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# Report

**Subject** : Update to the Local Development Scheme  
**Report to** : The Cabinet  
**Date** : Wednesday 28 February 2007  
**Author** : David Milton, Team Leader Forward Planning and Conservation  
**Cabinet Member for Planning and Economic Development:** Cllr Mrs Brown

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## 1. Purpose of the Report

To provide members with an update on and to seek adoption of revisions being made to the Council's Local Development Scheme (LDS). The LDS is the document which sets out how the council will go about creating its Local Development Framework, which is its new planning policy framework.

## 2. Format of Report

For ease of reference a very brief summary of the principle elements of the Local Development Scheme forms Appendix A to this report. A copy of the full LDS and the supplementary paper entitled, "Reasons For Revision To The LDS And Measure Put In Place To Ensure Delivery", have been circulated to members under separate cover. Throughout the report cross-references are included to relevant parts of the supporting documents.

## 3. Background

In 2004/5, the council prepared its initial Local Development Scheme in order to make it clear to stakeholders in the planning process what the timetable would be in replacing the existing Local Plan with the new Local Development Framework. The key part of the document was the timetabling and resourcing of the process. Appendix 2 shows the previous timetabling of the process as agreed by cabinet in January 2005. With further amendment, this was submitted to Government Office for the South West (GOSW) by the April 1<sup>st</sup> deadline and enabled the council to secure £52,000 in Planning Delivery Grant.

However, due to a number of reasons it has not been possible to meet the timetable set out in the approved LDS and on negotiation with GOSW a revised structure and timetable is now being presented to Members for consideration, prior to formal submission to the Government.

## 4. Reasons Why The Original LDS Has Not Been Met And Measures Put In Place To Ensure Delivery Of Revised Version

A commitment to delivering this revised Local Development Scheme is at the head of the Council's planning agenda. Therefore it has carried out a rigorous and honest analysis of the reasons why the original LDS has not been delivered and has taken its time to put into place a whole range of measures to ensure that this will not happen again.



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These measures are explained in detail in the document entitled, "Reasons For Revision To The LDS And Measure Put In Place To Ensure Delivery", which is a supporting paper to this LDS and will accompany it through the accreditation and approval process, both internally and externally. It has been provided to members along with the full version of the LDS in advance of this meeting.

In summary, reasons why the original LDS has not been met include:

- **Staff turnover**, with an extended period of just two Forward Planning Officers in post
- **Government advice** requesting that the approved LDS be simplified and slimmed down
- **Salisbury Vision**, which needs to report its preferred options ahead of the publication of the first stage of the Core Strategy, as the latter clearly needs to take the former into account.
- **Walk-in projects** - unplanned projects which have taken significant amount of the Forward Planning resource away from the LDF process, (e.g. Swimming Pool Brief, Vision, Porton Down, Highbury School).
- **Stonehenge application** and Inquiry leading to the extended secondment of the Team Leader.
- Requirements for the **evidence base surveys** have continued to change and we have had to respond to new requirements such as the Strategic Flood Risk Assessment and Strategic Housing Land Availability Survey, which need to be completed to inform the issues and options for the Core Strategy.

In summary measures put in place to ensure delivery of the revised LDS include:

- **Project planning** based on the principles of PRINCE 2 and sound management techniques.
- **LDF Management Board** to oversee progress and monitor delivery.
- **Risk assessment and management** of all of the key elements of the LDS using adopted corporate procedures.
- **Contingency planning** to ensure resources and timescales have been matched and delivery is based on realistic targets.
- **Quality Control** introduced via the Management Board and the appointment of Counsel to advise through key stages of the process.
- **Building capacity** with a concerted recruitment campaign growing the team to 6 high quality planning officers (from a previous 2).
- **Staff retention** via the introduction of measures such as career grading, flexible working patterns, professional sponsorship and the opportunity to specialise.
- **Management of walk-in projects** will be controlled by the team management structure and LDF Management Board.

