

**Rossendale Borough Council
Local Development Scheme**

2019-2022

Forward Planning

December 2019

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1. Introduction

Purpose of this document

1.1 The Local Development Scheme (LDS) outlines the timetable over the next three years for preparing and reviewing Rossendale's planning documents. The LDS is required by Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended). This states that the Council must prepare and maintain an LDS which should set out the documents that form the development plan, the subject matter and geographical area that these cover and the timetable for preparation and revision of these documents.

1.2 The current adopted Plan for Rossendale is the 2011 Core Strategy and Proposals Map. This forms part of a suite of documents, including Supplementary Planning Documents (SPDs) on specific policies, collectively known as the Local Development Framework (LDF).

1.3 The Council is preparing a new Local Plan. This will supersede the adopted Core Strategy (2011) and will set out policies to guide development management, and allocate sufficient sites to meet Rossendale's development needs over the next 15 years. This was submitted to the Planning Inspectorate in March 2019 and was subject to Examination Hearings between September and October 2019. Further details on the Examination and the actions arising from it can be found on the Examination webpage at:

https://www.rossendale.gov.uk/info/210148/local_plan/10629/emerging_local_plan/2

1.4 Prior to submission, consultation on this Local Plan took place over two stages – firstly between July and October 2017 (on the Draft Local Plan "Regulation 18" stage) and again between August and October 2018 (on the Pre-Submission Publication "Regulation 19" stage)¹. On adoption, this will replace in full the previous Core Strategy. More information on the Examination, including latest updates, will be provided on the Council's website at www.rossendale.gov.uk/localplan

1.5 This LDS will mainly focus on the new Local Plan, including additional information on the SPDs which are to be prepared or updated in support of this.

What is the Local Plan?

1.6 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and provides a framework within which Local Plans can be produced. The development plan is at the heart of the planning system with a requirement set in law that planning decisions must be taken in line with this unless material considerations indicate otherwise. Local Plans set out a vision and a framework for the future development of the area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for conserving and enhancing the natural and

¹ Regulation 18, 19 etc. is a reference to the Town and Country Planning (Local Planning) (England) Regulations 2012

historic environment, mitigating and adapting to climate change, and achieving well designed places.

1.7 Section 19(1B) - (1E) of the Planning and Compulsory Purchase Act 2004 sets out that each local planning authority must identify their strategic priorities and have policies to address these in their development plan documents (taken as a whole). The development plan for an area is made up of the combination of strategic policies (which address the priorities for an area) and non-strategic policies (which deal with more detailed matters), including allocations for specific land uses, such as new housing.

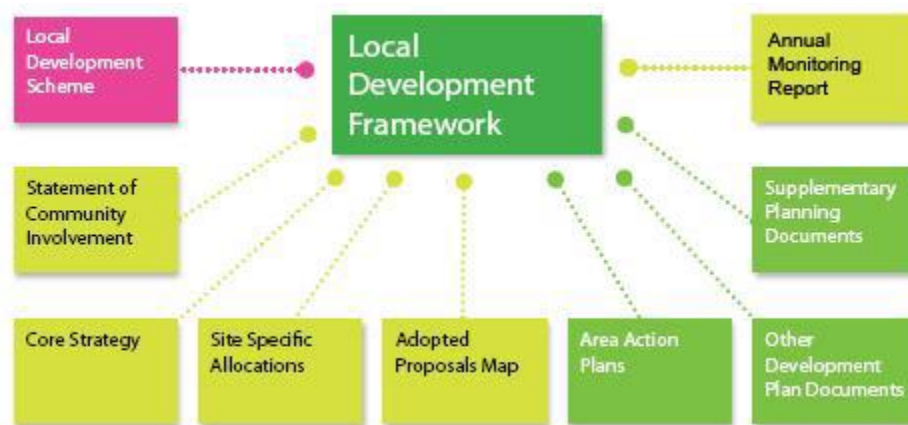
1.8 The Local Plan and other documents which support this will identify how the planning system will help to shape Rossendale’s communities. This will form the development plan for the Rossendale Borough Council area, replacing the Rossendale Core Strategy (2011).

