

(Revised) Local Development Scheme

March 2010 to March 2013
(Revision March 2010)



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1. Introduction

- 1.1 The terminology involved in the planning system is often confusing. A glossary is provided at the end of this document to explain the meaning of the various terms used. Where possible plain English will be used in this document, but the use of the formal terms laid down in planning law and elsewhere is often unavoidable where precision is required.

The purpose of the Local Development Scheme (LDS) is to establish and reflect Broads Authority priorities and to enable work programmes to be set for the preparation and review of local planning documents. This will also aid local and national stakeholders in understanding, getting involved, and planning their own input into these processes.

- 1.2 This LDS replaces that adopted in September 2007. A new LDS is needed because the time period covered by the earlier document is almost over, a range of factors has resulted in a significant departure from the timescales envisaged when that document was produced, and new issues arising have prompted a change in the approach to developing future policy for the area.

2. Background

- 2.1 'The Broads' are the Norfolk and Suffolk Broads, an area of equivalent status to a national park. The Broads Authority is the local planning authority for the area. The Authority is a special statutory authority, with the specific purposes of:

- 2.2 (a) Conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads;
(b) Promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public; and
(c) Protecting the interests of navigation.

- 2.3 In pursuing these purposes the Authority must also consider the needs of agriculture and forestry, and the economic and social interests of those who live or work in the Broads.

- 2.4 In 2004, the Government introduced changes to the planning system for England. These changes included the replacement of Structure Plans and Local Plans with a number of new documents which now form the Development Plan.

- 2.5 As part of the changes, each Local Planning Authority is required to prepare a Local Development Scheme (LDS). The LDS sets out what documents will be prepared over a three-year period and the timetable for their preparation. Its purpose is to:

- (a) inform the local community and stakeholders of the Development Plan and related documents that will make up the new policy framework; identify which will receive statutory and non-statutory status; and identify which sections of the Local Plan they will replace and the timescales that they can expect for the preparation of these documents;
- (b) identify whether some documents will be prepared jointly with other authorities, and which;
- (c) establish and reflect Broads Authority priorities and to enable work programmes to be set for preparation of the documents; and
- (d) to set a timetable for the review of the documents.

This will enable local communities and stakeholders to see what documents will be prepared and when they can become involved in the preparation process.

- 2.6 This document is the Local Development Scheme for the Broads Authority.
- 2.7 The Local Development Scheme (LDS) must be submitted to the Government Office. In assessing the LDS, the Government Office will consider whether the timescales proposed are realistic, whether the priorities have been identified correctly, whether there are any omissions and whether the Authority has a sufficiently comprehensive information base to prepare the proposed documents.
- 2.8 So that the public can find out what the Authority is proposing and when they can expect to be involved in the planning process, the LDS is published on its website and made available at its head office in Norwich (open Mon-Fri, 9-5). Due to the geographical spread of the Broads area, the Authority will also request that the main planning receptions of the relevant District Council and County Council offices hold public copies.
- 2.9 With regard to this updated LDS, the main change is the delay in the Development Management Policies Development Plan Document (DMP DPD) due to:
 - Resignation of two key members of the team and the time taken to recruit their replacements
 - Time required by new officers to familiarise themselves with the draft DMP DPD
 - Amount of work required to revise the draft DMP DPD
 - Overall level of planning policy resource available to the Authority

The DMP DPD will contain generic policies only. The Authority is also seeking to produce a new Development Plan Document that covers Location or Site Specific issues as a separate document from the DMP DPD.

3. The Planning System and the Local Development Framework approach

- 3.1 The Planning and Compulsory Purchase Act 2004 was granted Royal Assent in May 2004, paving the way for a more flexible and responsive planning system for England. The changes include the introduction of a simpler and more flexible plan making system at regional and local level, and an increase in the effectiveness and quality of community involvement at regional and local level.
- 3.2 This has resulted in major changes to the way in which the planning policy system operates and establishes the Local Development Framework (LDF) approach.
- 3.3 A Local Development Framework is a portfolio or folder of documents comprising a series of individual documents that must be prepared. These include:

Local Development Scheme (LDS)

This sets out and briefly describes the documents which will be produced for the Local Development Framework, together with a timetable for their production and review. The purpose of the LDS is to inform communities and stakeholders of the Local Development Framework process and to enable them to become involved.

Local Development Documents (LDDs)

These set out the spatial strategy for the Authority's area and comprise:

- Development Plan Documents (DPDs), which are planning policy documents with development plan status (i.e. statutory status); and
- Supplementary Planning Documents (SPDs) which are supporting documents to Development Plan Documents and provide more detailed guidance and advice. They have non-statutory status but are material considerations in decision making.

The Development Plan Documents and the Regional Spatial Strategy replace the Structure Plan and the Local Plan, while the Supplementary Planning Documents replace Supplementary Planning Guidance and Advice Notes.

Local Development Documents can deal with different issues and/or different geographical areas, but when taken as a whole they must set out the Authority's policies relating to the development and use of land.

Statement of Community Involvement (SCI)

The preparation of the Local Development Documents is a participatory process. The Statement of Community Involvement (SCI) sets out how communities and stakeholders will be consulted and involved in LDD development.

Annual Monitoring Report (AMR)

The AMR includes an assessment of progress in preparing Local Development Documents against the timetable and milestones set out in the Local Development Scheme, and the extent to which policies in the Local Development Documents are being achieved. It must be submitted to the Secretary of State by the end of December each year.

- 3.4 Documents may be added to the Local Development Framework over time, but they will always be one of the above types of document.
- 3.5 A glossary is contained at Appendix 4 to familiarise readers with the acronyms.
- 3.6 The Government remains committed to a plan-led system of development management. This is given statutory force in the 2004 Act. Local Planning Authorities must determine applications in accordance with the Development Plan unless material considerations indicate otherwise.
- 3.7 The Development Plan comprises the Regional Spatial Strategy (RSS) and the Local Development Documents. The Regional Spatial Strategy is prepared by the Regional Planning Body. Local Development Documents are prepared by the Broads Authority and form part of the Local Development Framework.
- 3.8 The Local Development Framework approach means it is important that the inter-relationships between the documents are clear so that the community and stakeholders understand how the documents comprising the Development Plan fit together. It is necessary to demonstrate that they are consistent with each other and this is done by establishing a 'chain of conformity' showing how the national and regional policies (the latter from the Regional Spatial Strategy) are interpreted locally in the Local Development Documents.
- 3.9 Transitional arrangements allow for policies of existing adopted plans to be saved until replacement Development Plan Documents are adopted. Details of this are provided in Section 7 below.

