version – was published for Regulation 19 soundness consultation in August 2012.
- 3.8 The Site Allocations Plan and DM Policies Plan have been prepared on broadly the same timescale and have both been subject to Sustainability Appraisal (by retained consultants LUC) at key stages of the plan making process.
- 3.9 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 and forms part of the local plan for Norwich. Covering the period to 2016, its policies were prepared and consulted on in the context of the current adopted City of Norwich Replacement Local Plan 2004.
- 3.10 Because the 2004 local plan will be completely replaced by the emerging Site allocations plan and DM policies plan over the period of this LDS, the parent polices on which the NCCAAP is based will no longer apply. The NCCAAP will also need to be assessed for consistency with national policies in the NPPF before March 2013, in order to determine whether its policies can continue to be given weight in development management decisions and if not, which policies can no longer be used. In the longer term the NCCAAP may require further formal review or incorporation within a review of the Site Allocations plan, dependent on progress made on key regeneration projects in the area

and council priorities and resources available. Potentially any area initiative in the future could be progressed as a community led neighbourhood plan if there is impetus from local stakeholders to prepare one. Should a review be necessary (in whatever form), this would need to commence toward the end of the period of this LDS, in 2014.

- 3.11 **Supplementary planning documents (SPD)** may provide further guidance on (and should normally conform to) particular policies in the Development Management Policies Plan. SPD may also take the form of planning briefs and guidelines which provide further site-specific detail in respect of sites in the Site Allocations and Site Specific Policies DPD and any other sites on which major development may be proposed over the course of the plan period.
- 3.12 SPD is currently in place to interpret certain ‘saved’ policies of the adopted replacement local plan. It is intended that selected SPDs which are considered still relevant and necessary to support equivalent (or new) policies in the emerging local plan will need to be reviewed and consulted on in the short term. These SPDs are as follows:
- **Affordable Housing SPD.** The previous (2009) SPD for affordable housing reflected the approach of previously saved policy HOU4 of the City of Norwich Replacement Local Plan which is now superseded by policy 4 of the Joint core strategy. This sets out revised affordable housing requirements and thresholds based on an up to date assessment of need. An interim statement on affordable housing was adopted by the city council in December 2011, setting out the circumstances in which off-site provision of affordable housing in Norwich may be acceptable as a departure from adopted Joint Core Strategy policy 4. It also addresses how payments in lieu of affordable housing will be calculated in these circumstances. A revised SPD is required to take account of the rapidly changing policy context for social housing in general and mechanisms for the delivery of affordable housing in particular. This is intended to be produced in 2013.
 - **Retail and Town Centre Uses SPD.** This will be required to be brought forward and consulted on alongside the submission of the emerging DM Policies Plan in March 2013 and adopted concurrently with it in late 2013. The need for this SPD results from a decision (supported in consultation with the business community) to introduce more flexibility into policy DM20 of the plan. Policy DM20 is designed to help protect the vitality, viability and diversity of the primary and secondary shopping areas by managing changes of use within defined shopping frontages and resisting the loss of A1 retail uses below an indicative minimum proportion which is “justified as necessary to support the continued retail function of that frontage zone”. The indicative minimum thresholds used in support of the policy and the justification for it will need to be set out in SPD and can then be reviewed flexibly as necessary in response to objective evidence of retail market trends and changes in the character and function of the

central shopping area over the plan period. Research and regular monitoring by the city council and consultation with the business community and the city centre management partnership will inform the need for future reviews. The Retail and Town Centre Uses SPD may also need to include commentary on the particular measures proposed to sustain the health of the city centre in general including the promotion of appropriate town centre uses through policy DM18, the targeting of funds raised for area improvements through the Business Improvement District (BID) initiative and the role of speciality shopping and the evening economy.

