



DNPA Local Plan Review

Project Plan V2 - November 2014

1.0 Background

- 1.1 The NPA has a Core Strategy (strategic policies) adopted in April 2008 the Development Management and Delivery DPD (the DMD – development management policies and allocations) adopted in July 2013. The Minerals Local Plan (minerals development management policies) forms part of the 2004 Local Plan; these are saved policies.
- 1.2 There is a statutory need to maintain an up to date development plan. The NPPF states (para 158) that LPAs “*should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing employment and other uses are integrated, and that they take full account of relevant market and economic signals*”.
- 1.3 The policy context has moved forward since the adoption of the Core Strategy, and to a degree the DMD. In particular the following are relevant:
 - the revocation of regional strategies
 - the increased role of the LEP
 - the Localism Act
 - the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG)
 - economic recessions
 - alterations to permitted development rights
 - changing role of S106 and implementation of CIL
- 1.4 Failure to maintain an up to date local plan could result in decisions being taken out of the hands of the Authority, indefensible decisions, loss of appeals, significant reputational impact ultimately resulting in development which has an adverse impact upon the National Park contrary to the NPA’s stance.
- 1.5 The key focus of the review is likely to be review of strategic housing policy, strategic economic development policy, settlement strategy, and a consequential assessment on the robustness/necessity of other policies (principally subject to monitoring of their use and effectiveness following adoption of the DMD). There is also a clear need to bring forward up to date minerals policies.

2.0 Aim

2.1 The NPPF (para 156) states “Local planning authorities should set out the strategic priorities for the area in the Local Plan. This should include strategic policies to deliver:

- the homes and jobs needed in the area;
- the provision of retail, leisure and other commercial development;
- the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- the provision of health, security, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

It goes on to state (para 157) “crucially, Local Plans should:

- plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of this Framework;
- be drawn up over an appropriate time scale, preferably a 15-year time horizon, take account of longer term requirements, and be kept up to date;
- be based on co-operation with neighbouring authorities, public, voluntary and private sector organisations;
- indicate broad locations for strategic development on a key diagram and land-use designations on a proposals map;
- allocate sites to promote development and flexible use of land, bringing forward new land where necessary, and provide detail on form, scale, access and quantum of development where appropriate;
- identify areas where it may be necessary to limit freedom to change the uses of buildings, and support such restrictions with a clear explanation;
- identify land where development would be inappropriate, for instance because of its environmental or historic significance; and
- contain a clear strategy for enhancing the natural, built and historic environment, and supporting Nature Improvement Areas where they have been identified.

And in respect of minerals (para 143):

- identify and include policies for extraction of mineral resource of local and national importance in their area,
- take account of the contribution of secondary and recycled materials and minerals waste would make to the supply of materials, before considering extraction of primary materials,
- define Minerals Safeguarding Areas
- set out environmental criteria against which planning applications will be assessed
- put in place policies to ensure worked land is reclaimed at the earliest opportunity

3.0 Scope

3.1 The scope of the document will be established in more detail as the review progresses. Initially the scope of the local plan review will be all current adopted

policy (i.e. those set out in 1.1 above, and therefore excluding adopted SPDs). It will therefore cover the following key subject areas:

- Natural environment; landscape, habitats and species, tranquillity
- Historic environment; historic building, archaeology
- Built environment; design, sustainable development
- Community; health and well-being, education, amenity, sport & open space
- Infrastructure; highways, transport, parking, signage, utilities, flood defence,
- Resources; minerals, waste, energy
- Economy; tourism, agriculture, business,
- Housing; affordable, older peoples, gypsy and traveller

4.0 Engagement

4.1 Prior to starting public and stakeholder engagement it will be necessary to update the Statement of Community Involvement (SCI). In addition to individuals, key stakeholders will, however, include:

- Constituent district authorities (as neighbouring LPA, housing authority, economic development,
- Devon County Council (infrastructure, education and economic development)
- Local Enterprise Partnership
- Parish and Town Councils
- Environment Agency
- Natural England
- Historic England

In addition to the above key interested parties will normally be special interest and amenity groups (local and wider), charities, other statutory bodies and agencies, developers, agents, architects and housing providers.

4.2 Members will be involved initially through the Planning and Sustainable Development Working Panel, however it is proposed a Steering Group is established with an identified member chair or lead (to be discussed at next Panel meeting).

