

Annual Planning Monitoring Report 2011/12
Report by Planning Policy Officer

Summary: This report introduces the Annual Planning Monitoring Report for the year 2011/12.

Recommendation: That the Annual Planning Monitoring Report be noted and approved for publication.

1 Introduction

- 1.1 The Authority is obliged to produce at least every 12 months a Monitoring Report, its plan preparation progress and various other matters.
- 1.2 A Monitoring Report for the year 1 April 2011 to 31 March 2012 is attached as Appendix 1 for the Committee's approval.

2 The Monitoring Report

- 2.1 The Monitoring Report provides an opportunity for a local planning authority to review its progress in developing and implementing its local development framework and to share this with the public.
- 2.2 The statutory requirements for monitoring reports have changed as a result of the Localism Act 2011, new regulations and the withdrawal of national guidance on the matter. The Authority is no longer required to report on 'national output indicators' or submit the report to the Secretary of State. There is greater discretion over the timing of the reports and hence they are no longer officially 'annual' monitoring reports, but they must be produced at no greater than 12 monthly intervals. In considering last year's Annual Monitoring Report, and anticipating some of the changes, the Committee was content that they continued to be produced annually for the Broads.
- 2.3 The Minister said it is now 'a matter for each council *[sic]* to decide what to include in their monitoring reports'. However, there are legal requirements to include plan-making progress against the adopted Local Development Scheme, reporting of adopted plans, delivery against housing number targets, neighbourhood plans, reporting on co-operation with other 'Duty to Cooperate' bodies, and to promptly publish information collected for monitoring purposes.
- 2.4 The current Annual Monitoring Report is intended to be as brief as possible, while meeting the requirements and remaining largely self-explanatory. This

is in order to concentrate planning policy resources on the completion of the Site Specific Policies DPD.

2.5 The Monitoring Report conclusions are summarised as follows:

- **Local Development Scheme.** The Local Development Scheme (LDS) sets out the Authority's three year programme for plan preparation. The current Broads Local Development Scheme was approved in March 2010 and the three year period expires next spring.
 - **Local Development Plan preparation:** Progress continues to be made on completing a full suite of development plan documents (DPDs) under the 2004 Planning Act to replace the 1997 Local Plan. The Report considers progress against the 2010 Local Development Scheme.
 - **Development Management Policies DPD:** This DPD was adopted in November 2011, two months later than indicated in the LDS, as anticipated in last year's Annual Monitoring Report
 - **Site Specific Policies DPD preparation:** As anticipated by last year's Annual Monitoring Report, formal publication of the proposed Sites DPD did not take place during the review year as programmed by the LDS. Publication has been achieved since the end of the review year in November 2012. Although this represents some further slippage to the LDS programme, the DPD is still on track to be adopted in the summer of 2013, as anticipated in last year's Annual Monitoring Report.
 - **2011 Annual Monitoring Report:** Delivered on time.
- **Monitoring Policies and Plans:** Outline summary statistics are provided. Approval of **94%** of the planning and related applications determined during the year is noted.
- **Duty to Cooperate:** The Authority continued to liaise and undertake joint work with the other relevant bodies and in particular with the neighbouring local and county authorities, and other members of the UK national parks family.

3 Conclusions

3.1 The content of the annual Monitoring Report is focused on the statutory requirements and provides a relatively succinct review of the progress in plan making and delivery. Subject to the approval of the Committee, the Report will be published on the Authority's website.

Draft Annual Planning Monitoring Report 2011-2012 Broads Authority

November 2012



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This report is available to view or download on the Authority's website at:
www.broads-authority.gov.uk

Paper copies of the document are available for inspection or purchase from the Authority's head office (address below).

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Cover photograph:

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Executive Summary

- This Report reviews the year 1st April 2011 until 31st March 2012. The nature and purposes of local planning authority 'annual' monitoring reports has changed significantly as a result of new legislation. These reports are no longer submitted to Government, and are now just for the benefit of the planning authority and its public. National output indicators are no longer required to be reported.
- **Local Development Scheme.** The Local Development Scheme (LDS) sets out the Authority's three year programme for plan preparation. The current Broads Local Development Scheme was approved in March 2010 and the three year period expires next spring.
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 - **Development Management Policies DPD:** This DPD was adopted in November 2011, two months later than indicated in the LDS, as anticipated in last year's Annual Monitoring Report
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Chapter 1: Introduction

1.1 This Annual Monitoring Report assesses the progress of the Broads Local Development Framework/Local Plan during the year 1st April 2011 to 31st March 2012. The legislation covering Monitoring Reports has changed, giving greater flexibility to local planning authorities about the timing and content of the report, and removing the requirement for it to be submitted to the Secretary of State.