1.9 The diagram and table over the page shows what documents will support the Local Plan for Rossendale.

Figure 1: The Local Plan documents



Figure 2: Current Adopted Plan structure until new Local Plan adopted



Scope of the Local Development Scheme (LDS)

1.10 As part of the Local Plan preparation process, the Council is required to produce a project plan called a Local Development Scheme (LDS). This LDS will be effective from the 24th December 2019 and has been produced to give local residents and other stakeholders information about:

- The plans that are currently being prepared and those which are proposed;
- The subject matter of those plans and the geographical areas they cover;
- The timetable for the production and adoption of the plans.

2. Local Plan Contents

Status of the Local Plan

2.1 The Core Strategy was adopted on 8th November 2011 and this will remain the adopted Plan until replaced by the new Local Plan which will cover the Plan period from 2019 to 2034. It is recognised that the Core Strategy is becoming increasingly out of date. NPPF sets out that decision-takers may give weight to relevant policies in emerging plans according to their stage of preparation, the extent to which there are unresolved objections to relevant policies, and their degree of consistency with policies in the NPPF. The Local Plan has reached an advanced stage in its preparation (i.e. it has been through two rounds of consultation and is undergoing examination), so the policies within it may be given some weight when determining planning applications.

Contents of the Local Plan

The local development documents which are to be development plan documents are set out below:

2.2 The Local Plan contains a combination of strategic and non-strategic policies, as well as site allocations identifying land for housing and employment. There are also some site specific policies relating to major sites which have been allocated for development. The written part of the Plan is accompanied by a Policies Map.

Strategic Policies

2.3 Strategic policies are those high level policies which set out the overall strategy for development in the Borough. The Strategic Policies in the Local Plan are found at the beginning of each chapter and are shown in blue text. They include policies on meeting Rossendale's housing requirement, provision of sufficient land for employment, setting out the policy on retail and other town centre uses, promoting high quality development, protecting and enhancing built and environmental heritage assets, protection of playing pitches, open space, sport and recreation facilities and key strategic transport issues.

Non-strategic policies

2.4 These policies set out more detailed policies for specific areas or types of development, such as particular types of residential development and other land uses. They also include the site allocations and dedicated policies for certain key sites. Specific policies are contained with the individual topic chapters in the Local Plan and are shown in red text.

Policies Map

2.5 The policies map is a geographical illustration of the policies in the Local Plan based on an Ordnance Survey map. It shows, for example, where all the housing and employment allocations are, other designations such as Conservation Areas, natural heritage designations, areas of recreational space and other boundaries such as the Green Belt and the extent of the urban boundary. An online, interactive Policies Map is also available where users can search for and zoom into specific locations to see which policies may apply in that area.

Supplementary Planning Documents (SPDs)

2.6 SPDs are intended to build upon and provide more detailed advice or guidance on policies in an adopted local plan. As they do not form part of the development plan, they cannot introduce new planning policies into the development plan. They are however a material consideration in decision-making.

Status of SPDs and consultation requirements

2.7 There are a number of stages in the preparation of a SPD and these are set out in the regulations. A summary of each stage is described below:

Stage 1 - Public Participation (Regulation 12):

- Early engagement and collaboration should take place with the local community, including neighbourhoods, local organisations and businesses, so that, as far as possible, it reflects an agreed set of priorities for sustainable development in the area, including those contained in any neighbourhood plans that have been made.
- The Council must produce a statement setting out who has been consulted, a summary of the issues raised and how they have been addressed.

Stage 2 - Representations on Supplementary Planning Documents (Regulation 13)

- Any person may make a representation about a SPD during a formal public consultation, of not less than four weeks, to allow people to view and recommend changes to the document, should they wish to do so. All representations will be carefully considered. Where the recommendations are considered beneficial, the SPD will be amended accordingly.

Stage 3 - Adoption of Supplementary Planning Documents (Regulation 14)

- The Council can adopt an SPD; there is no need for an independent examination. However, as soon as reasonably practicable after the date of adoption, the Council must:
 - Publish an adoption statement in the local press and send a copy to any person who has asked to be notified of the adoption of the SPD;
 - Make all relevant documents and the adoption statement available at those locations where they were on display during the formal public consultation.

