

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No. 9

meeting date: THURSDAY, 26 OCTOBER 2017
title: LOCAL DEVELOPMENT SCHEME UPDATE AND LOCAL PLAN REVIEW
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1 PURPOSE

1.1 To inform Members of the updated Local Development Scheme (LDS) and set out the initial consideration and anticipated timeframes for a review of the Local Plan.

1.2 Relevance to the Council's ambitions and priorities

- Community Objectives – The Local Development Scheme is fundamental to the delivery of planning policy, primarily via the Local Plan and will help in protecting and enhancing environmental quality. Planning policies will help deliver the Council's ambitions relating to the supply of affordable homes in the area, and economic growth.
- Corporate Priorities - The LDS will provide a management tool for resource planning and will aid performance and consistency. The scheme will help deliver community involvement. As the management tool for planning policy preparation, it provides a basis by which to identify how, in particular, issues relating to the objectives of a sustainable economy, thriving market towns and housing will be addressed through the Local Plan.
- Other Considerations – The Council has a duty to prepare and keep up to date a Local Development Scheme and spatial policy through the development Plan for the Borough.

2 BACKGROUND

LOCAL DEVELOPMENT SCHEME (LDS)

2.1 The Local Development Scheme (LDS) is a statutory document that the Council has to have in place. It is a public statement of the programme that the Council intend to take forward to deliver and keep up to date the Local Plan for the area. A copy of the proposed LDS is attached at Appendix 1.

2.2 The Core Strategy was formally adopted in December 2014 and since this time, work has been focusing on the Housing and Economic Development- Development Plan Document (HED DPD). This has now been submitted to the Secretary of State (July 2017) and is now progressing through the Examination in Public (EiP) process. The formal hearing sessions of the HED DPD examination are scheduled to take place in January 2018.

- 2.3 Once the HED DPD is adopted, the Local Development Framework (LDF) will be complete and the Council will move towards a review of the Local Plan documents (as discussed below in more detail). The timetable set out in the LDS therefore reflects the work necessary on the Local Development Documents to undertake this review and meet the councils' commitments. The established Development Plan Working Group (DPWG) will continue to have an important role in both reviewing the issues arising but also the approach to be taken to progress the review of the Local Plan.

3 LOCAL PLAN REVIEW

- 3.1 The Core Strategy commits the Council to a review of housing requirements in or before 2019. The National Policy Framework anticipate that plans are reviewed in whole or part within 5 years of adoption. The review incorporates the Core Strategy, HED DPD and additional policy information as appropriate. As part of the review process there will need to be a review of the existing evidence base much of which is becoming out of date to help scope the extent of the plan review. The workloads involved in this will be substantial and will have significant resource and staffing implications. The following list, while not exhaustive, gives an indication of the existing evidence base documents that will need to be reviewed in order to ensure that the policies included within the Plan are sound and the Council's planning policies can continue to be applied.

- Boroughwide employment land requirements
- Boroughwide housing requirements
- Brownfield Land register
- Conservation Area Appraisals
- Environmental Baselines – e.g SSSI's, Biological Heritage Sites, RIGS, Biodiversity and quality of life indicators.
- Flood Risk Assessment(s)
- Gypsy and Traveller Accommodation Assessment
- Housing Needs Survey information
- Infrastructure Delivery Plan
- Landscape Visual Impact Assessment (A59 Corridor)
- Leisure Study
- Local list of heritage assets (plus non-designated heritage assets)
- Public Open Space
- Renewable energy
- Retail base data
- Service Centre Health Checks
- Strategic Housing and Economic Land Availability Assessment (SHELAA)
- Strategic Housing Market Assessment (SHMA)/ Housing and Economic Development Needs Assessment (HEDNA)
- Topic Paper on Greenbelt
- Topic paper on Planning Obligations. Community Infrastructure Levy (CIL)
- Topic paper on Transport Planning
- Viability Study

- 3.2 A detailed programme of work and funding implications will need to be developed. A number of factors will need to be considered in doing this. Firstly, there may be refresh and updating requirements for the current Examination. This may lead to particular areas

of evidence being prioritised as part of that process. Of significance also are the proposals in the Government's Housing White Paper published earlier this year which are anticipated to result in changes to the National Planning Policy Framework (NPPF) and the more recently published consultation on establishing a standardised housing requirement. The Government's stated intention is to publish the changes to NPPF in Spring 2018 and that they are subsequently implemented from early Summer 2018.