4. Preparation of Local Development Framework documents

- 4.1 Plan making is a participatory process with considerable emphasis placed on community and stakeholder involvement. The term 'community and stakeholders' covers a wide range of interests and can involve statutory and non-statutory bodies, community groups and individuals. This involvement is essential to achieve local ownership and legitimacy for policies that will shape the land use and development of an area. It can also help to reduce the need for a long and controversial examination process. It is key to the production of plans which deliver sustainable communities.
- 4.2 Participation begins at the earliest stage of the process with involvement from the community and stakeholders in the preparation of Local Development Framework documents. This process is called 'front loading' and is a key element in the system. The involvement of communities and stakeholders is a continuous process. The means of consultation and involvement are set out in the Statement of Community Involvement.

Preparation of Development Plan Documents

- 4.3 There are four main stages in the preparation of Development Plan Documents. There is flexibility within the planning regulations to allow the procedures to be applied to the nature of the DPD.
- (i) The first stage comprises survey and evidence gathering. The Authority will need to review and examine existing information and identify any detailed studies which will be required for the production of its development plan documents. Subjects have included population analysis, employment and boatyards, access to the waterways, dredging, landscape evaluation, private and public moorings, flood risk areas and transport. This process is the preparation of the evidence base for any particular Local Development Document (Development Plan Documents and Supplementary Planning Documents).
 - (ii) The second stage may involve the production of an initial report on the content of the DPD on which there is consultation with specific consultation bodies. This will lead to the development of a draft DPD, which will then be subject to wider consultation with specific consultation bodies, the local community and stakeholders. It is necessary to set out clear reasons for the selection of the preferred policy options in the draft DPD with a summary of the alternatives that were also considered. The purpose of this is to ensure that local communities and stakeholders have the opportunity to comment on how the Authority is approaching a particular DPD, and the issues and/or area that it covers. Following consultation on the draft DPD, the document is submitted for Examination.
 - (iii) The Planning Inspectorate may hold a pre-Examination Meeting into a Development Plan Document following submission and prior to the Examination. The examination is held by an independent Government Inspector.

Under the Planning and Compulsory Purchase Act 2004 S 20(5) (a), an Inspector is charged with checking that the plan has complied with legislation¹. This includes checking that the plan:

- has been prepared in accordance with the Local Development Scheme and in compliance with the Statement of Community Involvement and the Regulations²;
- has been subject to sustainability appraisal;
- has regard to national policy;
- conforms generally to the Regional Spatial Strategy; and
- has regard to any sustainable community strategy for its area (i.e. county and district). (NB. The Broads does not have a community strategy of its own)

In addition, Section 20(5)(b) of the Act requires the Inspector to determine whether the plan is 'sound'³. To be sound, a plan should be JUSTIFIED, EFFECTIVE and consistent with NATIONAL POLICY.

- 'Justified' means that the document must be:
 - founded on a robust and credible evidence base
 - the most appropriate strategy when considered against the reasonable alternatives
- 'Effective' means that the document must be:
 - deliverable
 - flexible
 - able to be monitored

- (iv) After the Examination, the Inspector will produce a report with recommendations for how the Development Plan Document must be changed. The Inspector's report is binding. The Authority will make the necessary changes to the Development Plan Document and it will then be adopted and form part of the Development Plan.

¹ These replace the former Tests i-iii, iv(part) & v

² Town and Country Planning (Local Development) (England) Regulations 2004 as amended

³ This replaces the former Tests iv(part) & vi-ix

Preparation of Supplementary Planning Documents

- 4.4 In addition to the Development Plan Documents detailed above, the Authority may need to prepare Supplementary Planning Documents. These do not form part of the Development Plan, but support Development Plan Documents and offer guidance and advice. They are material considerations in making decisions on planning applications.
- 4.5 There are three main stages in the preparation of Supplementary Planning Documents. They are similar to the preparation of a Development Plan Document, but they are simplified and there is no independent Examination.
- (i) The first stage is as for the preparation of Development Plan Documents and comprises survey and evidence gathering.
 - (ii) The second stage is as for the Development Plan Document, but is simplified. Following the evidence gathering, the Authority will prepare a draft Supplementary Planning Document which is then the subject of consultation with consultation bodies, local communities and stakeholders. The consultation responses will be considered and the necessary amendments made to the document.
 - (iii) The amended document will be adopted. It then becomes a material consideration in making decisions on planning applications.

Sustainability Appraisal, Strategic Environmental Assessment and Appropriate Assessment

- 4.6 The promotion of sustainable development, defined as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”, has long been a key Government objective and has been expressed in planning policy documents and guidance. In the Local Development Framework approach to development planning it is central to the plan making process, with a requirement for a Sustainability Appraisal (SA) and a Strategic Environmental Assessment (SEA) to be carried out as part of the preparation process for all Local Development Documents.
- 4.7 The purpose of the Sustainability Appraisal is to appraise the social, environmental, economic and resource effects of the strategies and policies in a Local Development Document, whilst the Strategic Environmental Assessment will consider the environmental impact of such strategies and policies. Together they ensure that the Local Development Documents reflect sustainable development objectives. They also help to ensure each document is consistent with each other. The SA/SEA is contained in a Sustainability Appraisal Report.
- 4.8 The SA/SEA process is started at the beginning of the preparation of a new or revised Local Development Document and will provide input at each stage where decisions are taken. The results of the initial appraisal or assessment will be available as an initial Sustainability Appraisal Report when the main community consultation on options is carried out. This is to give the public full information

on the proposals, their environmental effects and any mitigation measures proposed. The public can then respond to both the Sustainability Appraisal Report of the SA/SEA and to the policy options. The Sustainability Appraisal Report is then updated as the plan making proceeds with the development of preferred options, with a final Sustainability Appraisal Report submitted with the Submission Development Plan Document for examination

- 4.9 SA/SEA must also be carried out on Supplementary Planning Documents where the SA/SEA which has already been carried out for the Development Plan Document which the Supplementary Planning Document is supporting does not fully cover the issues raised in the proposed Supplementary Planning Document.
- 4.10 Appropriate Assessment (AA), is the assessment of plans/programmes and whether they have impacts either on their own or in combination with other plans/projects on the integrity of Special Areas of Conservation (SAC) and Special Protected Areas (SPA) sites in view of these sites' European conservation objectives. The European Communities (1992) Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (the Habitats Directive) sets out the requirement for Appropriate Assessment of plans and projects. Recent draft guidance issued from the Department for Communities and Local Government (DCLG) specifies this *includes* the assessment of land-use plans, but *excludes* plans directly associated with conservation management.