- **Trees and Development SPD** The city council's current SPD on trees and development supplements City of Norwich Replacement Local Plan saved policies NE2, NE3, NE4 and NE8. It was adopted in its current form in September 2007 and it is intended to be updated with an addendum referring to legislative updates and new British Standards for tree protection. It describes the legal and procedural framework for the protection and management of trees, sets out the city council's requirements for comprehensive tree surveys and Arboricultural Method Statements (AMS) in support of planning applications for new development and describes the arrangements to secure provision and maintenance of trees on and off site, including street trees. Recognised as an example of best practice nationally, the Trees and Development SPD is proposed for early review before the anticipated adoption of the DM Policies Plan and Site Allocations Plan in Autumn 2013. This is not only to interpret the new proposed policies of the DM Policies Plan relating to landscaping, green design, the natural environment and trees and hedges (DM3, DM6 and DM7), but also to acknowledge recent legislative changes and changes in funding and delivery arrangements for green infrastructure expected following the adoption of CIL. It is also proposed to assess the need for additional SPD content on green design, landscaping and biodiversity generally, since the current supplementary planning documents covering some of these aspects (the city council's adopted *Green links and riverside walks SPD* and the county council's *Biodiversity and geological conservation SPD*) will become redundant once the emerging DPDs are adopted.
- **Rose Lane and Mountergate Planning Brief** The area of the city centre between Ber Street and Riverside taking in historic King Street and the Rose Lane/Mountergate area has been a priority for regeneration and investment for many years. It is indicated as a key regeneration area on the local plan policies map. As part of its partnership arrangement with the Homes and Communities Agency (HCA) the city council has commissioned consultants David Lock Associates to prepare a Vision and Investment Plan for the South City Centre area, informed by extensive community participation, to identify aspirations, needs and priorities. The draft plan will be consulted on later in the autumn. Although the South

City Centre plan is intended as a broad regeneration framework and not a DPD, it will set the context for more detailed planning policies and proposals for the Rose Lane and Mountergate area, which contains significant areas of vacant and underused land and considerable potential for redevelopment and regeneration to bring new homes and jobs to this part of the city. A planning brief for this area was drafted by the city council in 2005 but not progressed. A new planning brief or master plan for Rose Lane/ Mountergate, which would have the status of SPD, is an aspiration for the next stage of work in the south city centre initiative, although progressing such a brief is dependent on a decision on funding from the HCA at the end of this year. Accordingly, it is not practical to give a firm timescale for the document in this LDS.

4 The hierarchy of local development documents

- 4.1 The documents making up the emerging local plan for Norwich are required to conform with national planning policy in the NPPF (and, until it is formally abolished, with the Regional Spatial Strategy for the East of England – the *East of England Plan*). At a Norwich area level, the adopted *Joint core strategy* for greater Norwich is the primary document at the top of the hierarchy to which other development plan documents prepared by individual districts should conform. For Norwich the Site Allocations Plan and Development Management Policies Plan will be the main documents which interpret the JCS within the city.
- 4.2 Figure 1 overleaf sets out the role of different planning documents within the emerging local plan for Norwich.
- 4.3 Under the previous planning system individual development plan documents had not only to demonstrate conformity with national policy and regional spatial strategies but also to conform to higher level local policy documents such as the Joint core strategy. This rigid “hierarchy of conformity” for local development documents has now been abandoned by the present government. While it is still necessary for documents making up local plans to show how they conform with national policy in the NPPF, it is possible for a lower level document to be brought forward which does not necessarily follow the principles of a parent strategy (and may contain additional or new policies), provided any departure from that strategy and any markedly different policy approach can be justified by objective evidence.
- 4.4 Similarly there is nothing in emerging legislation to prohibit supplementary planning documents from introducing new policy, rather than merely supporting and amplifying existing policies. However in practice it will be expedient for this council to adopt a consistent approach with its neighbour authorities and maintain consistency with the Joint core strategy to implement its policy objectives effectively. As noted, SPD is only proposed where considered necessary in order to expedite sustainable development or clarify how it will be delivered.
- 4.5 Provision has been made in the Localism Act for community led neighbourhood plans to be brought forward to complement the adopted local plan, and this is reflected in the diagram overleaf. At the time of writing no such plans had been proposed within the city boundary although a number of adjoining suburban areas are progressing them. The city council would welcome proposals for community-led neighbourhood plans for individual parts of Norwich to be brought forward 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.