- 3.3 As well as the standardised housing requirement formula proposal, a key proposal of the White Paper is the intention to enable local authorities to produce plans without the need to do single plans for the whole borough with the cost this involves. This will have implications on the overall review programme and its costs but at this stage this cannot be determined in detail. It is anticipated at this stage that the majority of the principal evidence base work will be outsourced to consultants. This is due to the significant levels of work to be undertaken and the restrictive timescales required to ensure that the review takes place by 2019 depending of course upon the outcome of the evidence review and the issues that are identified.
- 3.4 As can be seen from the Local Development Scheme the key areas of work identified for 2018 are to complete the Examination and adoption of the Housing and Economic DPD and to fully scope the review of evidence and then update the evidence to inform issues and options by the end of the year. A considerable amount of preliminary work has already begun with potential consultants identified to invite to bid for the work and some initial work on project briefs has taken place. The timing of that process is likely to sit to the Council's advantage alongside the Government's intended timeframe for changes to the NPPF, and the LDS reflects the extent at this stage that it is possible to identify a timeframe for the different key stages.
- 3.5 However, this will have to be kept under review as the process unfolds with the bulk of the work scheduled to progress following the Examination. Members will need to consider further reports as the process develops in detail, however the Council in any event is required to publish its intentions for the plan making process over a rolling three year period and it is now important in particular to support the Council's position at Examination for the Housing and Economic DPD to update and publish the Local Development Scheme.

4 RISK ASSESSMENT

4.1 The approval of this report may have the following implications:

- Resources – As Members will recall we previously set aside a reserve for funding work on the development plan which is currently allocated to meet the requirements to undertake the Examination and subsequent processes to put the Housing and Economic DPD in place. The reserve has £38,817.21 of uncommitted expenditure.

Initial estimates of the review process suggest the evidence review and issues and options stage could require in itself a budget provision to be made for some £150,000 to cover the main consultancy costs and the initial process of review during 2018/2019, this is very much a worst case scenario and it has to be said that this estimate assumes that the Council will need to undertake a substantive review of its evidence using external consultancy services. However, the extent of this will be informed by the scope and subsequent extent of the review required. In-house staff

resources will also be utilised where necessary specialisms are available and there is capacity for work to be undertaken within timeframe.

The full costs of the current Examination process will not be known until the end of this financial year 2017/2018, it is likely, given the limited nature of the current Examination that there will be some underspend against the existing reserve and therefore the extent of additional resources to find can be adjusted accordingly unless the Council needs to undertake additional evidence work in response to the Inspector. As with the Core Strategy evidence base, it may also be possible to combine resources from other existing revenue allocations where evidence work supports services related to Economic Development, Strategic Housing, Tourism, Conservation and such similar services. However at this stage only very broad estimates can be made as a number of factors will influence the programme.

- Technical, Environmental and Legal – The Local Development Scheme is a statutory requirement of the Development Plan process. Up to date, timely and relevant planning policies are important in maintaining and improving the environment of the borough.
- Political – There are no direct political implications, however, the LDS does establish a programme of priority for policy work.
- Reputation – The Council's decision on how to proceed could affect its reputation for example if the LDS is not kept up to date, the Council will not meet the requirements of legislation.
- Equality & Diversity – No issues identified.

5 RECOMMENDED THAT COMMITTEE

- 5.1 Authorise the Chief Executive to publish the Local Development Scheme and progress work on the Local Plan review in consultation with the Development Plan Working Group, keeping this committee informed as appropriate.
- 5.2 Ask the Budget Working Group to consider and monitor the budget implications of the Local Development Scheme and to refer the matter to the Policy and Finance Committee to consider the necessary budgetary provisions.