5. Preparation of the Broads Authority Local Development Framework

- 5.1 The Authority's Local Development Framework will comprise Development Plan Documents, Supplementary Plan Documents, this Local Development Scheme, a Statement of Community Involvement and the Annual Monitoring Report. A profile of each document to be prepared is attached at Appendix 1, and details of the timetable for their preparation are included at Appendix 2. The Proposals Map is a geographic representation of the Development Plan Documents and Supplementary Planning Documents and does not therefore have its own profile, although it is listed in the timetable.

Development Plan Documents

- 5.2 The Development Plan Documents which the Authority must prepare include the following elements:
- (a) Core Strategy;
 - (b) Site specific allocations of land (if any);
 - (c) Proposals map (with inset maps, where necessary).

These are mandatory and must be prepared.

- 5.3 Further Development Plan Documents that relate to the needs of the Authority or the area may also be prepared where necessary; they too must be prepared in accordance with the process above. These are optional and can include Area Action Plans which should be used to provide a framework for areas where significant change or conservation is needed.
- 5.4 The need for further Local Development Documents will be kept under review and brought forward as part of the Authority's Annual Monitoring process. Where the monitoring process identifies a need for a new or revised Local Development Document, this will be reported in the Annual Monitoring Report and appropriate revisions will be made to the Local Development Scheme. This process will also include the need for any Supplementary Planning Documents to support Development Plan Documents.
- 5.5 The Broads Authority will prepare the following Development Plan Documents:
- Core Strategy Development Plan Document (First Review)*
- 5.6 The Broads Core Strategy DPD was adopted in September 2007, one of the earliest Core Strategies produced under the new planning system. As the system has evolved and experience of it grown, potential for improvements and different approaches have been identified. More particularly, in relation to development and the use of land the Core Strategy sought to give effect to the 2004 Broads Plan, the management plan for the Broads. The Broads Plan is under review in 2009-10. In order to avoid the need to repeat consultation processes, with the resource costs, risk of consultation fatigue, or divergence of content that this might involve, consultation for the Broads Plan review and the Core Strategy is carried out in tandem as far as possible. This involves formally starting the Core Strategy consultation process as soon as possible, but with the intention that completion of the Core Strategy would not occur until after the revised Broads Plan is in place.
- 5.7 The Core Strategy review will provide the following:
- Spatial Vision for the Broads 20 years into the future;
 - Strategic Objectives to be met in order to realise the Vision;
 - Strategic Policies to achieve the Strategic Objectives;
 - Implementation Plan and how these policies relate to other programmes and policies; and
 - Strategic Monitoring Framework to check implementation of policies and achievement of objectives.
- 5.8 Preparation of the Core Strategy First Review will be coordinated with the review of the Broads Plan. In particular, most of the consultation with the public and key stakeholders will be carried out in tandem and inform both documents. Following adoption of the new Broads Plan, the Core Strategy First Revision will be published and submitted to Government.

Core Strategy timetable

Key Milestone	Planned Date	Notes
Consulting statutory bodies on the scope of the Sustainability Appraisal	January 2010	In tandem with Broads Plan Review 2010
Draft DPD	May 2012	Follows adoption of revised Broads Plan
Pre-Submission Publication	November 2012	
Submission of the DPD	March 2013	
Adoption of the DPD	November 2013	Subject to Planning Inspectorate

Generic Development Management Policies Development Plan Document

- 5.9 Work on preparing the Development Management Policies DPD (previously entitled Development Control Policies DPD) commenced in 2006, and since then considerable work and extensive consultation has been undertaken. However, a number of factors have delayed completion long past the originally expected adoption date. This has included a need to concentrate resources on adopting the current Core Strategy, and considerable controversy and prolonged negotiations in areas such as flood risk and residential moorings.
- 5.10 This DPD will provide the generic policies that apply across the whole of the Broads. These policies will help guide and promote development, and inform the determination of applications for planning permission. The DPD will replace the few remaining ‘saved’ structure plan policies, together with all the ‘saved’ Broads Local Plan policies, except those which are locationally specific.
- 5.11 The policies in this DPD will cover the range of key considerations, issues and types of development and the way they will be interpreted and managed, concentrating especially on issues such as landscape, habitats, navigation, local communities and visitor services that are particular to the Broads.
- 5.12 Preparation of the DPD has been underway since 2006, but further work is required before submission. The work will be undertaken principally by the Planning Policy Officer, with input and assistance from a range of other staff, Authority Members and its Planning Committee.

Development Management Policies DPD timetable

Key Milestone	Planned Date	Notes
Consulting statutory bodies on the scope of the Sustainability Appraisal	2006	Already completed
Revised Proposals Consultation	June – July 2010	Revised Proposals required to ensure conformity and soundness

Publication of the DPD	September 2010	
Submission of the DPD	December 2010	
Adoption of the DPD	September 2011	Subject to Planning Inspectorate

Location or Site Specifics Development Plan Document

- 5.14 The Local Development Framework can also include Site Specific Allocations DPDs and Area Action Plan DPDs where necessary. Due to the nature of the Broads and the geographical boundaries, the Authority has not historically made site specific allocations identifying, for example, housing or employment land. However, in progressing the Development Management DPD it is clear that there is a need to specifically address a number of location or site specific issues (e.g. settlement boundaries) in a separate document. It is proposed to address these issues by producing a separate Location or Site Specifics DPD. The Development Management Policies DPD would then focus on the generic development management issues specific to the Broads, while the Location or Site Specifics DPD will provide policies for specific sites, areas and locations, and an opportunity for communities and individuals to promote sites and developments that will help deliver the Core Strategy and Broads' statutory purposes. These will be developed alongside, and be represented geographically on, a new LDF Proposals Map (see below).