1.2 Although as part of these changes the word 'Annual' has been removed from the legislative requirements, a report must be made at least every 12 months, and for the moment there is no particular need in the Broads to deviate from the previous custom of reporting on the previous financial year by the end of the calendar year. The inclusion of the word 'Planning' clarifies the content and avoids confusion with various other reports prepared by the Broads Authority.

1.3 Key events during the year affecting the context within which the Authority carries out its functions as a local planning authority were the Localism Act 2011, which made significant changes to the planning system, and the replacement of the majority of national planning policies by the National Planning Policy Framework (NPPF) in March 2012.

Chapter 2: Local Development Framework (Local Plan) Preparation

2.1 Like most local planning authorities, the Broads Authority does not yet have a full suite of LDF style documents however two LDF documents are formally in place. While a few policies from the 'old style' local, structure, minerals and waste plans remain in force under transitional arrangements until they are superseded by 'new style' documents.

2.2 During 2011/12, the 2004 planning system was significantly amended by the Localism Act 2011, and though the term 'Local Plan' was re-introduced, its meaning is not the same as the pre-2004 local plans. To avoid confusion with the 1997 Local Plan which the Authority is in the process of replacing with its Development Plan Documents (DPDs), the term Local Development Framework is temporarily retained here until the old Local Plan is superseded by the Site Specific Policies DPD.

2.3 At the end of the year under review (March 2012) the Broads Local Development Framework (or Local Plan) comprised the following:

A. Local Development Documents

- Development Plan Documents -
 - i. **Core Strategy** (adopted Sept 2007)
 - ii. **Development Management Policies** (adopted November 2011)
- Supplementary Planning Documents –
 - i. **Development and Flood Risk Supplementary Planning Document** (adopted Sept 2008)

B. Other Local Development Framework Documents

- **Statement of Community Involvement** (March 2008)
- **Local Development Scheme** (Mar 2010)
- **Annual Monitoring Report 2010 – 2011** (December 2011)

2.4 No neighbour plans or orders were in place or under formal preparation in the Broads at this time.

2.5 The two key changes from the beginning of the year under review were the adoption of the Development Management Policies DPD, and publication of a new Annual Monitoring Report.

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Local Development Scheme Progress

2.6 The Local Development Scheme for the Broads sets out a 3 year programme for the preparation of new local development documents. The current Local Development Scheme was adopted in March 2010.

2.7 During the year under review only some of the anticipated progress on local development documents was achieved.

2.8 The following compares the progress planned for the year in the Local Development Scheme and that actually achieved in the year for each of the documents programmed. Planned key milestones outside the period under review are shaded and italicised.

2.9 Core Strategy Review DPD

CORE STRATEGY REVIEW DPD		
Key Milestone	Notes	Planned Date
<i>Commencement of Preparation</i>	<i>In tandem with Broads Plan Review 2010</i>	<i>January 2010</i>
<i>Draft DPD Consultation</i>	<i>Follows adoption of revised Broads (Management) Plan</i>	<i>May 2012</i>
<i>Pre-Submission Publication</i>		<i>November 2012</i>
<i>Submission of the DPD</i>		<i>March 2013</i>
<i>Adoption of the DPD</i>	<i>Subject to Planning Inspectorate</i>	<i>November 2013</i>

2.9.1 There were no key milestones for this review during the monitoring year covered by this report. A Core Strategy DPD is already adopted. A Review of the Core Strategy was planned at the time of the approval of the Local Development Scheme, but this was subsequently not considered a priority to pursue in advance of completion of a complete set of 'post-2004 system' policies, and in light of the uncertainty about the recent changes to the planning system and the implications of the introduction of the National Planning Policy Framework.

2.10 Development Management Policies DPD

DEVELOPMENT MANAGEMENT POLICIES DPD			
Key Milestone	Notes	Planned Date	Achieved – (Anticipated)
<i>Consulting statutory bodies on the scope of the Sustainability Appraisal</i>	<i>Already completed</i>	<i>2006</i>	<i>√</i>
<i>Revised Proposals Consultation</i>	<i>Revised Proposals required to ensure</i>	<i>June – July 2010</i>	June – July 2010

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	<i>conformity and soundness</i>		
<i>Publication of the DPD</i>		<i>September 2010</i>	Dec 2011
<i>Submission of the DPD</i>		<i>December 2010</i>	Mar 2011
Adoption of the DPD	Subject to Planning Inspectorate	September 2011	Nov 2011

2.10.1 The Development Management Policies DPD was adopted on the 18th November 2011, two months later than originally anticipated in the LDS as a result of earlier slippages in the programme noted in last year's Monitoring Report.

