

Poole Local Development Scheme March 2016

**Borough of Poole**

**Poole Local Development Scheme**

**April 2016**

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## **1. Introduction**

- 1.1 The Local Development Scheme (LDS) sets out the three year programme for the production of Local Development Documents (LDDs), the planning policy documents that together make up the planning policy framework for Poole.
- 1.2 This document forms the Local Development Scheme for Poole and sets out:
- the documents which will make up the Development Plan for Poole, their status and inter-relationship;
  - the documents the Council intends to publish and whether they will be prepared jointly with other local authorities;
  - the content and geographic area for each of the documents;
  - the timetable for the preparation and the revision of each document.
- 1.3 The Borough of Poole's objectives in preparing this Local Development Scheme are:
- to meet the requirements of the Planning and Compulsory Purchase Act 2004, Planning Act 2008, Localism Act 2011 and National Planning Policy and Guidance;
  - to set out a realistic programme of work for 3 years;
  - to ensure a continued sound policy framework for Poole;
  - to achieve a local plan which is user-friendly to all who use the planning system.

## **2. The Poole Development Plan**

- 2.1 The current Poole Local Plan comprises:
- The Poole Core Strategy Development Plan Document (DPD) (adopted 2009);
  - Site Specific Allocations and Development Management Policies DPD (adopted 2012);
  - Delivering Poole's Infrastructure DPD (adopted 2012);
  - There are also two saved policies from the Local Plan First Alteration 2004 that remain part of the Development Plan for Poole.

### Minerals and Waste Local Plan

- 2.2 Borough of Poole along with Bournemouth Borough Council and Dorset County Council are responsible for producing minerals and waste Local Plans in the county. Current minerals and waste planning policy comprises the Bournemouth, Dorset and Poole Minerals Strategy (adopted in May 2014), the Waste Local Plan (adopted June 2006) and saved policies in the Minerals and Waste Local Plan (adopted April

1999). Dorset County Council on behalf of Borough of Poole is currently preparing new Waste and Minerals Plans.

### **3. Proposed Development Plan Documents**

- 3.1 The Development Plan Documents (DPDs) that are planned for production over the next 3 years are:
- Poole Local Plan Review; and
  - Dorset-wide Gypsy and Traveller DPD (this is being prepared jointly with all the Dorset local authorities).
- 3.2 The Council has prepared project specifications for each document to set out the tasks to be undertaken, the milestones and targets, the partners involved and any financial implications for the Council. A realistic timescale for each document has been agreed and this has formed the basis for the LDS. A chart showing the document milestones is attached at Appendix A. Project specifications for each LDD is attached at Appendix B.
- 3.3 Before each document meets an identified milestone it will need to be considered through the Council's committee process that includes Place Overview and Scrutiny, Cabinet and Full Council. Appendix B also identifies the likely committee route for each stage as is currently envisaged.
- 3.4 The production of Development Plan Documents must also be undertaken in accordance with the relevant legislation and includes examination in public. DPDs must also be produced in accordance with the requirements of Sustainability Appraisal and Strategic Environmental Assessment.

#### **Poole Local Plan Review**

- 3.5 Government policy as set out in the National Planning Policy Framework (NPPF) requires local authorities to keep their local plans up-to-date. The Poole Core Strategy, which sets out the existing spatial strategy for Poole, was adopted in 2009 and based upon evidence produced for the now abolished Regional Spatial Strategy structure. Furthermore, the Core Strategy always envisaged that the plan would be reviewed during the mid-point of the plan period 2006 to 2026 i.e. in 2016.
- 3.6 In addition to the planned Core Strategy review, the evidence base on development needs for Poole is being updated, particularly in relation to housing needs as set out in the Eastern Dorset Strategic Housing Market Assessment (published December 2016).
- 3.7 In accordance with national policy and the emerging evidence it is therefore an appropriate time for the Council to up date its development

plan to ensure that it remains relevant and focused towards meeting Poole's longer term development needs in a sustainable and well planned way.

- 3.8 The NPPF also now advises local planning authorities to produce a single local plan rather than maintain a suite of separate DPDs. In this context, it is proposed that as part of the review of the Core Strategy the opportunity is taken to also produce a comprehensive Poole Local Plan that brings together the other Development Plan Documents<sup>1</sup> into a single local plan for the Borough.
- 3.9 The Poole Local Plan review work will build upon the current spatial framework set out in the Core Strategy although the key issues around accommodating updated housing needs, employment needs, preserving internationally protected sites, providing infrastructure and meeting other development needs will need to be considered comprehensively in order to establish a updated planning strategy to enable the sustainable growth of the borough over the next 15 years.
- 3.10 The Poole Local Plan work will also be undertaken alongside continual liaison with the Dorset local authorities through the Strategic Planning Forum and other key organisations as part of fulfilling the statutory Duty to Cooperate.
- 3.11 In terms of the timetable, an initial Issues and Options consultation was undertaken in February 2015 looking at possible options around meeting an increase in housing needs from the current plan provision of 500 homes per annum (between 2006 and 2026) to around 700 homes per annum (between 2013 and 2033).
- 3.12 Building upon this initial work, a further issues and options consultation is scheduled to take place in summer 2016 looking at possible sites to assist in meeting the increased housing and other needs with a view to moving forward to adopting the updated plan by early 2018.