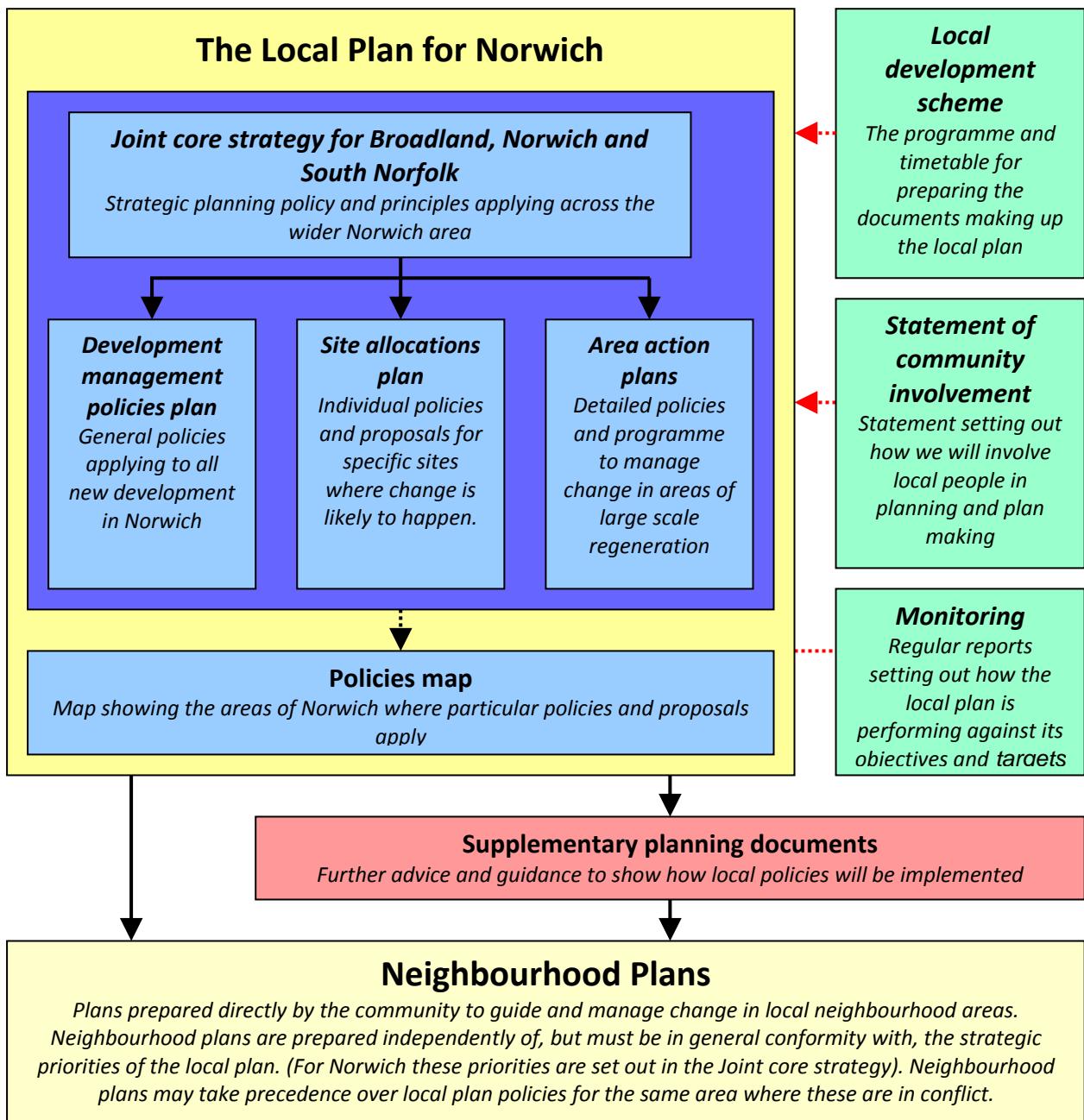


Figure 1: Documents making up the local planning framework for Norwich

5 Background evidence

- 5.1 The documents detailed here will establish the city council's planning policies for managing and promoting development. However, a substantial amount of background work has been undertaken to provide the evidence for and to inform the policy approach of the emerging local plan and especially the Joint core strategy. A number of key studies may require review in the short to medium term to ensure that the evidence supporting the local plan remains relevant and up to date.
- 5.2 The background documents on the following selective list have been produced to inform the preparation of the JCS, many of them commissioned jointly with partner local authorities within the Greater Norwich Development Partnership. Collectively they form an evidence base for the JCS and are also relevant in informing the policy approach of individual DPDs. A more comprehensive list of references appears in the DM Policies DPD at the end of each individual policy section.

Housing

- Strategic housing land availability assessment (joint greater Norwich area study, Nathaniel Lichfield and Partners, 2009).
- Greater Norwich housing market needs and stock condition survey (joint greater Norwich area document, ORS, 2006).
- Greater Norwich housing market appraisal (joint greater Norwich area study, Greater Norwich Housing Partnership 2007, updated September 2011)
- Affordable housing viability testing, Norwich City Council 2009
- Affordable Housing viability assessment (joint greater Norwich area document, Drivers Jonas Deloitte, 2010)
- Gipsy and Traveller accommodation assessment (joint greater Norwich area document, ORS 2012: final report in preparation)

Employment/retail