2.10.2 Note that this DPD replaced many of the policies remaining from the 1997 Local Plan.

2.11 Site Specific Policies DPD

SITE SPECIFIC POLICIES DPD (and Policies Map)			
Key Milestone	Notes	Planned Date	Achieved – (Anticipated)
<i>Consulting statutory bodies on the scope of the Sustainability Appraisal</i>		<i>December 2010</i>	Mar 2011
Publication of the DPD		January 2012	November 2012
<i>Submission of the DPD</i>		<i>May 2012</i>	(Feb 2013)
<i>Adoption of the DPD</i>	<i>Subject to Planning Inspectorate</i>	<i>February 2013</i>	(June 2013)

2.11.1 Last year's Annual Monitoring Report noted that the programme for the preparation of this DPD had slipped around 6 months as a result of earlier delays by staff sickness and following the Organisational Review, the need to prepare the draft SA Scoping Report in-house. This year's key stage, pre-submission publication, has slipped a further 4 months, but the anticipated adoption date for the DPD remains June 2013 as identified in last year's report.

2.11.2 The Policies Map (previously known as the Proposals Map) has been prepared alongside the Site Specific Policies DPD, and the key milestones are the same.

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2.12 Statement of Community Involvement (Review)

2.12.1 This apparently appears in error in the Local Development Scheme table showing the timetable for LDF preparation, as it is not mentioned elsewhere in the Scheme. The Authority is currently reviewing its consultative arrangements more generally, and once completed the Authority will consider whether this requires review or not.

Table of Results

2.13 The results for the year are combined and shown graphically in the context of the Local Development Scheme's 3 year programme by Figure 1 (next page).

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Figure 1: Planned and actual development plan document (DPD) preparation milestones for April 2010 to March 2011

(Based on Local Development Scheme: Timetable for preparation of Local Development Framework documents March 2010 – March 2012)

	2010												2011												2012												2013		
	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M		
	REVIEW YEAR																																						
DPD1 Core Strategy (Review)																																							
DPD2 Develop ment Manage ment																																							
DPD3 Site Specific Policies (and Policies Map)																																							

NOTES: White area indicates year under review. Underlined italic figures indicate milestones planned to take place during the year (see table below for milestone type). Arrows indicate delays or advances on planned dates of milestones. Bold figures indicate out-turn dates of milestones.

DPD Preparation Key Milestones			
1 Commencement	2 Publication	3 Submission	4 Adoption

Chapter 3: Monitoring of Policies and Decisions

3.1 The Authority has no housing or other targets to report on, nor plan specific monitoring data collected.

3.2 During the year in under review the Authority **determined 204 applications** (including planning, listed building consent, advertisement consent, etc. applications). Of these, the Authority permitted 191, an **approval rate of 94%**.

3.3 No permissions were granted contrary to Environment Agency advice

3.4 The permissions granted facilitated the following changes.

Renewable Energy

143kW of additional Solar Voltaic generating power (in 9 permissions)
One wind powered water pump (estimated approx. 3 kW peak rating)

Employment Uses

526 square metres net increase in ‘employment’ floorspace, comprising:
471 sq m increase in office (B1) floorspace;
19 sq m net loss of general industrial (B2) floorspace (result of a 20 sq m gain, and a 39 sq m loss to holiday accommodation);
74 sq m increase in storage and distribution (B8) floorspace.

Retail and Leisure Uses

18 sq m net loss of retail (A1) floorspace (comprising 307 sq m additional floorspace, but a loss of 325 sq m to restaurant/cafe (A3) use;
184 sq m loss of assembly and leisure use (D2) floorspace (120 sq m to food and drink (A3 & A4) uses and 64 sq m to retail (A1) use).

Dwellings

6 net additional dwellings (comprising 7 new dwellings all outside the development boundary, of which 3 are restricted to holiday use and one of the others temporary; and a reduction of one dwelling within a development boundary).

APPEALS

3.5 During the year 8 appeals were determined. There were

- 6 appeals against refusal of planning permission, of which 1 was allowed and 5 dismissed;
- 1 appeal against conditions imposed upon a planning permissions, which was allowed in part; and
- 1 appeal against enforcement, which 1 was allowed.

A further 3 appeals (2 enforcement, 1 conditions) were withdrawn before determination.

Chapter 4: Duty to Cooperate

4.1 The Localism Act 2011 introduced a ‘duty to cooperate’ on strategic planning matters (i.e. defined as those affecting more than one planning area) applying to local planning authorities and a range of other organisations and agencies. This is intended to replace regional strategic planning in anticipation of the Government’s planned revocation of regional spatial strategies.

4.2 The following provides an overview of the types of cooperation going on between BA and other organisations covered by the duty during the year under review.