4.3 The early stages of the local plan review will consider mainly evidence gathering and the scoping of issues. It is proposed that there are three phases to the project, with different public engagement for each:

Phase 1 – Evidence, Issues and Options

It is proposed this consultation is more topic based, with focussed consultation by topic area with statutory and other consultees, leading to more constructive discussion with the most interested and relevant parties. Subject to more detailed consideration, this could take the form of a series of topic papers, and a workshop discussion on each based in different community in the NP. The Topic Papers would come out in stages (as the evidence relating to that field is completed) over a period of time, and could cover the following topic areas:

- (1) Housing** – local needs, affordable housing, self-build, market housing, conversions, older peoples housing
- (2) Economy** – business, agricultural development, tourism
- (3) Sustainable communities** – infrastructure, transport, services/facilities, settlement strategy
- (4) Minerals/resources** – minerals, energy, waste
- (5) Environment** – Built/historic Environment, natural environment

Phase 2 – Draft Consultation and Publication

This will be a more general consultation, with an assembled draft for consultation considered as a whole. This will include general communication with the complete list of statutory and other consultees. Subject to the consideration of area specific issues (e.g. land allocations) events or material targeted at specific communities, with opportunities to promote and discuss, could be appropriate.

Phase 3 – Submission and Examination

Consultation around submission, and communication around examination has a formal 'statutory' element (principally around formal notification requirements), but will also have an important element of communication around the ongoing status of the Plan and its examination.

5.0 Resources, budget, and risks

- 5.1 The scale of local plan review of a project should not be underestimated. The Project Programme below sets out an indicative timetable. A project of this scale will require robust and careful management, and only over time will the degree of certainty around the scope of the plan become established, and therefore timescales and resource implications confirmed.
- 5.2 Resources will be principally DNPA officer time; the project led by the Senior Forward Planner with the support of the Assistant Forward Planner. The resource requirement in respect of officer time for research, commissioning research, identifying issues, preparing topic papers and the draft plan, running consultation events and process, and public examination, are significant.
- 5.3 Internal support on plan content will be needed in respect of specialist advice, in particular from the DM Team, Ecologist, Trees and Landscape Officer, Historic Buildings Officer and Archaeologist. Support for content and process will be required from Legal Services, Communications, ICT (principally web and GIS), administration, and finance.
- 5.2 Appendix 1 summarises the budget programme for the project, drawing from the outline project programme below.

5.3 The principle risks relating to the project are as follows:

| Risk | Risk type | Risk level | | Mitigation |
|---|---------------------------------|------------|------------|--|
| | | Impact | Likelihood | |
| Staff change or illness | Delay | Medium | Low | Staff support; resilience through project team approach, strong project management and record keeping |
| Insufficient funding | Delay, reputational, | High | Medium | Informed cost estimates; cost limitation; |
| Poor consultancy support/contribution | Delay, financial, reputational, | Medium | Low | Strong project management of individual research project with adequate staffing; robust Briefs, ITTs and contracts; |
| Errors in statutory process | Delay, financial, reputational | High | Low | Strong project programme including identification of procedural phases |
| National policy change | Delay, financial | Medium | Low | Expedient project to limit opportunity for national policy change; careful consideration of scope and flexibility |
| Legislative/regulatory change | Delay, financial | Medium | Low | Resilience in project timetable. |
| Requirement for major changes to draft require further consultation round | Delay | Medium | Low | Clear project scoping; robust research; extensive and effective consultation with key stakeholders. |
| Plan found unsound – evidence or policy | Delay, financial, reputation | High | Low | Strong project management of individual research projects with adequate staffing; robust Briefs, ITTs and contracts |
| Plan found unsound – duty to co-operate | Delay, financial, reputation | High | Low | Strong project management; considered plan scope; clear identification of DtC parties; active and constructive engagement with DtC parties |
| Plan found unsound – Environmental Report | Delay, financial, reputation | High | Low | Strong project management of with adequate staffing; robust Brief, ITT and contract |
| Legal challenge | Delay, financial, reputational | High | Low | Strong project management; clear identification of procedural requirements; robust evidence base; evidence led policy formulation. |

6.0 Project conclusion – evaluation and review

6.1 The local plan will have a clear end point, in its adoption and publication.

6.2 A short project review should be undertaken upon conclusion of the project in order to identify learning points. This was not carried out as part of the previous local plan preparation and as such a short ‘retrospective’ will be undertaken as part of the initial scoping process for this Review.