#### Joint Dorset-wide Gypsy and Traveller Site Allocations DPD

- 3.13 The Gypsy and Traveller DPD is being prepared jointly by the Dorset local authorities. The plan will establish the objectively assessed requirements for permanent and transit pitches required and allocate sufficient sites to meet the identified needs for Gypsy and Traveller across Dorset. The current joint timetable for the DPD is to consult on preferred options in autumn 2016 with adoption to take place in 2017.

#### **Supplementary Planning Documents**

- 3.14 Supplementary Planning Documents provide an important tool in supporting the implementation of DPD policy but are not required to

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<sup>1</sup> Delivering Poole's Infrastructure and Site Specific Allocations and Development Management Policies DPDs (both adopted in 2012)

follow the same production process or examination. The Council has adopted a number of SPDs as shown on the Borough of Poole planning website. Emerging SPDs that are due to be produced during the timeframe of this LDS are as follows:

Design Supplementary Planning Document

- 3.15 The Design SPD will set out further guidance on the implementation of the Council's design policies set out in the Core Strategy and the Site Specific Allocations and Development Management Policies DPD. The SPD is anticipated to be adopted by 2017.

Nitrogen Neutrality Supplementary Planning Document

- 3.16 The Nitrogen Neutrality SPD is being brought in to assist with mitigating the increased level of nitrogen loading in Poole Harbour Special Protection Area (SPA). This SPD is being produced jointly with Purbeck District Council, North Dorset District Council and West Dorset District Council. The SPD is anticipated to be adopted in 2016 and will set out the framework for how development will need to mitigate its impact on Poole Harbour SPA.

**Other Planning Documents**

Community Infrastructure Levy (CIL)

- 3.17 The Council adopted CIL in 2012 to provide a basis for collecting monies from development to help provide community infrastructure to support the delivery of development. As part of the local plan review updated evidence on viability has been undertaken that identifies an opportunity to review the Council CIL charging arrangements.
- 3.18 A preliminary draft charging schedule consultation was undertaken in February 2015 alongside the Core Strategy Review - Issues and Options document. Further work is now being undertaken on viability to consider when to progress forward with an updated Charging Schedule. The CIL review timetable will be published on the Council's website.

Statement of Community Involvement (SCI)

- 3.19 An updated SCI was adopted in December 2015 and sets out how the Council will consult on planning matters.

Neighbourhood Plans

- 3.20 Once adopted, Neighbourhood Plans form part of the statutory Development Plan for the assessment of planning applications. Neighbourhood Plans are currently being prepared by the Poole Quays Forum and Broadstone Neighbourhood Forums. The Council provides

officer support to assist forums in their preparation of Neighbourhood Plans.

#### Proposals Map

- 3.21 The proposals map was last updated in 2012 following adoption of the Site Specific Allocations and Development Management Policies DPD. The proposals map will be updated as required following adoption of DPDs and Neighbourhood Plan.

#### Annual Monitoring Reports

- 3.22 Annual Monitoring Reports assess the extent to which policies in the saved Poole Local Plan First Alteration and new Local Development Documents are being achieved through monitoring a range of indicators. These Reports will assess the progress in meeting the Local Development Scheme milestones and indicate if any adjustment of the LDS is necessary. Progress on housing development will be an essential part. The Annual Monitoring Reports are updated on the Council's website once new information becomes available.

### **4.0 Sustainability Appraisal and Strategic Environmental Assessment**

- 4.1 Since 21 July 2004 plans and programmes produced by local authorities must be prepared in accordance with the European Directive 2001/42/EC. In England the Directive has been defined as the Strategic Environmental Assessment Directive (SEA). The objective of the SEA Directive is to provide for the protection of the environment and to include environmental considerations in the preparation and adoption of plans with a view to promoting sustainable development. A framework for SEA and Sustainability Appraisal (SA) has been established for scoping the Development Plan for Poole.

### **5.0 Evidence Base and Monitoring**

- 5.1 The Council drew upon its existing evidence base to commence the plan making process and this has been added to in progressing documents. The most recent example of this is the publication of the Eastern Dorset Strategic Housing Market Assessment in December 2015.
- 5.2 The evidence base continues to be developed to inform LDD production. Evidence sources include national, regional and local data. Much of the evidence assembled for the Core Strategy will be updated but there may be the need for discreet additional pieces of work to support the review of the Local Plan and other documents.
- 5.3 Monitoring is an essential part of the Local Plan process and in addition to monitoring the established and new indicators there will be specific monitoring on housing progress and monitoring of this Local Development Scheme itself.