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BACKGROUND PAPERS

Ribble Valley Borough Council (October 2017) Local Development Scheme.

For further information please ask for Colin Hirst, extension 4503.

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Ribble Valley
Borough Council

www.ribblevalley.gov.uk

Local Development Scheme

October 2017



RibbleValley
Local Development Framework

2017

Ribble Valley Borough Council

Local Development Scheme

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Introduction: The current Development Plan for Ribble Valley

The Local Development Framework (LDF) replaces the previously adopted Districtwide Local Plan (DWLP) and provides the basis for planning decisions in the Ribble Valley and sets the pattern for development and investment over the coming years.

The Ribble Valley Borough Council Local Development Framework (LDF) comprises the following:

- Core Strategy 2008-2028 A Local Plan for Ribble Valley (adopted 2014)
- Ribble Valley Proposal's Map (at Examination)
- Housing and Economic Development – Development Plan Document (at Examination)

Other Development Framework Documents:

- Statement of Community Involvement
- Authority Monitoring Reports
- Local Development Scheme (this document)

As the LDF completes, the Council will move towards a Local Plan. The process for developing this will involve an assessment of which documents will comprise the Local Plan itself and which evidence base documents will be required to underpin the details contained within the plan.

This document is the Local Development Scheme (LDS) and is intended to set out the approach and timetable of policy preparation. It is required under Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011). This relates not just to the Plan documents, but also factors in the evidence base documents. The LDS is reviewed on an annual basis and is used to monitor the Council's progress in terms of meeting key milestones and highlighting where document production might be slipping (if applicable).

This Local Development Scheme is key to the Local Plan review and is intended to guide the production of development plans within the Ribble Valley. It is a very important document because our Development Plan Documents will help to guide and shape the pattern of development within the borough. They will form a spatial strategy for the area and will help to deliver community objectives and establish sustainable communities.

This Local Development Scheme is intended to cover the period up to the end of July 2020. The schedule explains how, and when, the Council intends to complete its Local Plan review.

In preparing this document the Council has considered:

- What the likely content and structure of the proposed document is likely to be;
- The evidence base needed to ensure that the policies are sound; and
- Whether the Local Plan or any evidence base documents are likely to be prepared jointly with one or more authorities.

The Council's Authority Monitoring Report provides a formal mechanism to monitor progress and the need to update either the timetable or policy coverage. This process will continue as we move towards the Local Plan review.

Schedule of Proposed Documents

Our review of the Local Plan will provide planning policy coverage comprising:

- The Local Plan
- The adopted Proposal's Map (adopted as part of the LDF)
- Statement of Community Involvement
- Authority Monitoring Report
- Infrastructure Delivery Schedule

The Schedule at Appendix 2 outlines the status and explains the purpose and key dates in the Plan's production.

Overall Programme

The overall programme is illustrated in the GANNT chart at Appendix 2 and shows the intended programme of work. The programme is intentionally ambitious as the Council is keen to follow the completion of the LDF with the Local Plan review to ensure up to date policy coverage for the borough continues. The Council will keep the timetable and need for resources under review to enable it to meet its ambition.

Profiles of each document.

The following tables outline the format that we propose for each of our Development Documents. They are aimed at providing an overview of what is proposed. The schedule at Appendix 2 provides information on key milestones.

