

EXETER CITY COUNCIL
PLANNING MEMBER WORKING GROUP
12 JUNE 2012

EXECUTIVE
19 JUNE 2012

LOCAL DEVELOPMENT SCHEME (LDS)

1 PURPOSE OF REPORT

- 1.1 To consider a revised programme for the preparation of the various documents that show how the authority is going to plan for development in its area.

2 BACKGROUND

- 2.1 The latest version of the Local Development Scheme was brought into effect in March 2011 following its submission to and approval by, the Secretary of State.
- 2.2 Members will recall that in a report presented in September 2010 it was stressed that the proposed update of the LDS was an interim measure designed specifically to meet the procedural requirements prior to the examination of the Core Strategy. It was suggested in the September report that a fuller revision of the LDS would be appropriate following the introduction of new legislation and planning guidance principally contained in the Localism Act and the proposed National Planning Policy Framework (NPPF).
- 2.3 The enactment of the Localism Act in 2011 and the production of the NPPF in March 2012 provide the legislative framework for such a revision and with work progressing on the successor documents to the Core Strategy the timing is also opportune for a revision of the LDS.
- 2.4 Revisions to the 2011 LDS, which are set out below, stem from two main sources, the changing requirements of statute and a need to reflect changing priorities; and circumstances due to the passage of time.

3 REVISION TO LOCAL DEVELOPMENT SCHEME

- 3.1 The major change the 2011 Act made to the production of the LDS was to remove the requirement that the Scheme be submitted to and approved by the Secretary of State. The Secretary of State still reserves the power however to direct an authority on the preparation of the LDS.
- 3.2 Since the revised Local Plan Regulations of 2008 it has no longer been a requirement to show the timing and content of Supplementary Planning Documents (SPDs) in the Scheme but most local authorities continue to show such documents in their LDS to better inform the public and provide a complete picture. The proposed LDS attached as Appendix A still shows the SPDs to be prepared for the City although the timing of their production is less explicit than in the previous document.
- 3.3 The higher level documents with the longest timetable for production and the greatest degree of scrutiny are the Development Plan Documents (DPDs). In the 2011 scheme it was proposed to complete three such documents following adoption of the Core Strategy. It is now no longer a proposal to prepare a City Centre Action Plan DPD largely because events have already superseded such a document which in any

event was unlikely to be adopted before 2015. Work is already well advanced on the City Centre Vision and the proposals for the redevelopment of the Bus Station which would have formed the major part of the City Centre Action Plan.

- 3.4 The 2011 Act and the NPPF signalled a move back towards an all embracing “local plan” and many local authorities are now combining their Site Allocations DPD and Development Management DPD into one document. In Exeter the adoption of the Core Strategy with the strategic allocations leaves little for a separate site allocations document to actually allocate. Subject to Member approval, therefore, it is proposed to combine these two DPDs into one document and to begin the initial stage of public consultation in July.
- 3.5 The Streatham Campus SPD and the Student Accommodation SPD have now been adopted and it is no longer proposed to adopt the Hill Barton/Monkerton and Newcourt Masterplans as SPDs since substantial parts of both areas have now been granted planning consent or are subject to pre-application discussions.
- 3.6 It is felt to be necessary to update the existing Affordable Housing SPD to amplify the policies in the Core Strategy and assist all parties in the increasingly complex negotiations taking place regarding the provision of affordable housing. This is the only additional SPD proposed since the adoption of the last LDS.

4 FUTURE WORKLOAD AND RISK

- 4.1 The list of documents in the LDS is not an exhaustive summary of the work that will be necessary to plan for the growth of the City. Paragraphs 4.12 and 4.13 list the Gypsy and Traveller document and a revised Statement of Community involvement as two further documents that will have a significant part to play in planning for growth in the City. The structure of both documents is as yet uncertain and their production is likely to demand significant allocation of resources.
- 4.2 There are other possible areas of work which may emerge to impact upon the resources available to plan for City growth. These areas may include an upsurge in the establishment of Neighbourhood Forums and associated Neighbourhood Plans, the detailed introduction of the Community Infrastructure Levy and work associated with flooding and flood prevention.
- 4.3 With much of future local government income being dependant upon delivering growth, it will be important that any structural review of the resources available to plan and deliver such growth, recognise the consequences that the failure to deliver such growth may have on the prosperity of the area; and the future funding of the local authority.