2.8 A number of SPDs will be produced in support of the Local Plan policies. Further detail for the production of these can be found following the Local Plan timetable in Table 3.

Neighbourhood Plans

What is the relationship between the Local Plan and Neighbourhood Plans?

2.9 Neighbourhood Plans, when brought into force, become part of the statutory development plan for the area that they cover. They can allocate land and set policies but they must be in general conformity with the adopted Local Plan for the area. Production of Neighbourhood Plans is optional and can be undertaken by a Parish/Town Council or by a Community group which meets regulatory requirements to become a Neighbourhood Forum. Neighbourhood Plans are not tested against the policies in an emerging Local Plan although the reasoning and evidence informing the Local Plan process may be relevant to the consideration of the basic conditions against which a Neighbourhood Plan is tested. The Council will provide help and support towards the preparation of a Neighbourhood Plan (as set out in the Statement of Community Involvement) but they are not responsible for producing the Plan.

Edenfield Neighbourhood Plan

2.10 Edenfield Community Neighbourhood Forum has been designated as the Forum for the Edenfield Neighbourhood Area, in line with the legislation. They are currently preparing a Neighbourhood Plan for the area. More information, including a map which shows the geographical area covered by the emerging Neighbourhood Plan, can be found on the Council's Neighbourhood Plan webpages at:

https://www.rossendale.gov.uk/info/210148/local_plan/10813/neighbourhood_plan

Bacup and Stacksteads Neighbourhood Plan

2.11 The Council has been approached by a group who wish to form the Bacup and Stacksteads Neighbourhood Forum in order to produce a Neighbourhood Plan for the area. The Council will be consulting on both the proposed area and the proposed Forum imminently and will provide further information as appropriate on the Council's website.

Statement of Common Ground

2.12 A statement of common ground is a written record of the progress made by strategic policy-making authorities during the process of planning for strategic cross-boundary matters. It documents where effective co-operation is and is not happening throughout the plan-making process, and is a way of demonstrating at examination that plans are deliverable over the plan period, and based on effective joint working across local authority boundaries. In the case of local planning authorities, it also forms part of the evidence required to demonstrate that they have complied with the duty to cooperate. The draft Statement of Common Ground which accompanies the Local Plan can be found on the Council's Local Plan webpages:

www.rossendale.gov.uk/localplan

Authority Monitoring Report (AMR)

2.13 The Council must publish information at least annually that shows progress with local plan preparation, reports any activity relating to the duty to cooperate, any information collected which relates to indicators in the plan, and any policies which are not being implemented. The AMR can also be used to provide up-to-date information on the implementation of any neighbourhood plans that have been brought into force. The latest AMR can be found on the Council's Local Plan webpages under "Monitoring": www.rossendale.gov.uk/localplan

Statement of Community Involvement (SCI)

2.14 The SCI sets out how communities and other interested parties can get involved in the planning process including the preparation of local planning policies and decisions on planning applications in the Borough. Local planning authorities must set out in their SCI how they will engage communities during the Local Plan preparation. The latest SCI can be found on Council's Local Plan webpages

www.rossendale.gov.uk/localplan

Community Infrastructure Levy (CIL) Charging Schedule

2.15 The Community Infrastructure Levy (CIL) is a planning charge, introduced by the Planning Act 2008, as a tool for local authorities in England and Wales to help deliver infrastructure to support the development of their area. It came into force on 6 April 2010 through the Community Infrastructure Levy Regulations 2010. Where a CIL has been set in an area development may be liable for a charge. More information is available at <https://www.gov.uk/guidance/community-infrastructure-levy>.

3. The Local Plan Programme

The Local Plan Programme

3.1 Table 1 below shows the timetable for the preparation and revision of the Local Plan and the Policies Map, through to adoption in 2020. The Council may also undertake a Community Infrastructure Levy Charging Schedule after the adoption of the Local Plan (see Table 2). Table 3 provides an indicative timetable for production of any Supplementary Planning Guidance documents accompanying the new Local Plan.