Document Profile : Local Plan	
Document details	<ul style="list-style-type: none"> • Title: Local Plan • Role and Purpose: This will provide the strategic overview for the borough and set out the key policy designations, statements and Development Management policies. • Geographic Coverage: The Local Plan will apply to the whole borough. • Status: Local Plan will be a Local Development Document. • Chain of Conformity: The Local Plan is the overarching strategic policy document for the Ribble Valley.
Timetable	<p>The Local Plan will be published in draft by July 2019</p> <ul style="list-style-type: none"> • Evidence Production: Feb 2018- Dec 2018 • Issues & Options Stage: Feb 2019 • Publication Stage: July 2019 • Submission Stage: October 2019 • Examination in Public: November 2019 • Inspector's Report: June 2020 • Adoption: July 2020
Arrangements for production	<ul style="list-style-type: none"> • Lead Department: Chief Executive's Department. • Management arrangements: The project will be led by the Borough Council's Planning and Development Committee. • Resources required to complete the document: The main resource will be the Council's Regeneration and Housing section. • Approach to involving stakeholders and the community: We will work with the community as much as possible consulting in accordance with the regulations and the adopted SCI. Linkages with the Parish and Town Councils will be enhanced. Close liaison will be maintained with Strategic Partners and various Town/Village action groups that have been established, as well as neighbouring authorities and relevant consultation bodies and agencies.

Document Profile: SCI

<p>Document details</p>	<ul style="list-style-type: none"> • Title: Statement of Community Involvement (SCI) • Role and Purpose: To set out how all section of the community have had the opportunity to participate in the planning of the borough. This ranges from private individuals, through to interest groups and specific consultees as well as hard to reach groups. • Geographic Coverage: Borough-Wide. • Status: This will be a Development Planning Document. • Chain of Conformity: It will conform to the Local Plan and existing partnerships.
<p>Timetable</p>	<p>The SCI will be published by December 2018.</p>
<p>Arrangements for production</p>	<ul style="list-style-type: none"> • Lead Department: Chief Executive's Department. • Management arrangements: The Borough Council's Planning and Development Committee will lead the project. • Resources required to complete the document: The main resource will be the Council's Regeneration and Housing section. • Approach to involving stakeholders and the community: We will work with the community as much as possible consulting in accord with the regulations and the adopted SCI. Linkages with the Parish and Town Councils will be enhanced. • This document will provide for site allocations and in doing so will be the tool through which settlement boundaries will be updated as a result of development or proposed allocations. It will provide the policy framework for the town centres of Longridge, Whalley and Clitheroe. • The allocations will establish the areas of growth across the borough in detail reflecting the Local Plan and sustainability principles in identifying the locations and extent of new development.

Document Profile: AMR

Document details	<ul style="list-style-type: none">• Title: Authority Monitoring Report• Role and Purpose: This will provide the monitoring overview for the borough, ensuring the Development Strategy, key policy designations and Development Management policies are operating adequately.• Geographic Coverage: The AMR considers aspects concerning the whole borough.• Status: Annual document produced by the Authority.• Chain of Conformity: The AMR is the overarching strategic policy planning monitoring document for the Ribble Valley and feeds into the evidence base.
Timetable	<ul style="list-style-type: none">• The AMR will be produced annually. The most recent AMR was adopted in September 2017.
Arrangements for production	<ul style="list-style-type: none">• Lead Department: Chief Executive's Department.• Management arrangements: The project will be led by the Borough Council's Planning and Development Committee. The AMR has proven in recent years to require increasing levels of resource input.• Resources required to complete the document: The main resource will be the Council's Regeneration and Housing section.• Approach to involving stakeholders and the community: The AMR collates data into one document. It covers a range of topic areas proving useful information for a range of stakeholders and community members.

Document Profile: IDS

Document details	<ul style="list-style-type: none"> • Title: Infrastructure Delivery Plan • Role and Purpose: This will provide the detail of the infrastructure requirements needed to deliver the aspirations of the Local Plan. It sets out how key stakeholders and partners will be involved in this delivery and the role that they will play as well as the Council. • Geographic Coverage: The IDS will apply to the whole borough. • Status: IDS is a key requirement of the Local Plan delivery • Chain of Conformity: The IDS is integral to the production of the Local Plan and illustrating its implementation.
Timetable	<ul style="list-style-type: none"> • The IDS will be published in draft by July 2019.
Arrangements for production	<ul style="list-style-type: none"> • Lead Department: Chief Executive's Department. • Management arrangements: The project will be led by the Borough Council's Planning and Development Committee. • Resources required to complete the document: The main resource will be the Council's Regeneration and Housing section. • Approach to involving stakeholders and the community: We will work with the community as much as possible consulting in accordance with the regulations and the adopted SCI. Close liaison will be maintained with Strategic Partners, statutory consultees and relevant consultation bodies and agencies.