- Greater Norwich employment growth and employment sites and premises study (Arup/Oxford Economics, 2008)
- Norwich sub region retail and town centres study (GVA Grimley, 2007)

Infrastructure/transport

- Norwich area transport strategy (Norfolk County Council, 2008) and NATS implementation plan, Strategic Modelling of Joint Core Strategy (Norfolk County Council/Mott McDonald, 2009).
- Greater Norwich public transport requirements of growth and appraisal of emerging option (joint studies, Norfolk County Council/Mott MacDonald 2008).
- Greater Norwich A47 southern bypass junctions – capacity assessment report (Norfolk County Council/ Mott MacDonald 2008).
- Greater Norwich green infrastructure study (joint study, Chris Blandford Associates, 2007).
- Greater Norwich green infrastructure delivery plan (joint study, Landscape Partnership, 2009).
- Norwich growth area – infrastructure need and funding study (joint study, EDAW, 2007).

Energy/natural environment

- Strategic flood risk assessment (joint Greater Norwich area study with North Norfolk and the Broads Authority; Millard Consulting, 2008 (Subsidiary report for Norwich City December 2007) .
- Norwich Surface Water Management Plan (Norwich urban area study for Norfolk County Council; Stage 1 report, Mott McDonald 2010; Stage 2 draft report, URS Scott Wilson November 2011: final report in preparation)
- Greater Norwich water cycle study (joint study, Scott Wilson: Stage 1 October 2007, Stage 2a September 2008, Stage 2b February 2010).
- Norwich open space needs assessment and individual area profiles; Norwich city council area study, Leisure and the Environment, December 2007.
- Sports hall provision in Norwich, 2011 profile report; Sport England, October 2011.
- Sustainable energy study (joint study, ESD, May 2009).