Location or Site Specifics DPD Timetable

Key Milestone	Planned Date	Notes
Consulting statutory bodies on the scope of the Sustainability Appraisal	December 2010	
Publication of the DPD	January 2012	
Submission of the DPD	May 2012	
Adoption of the DPD	February 2013	Subject to Planning Inspectorate

Proposals Map

- 5.16 A Proposals Map must be produced to express geographically and illustrate the adopted development plan policies of the Authority.
- 5.17 The Proposals Map is produced to support a DPD and must be updated each time a new DPD is adopted. The Proposals Map has development plan status but, as a supporting document, is not a DPD itself. It does not therefore undergo the DPD process, but is submitted to the Secretary of State with a Submission DPD and adopted in parallel.
- 5.18 A replacement for the Local Plan Proposals Map will be prepared alongside the Location or Site Specifics DPD. The Proposals Map will identify areas of protection, such as nationally protected landscapes and local nature conservation areas and Conservation Areas, and illustrate flood risk, as well as illustrating the areas covered by the more detailed policies.

- 5.19 The Proposals Map will be in conformity with the Core Strategy DPD, the Development Management Policies DPD and the Location or Site Specifics DPD.

Proposals Map timetable

Key Milestone	Planned Date	Notes
Consulting statutory bodies on the scope of the Sustainability Appraisal	December 2010	Not applicable.
Publication of the Map	January 2012	
Submission of the Map	May 2012	
Adoption of the Map	February 2013	Subject to Planning Inspectorate

Other Documents

Development and Flood Risk Supplementary Planning Document

- 5.20 Supplementary Planning Documents provide additional guidance on the policies and proposals in the Development Plan Documents and supplement adopted policies and proposals which have been through the Development Plan Document process. Their preparation is optional. The Development and Flood Risk SPD was adopted in September 2008. It covers demand for development in areas currently at risk, and expected to be at risk over the period of development, from flooding and provides advice and guidance on appropriate development and design and mitigation measures. It applies PPS25 to the specific local issues and will ultimately be replaced by the Generic Development Management DPD once that document is adopted.

Additional LDDs under consideration

East Norwich Regeneration Sites Planning Brief Supplementary Planning Document (Deal Ground and Utilities Sites)

- 5.21 The East of England Development Agency (EEDA) commissioned a study for the area of the former power station – part within the Broads and part in the City of Norwich and the Deal Ground (Norwich), with the river between in the Broads. Further studies are required, principally on contamination and ecology. If a masterplan is acceptable to the respective authorities (which may also include South Norfolk Council) it could be prepared as a joint SPD, with the City Council taking the lead. Work with the developers is ongoing to address site constraints identified through the study (Jan 2007). The programme will be determined when the constraints and viability issues can be overcome. Norwich City Council would take the lead in the preparation of the SPD. The authorities' websites will contain the up-to-date position.

Landscape Supplementary Planning Document

- 5.22 The Authority has completed a Landscape Character Assessment. Consideration will be given to the most effective way of using it to guide and inform both planning applications and site management. The preparation of a Supplementary Planning Document, drawing on this information, to supplement the Core Strategy and Development Management Policies DPD may be considered in the future, once the landscape character assessment has been trialled. This will be kept under review through the AMR.

Valley-based Management Plans

- 5.23 The Authority is piloting an area-based approach to management, based on river valleys. The Ant Valley is the first area to be piloted, with work on the evidence base having commenced in September 2006. A review of the valley approach pilot is nearing completion and may identify that the approach should be extended to other valleys within the Broads. Future consideration will be given to the potential publication of valley management plans as SPDs if this is found to be an effective mechanism in the context of spatial planning.

Community Infrastructure Levy (CIL)

- 5.24 The Government proposes that those authorities who prepare development plans should be charging authorities. This specifically includes the Broads Authority. Charging authorities can choose whether or not to implement Community Infrastructure Levy (CIL).
- 5.25 There should be an up-to-date development plan for an area before CIL may be charged in that area. *Planning Policy Statement 12: Local Spatial Planning* indicates that the development plan should be supported by an infrastructure planning process to identify what infrastructure will be needed to deliver the plan. The charging authority would prepare a draft charging schedule, which is likely to be a new type of document within the Local Development Framework. The Government initially proposed that the charging schedule will not formally be part of the development plan, though in three key respects the Government proposes that the treatment of the charging schedule will be the same as that for development plan documents. The implementation of CIL is subject to legislation.

Local Development Scheme

- 5.26 This Local Development Scheme sets out the documents which are to be prepared and the timescales for preparation for the period March 2010 to March 2013.

An LDS should:

- Provide a brief description of all the development plan documents (DPDs) and supplementary planning documents (SPDs) to be

- prepared and the content and geographic area to which they will relate. It should include the Statement of Community Involvement.
- Explain how the different DPDs and SPDs relate to each other, and especially how they relate to the Core Strategy.
- Set out which supplementary planning guidance or SPDs support saved policies.
- Set out the timetable for producing DPDs – giving the timings for the achievement of the following milestones:
 - Consulting statutory bodies on the scope of the Sustainability Appraisal
 - Publication of the DPD
 - Submission of the DPD
 - Adoption of the DPD
- Set out the timetable for producing SPDs – giving the timings for the publication of the draft SPD and the adoption of the SPD.

Statement of Community Involvement

- 5.27 The Local Development Framework approach to development planning places great emphasis on the involvement of local communities and stakeholders through the process. The Statement of Community Involvement must be in the first tranche of documents to be agreed. The current Statement of Community Involvement was approved by the Secretary of State in March 2008.

Annual Monitoring Report

- 5.28 An Annual Monitoring Report will be prepared in the autumn of each year and the aim is for monitoring information to be considered by the full Authority at its annual meeting in September to tie in with the Authority's business plan. The AMR specifies how the Authority is performing against the timescales set out in the previous year's Local Development Scheme and the extent to which policies within the Local Development Documents are being achieved. It makes recommendations for changes to the timetable for document production and to policies themselves and identifies changes to the previous Local Development Scheme programme. Any changes will result in a revised Local Development Scheme which will be rolled forward a year so that it always covers a minimum of a three-year period. Preparation of an Annual Monitoring Report is mandatory.