## **6.0 Supporting Statement**

### **Staff resources**

- 6.1 The Planning Policy and Implementation team has the potential complement of a manager and 8 team members. The responsibilities of the team include strategic and local policy work including minerals and waste policy and implementation including and site delivery. Resourcing of the joint Gypsy and Traveller DPD will be shared across the Dorset Councils.
- 6.2 Within Planning and Regeneration Services there is some further potential limited resource from the Economic Development and Development Management teams while elsewhere in the Council support will be elicited from the corporate Research and Intelligence team. The team works corporately with a wide range of other Council Service Units including Housing and Community Services, Leisure, Transportation, Education, Tourism and Marketing, Legal and Property Services who will make a valuable contribution. Consultants will be employed where necessary to assist in specialist areas of work such as housing need, viability and flood risk subject to available funding.

### **Risk Assessment**

- 6.3 A risk assessment will be undertaken for each document as the project specification is drawn up to ensure potential problems over the period of the project can be highlighted in advance and measures drawn up to cover the potential risks. Areas of potential risk are:
- Funding and pressure for cuts across the organisation
  - Changes to the planning system
  - Staff resource
  - Resources of other organisations
  - Resources of Planning Inspectorate
  - Conformity issues
  - Democratic process
  - Legal challenge
- 6.4 The Planning and Regeneration Service has undergone major restructure in the last few years as the Council seeks to adapt to a changing environment for public service provision.
- 6.5 The core team is strongly staffed with professional planners but staff resources are vulnerable to change with serious consequences. Investment in training less experienced planners has been prioritised but this has consequences for delivery timescales.
- 6.6 The planners have a very wide work remit outside Local Plan work including sub-regional planning, community planning and involvement

with Poole Partnership, regeneration and a wide range of corporate projects. Involvement in projects outside the Local Plan at a strategic and local level including site delivery is on-going. In monitoring the LDS it will be important to be aware of the impacts of other work on the identified milestones.

- 6.7 The work of the team is project based allowing different officers to lead on different projects. Team members currently specialise in specific topic areas, strategic and local planning issues and in technical areas such as e-government and web development. There will be backup support on each specialisation to cover any gaps in staffing should they arise. Every endeavour will be made to achieve the speedy appointment of new staff with an agreement to avoid vacancy clearance procedures. Training and mentoring new staff will be given high priority.
- 6.8 The involvement of members in decisions on document preparation requires the process to be streamlined with committee cycles. Special meetings can, however, be called to avoid delays but members do have many calls on their time. The Local Plan will have to continue to be given a high priority to meet the LDS timetable.
- 6.9 The procedures laid out in the Act, the Regulations and the SEA Directive will be followed rigorously in order to avoid legal challenge with possible costs and delays. Clear and transparent procedures will help to overcome this possibility through audit trails particularly for SEA application.

***APPENDIX A***

***Document Milestones***



***APPENDIX B***

***Document Profiles***

| <b>Poole Local Pan</b>      |  |   |
|-----------------------------|--|---|
| Document details            | Role and content   | To update the overarching planning strategy for Poole to consider updated evidence on development needs. This will include reviewing the potential to deliver higher housing growth than that currently planned for the Core Strategy. The Local Plan will also allocate sites to meet strategic requirements and the needs of Poole and a suite of policies to aid development decision making |
|                             | Status   | DPD   |
|                             | Position in chain of conformity  | Conform with National Planning Policy Framework   |
|                             | Geographic coverage  | Boroughwide   |
| Timetable                   | Pre-production involvement on issues   | 05/13 – 06/13   |
|                             | Further Key Issues and Call for sites consultation   | 08/14 – 09/14   |
|                             | Further Issues and Options Consultation  | 02/15 – 03/15   |
|                             | Further Issues and Options – Consultation on Key Sites and Development Management Policies | Summer 2016<br>(this will need to go through Place O&S in June 2016 and Cabinet June / July 2016)   |
|                             | Publication of Draft Plan  | Spring / Summer 2017<br><br>(this will need to go through Place O&S and then Cabinet through March / April 2017)  |
|                             | Submission to Secretary of state   | Summer / Autumn 2017  |
|                             | Examination  | Autumn / Winter 2017  |
|                             | Adoption   | Spring 2018   |
| Arrangements for Production | Organisation /department leading production  | Planning and Regeneration Services  |
|                             | Management arrangements  | Project team  |
|                             | Resourcing   | In-house  |