General Development Viability/Community Infrastructure Levy documents

- Background and context to CIL (updated for submission, August 2012)

- Preliminary draft CIL charging schedule and consultation responses (October 2011)
- Draft CIL charging schedule (February 2012)
- Draft CIL charging schedule as amended for submission (August 2012)
- Statement of Modifications to the Community Infrastructure Levy Draft Charging Schedule for the individual district councils in the GNDP area (August 2012)
- Statement of Representations received following the publication of the draft CIL charging schedules (August 2012)
- Viability Advice on CIL/Tariff for Broadland, Norwich and South Norfolk GVA, December 2010 (and addendum, June 2011)
- CIL Charging Zones Schedule, GVA August 2011
- Supplementary viability evidence relating to flats in Norwich City, GNDP, December 2011
- Supplementary evidence on residential viability, GNDP, December 2011
- Supplementary evidence on the viability of large scale convenience goods based retail development, GNDP, December 2011
- Other GNDP CIL background documents, various.

Other documents

- JCS Sustainability appraisal documents: (GNDP authorities and URS/Scott Wilson) - SA scoping report, 2007; SA report of issues and options stage, (2007); SA of preferred options stage, (2008); SA of Regulation 25 consultation version (April 2009); SA of Regulation 27 pre submission version (September 2009); SA of focused changes to the submission version (July 2010); SA for the Broadland part of the Norwich Policy Area following the High Court ruling of 24 February 2012 (August 2012).
- Appropriate assessment (task 1, 2008 and task 2, August 2009).
- Feasibility study for a conference centre and concert hall for the greater Norwich area (TourismUK, November 2008).
- Ideopolis: Knowledge city regions – enabling Norwich in the knowledge economy (study by the Work Foundation).

5.3 As part of the Annual monitoring report, consideration will be given to whether additional documents need to be produced to address particular

issues, or whether a review of some of the background documents needs to be brought forward.

- 5.4 Other Norwich-specific strategies that have been and will need to be taken into account within the local plan process are: the Norwich city council corporate plan 2012-15; the Norwich sustainable community strategy 2008-2020 and the community engagement strategy (2009). The principles within the Community engagement strategy will be followed within the impending revisions to the Statement of community involvement.
- 5.5 The next section of the LDS looks at the detailed work plan for each of the development plan documents making up the emerging local plan.

6. Development plan documents

6.1 Joint core strategy (JCS) for greater Norwich

What is the purpose of the document?	To provide the strategic vision, objectives and strategy for future development of the Norwich area, to accommodate objectively assessed needs for growth in accordance with the <i>Regional spatial strategy</i> and to provide the strategic context for the preparation of lower level policy documents prepared by the three district authorities.
What geographical area does it cover?	The three districts of Broadland, Norwich and South Norfolk
Is it a Development plan document?	Yes
Does this document require a joint approach with other authorities?	Yes, with Broadland and South Norfolk and Norfolk County Council
To which other documents must this document conform or be consistent?	The National Planning Policy Framework and other relevant national policy and (until it is abolished) the Regional spatial strategy for the East of England
Which part(s) of the current adopted local plan (City of Norwich Replacement Local Plan 2004) does it replace?	<p>Chapter 1 – strategic objectives Policy HBE19 Design for safety and security <i>Superseded by JCS policies 2 and 7</i> Policy EP12 Development in other areas at risk of flooding <i>Superseded by JCS policy 1</i></p> <p>Policy HOU1 Housing needs and monitoring Policy HOU4 Affordable Housing Policy HOU7 Phasing of housing development <i>all superseded by JCS policy 4</i></p>
Milestones	<p>Commencement Prepare issues/options and consult Consultation on regulation 25 – Technical consultation Further consultation - Reg 25 Consultation on soundness – Reg 27 Submission Pre-hearing meeting Examination Adoption <i>(note this was subject of a subsequent appeal to the High Court, May 2011)</i></p> <p>January 2007 March 2007 – February 2008 June to September 2008 March to June 2009 November-December 2009 February 2010 September 2010 October-November 2010 March 2011</p>