Broads Plan (Management Plan)

- 5.29 The current Broads Plan was adopted by the Authority in 2004. It includes a 20-year Vision for the Broads (2004-2024). The Broads Plan must be reviewed every five years and this review process is currently underway; it is anticipated that the revised Plan will be adopted in November 2010. The Broads Plan is the key strategic management plan for the Broads, setting out a vision and objectives for the management of the Broads. The Plan is prepared in consultation with a wide range of stakeholders and communities and contains background information relevant to the preparation of both Development Plan Documents and Supplementary Planning Documents. A State of the Park Report provides a baseline monitoring position and is regularly updated for trend analysis.

5.30 Most of the adjoining District and Borough Councils have prepared, or are in the process of preparing/revising, Sustainable Community Strategies. These strategies provide useful background information that will need to be taken into account.

6. Resources and Management of the Process

Risk

Description:

Development of LDF within timescale

Vulnerability:

- The Authority is a small organisation with clear priorities to deliver practical improvements in the Broads. It has a large number of active stakeholders although a small resident population.
- Reliance on expertise and resources of partner organisations.
- Key issues such as future use and management of the floodplain which are highly technical and where national policy will need to be interpreted locally.

Management Action Plan

Actions/controls already in place:

- HPDG awards for 2008/9 and 2009/10
- Attend joint authorities member/officer partnership meetings
- Temporary Secondment (6 months) from neighbouring Authority
- Consultant assistance

Adequacy of action/controls to address risk:

- Ability to recruit appropriately skilled planning officers.
- Introduce more realistic timetable based on experience gained nationally of implementing new system

Required management action/control:

- Consider temporary cover with adequate professional expertise.
- Monitor service provision quarterly.
- Report regularly to Planning Committee and wider member input.
- Joint initiatives for Broads Plan/Broads LDF
- Seek joint working with constituent authorities
- Understanding/support of key stakeholders to keep to timetable whether or not consensus reached. Justification built on robust evidence
- Accept risk of slippage due to small size of organisation and team.

Responsibility for action: Director of Planning and Strategy

<p>Trigger:</p> <ul style="list-style-type: none"> • Staff resignations • Unexpected staff absences, e.g. due to sickness • Changed priorities from strategy to implementation • Priorities of stakeholders/consultation overload • Disruption Jan-June 07 on taking Planning Service in-house • Disruption Winter 08 - relocation to new office • Disruption Oct-08 to Mar09 - no policy staff in post • Time taken to reach consensus on approach to development in the floodplain with the Environment Agency • Publication of amended guidance/interpretation of legislation part way through drafting. • Level of response required for RSS & RES update • Other corporate spatial/strategic priorities (Broads Plan, EA plans)
<p>Consequences:</p> <ul style="list-style-type: none"> • Failure to deliver excellent level of planning service. • Out of date planning policies • Policy deficit to address current issues

<p>Critical success factors:</p> <ul style="list-style-type: none"> • LDF documents relevant and up to date • Sustainable development achieved • Landscape and special qualities protected and enhanced
<p>Review frequency:</p> <ul style="list-style-type: none"> • Quarterly by Planning Committee • Annually through AMR
<p>Date of next review: June 10 by Planning Committee and AMR in Dec 10</p>

6.1 The Broads Authority is a small authority directly funded by DEFRA; it also eligible to receive Housing and Planning Delivery Grant monies for meeting planning performance targets. Preparation of the Local Development Documents will be undertaken primarily by existing in-house resources and contracted support as follows:

Director of Planning & Strategy	20% FTE
Planning Policy Officer	100% FTE
Temp. Planning Policy Officer (June 10 to June 11)	100% FTE
Technical Support	10% FTE

The Authority recognises the risks to the delivery of the documents in the timescales set out in the LDS due to the size of the staff resource. However, it is committed to achievement of the targets it has set itself and believes that these are realistic based on the current understanding and experience of the LDF preparation process. The identified risk is mitigated in part by the spread of tasks across a number of staff; this also allows limited flexibility and support should there be an unforeseen change in staff availability. (NB. currently both the Planning Policy Officer and the Technical Support Officer are on sick leave). The Authority would give priority to replacing any officers who might leave. Should additional resources be required, this would be contracted in from external sources. The Authority has already contracted consultants Capita Symonds to undertake a review of the DMP DPD to date, which was completed in February 2010, and subsequently to produce a set of revised policies for consideration by the Authority in May 2010. The results of the first report have influenced this revised Local Development Scheme. The Authority can draw on in-house expertise, especially in the topics of landscape, ecology and water management. Due to the fact that the Broads Plan is being reviewed there is no resource input from the Broads Strategy Officer into LDF preparation, which is a change from existing Local Development Schemes.

- 6.2 The Authority has agreed the LDF preparation as one of its corporate priorities. A budgeted allocation has been made from the Housing and Planning Delivery Grant reserve fund for plan making, although there is currently no core budget available.
- 6.3 There are additional risks to the timely delivery of the programme from wider factors, including those which may be beyond the control of the Authority. These may include, for example, delays or changes to the documents supporting or underpinning the LDF. In any such cases, the Authority would amend the LDS as part of the annual review to reflect these changes and to ensure that the targets set remained realistic and the process was being managed with accuracy.
- 6.4 The Sustainability Appraisal/Strategic Environmental Assessment and Appropriate Assessments are specialist areas of work and external consultants provide guidance utilising Housing and Planning Delivery Grant.
- 6.5 Overall management responsibility for the preparation of the Local Development Framework will be with the Director of Planning and Strategy.
- 6.7 The Authority has developed community involvement through the Broads Plan process. The Broads Strategy Officer takes a lead role in managing community involvement so that involvement in the Local Development Framework is integral to the Authority's consultative mechanisms as a whole.
- 6.8 The Annual Monitoring Report will be prepared to monitor progress against the milestones set out in the previous year's Local Development Scheme. It will make recommendations on changes needed to the Local Development Framework programme and documents which will enable Authority Members, local communities and stakeholders to know what is proposed and to remain involved in the process. The Annual Monitoring Report will cover the period 1 April – 31 March and will be submitted to the Secretary of State in December. Government will actively monitor the Authority against the targets in the Local Development Scheme through the Annual Monitoring Report and the allocation of Planning Grant monies will be dependent on meeting the key milestone targets identified.