## 5. Revision of the Local Development Scheme

The structure of the Local Development Framework will change significantly from that LDS document approved in 2005. The driver for change has been the Department for Communities and Local Government who, via GOSW, have made it clear that wish to see LDF's simplified and streamlined into fewer documents. It should be made clear here that this is a change in emphasis from the Government and indeed starts to roll back some of the changes they first proposed within the new planning policy system. It would clearly be counter-productive to resist this advice, as ultimately our LDS will need to be approved by Government. Therefore as well as the timetable for delivery being altered, the composition of the proposed documents has also been revised.

In terms of specific policy documents the following changes are proposed (see Appendix 1 of this report)

- The Core Strategy will incorporate a range of 'Core Policies' and hence perform the dual function of both setting the strategic vision and setting out explicit policies for its delivery. (see para 2.5, page 3 of the LDS)
- District wide documents related to key topic areas on sustainable communities, economy, natural environment, design and conservation and general development will be deleted from the LDS (see para 2.9, page 5 of LDS)
- The above will be replaced by a single General Development DPD, which will set out detailed development control policies. (see para 2.9, page 5 of LDS)
- In light of the emerging Salisbury Vision and the discussions of the UKLF Task Force in Wilton, it is proposed that the Salisbury Action Area Plan be widened to become the Salisbury and Wilton Action Area Plan and that this will form one of the key documents within the LDF. (see page 28 of LDS)
- Consideration is still being given to the need for Action Area Plans for Amesbury.

Members will note that there are also significant changes to the LDS related to timing. Due to the factors detailed earlier in report there has been the need to shift the whole timetable to an achievable timeframe. For example, the issues and options of the Core Strategy will now be published in June 2007 (after the Council elections), with preferred options in November 2007, submission to Government in March 2008 and adoption

planned for August 2009. The project plan showing all of these revisions is included at Appendix 1 to this report and can be found at para 4 on page 10 of the LDS.

#### **6. Compliance with Government Guidance and Possibility of Further Revisions:**

Officers have been in regular contact with the Government Office South West regarding the necessary revisions to the LDS. It is a fair summary to say that they have been sympathetic to the problems that Salisbury has encountered, and indeed have made it clear that we are far from an isolated case but in fact the norm. They have also welcomed the opportunity to discuss the change in emphasis coming from the Department for Communities and Local Government and for us to simplify our LDS accordingly. They have verbally agreed our revisions as a positive and welcome response to the position we have found ourselves in.

With regard to the timetable, the Government have made it clear that revisions to the LDS are acceptable, given the inevitable teething problems that the new system has had. Furthermore the timetable we are proposing ensures continuity of policy coverage and economic growth for our district by dovetailing the introduction of new policies in a timely fashion before those of the existing Local Plan expire.

However, a word of warning. The Government will shortly be bringing down a guillotine on this process after which revisions to the LDS will not be permitted. This will be April this year. They have made it clear that now is the time to agree the LDS once and for all and then to focus on delivery.

#### **7. Summing up and Conclusions:**

There have been a number of reasons why the original LDS has not been delivered. Many of these have been factors outside of the control of the Council. It has therefore been necessary to revise the timetable for delivering the Local Development Framework. Furthermore the positive dialogue with the Government Office has also led to a significant streamlining of the composition of the LDF.

The interim period has not been wasted; sound foundations have been put in place to mitigate the risks and to ensure delivery of the new timetable. Measures such as sound project management, capacity building, setting up the LDF Management Board, applying accepted risk management techniques and the introduction of staff retention measures, are all seen as vital prerequisites to delivery. They are now in place and early signs are that they will have a transformational impact on the output of the service.

This will be the final time we are allowed to revise our LDS and as such we have taken time to ensure the necessary criteria for success are in place. We have also had preliminary feedback from GOSW that our revisions are welcome and supported. Should members endorse the revised timetable then it will be formally submitted to the Government (together with the supplementary paper explaining the steps we have taken to underwrite delivery) for ultimate approval.

In the mean time work is progressing to publish Issues and Options papers for the Core Strategy in June 2007 and to see how we can best facilitate the outcomes of the Salisbury Vision through the planning policy system.

#### **8. Recommendation:**

That members adopt the revised LDS and that it be formally submitted to the Government for approval.