5 ADVICE SOUGHT/RECOMMENDATION

- 5.1 That Planning Member Working Group supports the approval of the Local Development Scheme.
- 5.2 That Executive approves the Local Development Scheme to come into effect on 25 June 2012.

RICHARD SHORT
ASSISTANT DIRECTOR CITY DEVELOPMENT

LOCAL DEVELOPMENT SCHEME



Exeter City Council

June 2012

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1. INTRODUCTION

- 1.1 Under the Planning and Compulsory Purchase Act 2004, as amended by the Localism Act 2011, every local planning authority must prepare and maintain a scheme to be known as their Local Development Scheme which sets out certain matters related to how the authority is going to plan for development in its area. This includes the content and timing of proposed development plan documents.
- 1.2 This document supersedes the previous LDS, brought into effect in March 2011. The planned progress set out in that earlier document has been overtaken by the adoption of the Core Strategy and the introduction of the Localism Act in 2011 and the National Planning Policy Framework (NPPF) in 2012.
- 1.3 The Local Development Scheme:
 - (i) specifies the Development Plan Documents (DPDs) to be prepared and the content and geographic area to which they relate;
 - (iii) identifies documents which are to be Supplementary Planning Documents (SPDs) that are not subject to independent examination but will have full public consultation - these may take the form of design guides, development briefs/masterplans or issue based documents which, in each case, will supplement policies in a DPD;
 - (iv) sets out the timetable and resources for the production of each of the documents and explains how progress will be monitored; and
 - (v) shows how each document is linked with higher level plans (i.e. 'the chain of conformity').
- 1.4 Arrangements for public involvement in the preparation of each of the documents are explained in a separate LDD. This is called a Statement of Community Involvement (SCI). The SCI was adopted on 13 December 2005.
- 1.5 Government guidance does not require the LDS to include details of the programme for SPD preparation. The current programme is included for information but will subsequently be updated on the Council's website at www.exeter.gov.uk/planningpolicy
- 1.6 In February 2012 the overarching strategic Development Plan Document the "Core Strategy" was adopted by Council. As at May 2012 the following Supplementary Planning Documents had been adopted:
 - Open Space, Sport & Recreation September 2005:
 - Residential Extensions September 2008:
 - Trees in Relation to Development September 2009:
 - Planning Obligations November 2009:
 - Affordable Housing September 2010:
 - Residential Design Guide September 2010:
 - University of Exeter Streatham Campus Masterplan December 2010:
 - Houses in Multiple Occupation (including Class C4 Uses) July 2011:

- 1.7 The proposals for the preparation of the DPDs and SPDs are set out in the following pages in the form of:
- Section 2: Expected key dates for the production of each document;
 - Section 3: A profile of each document that describes the role, geographical coverage, status, scope, broad indication of resource requirement and approach to involving stakeholders and the community;
 - Section 4: A supporting statement that explains the approach set out in the Local Development Scheme and provides additional information on risk assessment, strategic environmental assessment/sustainability appraisal, background studies; and arrangements for monitoring and review.
- 1.8 To maintain continuity in the transfer to the new system, the policies in the Exeter Local Plan First Review, adopted 31 March 2005, are 'saved' i.e. continue to have statutory development plan status until they are replaced by policies in the Development Plan Documents that are to be prepared in accordance with the Local Development Scheme.
- 1.9 When any of the DPDs contained in this LDS programme are adopted or approved, the adopted Proposals Map will be revised to accord with the provisions of any such DPD.

2. APPROXIMATE TIMETABLES

Site Allocations and Development Management DPD

- Issues and Options Consultation July/September 2012
- Production of draft document for consultation Dec/Mid February 2013
- Pre Submission representations from April 2013
- Submission June 2013
- Examination October 2013
- Adoption by Council December 2013

Sustainable Transport SPD

- Draft for consultation October 2012
- Adoption by Council January 2013

Sustainable Construction and Decentralised Energy SPD

- Draft for consultation January 2013
- Adoption by Council May 2013

Developer Contributions/Infrastructure Delivery SPD

- Draft for consultation April 2013
- Adoption by Council August 2013

Affordable Housing SPD

- Draft for consultation August 2012
- Adoption by Council December 2012

3. PROFILE OF EACH LOCAL DEVELOPMENT DOCUMENT

Site Allocations and Development Management DPD

Document Details

Role and subject	Allocates the sites that are required to meet the Core Strategy development targets and provides the policy framework for development management.
Geographic coverage	City of Exeter.
Status	Development Plan Document.
Chain of Conformity	National Planning Policy Framework, Core Strategy DPD.