Table 1: Rossendale Local Plan (2019-2034), Preparation Stages and alignment with Town and Country Planning (Local Planning) (England) Regulations 2012 (effective from 24 December 2019)

<i>Draft Plan (Reg 18)</i>	<i>Publication (Reg 19)</i>	<i>Submission to Planning Inspectorate (Reg 22)</i>	<i>Examination in Public (Regs 23 and 24)</i>	<i>Inspector's Report (Reg 25)</i>	<i>Adoption by Council (Reg 26)</i>	<i>Next Draft Plan</i>
July 2017	August 2018	March 2019	Hearings held September to October 2019. Currently paused pending further work Expected to resume with Main Modifications consultation June / July 2020	November 2020	December 2020	January 2022

Stages in grey text have already taken place.

Community Infrastructure Levy for Rossendale*

Table 2: Potential CIL timetable and alignment with the Community Infrastructure Regulations 2010

<i>Consultation on Preliminary Draft Charging Schedule & other documentation (Reg 15)</i>	<i>Consultation on draft Charging Schedule & other documentation (Reg 16)</i>	<i>Submission to Planning Inspectorate (Reg 19)</i>	<i>Examination in Public (Reg 20)</i>	<i>Inspector's Report (Reg 23)</i>	<i>Adoption by Council</i>
July 2021	July 2022	Feb 2023	June 2023	Nov 2023	March 2024

* A decision has not yet been taken by the Council in respect to the Community Infrastructure Levy. If it is decided to proceed, documentation will include information on Infrastructure requirements, viability and other funding sources for infrastructure as well as the Charging Schedule.

Table 3: Supplementary Planning Documents (SPDs) to accompany the adopted Local Plan

The production of these SPDs will depend on the timescale for the adoption of the Local Plan so updated information will be provided when timescales can be confirmed.

Supplementary Planning Document (SPD)	Related policy in emerging Plan	New or update existing?	Likely content	Expected Start Dates
Affordable housing	HS6	New	Further guidance on: provision for specific groups, such as elderly persons' accommodation; expected tenure mix e.g. social rented, affordable rented, intermediate housing; assessment of viability.	January 2021
Open Space Requirements in New Housing Developments	HS10	Update to take account of new policy and evidence	Requirements for developers in relation to amount and size of open space to be provided or expected financial contributions.	January 2021
Playing Pitch Requirements in New Housing Developments	HS11	New	Local playing pitch standards and expected financial contributions. Informed by the Playing Pitch Strategy and any updates	January 2021
Alterations and extensions to existing properties	HS13	Refresh to take account of new policy/guidance	General principles and guidelines that the Council will use to assess proposals for domestic extensions. Update in relation to permitted development right changes which have taken place since existing guidance was published.	September 2020
Conversion and re-use of buildings in the countryside	HS16	Refresh to take account of new policy	Advice for those converting an existing building in the countryside to another use; general principles and more detailed design guidance used to assess development proposals.	September 2020
Employment Site and Premises	EMP3	New	Further guidance on the criteria, including marketing and viability assessment, which proposals for change of use from employment to another use will be assessed against.	January 2021
Retail and Other Town Centre Uses	R1	New – if considered necessary	Further guidance on assessing retail and other uses in centres, particularly in relation to effect of proposed development on the viability and vitality of centres.	June 2021
Hot Food Takeaways	R5	Refresh to take account of any new policy/guidance	Further detailed guidance on the criteria in the policy such as location, design, effect on public health and amenity – with particular regard to tackling obesity.	On-going

Supplementary Planning Document (SPD)	Related policy in emerging Plan	New or update existing?	Likely content	Expected Start Dates
Shopfront Design Guidance	R6	Refresh if necessary	Further guidance on good practice in the design of new shopfronts and the improvement of existing frontages.	TBC
Biodiversity, Geodiversity and Ecological Networks	ENV4	New	Further details on Rossendale's ecological network to supplement the existing map.	September 2020
Guidance on landscape impacts of wind turbines under 60 metres	ENV7	Update if necessary	Advice on the landscape and visual issues associated with the smaller classes of wind turbine, including good practice guidance in relation to location, siting, layout, design and cumulative impacts.	January 2021

4. Evidence Base

4.1 Paragraph 31 of NPPF states that the preparation and review of planning policies should be underpinned by relevant and up-to-date evidence. In order to achieve this, the Council needs to gather as much relevant information as possible; this is called an Evidence Base.