|                 |  |  |
|-----------------|--|--|
|                 | Involvement of stake holders and community | In accordance with SCI   |
| Post production | Monitoring and review mechanisms           | In accordance with AMR   |
| Risk Assessment | As set out in main report                  | <ul style="list-style-type: none"> <li>• ensure in-house resources</li> <li>• ensure conformity</li> <li>• follow legislation</li> </ul> |

| <b>Joint Gypsy and Traveller DPD</b> |   |   |
|--------------------------------------|---|---|
| Document details                     | Role and content                            | To identify needs and allocate sites to house Gypsy and Travellers  |
|                                      | Status                                      | DPD   |
|                                      | Position in chain of conformity             | Conform with National Planning Policy Framework and Poole Core Strategy   |
|                                      | Geographic coverage                         | Dorset-wide   |
| Timetable                            | Options Consultations                       | November 2011 – February 2012; and September – October 2014   |
|                                      | DPD publication and consultation            | Autumn 2016   |
|                                      | Submission to Secretary of state            | Spring 2017   |
|                                      | Examination                                 | Spring / Summer 2017  |
|                                      | Adoption                                    | Autumn 2017   |
| Arrangements for Production          | Organisation /department leading production | Joint production by Dorset Local Planning Authority's   |
|                                      | Management arrangements                     | Project team  |
|                                      | Resourcing                                  | Jointly resourced by Dorset authorities   |
|                                      | Involvement of stakeholders and community   | In accordance with SCI  |
| Post production                      | Monitoring and review mechanisms            | In accordance with AMR  |
| Risk Assessment                      | As set out in this report                   | <ul style="list-style-type: none"> <li>• ensure in-house resources</li> <li>• ensure conformity</li> <li>• follow legislation</li> <li>• joint working collapses</li> </ul> |

N.B. The Dorset Gypsy and Traveller DPD is being managed by Dorset County Council.

## ***APPENDIX C***

### ***Glossary of Terms***

- Annual Monitoring Report : Report to assess implementation of the Local Development Scheme and policies in Local Development Documents
- Core Strategy : Development Plan Document which sets out the long term spatial vision for the local planning authority area and the strategic policies and proposals to deliver the vision
- Core Policies : Policies in the Core Strategy to deliver the strategy's objectives
- Development Plan : The statutory planning framework for a local planning authority area made up of Development Plan Documents contained within the Local Development Framework
- Development Plan Document : A Local Development Document containing spatial planning policies subject to independent examination
- European Directive 2001/42/EC : European Directive dated 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment
- Generic Development Control Policies : Suite of criteria-based policies to ensure development meets the vision and strategy of the Core Strategy
- Housing Trajectory: A progress report comparing past performance on housing supply with anticipated future rates
- Local Development Document : Documents which together make up the Local Development Framework

|  |  |
|--|--|
|  | consisting of Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement  |
| Local Development Scheme :                             | Programme for the preparation of Local Development Documents   |
| Local Plan :   | Plan produced under the Planning and Compulsory Purchase Act 2004 by councils to guide development in a local authority area   |
| Minerals and Waste Local Plan :                        | Local Plans produced by county councils and some unitary authorities to guide minerals and waste development   |
| Planning and Compulsory Purchase Act 2004 :            | An Act covering spatial development and town and country planning and the compulsory acquisition of land   |
| Planning Act 2008                                      | An Act that makes changes to previous legislation and introduces new elements including the Community Infrastructure Levy  |
| Planning Obligation :                                  | Legal Agreement under S106 of the Town and Country Planning Act 1990 to enhance the quality of development and enable proposals to go ahead which might otherwise be refused |
| Poole Local Plan First Alteration (Adopted 2004) :     | The adopted Local Plan for Poole under the Town and Country Planning Act 1990  |
| Proposals Map :  | Ordnance Survey based map to illustrate the policies and proposals in Development Plan Documents and saved policies  |
| Regional Planning Guidance for the South West (RPG10): | Planning guidance for the South West Region to 2016 provided by the Secretary of State for Transport, Local Government and the Regions in September 2001                     |
| Site Specific Allocation :                             | Development Plan Document  |

containing allocations of sites for specific or mixed uses

Statement of Community Involvement : Local Development Document setting out the standards to be achieved by the local planning authority to involve the community in planning matters both plan making and significant development control decisions

Strategic Environmental Assessment : The European SEA Directive 2001/42/EC requires a formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment

Supplementary Planning Guidance : Guidance to supplement Local Plan policies such as delivery mechanisms

Supplementary Planning Document : Local Development Document providing policy guidance to supplement policies and proposals in Development Plan Documents

Sustainability Appraisal : Assessment of the soundness of Local Development Documents to ensure they reflect sustainable development objectives

Vision : An idea of what an area might be like and how it might develop and function in the future