Scope

Identify land for housing, employment, retail and other uses.

Provide guidance on the extent, scale and nature of development proposed on each site.

Set out the site and policy considerations that will apply in each case.

Development Management policies on sustainable development, employment, housing and community facilities, retailing, tourism and culture, sustainable transport, design and environmental issues.

Proposal Map and inset maps on ordnance survey base to show extent of allocations and development management policies where applicable.

Arrangements for Production

Organisational lead	Assistant Director City Development.
Management arrangements	Forward Planning Officer to oversee process – preparation through Planning Member Working Group. Executive resolution for approval of proposals for consultation. Full Council to adopt when appropriate.
Resources to produce the DPD.	Forward Planning with support from Development Management and the Design Team.
Approach to involving stakeholders and the community	Public consultation – specifically including Local Strategic Partnership, community forums, development industry and local environmental/community/amenity groups.

Sustainable Transport SPD

Document Details

Role and subject	Clarifies and amplifies local plan policy relating to the provision of sustainable transport.
Geographic coverage	City of Exeter.
Status	Supplementary Planning Document.
Chain of Conformity	NPPF. Core Strategy DPD and Site Allocations and Development Management DPD (in transitional period, with saved Local Plan First Review).

Scope

Identify sustainable transport as including walking, cycling, bus (including park and ride) rail and car clubs.

Identify the types of development to which sustainable transport policy will apply.

Demonstrate the need for development to provide sustainable transport infrastructure, encourage its use and/or make contributions.

Provide detail of what the Council will expect to secure in terms of infrastructure and contributions from qualifying developments.

Refer to the Infrastructure Delivery Plan and provide detailed arrangements for the provision of infrastructure with reference to the Residential Design Guide SPD and masterplans.

Identify funding mechanisms and timetable for delivery.

Refer to and amplify Developers Contributions/Infrastructure Delivery SPD.

Arrangements for Production

Organisational lead	Assistant Director City Development.
Management arrangements	Assistant Director City Development to oversee process – preparation through Planning Member Working Group. Executive resolution for approval of proposals for consultation, and for adoption.
Resources to produce the SPD	Projects and Business Manager with support from Forward Planning.
Approach to involving stakeholders and the	Focused public consultation – specifically involving Devon County Council, transport operators and interest groups and developers.

Sustainable Construction and Decentralised Energy SPD

Document Details

Role and subject	Provide detailed guidance on implementing policy relating to sustainable construction and decentralised energy.
Geographic coverage	City of Exeter.
Status	Supplementary Planning Document.
Chain of Conformity	With NPPF, Core Strategy DPD, Site Allocations and Development Management DPD.

Scope

Describe the key principles of sustainable design and construction and identify how developments should optimise energy efficiency and comply with the City's decentralised energy policy.

The document will include advice on:

- decentralised energy;
- renewable energy;
- low-carbon energy;
- allowable solutions;
- water consumption;
- climate change adaptation;
- code for sustainable homes; and
- code for non-residential buildings.

Arrangements for Production

Organisational lead	Assistant Director City Development.
Management arrangements	Forward Planning Officer to oversee process – preparation through Planning Member Working Group. Executive resolution for approval of proposals for consultation and for adoption.
Resources to produce the LDD	Forward Planning with support from Development Management, the Design Team and outside consultant.
Approach to involving stakeholders and the community	Focused public consultation – specifically involving Exeter and East Devon Growth Point Team, Devon County Council, developers, house builders, stakeholders, utilities, local environmental/community/amenity groups.

Developer Contributions/Infrastructure Delivery SPD

Document Details

Role and subject	Provide detailed guidance on developer contributions and delivery of infrastructure.
Geographic coverage	City of Exeter.
Status	Supplementary Planning Document.
Chain of Conformity	With Core Strategy DPD, Site Allocations DPD, Development Management DPD and City Centre Area Action Plan.