That should the Government wish to see any further, minor revisions, that these be delegated to the Head of Forward Planning and Transportation unless he considers them significant enough to merit further consideration by the Cabinet.

#### **9. Background Papers:**

Salisbury District Council Local Development Scheme (LDS) – January 2007

Reasons For Revision To The LDS And Measure Put In Place To Ensure Delivery - January 2007

Planning Policy Statement 12: Local Development Frameworks – ODPM 2004

Creating Local Development Frameworks - Good Practice Guide – ODPM 2005

**10. Implications:**

**Financial** : To be delivered within the agreed levels of funding of Forward Planning service

**Legal** : The council is meeting its legal obligations by revision of the LDS.

**Human Rights** : The LDF process provides for the views of individuals to be into account in decision-Making

**Personnel** : Delivery of LDS has been reliant on introduction of staff retention measures such as career grading and flexible working patterns under direct advice form POD

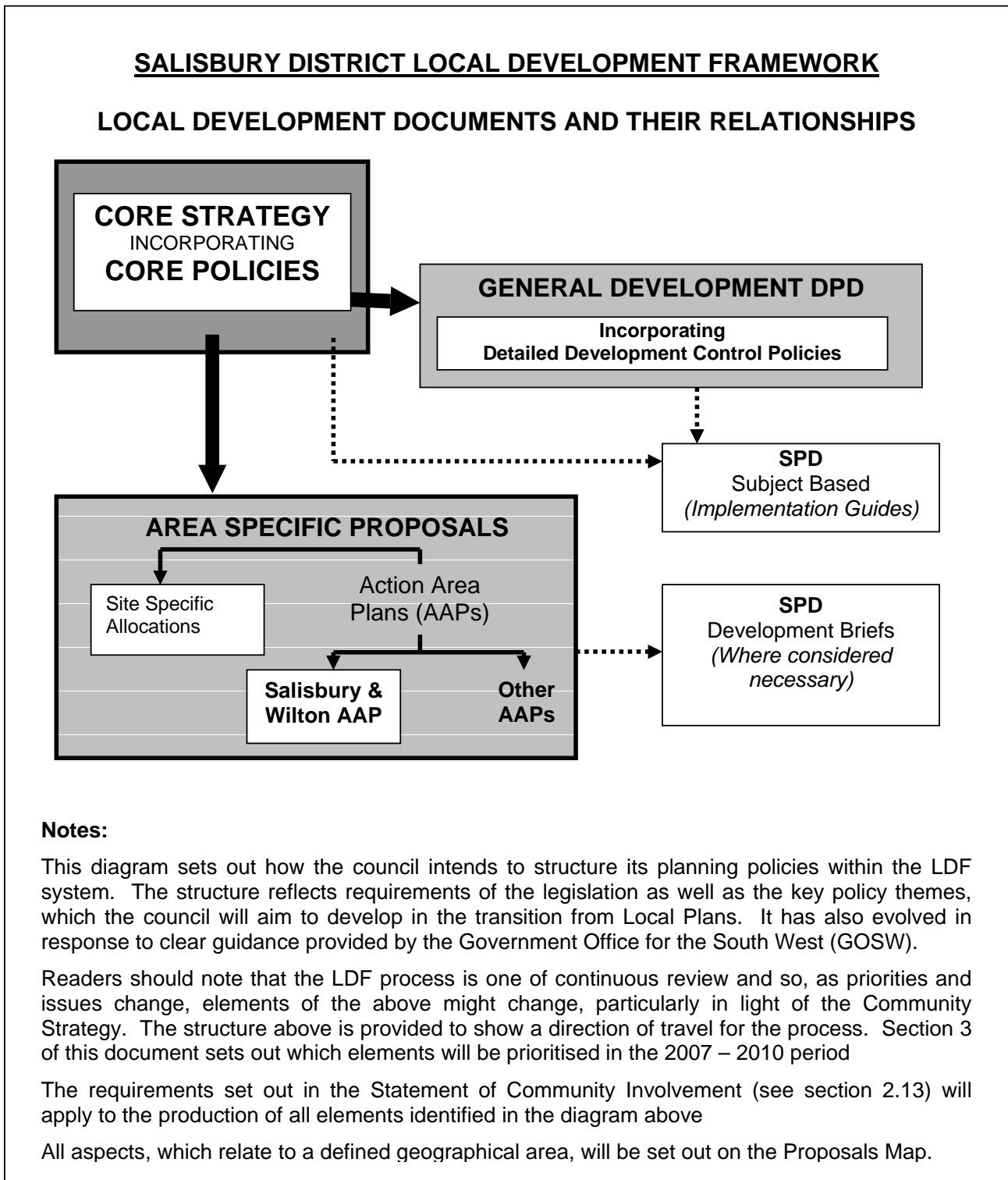
**Community Safety** : None at this stage of LDF process