7 Transitional Arrangements/Saved Policies

- 7.1 Under the Act, the policies in existing Structure and Local Plans were saved for a period of three years from the commencement of the Act, or until replacement documents are adopted as Local Development Documents where this occurs within the three year period. These existing policies continue to be used for development control decision making during this period. As replacement Local Development Documents were not adopted within three years, the Authority applied to save the current Local Plan policies for a longer period. DCLG has published a protocol for saving policies beyond the three year period. In March 2007, the Authority submitted to the Secretary of State a list of policies to be saved beyond the three year period, and this list was confirmed indefinitely.
- 7.2 The Authority is required in this Local Development Scheme to set out the intentions for each of the policies from the Adopted Local Plan which is saved. This must detail whether the policy is to be replaced, and, if so, in which DPD and when this is to be produced, or whether the policy is to be deleted or merged with another policy or policies. The list of policies and the intentions of the Authority are set out at Appendix 3 attached.
- 7.3 Strategic policies, published by the County Councils in their Structure Plans, have mostly been replaced by the Regional Spatial Strategy adopted in 2008. Supplementary Planning Guidance is non-statutory local authority approved guidance which is a material consideration in the determination of planning applications. Under the transitional arrangements, existing Supplementary Planning Guidance will continue to be a material consideration whilst the “saved” policies remain in place. In due course, local planning authorities will need to replace Supplementary Planning Guidance with Supplementary Planning Documents. These will need to undergo a process of consultation and will support adopted Development Plan Document policies and will undergo a process of consultation
- 7.4 The responsibility to publish waste and mineral Local Development Frameworks covering the Broads remains with the County Councils of Norfolk and Suffolk.

8 Current Development Plan for the Broads

- 8.1 The current Development Plan for the Broads which is subject to these transitional arrangements comprises the following documents:
- Regional Spatial Strategy (2008)
 - Broads Core Strategy (2007)
 - Broads Local Plan (1997)
 - Norfolk Waste Local Plan (2000)

- Norfolk Minerals Local Plan (2004)
- Suffolk Minerals Core Strategy (2008)
- Suffolk Minerals Site Specific Allocations (2009)
- Suffolk Waste Local Plan (2006)

8.2 The following Supplementary Planning Documents are currently in force:

- Development and Flood Risk in the Broads 2008

Appendix 1: Profile of Local Development Framework Documents to be prepared

CORE STRATEGY REVIEW

Document details:

Brief description and purpose:	Sets out the vision for the Broads including environmental, social and economic objectives and the primary policies for meeting the vision.
Key issues:	Long term vision, Flood alleviation, Understanding the character of the Broads as a living working landscape, Historic environment, Development and Boating holidays/tourism infrastructure
Geographical coverage:	Broads-wide
Status:	Development Plan Document
Chain of conformity:	National Planning Policy Statements, Regional Spatial Strategy
Partners in production:	None

Milestones:

Commencement of preparation:	January 2010
Consultation and public participation on preferred options:	May 2012
Submission of DPD to Secretary of State:	March 2013
Pre-Examination Meeting:	August 2013
Public Examination:	November 2013
Adoption:	

Production and Review Details:

Management arrangements:	Produced by Planning & Strategy Directorate
Resources:	Primarily in-house, with specific topic studies to inform production undertaken by relevant specialists
Community involvement:	As in Statement of Community Involvement
Review date:	Monitored through Annual Monitoring Report to identify achievement of policies and to ensure continuity conforming to RSS. Full review proposed to commence in 2011 once the Broads Plan review has been completed and the Site Specifics DPD.

GENERIC DEVELOPMENT MANAGEMENT POLICIES

Document details:

Brief description and purpose:	Criteria against which planning applications will be assessed and comprising topic-related policies, generic policies for all categories of land and general policies for all development.
Key issues:	Achievement of the vision in the Core Strategy DPD
Geographical coverage:	Broads-wide
Status:	Development Plan Document
Chain of conformity:	Core Strategy DPD
Partners in production:	None

Milestones:

Commencement of preparation:	May 2005
Consultation and public participation on preferred options:	December 2007 and June 2010
Publication of DPD	October 2010
Submission of DPD to Secretary of State:	December 2010
Pre-Examination Meeting:	April 2011
Public Examination:	September 2011

Adoption:

Production and Review Details:

Management arrangements:	Produced by Planning & Strategy Directorate
Resources:	In-house supplemented by consultants.
Community involvement:	As in Statement of Community Involvement
Review date:	Monitored in Annual Monitoring Report to identify achievement of policies. Full review to commence September 2012.

LOCATION OR SITE SPECIFIC PROPOSALS DPD

Document details:

Brief description and purpose:	To provide policies for specific sites, areas and locations and an opportunity for communities and individuals to promote sites and developments
Key issues:	Achievement of Core Strategy Vision and implementation of Generic Development Management Policies
Geographical coverage:	Broads-wide
Status:	Development Plan Document

Chain of conformity:	Core Strategy DPD, Generic Development Management DPD
Partners in production:	None
<u>Milestones:</u>	
Commencement of preparation:	December 2010
Publication of DPD	January 2012
Submission of DPD to Secretary of State:	May 2012
Pre-Examination Meeting:	November 2012
Public Examination:	February 2013
Adoption:	
<u>Production and Review Details:</u>	
Management arrangements:	Produced by Planning & Strategy Directorate
Resources:	In-house supplemented by consultants.
Community involvement:	As in Statement of Community Involvement
Review date:	Monitored in Annual Monitoring Report to identify achievement of policies. Full review to commence September 2012.