Scope

Provide detail on what the Council will expect to secure in terms of developer contributions from qualifying developments.

Identify funding mechanisms and timetable for delivery.

Arrangements for Production

Organisational lead	Assistant Director City Development.
Management arrangements	Forward Planning Officer to oversee progress. Preparation through Planning Member Working Group and Executive to approve publication and adoption.
Resources to produce the LDD	Forward Planning Officer with support from Development Management and the Design Team.
Approach to involving stakeholders and the community	Focused public consultation – specifically involving Exeter and East Devon Growth Point Team, Devon County Council, developers, house builders, stakeholders, utilities, local environmental/community/amenity groups.

Affordable Housing SPD

Document Details	
Role and subject	Clarifies and amplifies Core Strategy and existing SPD policy relating to the provision of affordable housing.
Geographic coverage	City of Exeter.
Status	Supplementary Planning Document.
Chain of Conformity	NPPF. Core Strategy DPD and will update existing Affordable Housing SPD.

Scope	
Expand and amplify the affordable housing policies contained within the Core Strategy.	
Identify the types of development to which affordable housing policy will apply.	
Describe the different types of affordable housing which might be provided and the Council priorities in respect of this.	
Demonstrate the need for development to provide sustainable transport infrastructure or make contributions.	
Explain how the Council will seek to ensure that affordable housing remains, as far as possible available to people in housing need.	
Set out the financial arrangements that will be sought.	
Propose the type of section 106 agreement that would be appropriate.	
Advise on mix and location of affordable housing	

Arrangements for Production	
Organisational lead	Assistant Director City Development.
Management arrangements	Forward Planning Officer to oversee process – preparation in conjunction with housing department. Executive resolution for approval of proposals for consultation, and for adoption.
Resources to produce the SPD	City Development and Housing Enabling Team.
Approach to involving stakeholders and local community	Focused public consultation particularly involving Registered Providers and local and national housing developers.

4. SUPPORTING STATEMENT

4.1 This statement:

- (i) sets out the strategic and local planning context for the preparation of the Local Development Framework (LDF);
- (ii) explains the relationship between the Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) to be prepared and other local strategies, particularly the Sustainable Community Strategy;
- (iii) provides additional background to the timetable and resource/management arrangements;
- (iv) summarises the provision for risk assessment and for strategic environmental assessment and sustainability appraisal;
- (v) identifies the main background technical studies; and
- (vi) explains how monitoring and review is to be carried out.

Strategic and Local Planning Context

4.2 The National Planning Policy Framework published in March 2012 replaces central government planning policy guidance and planning policy statements. Whilst not of itself abolishing Regional Strategies, this framework now provides the highest level of strategic planning guidance with which all subsequent and lower level planning documents must conform. The City Council in February 2012 adopted its own overarching strategic plan, the Core Strategy, which provides the strategic vision and objectives for the development of Exeter up to 2026.

4.3 The Local Plan First Review, adopted March 2005, deals with the plan period to 2011. The policies are 'saved' i.e. will continue to have statutory development plan status until they are replaced by policies in Development Plan Documents, to be brought forward through the Local Development Framework.

4.4 The Local Development Scheme (LDS) sets out what progress is to be achieved in the preparation of the LDF (the key milestones) over at least the next three years.

4.5 The Statutory Development Plan will comprise the Development Plan Documents prepared by the City Council and the Minerals and Waste Development Plan Documents prepared by Devon County Council. The Statutory Development Plan together with the NPPF and any adopted Neighbourhood Plan will be the basis on which all planning decisions are made.

The Community Strategy and Other External Strategies

4.6 The City's Sustainable Community Strategy – Exeter Vision – is kept under continuous review. The Action Plan is reviewed each year, informed by an annual progress report. The Strategy is reviewed every two to three years. The proposed DPDs and SPDs will have regard to the Sustainable Community Strategy and ensure that requirements arising from that strategy are addressed. The DPDs and SPDs will also have regard to the County Council's Sustainable Community Strategy.