**Environmental** : None at this stage of LDF process

**Council's Core Values:** Communicating with the Public, Being Environmentally Conscientious, Being Fair & Equitable, Open, Learning Council and Willing partner

**Wards Affected** : All Wards

Revised Salisbury LDS - Summary



## Core Strategy

The Core Strategy will set out the council's key principles for development in the district as a whole. Its foundation will be a wide spatial analysis of the district's characteristics, including settlement patterns, transport links, landscape quality, biodiversity, community facilities and the economy. It will take into account national and regional planning guidance, but will also be responsive to local objectives that are set out in the Community Strategy and the strategies of other organisations where they can be facilitated through the LDF.

Drawing on this analysis, the strategy will seek to balance the competing environmental, social and economic pressures in accommodating new development. The emphasis of the strategy will be to harness new development to address the needs of the districts component communities, consolidation and improving their roles and physical sense of place.

The position of the Core Strategy at the top of the policy framework diagram highlights its importance within the Local Development Framework.

## Core Policies

The Core Policies will provide the main tools to deliver the Core Strategy. The policies will draw directly from the overarching spatial policies in the Core Strategy and provide a suite of criteria based policies aimed at encouraging appropriate forms of development and promoting the right balances of social, economic and environmental matters. A secondary suite of policies will provide development control policies addressing more detailed considerations, which form part of the everyday consideration of planning applications, will be contained in the General Development DPD. The Core Policies will form an integral part of the Core Strategy, but will form a discreet section of it in order to allow an opportunity to modify policies without having to revisit the overall strategy.

## General Development DPD

The General Development DPD will set out detailed development control policies based around key themes. As such it reflects the strategic issues identified in the Core Strategy and sets out more detailed policies required to deliver its key themes and objectives. The following themes have been identified and these will form sections within the General Development DPD as follows:

**The Natural Environment** – policies aimed at the preservation and enhancement of the District's natural environment and landscape assets.

**The Economy** – policies which will facilitate appropriate economic development across the district and respond to the needs of the business community.

**Design & Conservation** – policies aimed at preserving and improving the built environment of the district. The promotion of good design for the future will be as important as protecting the fine built heritage of the past.

**General Development** - for the purposes of Development Control this DPD will set out a number of general policies and considerations which relate to all types of development.

Where appropriate, Supplementary Planning Documents will be prepared to provide more detailed information and requirements related to the implementation of policies and proposals.

## The Proposals Map

This sets out exactly where policies, key constraints and land use proposals apply throughout the district. The Proposals Map represents a Development Plan Document in itself; therefore it will need to be reviewed in light of any changes to policies or proposals in any of the DPDs that are produced by the council.

## Area Specific Proposals

These DPDs will be a broad grouping of individual documents that relate to defined geographical areas. Their content will be in conformity with policies and proposal in the Core Strategy Core policies and where appropriate the General Development DPD.

- a) Site Specific Allocations - This document will identify land to be allocated for specific purposes. In terms of geographical coverage, it will be district wide although it will exclude areas identified for more

specific attention within Action Area Plans (see below). Land allocations may relate to any use types - housing, employment, open space, tourism, etc. The use of the land identified will be clearly defined in a policy, which will also set out any obligations that will be expected of a developer, occupant or owner of that land.