- Local Authorities
 - Each of the 6 district/borough/city and 2 county councils whose area overlaps and adjoins the Broads is represented on the Broads Authority by a Councillor it appoints to Broads Authority Membership. All but one of the Local Authority appointed members of the Authority are also on the Authority’s Planning Committee.
 - Ongoing engagement at officer level including
 - Norfolk Authorities Chief Executives
 - Norfolk Strategic Services Group (BA Chief Exec.)
 - Norwich Strategic Planning Group
 - Planning Officers Society (Norfolk)
 - Norfolk Development Control Officers Group
 - Norfolk Planning and Biodiversity Topic Group
 - Norfolk Biodiversity Partnership
 - Greater Norwich Development Partnership
 - Continuous engagement at officer (Director of Planning and Strategy) and member level through the Greater Norwich Development Partnership (GNPD). Considered Joint Core Strategy with other GNPD member authorities, but concluded that the nature of the planning issues was fundamentally different in the Broads, and that the Broads Authority could get a Core Strategy in place for its area

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sooner (adopted 2007) outside the GNDP Joint Core Strategy. The subsequently adopted GNDP Core Strategy thus covers the wider Norwich area (including beyond the boundaries of the City Council) but excludes the Broads area which stretches through it.

- Joint working on the GNDP Water Cycle Study and Green Infrastructure Study (both of which address the issue of the large scale growth planned in the GNDP Core Strategy, and its potential impact in the Broads area).
- Specific discussions at officer level on emerging cross boundary issues by telephone, email and meetings.
- Arrangements with Suffolk County Council for external funding bid writing and other support.
- Suffolk Biodiversity Partnership, including BA and Suffolk County Council
- Joint work and policy statement with Norwich City, Broadland District Council, South Norfolk Council, and Norfolk County Councils on the development of the cross-boundary East Norwich Site (Utilities and Deal Ground Sites).
- Joint Planning Permissions Monitoring System with most Norfolk authorities and Waveney District Council.
- Informal discussions and emails between planning policy officers on Broads sites within the District, and between Development Management officers on development proposals with cross-boundary implications.
- Statutory consultations on planning applications and emerging plans.
- Joint presentation (GYBC Director of Planning and Broads Planning Policy Officer) to parish councils on neighbourhood planning.
- Joint working on the Shoreline Management Plan (SMP6 - Kelling Hard to Lowestoft Ness) with North Norfolk, Great Yarmouth and Waveney Councils, Environment Agency and Norfolk Coast AONB Partnership..
- Joint arrangements with the District Councils for the preparation, appraisal and designation of cross-boundary conservation areas.
- Service Level Agreement with Norfolk County Council on historic environment records and the provision of archaeological advice.
- Ongoing engagement on conservation matters through the Norfolk Conservation Officers Group and the Suffolk Conservation Officers Forum.

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- River Issues Group with Norwich City Council. Member and officer involvement.
- Enforcement Protocol with Norwich City Council regarding residential boating.
- Arrangements with Norfolk County Council for provision of legal (including planning) and property services support.
- National Parks Authorities
 - Extensive involvement through English National Park Authorities Association on a range of planning (and other) related issues affecting the national parks family (of which the Broads is a member), including
 - Members and Officers
 - Lobbying of government and parliament, and responses to government consultations.
 - Of particular relevance to the planning of the national parks and the Broads are the following officer working groups
 - chief executives
 - heads of planning
 - planning policy
 - development management
 - cultural heritage
 - landscape
 - nature conservation
 - recreation and tourism
 - climate change
- Environment Agency
 - Long standing close working arrangements (including joint projects) between the organisations on a range of issues, especially on planning policies for flood risk zones (a major issue in the Broads), flood defences, Shoreline Management Plan, water quality, navigation matters, recreation, angling, etc.
 - The Broads Authority shares offices with the Environment Agency, facilitating close working.
 - Statutory consultations
- Natural England
 - Long standing close working arrangements (including joint projects) between the organisations on a range of issues, especially on nature conservation,

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- Natural England have also provide advice on the Authority’s preparation of sustainability appraisals and habitats regulations assessments.
- Statutory consultations, including on preparation of the Development Management Policies and Site Specific Policies Development Plan Documents.
- The Broads Authority shares offices with Natural England, facilitating close working.
- Marine Management Organisation
 - The Authority has been formally consulted by the MMO, and BA officers have attended seminars at which the MMO has explained its work.
- Homes and Communities; each Primary Care Trust; Office of Rail Regulation
 - No relevant strategic issues have arisen during the review period.
- Mayor of London; Transport for London,; & each Integrated Transport Authority
 - Not relevant to the Broads area.