- 4.7 Other City Council strategies will be taken into account in the preparation of the DPDs and SPDs. These include: Air Quality, Allotments, Biodiversity, City Centre, Climate Change, Community Safety, Cultural, Economic Development, Environmental, Housing, Leisure, Social Inclusion, Tourism, and Transportation.
- 4.8 The Exeter and East Devon Growth Point Delivery Plan and the Devon Local Transport Plan will have a key influence on future development patterns. The Growth Point Team and the County Council will be key consultees.
- 4.9 Diagram 1 shows how these strategies fit in with the preparation of the DPDs and SPDs.
- 4.10 A key part of the process will be to secure the involvement of hard to reach or under represented groups.

Transfer of Supplementary Planning Guidance (SPG)

- 4.11 The Archaeology and Development SPG will be transferred into a Supplementary Planning Document by cross referencing to DPD policy and carrying out consultation in accordance with the Statement of Community Involvement. The programme for the preparation of this SPD is not yet determined.

Gypsy and Traveller Planning Document

- 4.12 The Council have given a commitment to produce a separate planning document setting out the policies and possible allocations relating to the future provision of sites for Gypsies and Travellers. This is likely to be a resource intensive piece of work involving a local assessment of need, a city-wide site search and extensive public participation and consultation. The precise form this document should take has not yet been determined and the Council will seek further guidance on this point in the light of the Government's "Planning Policy for Traveller Sites" published in March 2012. Only after additional work has been carried out will the Council be in a position to decide the format and timetable relating to the production of such a planning document.

Statement of Community Involvement (SCI)

- 4.13 The Council's present Statement of Community Involvement dates from 2005 and previous LDS documents have included timetables for its update and revision. The Council are presently considering the form community involvement should take over a broad range of Council activities and only after such consideration has been concluded will it be possible to determine the format and timetable for an updated SCI.

Timetable

- 4.14 Section 2 above sets out the timetable for DPD and SPD production. Assumptions have been made about the availability of the Planning Inspectorate to hold the examinations as required; and the availability of internal resources both in terms of finance and staff.

Resource and Management Arrangements

- 4.15 The broad resource and management arrangements are set out within each DPD and SPD profile in Section 3. Staff resources will come mainly from the Forward Planning team with assistance from the Policy Unit and other sections of the Council as appropriate. Consultants will be used on specific projects where there is a lack of expertise or capacity in-house.

Risk Assessment

4.16 In preparing the Local Development Scheme, the main areas of risk relate to:

- Adequate staff resources – consultant assistance will be used as necessary.
- Capacity of Planning Inspectorate (PINS) to meet demand for examinations – programme will be provided to PINS as early as possible.
- Soundness of DPDs – to be minimised by working closely with DCLG and PINS at all milestone stages and in the run up to submission of DPDs.
- Legal challenge – to be minimised by ensuring that DPDs are ‘sound’ and founded on a robust evidence base and well-audited stakeholder and community engagement system.
- Programme slippage – to be minimised by allowing for contingency in the programme.