- b) Action Area Plans (AAPs) –These documents will contain policies and allocation proposals that are specific to defined areas. At the present time, one AAP is proposed to address Salisbury and Wilton. The primary roles of the AAP will be to manage growth and change at Salisbury whilst ensuring that the distinctiveness of the nearby town of Wilton is maintained and enhanced. Further AAPs are not ruled out for the future.

### **Supplementary Planning Documents (SPDs)**

The documents identified in previous sections are designed to be concise statements of principles, policies and proposals, rather than detailed issues of how each policy will be implemented. The district council intends to publish Supplementary Planning Documents (SPD) on a range of subjects in due course, to act as implementation guides addressing the practical requirements of policies. The following SPDs are proposed in the next 3-5 years.

- Delivering Sustainable Communities – an implementation guide for the Sustainable Communities policies in the Core Strategy
- Planning Obligations
- Creating Places – an update of the council's adopted Design Guide
- Conservation Guidance – detailed historic environment notes and booklets
- Ongoing adoption of Village Design Statements - in partnership with local communities.

### **Other Documents**

The **Statement of Community Involvement (SCI)** is an essential part of the LDF. In simple terms, it will set out the methods the district council will use to encourage participation in preparing its Local Development Framework. Once adopted at the end of 2006, it will detail the activities the council will undertake to engage local people and other key stakeholders in the plan making process. The early adoption of the SCI was seen as essential in promoting openness and equality in the policy making process.

An **Annual Monitoring Report** will be prepared, which will aim to measure progress towards the key aims and objectives of the LDFs Core Strategy. This matter is considered further in section 5.

### **Supporting Statements for DPDs and SPDs**

When each of the Local Development Documents are produced and published they will be supported by:

- A Statement of Conformity with the Regional Spatial Strategy (or until the RSS is adopted, the Wiltshire Structure Plan.)
- A statement explaining the relationship of the Document to other LDDs and remaining saved elements of the adopted Salisbury District Local Plan (see section 5). The statement will also set out which LDDs or saved policies the new document replaces.
- An appropriate Sustainability Appraisal document - see section 5.12;
- A statement setting out how the Statement of Community Involvement has been followed in preparing the LDD
- A list of background documents that are relevant to the subject matter and have been used to inform policy formulation and decision-making. The council may publish some of these documents, but others may be published by government, statutory or local agencies.





**Previous Approved Salisbury District Council LDS Timetable**

LDF Component Document	Type	2005/06				2006/07				2007/08				2008/09				2009/10			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Statement of Community Involvement	SCI				X	IR A															
Core Strategy	DPD									X				IR	A						
Sustainable Communities	DPD									X				IR	A						
Delivering Sustainable Communities	SPD												A								
Planning Obligations	SPD												A								
Site Specific Allocations / Salisbury AAP	DPD													X		IR	A				
New Forest National Park LDF		The timescales for the New Forest National Park LDF are yet to be established																			
Natural Environment	DPD	<i>(see table in section 3)</i>																X			IR A
The Economy	DPD	<i>(see table in section 3)</i>																X			IR A
Design & Conservation	DPD	<i>(see table in section 3)</i>																X			IR A
General Development	DPD	<i>(see table in section 3)</i>																X			IR A
Other AAPs	DPD	The timescales for AAPs are dependent upon community led exercises and would be best informed by the publication of the RSS																			
Annual Monitoring Report and LDS																					

NB. Changes to the Proposals Map will be made in association with each LDD and be updated at the time of adoption of the LDD

Key for DPD Type Documents	
	Research & Pre-consultation
	Publish Issues and Options - Consultation
	Publish Preferred Options – Consultation
	Submission of DPD to SoS and Consult
<b>X</b>	Independent Examination
<b>IR</b>	Publication of binding Inspector's Report
<b>A</b>	Adoption

Key for Statement of Community Involvement	
	Research & Pre-consultation
	Publish Draft SCI and Consult
	Submission of SCI to SoS and Consult
<b>X</b>	Independent Examination
<b>IR</b>	Publication of binding Inspector's Report
<b>A</b>	Adoption

Key for SPD Type Documents	
	Research and Pre-consultation
	Publish Document and Consult
<b>A</b>	Adoption

Key for Annual Monitoring Report & LDS	
	Research and Analysis
	Submission to GOSW