<p>High Court judgement to remit for further consideration those parts of the adopted JCS covering the Norwich Policy Area part of Broadland District</p> <p>Reg 19 publication of revised submission content document</p> <p>Submission of revised JCS content</p> <p>Examination of revised submission content</p> <p>Adoption of re-examined remitted JCS content</p>	<p>February 2012</p> <p>August- October 2012</p> <p>February 2013</p> <p>May 2013</p> <p>July-August 2013</p>
<p>How will the document be reviewed?</p>	<p>The four councils will prepare and contribute to a combined Annual monitoring report for the JCS which also includes content specific to each district. This will indicate when any significant strategic issues trigger the need for a review.</p>

6.2 Site allocations and site specific policies development plan document (Site allocations plan)

What is the purpose of the document?	To help meet objectively assessed development needs within the city over the period to 2026, to ensure that sufficient, suitable and available sites are allocated for housing, employment and other types of development in accordance with strategic objectives and targets in the JCS and to set out detailed policy requirements for each of 79 identified sites where change is proposed or expected.
What geographical area does it cover?	The whole of the city of Norwich
Is it a Development plan document?	Yes
Does this document require a joint approach with other authorities? If so, which authorities?	To some extent, mainly in the context of partnership working between Norwich, Broadland and South Norfolk councils to prepare the JCS, collaboration on which has helped to inform the direction and content of the partner authorities' individual DPDs. The principal work to prepare this DPD has, however, been undertaken by Norwich city council alone.
To which other documents must this document conform or be consistent?	The National Planning Policy Framework, other relevant national policy and (until it is abolished) the Regional spatial strategy for the East of England. There is no longer any formal requirement for lower level plans to conform to higher level ones although the plan needs to be broadly consistent with the Joint Core Strategy in order to implement its objectives and strategic policies effectively.
Which part(s) of the current adopted local plan (City of Norwich Replacement Local Plan 2004) does it replace?	The Site Allocations and Site Specific Policies DPD and the Development Management Policies DPD will together completely replace the present 2004 local plan when adopted.

Milestones	
Commencement	February 2009
Call for sites	February-April 2009
Prepare first draft plan based on suggested sites for inclusion	May-October 2009
First Regulation 25 consultation (draft with initial list of proposed sites)	November 2009 - February 2010
Second round of Regulation 25 consultation (preferred shortlisted sites)	January-March 2011
Third round of regulation 25 consultation on additional and amended sites arising from second round	July-September 2011
Prepare final publication document and detailed site specific policies	Autumn 2011- Summer 2012
Regulation 19 ¹ Publication and consultation on soundness	August to October 2012
Submission	March 2013
Pre-hearing meeting	May 2013
Examination	June-July 2013
Adoption	Late 2013
How will the document be reviewed?	The Joint core strategy <i>Annual monitoring report</i> will comment on the rate of housing development and the rate of bringing allocated sites forward and the next <i>Local development scheme</i> will indicate the need for a review when necessary.

¹ The statutory requirement to publish development plan documents for comment on their soundness before they are formally submitted to the Secretary of State is now set out in Regulation 19 of the 2012 local planning regulations, effective from April 2012. This replaces the previous Regulation 27 consultation stage as set out in the 2004 regulations.

6.3 Development management policies development plan document (Development policies plan)

What is the purpose of the document?	To set out clear local policies, standards and criteria against which all proposals for development and change of use of land and buildings in Norwich will be assessed and to inform decisions on planning applications made in the period to 2026. The DM policies plan also supplements and interprets the wider principles for the delivery of sustainable development set out in the NPPF and reinforces the strategic policies and objectives in the Joint core strategy where further policy guidance is necessary.
What geographical area does it cover?	The whole of the city of Norwich
Is it a Development plan document?	Yes
Does this document require a joint approach with other authorities? If so, which authorities?	No
To which other documents must this document conform or be consistent?	The National Planning Policy Framework, other relevant national policy and (until it is abolished) the Regional spatial strategy for the East of England. There is no longer any formal requirement for lower level plans to conform to higher level ones although the plan needs to be broadly consistent with the Joint Core Strategy in order to implement its objectives and strategic policies effectively.
Which part(s) of the current adopted local plan (City of Norwich Replacement Local Plan 2004) does it replace?	The Site Allocations and Site Specific Policies DPD and the Development Management Policies DPD will together completely replace the present 2004 local plan when adopted.