4.2 The Evidence Base is used to test the soundness of the document when it is independently examined by the Planning Inspector, by testing how thoroughly the documents take account of the evidence base. To achieve this, a number of studies have been completed and will require periodic updates, including:

- Strategic Flood Risk Assessment (SFRA) Level 1– assess the likely risks of flooding in Rossendale using information from the Environment Agency
- Strategic Housing Land Availability Assessment (SHLAA) – assesses the potential of land and sites in Rossendale to deliver new housing
- Strategic Housing Market Assessment (SHMA)
- Gypsy and Travellers Accommodation Assessment
- Employment Land Review
- Green Belt Review
- Environmental Network Study
- Lancashire Ecological Network
- Playing Pitch Strategy
- Landscape Study
- Landscape Capacity for Wind Energy
- Heritage Impact Assessment of Housing and Employment Sites
- Conservation Areas Appraisals
- Town Centre, Retail, Leisure and Tourism Study
- Highway Capacity Study
- Access to Employment Sites Study
- Viability Assessment, including separate Affordable Housing Viability Assessment
- Sustainability Appraisal
- Habitat Regulations Assessment
- Open Space Assessment (to be completed)
- Sports Facilities Assessment (to be completed)

5. Resources, Risks, Monitoring and Review

5.1 The Council's Forward Planning Team will take the lead in preparing all Local Plan material, including SPDs, the Statement of Community Involvement (SCI), the LDS and the Annual Monitoring Report (AMR). The section can also draw upon skills from other services within the Council including:

- Other teams within the Planning Department
- Regeneration
- Communities
- People and Policy
- Legal and Democratic Services

5.2 Advice is also obtained from Lancashire County Council in relation to socio-economic research, transport, countryside, biodiversity and archaeology. Where expertise is not available from these sources, other agencies may become involved (e.g. the Environment Agency) or consultants will be employed. The budget makes allowance for anticipated consultancy costs, as well as for the other costs involved in plan production (such as consultation and holding examinations). The Authority Monitoring Report (AMR) will provide a regular review of progress in preparing and implementing the documents proposed in each Local Development Scheme. It will relate to each financial year.

Implementation of Local Plan Programme

5.3 The timetable takes into account the procedures required by law, the time required for research and public involvement and the need for approval at key stages by Council Members. However the timings are indicative, as they rely upon a number of issues and assumptions. Revisions to the LDS may be required due to:

Staff turnover: The timetable includes a degree of flexibility to accommodate normal staff turnover. However, a number of vacancies over an extended period of time would hinder progress against targets. This has been a problem in the past, and the Council has addressed this by employing more staff both on a permanent and temporary basis, and by employing consultants. This could have additional budget implications.

Budgetary provision: If a situation occurred where insufficient funds were available, then this would have an impact by restricting the work that could be done. For example, insufficient funding could hinder the consultation process as funding needs to be available to complete consultations.

Availability of external resources: Some of the research which feeds into the evidence base requires the use of the services of Lancashire County Council and specialist consultants. The Council has commissioned a number of consultants in the preparation of its Local Plan. The timetable and allocated budget makes provision that this expertise will be available at the appropriate times, but delays may be encountered if it is not.

Changes in government advice: There have been a number of revisions to national policy and new guidance emerging in recent years, including the revised NPPF and new policy on assessment of housing need. This means that a degree of flexibility has to be applied to deadlines and in order to take account of revisions that have to be made to local policy in order to accommodate these changes.

Examination process: The anticipated time required for arranging and carrying out Local Plan examinations and subsequent reporting stages, take into account advice received from the Planning Inspectorate. Any changes in the availability of resources within the Planning Inspectorate or by a larger than anticipated number of appearances at an examination may affect a scheduled programme. This slippage is out of the control of Rossendale Borough Council.

Monitoring

5.4 The Council's progress towards delivering the documents set out in the LDS will be monitored on an annual basis through the Authority Monitoring Report (AMR). The Council's website will also be updated to record progress in relation to the timetable.

Review

5.5 The LDS will need to be amended as necessary should the timetable change.

6. Further Information

For further information on the Local Plan please visit:

Forward Planning

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<https://www.rossendale.gov.uk/localplan>

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