Neighbourhood Plans

Neighbourhood Plan area	Date Area Designated	Status
Bolton-by-Bowland and Gisburn Forest NP	May 2014	Submitted. Report from the Examiner received by RVBC.
Longridge NP	September 2013	Work in progress. Working towards a Reg 16 version of the plan.
Whalley NP	June 2015	No further progress since designation

Supporting Statement : Structure of the Local Plan.

The Council's Local Plan provides strategic policies aimed at guiding the spatial pattern and broad scale of development within the borough. It also provides, as part of its implementation mechanism, more detailed Development Management policies to help guide subsequent development plan documents and to inform decisions on planning applications.

As part of the Local Plan review it will be necessary to reassess the settlement strategy that was determined as part of the Core Strategy. In addition the overall housing requirement (as well as affordable housing) for the borough over the new plan period will be reassessed in addition to the level of employment land required. Greenfield land release will also be a consideration in view of the very limited supply of previously developed land, however there will be a strong emphasis on environment protection and enhancement.

Evidence Base

Critical to the production of the Local Plan is the preparation of a clear and robust evidence base. Whilst Ribble Valley already holds an extensive evidence base, which was used in the production of the LDF, many of these documents need to be reassessed to sure that the information contained within is up to date and remains relevant. Whilst the majority of the evidence base was produced in 2013, there are some documents which date back to 2008 and are therefore in need of a refresh to ensure that they are fit for purpose and reflect the most up to date position.

It is therefore proposed at this stage that the following evidence base documents will be produced:

- Borough wide housing requirement;
- Borough wide employment land requirement;
- Housing Land Availability (monitoring);
- Strategic Housing Market Assessments;
- Strategic Housing and Employment Land Availability Assessment;
- Housing needs survey information;
- Renewable energy;
- Public Open Space;
- Retail Base Data;
- Gypsy and Traveller Accommodation Assessment;
- Environmental baselines – e.g. SSSI's, Biological Heritage Sites, RIGS, Biodiversity, and quality of life indicators;
- Conservation Area Appraisals
- Local list of heritage assets (plus non-designated heritage assets);
- Flood Risk Assessment(s);
- Infrastructure Delivery Plan;
- Landscape Visual Impact Assessment (A59 Corridor)
- Leisure study
- Service Centre Health Checks
- Topic Paper on Greenbelt
- Topic Paper on Transport
- Topic Paper on Planning Obligations/ Community Infrastructure Levey (CIL)
- Viability study

The evidence base will be kept up to date as required and is likely to evolve as production of the Local Plan progresses and additional issues emerge. The evidence base will also form an important element of the Sustainability Appraisal process.

It should also be noted that there is a Government ambition to publish a revised National Planning Policy Framework (NPPF) in Spring 2018. This is following the publication of the DCLG consultation proposals on 'Planning for the right homes in the right places' (September 2017). It is likely that this will have implications on the production of the Local Plan (and associated evidence base), however until published it is not possible to determine what this impact may be and how this may affect the timescales set out in this document.

Sustainability Appraisal

Sustainability Appraisal incorporating Strategic Environmental Assessment to comply with regulations will be built into the detailed project plan. The Council recognises the benefits of commencing appraisal work in parallel with the preparation of the policy documents not least to ensure that the implications of policy options and choices are as fully understood as possible.

An extensive appraisal exists in relation to the Core Strategy and this will provide the basis for on-going SA in relation to the plan.

Resources

The Councils' Regeneration and Housing section deliver the core functions in relation to planning policy. It also includes strategic housing, regeneration and partnership working. The principle staff resource comprises a full-time Assistant Planner and a Senior Planning Officer (Job Share) together with the Head of Service as lead officer. Officers from regeneration and strategic housing will also be working on the Local Plan.