DEVELOPMENT AND FLOOD RISK IN THE BROADS

Document details:

Brief description and purpose:	To provide advice to developers in areas at risk from flooding, including guidance on appropriate development and design and mitigation measures
Key issues:	Flood protection
Geographical coverage:	Broads-wide
Status:	Supplementary Planning Document
Chain of conformity:	Core Strategy DPD
Partners in production:	None

Milestones:

Commencement of preparation:	May 2006
Consultation and public participation on preferred options:	December 2007 (alongside DC policies DPD which it will complement)
Adoption:	September 2008

Production and Review Details:

Management arrangements:	Produced by Planning & Strategy Directorate
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Resources:	In-house. Liaison with Environment Agency
Community involvement:	working group of national, regional and local stakeholders
Review date:	Will be replaced by Generic Development Management Policies.

STATEMENT OF COMMUNITY INVOLVEMENT

Document details:

Brief description and purpose:	Statement setting out mechanisms for participation and consultation of local communities and key stakeholders in preparation of Local Development Documents
Key issues:	Ensuring wide knowledge of documents to be prepared and participation in process
Geographical coverage:	Broads-wide
Status:	Not applicable
Chain of conformity:	Not applicable
Partners in production:	None

Milestones:

Commencement of preparation:	June 2004, Partial revision commenced March 2007
Consultation and public participation on preferred options:	June 2007
Submission of DPD to Secretary of State:	October 2007
Adoption:	January 2006, revised SCI March 2008

Production and Review Details:

Management arrangements:	Produced by Planning & Strategy Directorate
Resources:	In-house
Community involvement:	As set out in Statement of Community Involvement
Review date:	Monitored through Annual Monitoring Report to examine achievement of consultation and participation. Future review to be considered following introduction of 2008 Regulations and to cover the Location or Site Specifics DPD.

Appendix 3: Schedule of Broads Local Plan Policies saved beyond September 2007

POLICY	
C 1	Fens and carr woodland
C 3	Other areas of nature conservation interest
C 4	Bank erosion - Control of development leading to increased motor hire craft
C 5	Bank erosion - Control of permanent moorings for private motor craft
C 6	Development affecting the Upper Thurne and Trinity Broads
C 7	Waterside development
C 8	Piling and quay heading
C 9	Trees and woodlands
C 10	Tree Preservation Orders
C 11	Trees and landscaping in new development
C 12	Protection of open space, common land and staithes
C 13	Historic parks and gardens
C 14	Development on drained marshland
C 16	Agricultural and forestry buildings
C 17	Prior approval of agricultural and forestry development
C 18	Roads or tracks for agricultural and forestry purposes
C 19	The coast
C 21	Land raising
C 22	Degraded land
EMP 1	Employment uses within development boundaries
EMP 2	Employment uses outside development boundaries
EMP 3	Alterations and extensions
EMP 4	Conversion of rural buildings for employment uses outside the development boundaries
EMP 5	Development at boatyards
EMP 6	Change of use of boatyard sites for other employment uses
EMP 7	Farm diversification
EMP 8	Farm shops
EMP 9	Open air markets
H 1	New dwellings within the development boundaries
H 2	New dwellings outside the development boundaries
H 3	New agricultural and forestry dwellings
H 4	Removal of agricultural or forestry occupancy conditions
H 5	Temporary mobile homes
H 6	Replacement dwellings in the countryside
H 7	Conversion of rural buildings to residential or holiday accommodation
H 8	Boatyard sites within the development boundaries
H 9	Dwellings for staff at boatyards and other tourist or organised recreation facilities
H 10	Houseboats and boats used as permanent dwellings
H 11	Extensions and annexes
H 12	Sub-division of large houses
H 13	Affordable housing
H 14	Occupation and management of affordable housing
H 15	Removal of residential permitted development rights

POLICY	
B 1	Listed buildings
B 2	Alterations to listed buildings
B 4	Changes of use of windpumps and other historic buildings
B 6	Directions restricting permitted development
B 7	New development in Conservation Areas
B 8	Demolition in Conservation Areas
B 9	Alterations in Conservation Areas
B 10	Planning applications for sites in sensitive locations
B 11	Design
B 12	Private boathouses
B 15	Evaluation of sites
B 16	Other sites of archaeological importance
B 17	Discoveries during development
B 18	Amenity and public safety of advertisements
TR 1	Temporary moorings for visitors
TR 2	Development impinging on the waterways
TR 3	Development leading to hazardous boat movements
TR 4	New bridges
TR 5	Design of new bridges
TR 6	Development for water recreation
TR 7	New slipways
TR 8	Extending the waterspace
TR 9	Conversion of large houses to holiday accommodation
TR 10	Use of farm houses for holiday accommodation
TR 11	New holiday accommodation outside the development boundaries
TR 12	Holiday occupancy
TR 13	Chalet parks and static caravan parks
TR 14	Touring caravan and camping sites
TR 15	Upgrading existing holiday accommodation and holiday sites
TR 16	Extensions to holiday chalets
TR 17	Retaining existing sites in holiday use
TR 18	Leisure plots
TR 19	Visitor facilities and entertainments
TR 20	Information and interpretive centres
TR 21	Local recreational facilities
TR 23	Keeping of horses
TR 24	Equestrian centres
TR 25	Stables
TR 26	Angling facilities
TR 27	Public rights of way and public access
INF 1	Development and flood risk
INF 2	Protection against flooding
INF 3	Measures to mitigate increased flood risk resulting from new development
INF 4	Protection of flood defences
INF 5	Broadland flood alleviation strategy
INF 6	Services

POLICY	
INF 7	Sewerage
INF 8	Aquifer protection
INF 9	Water resources
INF 11	Wind Turbines
INF 12	Community facilities
INF 13	Protection of local facilities
INF 14	Telecommunications
TC 1	Road schemes
TC 2	Design considerations for road schemes
TC 4	Primary Route Network
TC 5	Main Distributor Routes
TC 6	Local Highway Network
TC 7	Traffic management
TC 8	Parking, servicing and other highway requirements
TC 9	Transportation consequences of new development
TC 10	Cycling
TC 12	Disused railway trackbeds
BRU 1	Riverside chalets and mooring plots
BRU 2	Riverside Estate and land adjacent to railway line
BRU 3	Mooring plots
BRU 4	Brundall Marina
BRU 5	Land east of the Yare public house
CAN 1	Cantley Sugar Beet Factory
REE 1	Pettitts Feathercraft
TSA 1	Cary's Meadow and adjoining land
TSA 2	Thorpe Island
TSA 3	Griffin Lane - boatyards and industrial area
TSA 4	Environmental Enhancements at Griffin Lane
TSA 5	Bungalow Lane - mooring plots and boatyards
WR 2	Woodbastwick moorings and houseboats
GY 1	Port of Yarmouth Marina
ORM 1	Ormesby Waterworks
ORM 2	Nursery
STO 1	Riverside moorings
THU 1	Thurne village shop
HOR 1	Waterside plots
HOR 2	Crabbetts Marsh
PHB 1	Recreation and tourism development
PHB 4	Retail development
PHB 5	Broadshaven boatyard and Florencia Café site
PHB 6	Broads information centre
PHB 7	Broadshaven Hotel and adjacent sites
PHB 8	Vacant plots and mooring plots
PHB 9	Replacement or extension of existing chalets and other buildings
PHB 10	Sewage disposal facilities
PHB 11	Green bank zones