Milestones	<p>Commencement April 2010</p> <p>Consultation on scope of SA April – May 2010</p> <p>Prepare initial draft plan for consultation June to December 2010</p> <p>Regulation 25 consultation on draft plan January to March 2011</p> <p>Initial review of plan taking account of Reg 25 consultation response and implications of draft NPPF (July 2011) April to December 2011</p> <p>Further review and independent testing for soundness and consistency with NPPF as published (March 2012) January to July 2012</p> <p>Regulation 19 Publication and consultation on soundness August to October 2012</p> <p>Submission March 2013</p> <p>Pre-hearing meeting May 2013</p> <p>Examination June-July 2013</p> <p>Adoption Late 2013</p>
How will the document be reviewed?	<p>A monitoring framework for the DM Policies plan will include appropriate local targets and indicators against which selected policies can be monitored. This is in preparation and will be incorporated in the document for submission. The <i>JCS Annual Monitoring Report</i> will identify any issues arising from the DM policy monitoring process as well as any strategic issues from wider monitoring of the JCS which have implications for local policies. As a result of this process, the next <i>Local development scheme</i> will indicate the need for a review when necessary.</p>

6.4 Northern city centre area action plan

What is the purpose of the document?	To set out area policies and site specific proposals and a detailed implementation programme to guide the redevelopment of key change sites including the major regeneration opportunity site at Anglia Square and help secure the regeneration of the wider northern city centre area over the period to 2016.
What geographical area does it cover?	An area of the city centre bounded by the river Wensum in the south and west, the line of the city wall in the north and Whitefriars in the east. Includes Anglia Square, Sovereign House and Gildengate House, adjoining vacant and underused land and key opportunity sites in the wider area.
Is it a Development plan document?	Yes
Does this document require a joint approach with other authorities? If so, which authorities?	No
To which other documents must this document conform or be consistent?	The National Planning Policy Framework, other relevant national policy and (until it is abolished) the Regional spatial strategy for the East of England. There is no longer any formal requirement for lower level plans to conform to higher level ones although the plan needs to be broadly consistent with the Joint Core Strategy in order to implement its objectives and strategic policies effectively.
Which part(s) of the current adopted local plan (City of Norwich Replacement Local Plan 2004) does it replace?	Replaces adopted local plan site specific allocations HOU9 A22, HOU10 A39, HOU8 C9, HOU12 A19, HOU9 A48, HOU9 A24, EMP16.2 and local plan policies SHO4, SHO5 and CC8

Milestones	<p>Commencement November 2005</p> <p>Prepare issues/options and consult July 2006</p> <p>Reg 25 Consultation on preferred option (draft plan) December 2008 – February 2009</p> <p>Reg 27 Pre-submission consultation May – June 2009</p> <p>Submission July 2009</p> <p>Pre-hearing meeting September 2009</p> <p>Examination November 2009</p> <p>Adoption March 2010</p>
<p>Assessment of plan for conformity with NPPF:</p> <p>Prepare NCCAP supplementary content to explain relationship with Joint core strategy and emerging local plan: refer to deletion of any non-NPPF compliant policies</p> <p>Commence full review if required</p>	<p>By March 2013</p> <p>By March 2013 (tbc)</p> <p>2014</p>
How will the document be reviewed?	<p>A monitoring framework for the Northern City Centre Area Action Plan details indicators and targets based on its policies and proposals. Progress in implementing the plan would be assessed by reference to this framework through the <i>JCS Annual monitoring report</i> and revised plans brought forward if development does not happen, or if its form needs to be varied.</p>