Consultants will be engaged on specific projects where there is a lack of in house capacity. The section has a small operating budget provision to carry out its functions, however the Local Development Scheme will inform the Council's annual budget rounds and financial planning process.

Monitoring and Review

The Local Plan will be subject to an annual monitoring and review process. In addition to this we will also use the Council's Risk Management systems to ensure that this issue is fully taken into account and that our systems are capable of being altered to take account of changing contingencies.

Risk Assessment

In reviewing and preparing the Local Development Scheme it was found that the main areas of risk relate to:

- **Staff Turnover.** Staff resources are very limited, consequently any turnover of staff, given the normal operational time to recruit and replace will have an impact on the programme.
- **Competing Corporate Priorities.** This will remain an issue but Senior Officers and Members are aware of the need to ensure sound planning policies are put in place and are seeking to maintain progress on the development plan in the face

of significant development pressures. Commitment to the process is explicit within the Council's expressed priorities.

- **Legal Challenge.** We will minimise this by aiming to ensure that the plan is “sound” and founded on a robust evidence base and well-audited stakeholder and community engagement systems.
- **Programme Slippage.** We will continue to monitor our programme. It is recognised that the programme is ambitious and that there are many factors which may impact on delivery.
- **Changing National Policy.** The Council will need to take account of any changes in policy or legislation. Any significant changes introduced through the publication of new national policy introduces the risk of existing work no longer being compliant and the need to amend the content of work progressed. Delays in progress may have an impact on other objectives for the Council. However at this stage of the process the impact can be more readily managed.

Monitoring and Review of this Document

The Borough Council will aim to keep this schedule up to date. Changing circumstances may lead to a position where priorities are altered. It is essential that we monitor progress so that any problems in delivering on the timescale set out in the document are identified and addressed at an early stage. An annual monitoring process will be undertaken and the Council will publish a formal report, however regular progress will be monitored through the Development Plan Working Group.

APPENDICES

Schedule 1 Summary Information and Timetable

Document Title	Brief Description	Chain of Conformity	Start	Adoption
Local Plan (partial or whole plan)	Provides the overall strategic framework for the borough, covering all policy areas. The Local Plan also includes a set of Development Management policies that will be used in determining planning applications across the borough.	The Local Plan is the overall strategic planning policy document that all other planning document and policies need to conform to. The Local Plan may need to be read alongside the extant LDF if a partial review is undertaken.	February 2019	July 2020

Schedule 2 Supporting Management Tools

Document Title	Brief Description	Chain of Conformity	Start	Adoption
Statement of Community Involvement	Document setting out standards and approach to involving stakeholders and the community in the production of the LDF.	The statement builds upon existing partnerships.	Anticipated February 2018	Anticipated April 2018
Authority Monitoring Report	The Authority Monitoring Report (AMR) measures the effectiveness and progress made in delivering the policies in the adopted Core Strategy and the Local Plan (as the review eventually replaces the Core Strategy)	The AMR links to all Local Development Documents.	Annually	Annually
Infrastructure Delivery Plan	Provides the detail of the infrastructure requirements needed to deliver the aspirations of the Local Plan.	It will conform to the Local Plan and existing partnerships.	February 2019	July 2020
Local Development Scheme	This document sets out the council's programme and timetable for preparing planning policy documents	The LDS is key in providing information and a timetable in relation to LDDs.	October 2017 (then annually)	October 2017

Local Development Scheme 2017 Local Plan Review --- Timescales

Development Documents & evidence base docs	2017												2018												2019												2020																																				
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec																									
HED DPD																																																																									
Review of Local Plan																																																																									

Key:

- Production of briefs & obtaining quotes
- Appointment of consultants
- Evidence production
- Pre-Publication consultation (Reg 18)
- Publication period (Consultation- Reg 19)
- Submission to Secretary of State (Reg 22)
- Examination
- Anticipated receipt of Inspectors report
- Proposed Adoption