POLICY	
WH 1	Development which increases road traffic
WH 2	Hoveton village centre
WH 3	Retail development
WH 4	Land off Norwich Road
WH 5	Station Road car park
WH 6	Land west of Station Road
WH 8	Hoveton - riverside dykes area
WH 9	Land between Beech Road and the River Bure
NOR 1	Land at Cremorne Lane
NOR 2	Riverside walk
EAR 1	Bath Hills Road, mineral working - after use
ELL 1	Land at Geldeston Road, Ellingham
LODD 3	Environmental improvements and public access
TROW 1	Whitlingham Country Park
BEC 2	Hotel site
OB 3	Development in Marsh Road
OB 4	Boathouse Lane leisure plots

Structure Plan Policies saved 2008

NORFOLK STRUCTURE PLAN	
Policy remains saved	
EC.10	Economy - Tourism
T.2	Transport – New Development
T.17	General aviation
RC.8	Resources – Non-renewable energy

SUFFOLK STRUCTURE PLAN	
Policy remains saved	
CS11	Defence Base Housing
ECON11	Town and local centres and villages
ECON14	Tourism
T10	Parking
T12	County Transport Network Investment
T14	Control of Development
T16	Airfields
REC4	Waterborne Recreation
MP2	Rail and port facilities for minerals handling
MP4	Safeguarding of mineral reserves and resources
MP8	Borrow Pits

Appendix 4: Glossary of terms used in Local Development Frameworks

AAP	Area Action Plan	A plan used to provide a planning framework for areas of significant change or conservation
AMR	Annual Monitoring Report	Annual report assessing the performance of the Local Planning Authority against the targets and milestones set in the previous year's Local Development Scheme
CLG	Communities and Local Government	Government Department responsible for policy on planning and regional and local government. It also is also responsible for the Government Offices for the Regions (eg Go East).
CS	Community Strategy	Strategies prepared by Local Authorities to promote or improve the economic, social and environmental well-being of their areas, and contribute to the achievement of sustainable development in the UK. Production of a Community Strategy is required under the Local Government Act 2000.
Defra	Department for Environment, Food and Rural Affairs	Government Department responsible for funding National Parks Authorities and the Broads Authority.
DP	Development Plan	The Development Plan is made up of the documents which set out planning policy. These policies are used as the basis for forward planning and decision making. The Development Plan comprises the Regional Spatial Strategy and Development Plan Documents.
DPD	Development Plan Document	Document containing local authority planning policy and which has been subjected to an independent public examination process. Has statutory Development Plan status.
GO East	Government Office for the East of England	Regional Office for Government Departments including CLG and Defra. Co-ordinates Regional Strategy and Local Development Frameworks.
LA	Local Authority	In this case, the Local Planning Authority which prepares the Local Development Framework.
LDD	Local Development Documents	The documents which set out the spatial planning strategy for the area. Comprise Development Plan Documents which have statutory status and Supplementary Planning Documents which have non-statutory status, but are material considerations for decision making
LDF	Local Development Framework	A portfolio of documents comprising the Local Development Scheme, Local Development Documents, Statement of Community Involvement and Annual Monitoring Report. Taken together they set out the Local Authority's planning policies for an area, detail when and how planning documents will be produced, explain how the community and stakeholders will be involved in the process and monitor the progress of the Authority against the targets it has set itself.
LDS	Local Development Scheme	Sets out the documents which will be prepared for the Local Development Framework and the timetable for their production.

PPG	Planning Policy Guidance Notes	Document setting out Government planning policy. Topic-based. Local policy must be in accordance with the advice in PPGs. PPGs are being replaced by PPSs.
PPS	Planning Policy Statements	Documents setting out Government Planning Policy. Topic-based. Local policy must be in accordance with the advice in PPSs. Replacing PPGs.
PINS	Planning Inspectorate	The Government agency which will conduct the independent public examination into the Development Plan Documents. Inspectors from the Planning Inspectorate also handle planning and enforcement appeals.
RPB	Regional Planning Body	Prepares the Regional Spatial Strategy.
RSS	Regional Spatial Strategy	Sets out the policies for development of the region. Policy in Local Development Frameworks must be in accordance with Regional Spatial Strategy policy. Prepared by the Regional Planning Body.
SA	Sustainability Appraisal	An assessment of the social, environmental, economic and resource effects of strategies and policies. The results of the assessment are set out in a Sustainability Appraisal Report. All strategies, proposals and policies in the Local Development Framework are subject to Sustainability Appraisal.
SCI	Statement of Community Involvement	Document setting out the mechanisms for involving the community and stakeholders in the preparation of Local Development Documents. Is subject to independent public examination to ensure mechanisms are sufficient to achieve aim of ensuring involvement and participation.
SEA	Strategic Environmental Assessment	An assessment of the environmental impacts of strategies and policies. The results of the assessment are set out in a Sustainability Appraisal Report. All strategies, proposals and policies in the Local Development Framework are subject to Strategic Environmental Assessment.
SoS	Secretary of State	The Secretary of State with responsibility for planning, currently within CLG.
SPD	Supplementary Planning Document	Document containing guidance or information to supplement and support policies or strategies in Development Plan Documents. Is not subject to independent public examination. Does not have statutory Development Plan status, but is a material consideration in decision making.
The Act	The Planning and Compulsory Purchase Act 2004	The Act which sets out and gives statutory force to the Local Development Framework legislation.