7. Compliance with the Local Development Scheme timetable

- 7.1 Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended) requires local authorities to provide as part of the Local development scheme “a copy of any amendments made to the scheme” “up to date information showing the state of the authority’s compliance or non compliance with the timetable for the preparation and revision of the documents [within it]”. The following section details the main changes to the scheme since it was last issued in March 2010.
- 7.2 Although the **Northern City Centre Area Action Plan**, nearing adoption at the time the last LDS was published, adhered to its planned timetable, there have been more significant delays in producing the **Development Management Policies Plan** and **Site allocations plan**.
- 7.3 The 2010 LDS set out an expectation that both these documents would be consulted on in draft in the late summer of 2010, with consultation on a pre-submission draft (Regulation 27) anticipated for May-June 2011, submission in August 2011 and adoption by April 2012. Several factors have contributed to the delay in production of these key documents.
- Reduction in resources in the planning policy service, the delay to the examination of the JCS and the hiatus caused by additional elections in September 2010 contributed to an initial six month delay in the programme, as reported in the December 2010 AMR. Regulation 25 consultation on both documents was put back to January-March 2011.
 - A further reduction in staff resources and the need for a second round of public consultation on additional and amended sites for the Site Allocations Plan resulted in some slippage in the LDS programme during 2011. However, the most significant delay followed the publication of the National Planning Policy Framework in draft in July 2011 and in its final form in March 2012. Both iterations of the NPPF required a major reappraisal of the DM Policies plan content (already amended in response to consultation) to ensure that it would be consistent with the new and fundamentally simplified national policy approach and include any additional local policy coverage needed to compensate for the loss of detail in cancelled national policy statements and guidance. The council’s policy approach also needed to show more explicitly how it would deliver sustainable development and promote positive planning, also demonstrating effective engagement with the business community.
- 7.4 Thus, significant and mostly unforeseen delays have meant that the timescales for producing the site allocations and DM policies plans have both been extended by approximately 18 months. However the initial delays in the programme in 2010 have given the council the opportunity to respond more effectively to the coalition government’s wide ranging changes to the

planning system in general and the publication of the NPPF in particular and to integrate in a timely manner the revisions necessary to both documents throughout this period of rapid change. This is likely to improve the overall soundness of the documents when they are submitted for examination, which may not have been so straightforward if they had been prepared to the original timescale.

ANNEX 1

LOCAL DEVELOPMENT SCHEME FOR NORWICH, 2012-14
PROGRAMME

SUPPLEMENTARY PLANNING DOCUMENTS

Affordable Housing SPD

THERMOPHILIC BACTERIA

Danco / *Non-Mutagenic Diamine Dyes*

KEY

- | |
|---|
| Commencement of DPD/SPD process |
| Prepare draft plan |
| Public Consultation on Draft Plan |
| Consider further consultation responses |
| Production of pre-submission document |
| DPD draft consultation stage |
| DPD Publication (pre-submission) stage |

* 18 19

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graph TD; A[Preparation for Submission] --> B[Submission to Secretary of State (+ Public Consultation)]; B --> C[Pre-Examination Meeting]; C --> D[Examination in Public]; D --> E[Inspectors Report]; E --> F[Adoption]; F --> G[Adopted document in use]
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The diagram is a vertical flowchart illustrating the process of public consultation. It consists of seven rounded rectangular boxes connected by arrows pointing downwards. The boxes are labeled as follows:

- Preparation for Submission
- Submission to Secretary of State (+ Public Consultation)
- Pre-Examination Meeting
- Examination in Public
- Inspectors Report
- Adoption
- Adopted document in use

SPD production	SPD Consultation - draft (Regulation 12)
SPD adoption	LDS cabinet resolution to publish
LDS production/review	Assessment of policies for consistency w/ Joint core strategy - High Court judgement

12 A R N HC