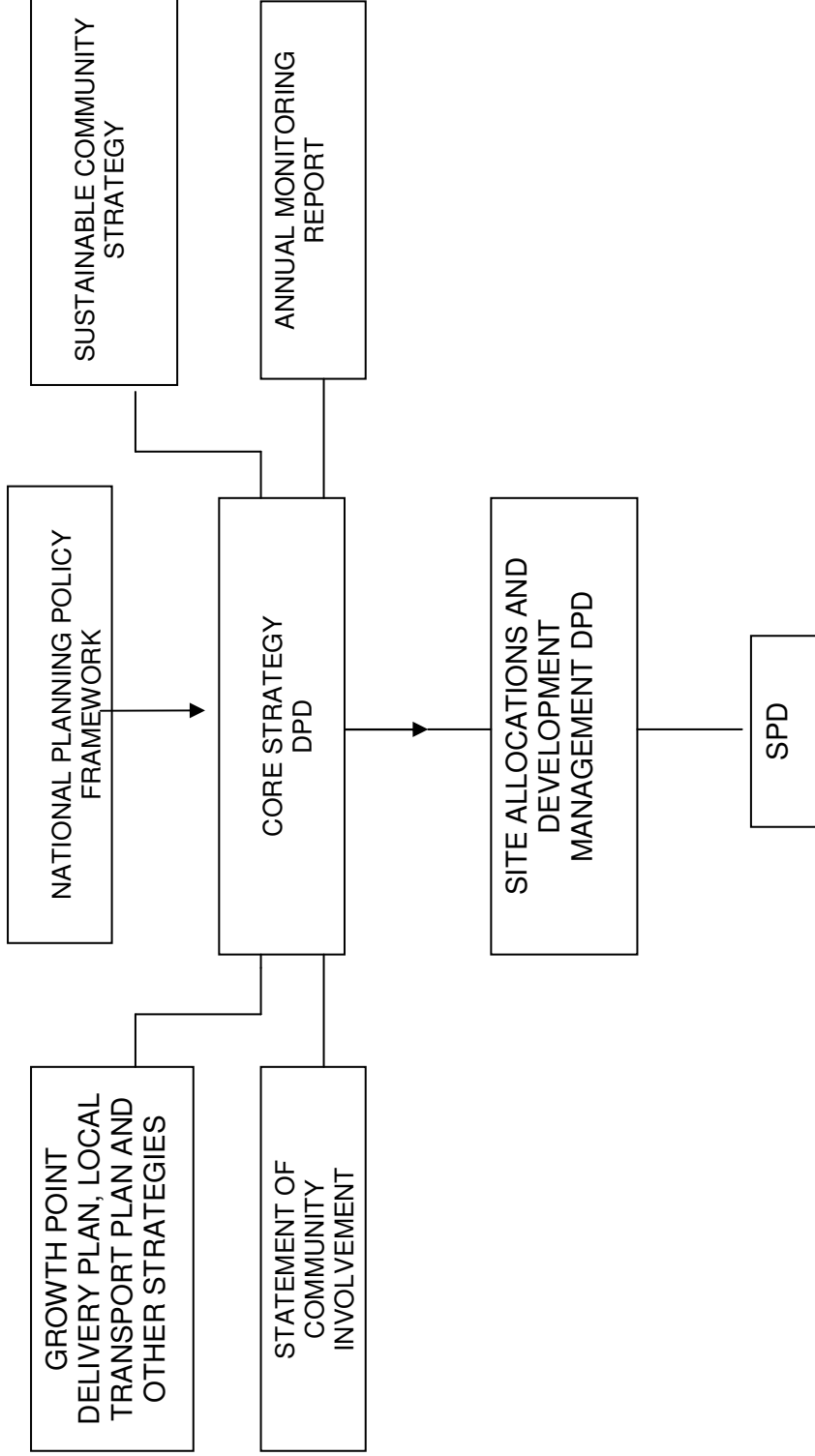


DIAGRAM 1

- Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA)**
- 4.17 DPDs will be subject to SA/SEA. This process ensures that the potential implications of policies in terms of their social, economic and environmental impact are fully assessed. The appraisal will be a key feature of the production phase and will involve community and commercial representatives. The results will be made available together with the submission DPD and an explanation of how the SA/SEA has been taken into account.

Evidence Base

- 4.18 The following studies provide the evidence base for the DPDs and SPDs and baseline information for SA and SEA. These will be supplemented by further technical studies as required.

- Urban Capacity Study, September 2006: to identify the maximum potential capacity for previously developed land to accommodate development;
- Exeter and Torbay Strategic Housing Market Assessment, 2008: and update 2010 to understand the strategic context within which the housing market operates;
- Housing Viability Study, 2008 and update 2010: to advise on the viability of affordable housing requirements;
- Strategic Housing Land Availability Assessment, 2010: to build on the Urban Capacity Study work and in particular to review assumptions on housing potential, identify additional sites and assess the deliverability/developability of all sites;
- Employment Study, 2007: to identify employment land and floorspace requirements in response to anticipated economic growth and job creation in the Exeter area up to 2026;
- Employment Land Review, 2009: to assess potential for continued and enhanced employment use of existing land and buildings;
- Newcourt Study, 2009: to assess the capacity of the Newcourt area to provide sustainable development;
- Monkerton and Hill Barton Study, 2009: to assess the capacity of the Monkerton and Hill Barton areas to provide sustainable development;
- South West of Exeter Masterplan, 2012: to demonstrate how a sustainable urban extension can be delivered within the study area;
- Exeter Infrastructure Schedule, 2010: to identify the infrastructure required to deliver the spatial strategy;
- Exeter and East Devon Infrastructure Study, 2010: to identify the infrastructure required to support development in the Growth Point area;
- Exeter City Centre Audit, July 2005: to identify the strengths and weaknesses of Exeter City Centre;

- Retail Capacity Study, 2008: to forecast retail capacity in the City up to 2026;
- Landscape Sensitivity and Capacity Study, February 2007: to assess the character, quality and value, and the capacity to accommodate change, of all open land around the City;
- Open Space Audit, June 2005: to determine the adequacy of open spaces, play areas and playing fields within the City;
- Exeter and East Devon Green Infrastructure Strategy (jointly with East Devon District Council, Teignbridge District Council and Natural England) 2008: to ensure that an accessible network of green spaces, landscapes and linkages between town and country, that supports biodiversity and contributes to people's health and quality of life, is integrated with development proposals from the outset of the planning process;
- Strategic Flood Risk Assessment, 2008 and update 2010: to ensure that inappropriate development is avoided in flood risk areas and that new development does not lead to new or additional flooding;
- Water Cycle Strategy, 2009: to ensure that sustainable water management solutions are in place to accommodate proposed growth;
- Habitats Regulations Assessment, 2009: to assess whether the Core Strategy would adversely affect the conservation objectives or integrity of European Sites (the Exe Estuary Special Protection Area within Exeter and Special Areas of Conservation in surrounding authorities);
- Exeter and New Growth Point Energy Strategy, 2008: to identify the impact of policies and technologies which would reduce CO² emissions;
- Assessment of Options for Delivery of RSS Growth in the Exeter Sub Region, 2010: to assess transport infrastructure requirements to support the growth envisaged by the RSS;
- Sustainable Design and Low Carbon Infrastructure Strategy, 2010.

4.19 The studies that supported the Regional Spatial Strategy are also relevant together with other supporting evidence base for the Core Strategy production and examination.

Annual Monitoring Report

4.20 An annual report will be published which will assess the effectiveness of LDD's.

4.21 The report will examine:

- whether policies/proposals and targets set out in the LDD's have been achieved or met and, if not, the reasons why;
- what impact the LDD policies are having on other targets set at national, regional or local level;
- whether any policies need to be adjusted or replaced because:

they are not working as intended;

they are not meeting sustainable development objectives; or

there is new technical information that warrants change.

4.22 As a result of monitoring, the City Council will consider what revisions, if any, need to be made and will bring forward any such changes through the review of the LDS.

5. GLOSSARY

DPD	Development Plan Document	<p>The Documents that each local authority must prepare and which have to be subject to rigorous procedures of community involvement, consultation and independent examination. The following DPD's are proposed for Exeter:</p> <ul style="list-style-type: none">• Site Allocations and Development Management Policies
LDD	Local Development Document	Will comprise of DPDs, SPDs and the SCI.
LDF	Local Development Framework	A portfolio of LDDs which will collectively deliver the spatial strategy for Exeter.
LDS	Local Development Scheme	Sets out the programme for preparing the LDDs.
NPPF	National Planning Policy Framework	Government statements of national planning policy, being phased in to supersede Planning Policy Guidance notes (PPGs), Planning Policy Statements (PPS) and some circulars.
RSS	Regional Spatial Strategy	This document in its draft stage set out the regional planning strategy for the period up to 2026. This document has now been renamed the Regional Strategy and is likely to be abolished shortly. The evidence base used in the preparation of the plan still remains relevant however.
SA	Sustainability Appraisal	Assessment of the social, economic, and environmental impacts of the policies and proposals contained within the LDF.
SCI	Statement of Community Involvement	Explains how and when the community and stakeholders will be involved in the preparation of LDDs and consulted on major planning applications. Adopted December 2005.
SEA	Strategic Environmental Assessment	Assessment of the environmental impacts of the policies and proposals contained within the LDF.
SPD	Supplementary Planning Document	Provides further detail of policies and proposals in a DPD – must be subject to rigorous procedures of community involvement but not subject to independent examination and does not form part of the statutory development plan.