PHASE 1 – Evidence, Issues and Options

| Start (yr) | Stage | Resources | Notes | Budget |
|------------|---|-----------|---|--------------------------------------|
| 2015/16 | ^ Strategic Housing Market Needs Assessment (SHMNA) Consolidation | TBC... | Required in order to update and consolidate the OEN figures from the Exeter SHMNA and the Plymouth SHMNA | £10,000 |
| 2015/16 | ^ Demographic research (SLA) | | Potentially via and ongoing SLA with DCC for provision of additional support on demographic evidence; profiling, population/household projections etc. | £3,000 |
| 2015/16 | *Topic Paper (1) Housing – local needs, affordable housing, self-build, market housing, conversions, older peoples housing | | Establish evidence; identify stakeholders (targeted consultation strategy); set scope; issues & options; identify site specific issues; draft paper (via Panel); publish paper for 6 week consultation period (may overlap with other topic papers) | (see consultation/ publicity/ print) |
| 2015/16 | ^ Employment Land Review | | Required in order to provide robust evidence to inform and support a strategy around economic development. Starting point will be previous study (now out of date) | £5,000 |
| 2015/16 | *Topic Paper (2) Economy – business, agricultural development, tourism | | Establish evidence; identify stakeholders (targeted consultation strategy); set scope; issues & options; identify site specific issues; draft paper (via Panel); publish paper for 6 week consultation period (may overlap with other topic papers) | (see consultation/ publicity/ print) |
| 2015/16 | ^ Open Space, Sport and Recreation Study | | Required in order to provide robust evidence to inform and support a strategy around open space, sport and recreation. Starting point will be District Studies and previous DNPA Open Space Report (now out of date) | £7,500 |
| 2015/16 | *Topic Paper (3) Sustainable communities – infrastructure, transport, services/facilities, settlement strategy | | Establish evidence; identify stakeholders (targeted consultation strategy); set scope; issues & options; identify site specific issues; draft paper (via Panel); publish paper for 6 week consultation period (may overlap with other topic papers) | (see consultation/ publicity/ print) |
| 2015/16 | ^ Minerals Safeguarding/Research/support (SLA) | | Specialist minerals input around safeguarding, minerals policy evidence (Local Aggregate Assessment), and 'critical friend' in policy writing. Potentially to continue to examination (expert witness) if required). Likely via another MPA. | £4,000 |
| 2015/16 | *Topic Paper (4) Minerals/resources – minerals, energy, waste | | Establish evidence; identify stakeholders (targeted consultation strategy); set scope; issues & options; identify site specific issues; draft paper (via Panel); publish paper for 6 week consultation period (may overlap with other topic papers) | (see consultation/ publicity/ print) |
| 2015/16 | ^ Landscape Character Assessment (LCA) review/update | | Required in order to ensure evidence around LCA is robust and up to date to support decisions and inform policy making. Required in particular to support landscape capacity issues around meeting OEN. | £7,500 |
| 2015/16 | *Topic Paper (5) Environment – Built/historic Environment, natural environment | | Establish evidence; identify stakeholders (targeted consultation strategy); set scope; issues & options; identify site specific issues; draft paper (via Panel); publish paper for 6 week consultation period (may overlap with other topic papers) | (see consultation/ publicity/ print) |

PHASE 2 – Draft Consultation & Publication

| Start (yr) | Stage | Resources | Notes | Budget |
|------------|--|-----------|---|---------|
| 2015/16 | *Environmental Report (SA/SEA) | TBC... | Regulatory requirement running through the project from Issues and Options (topic paper – the establishment of the baselines and sustainability objectives), through consideration of options and alternatives, assessment of draft and proposed policies and supporting/informing examination process. | £20,000 |
| 2015/16 | *Consultation, publicity, printing | | Ongoing as per specific aspects of project plan. Statement of Community Involvement (SCI) to be prepared and adopted in 2015 to further inform consultation strategy and set and approach of focussed consultation Phase 1, general consultation in phase 2/3, and most effective/efficient approach. | £5,500 |
| 2016/17 | ^ Strategic Flood Risk Assessment (SFRA) Review | | Requirement in order to support the plan. Scale of work may vary depending on chosen strategy (e.g. extent of site allocations). Starting point will be previous study and existing evidence. | £10,000 |
| 2016/17 | *Habitat Regulations Assessment (HRA)/Appropriate Assessment | | Requirement by EU regulation in order to support plan. Robust approach required as common weak point exploited in plan examinations. Undertaken in many authorities by in house ecologist. Scope to consider different options if outsourced (local authority support, or consultant) | *£7,500 |
| 2016/17 | ^ Strategic Housing Viability Appraisal (SHVA) | | Necessary to demonstrate the deliverability of housing policies, particularly around affordable housing targets. May be based upon previous study – scale/scope will vary depending on chosen strategy. | £15,000 |

PHASE 3 – Submission & Examination

| Start (yr) | Stage | Resources | Notes | Budget |
|------------|---|-----------|---|----------|
| 2018/19 | *Examination (Planning Inspectorate) | TBC... | Statutory stage. Consolidation of plan inc with Minerals policies will reduce costs. Budget estimate on basis of previous local plan examination. | £45,000 |
| 2018/19 | *Programme Officer (based upon Grd 3 12mth p/t) | | Independent programme support for examination as required by Planning Inspectorate. Could be internal secondment, external secondment, or temporary post. | *£12,000 |

* Statutory regulatory/procedural stage or requirement

^ Key evidence as set out in NPPF/NPPG

** Could be considered in house subject to capacity

APPENDIX A – Budget

| Element | 2015/16 | 2016/17 | 2017/18 | 2018/19 |
|---|----------------|----------------|----------------|----------------|
| Employment Land Review | £5,000 | | | |
| Strategic Housing Market Needs Assessment (SHMNA) Consolidation | £10,000 | | | |
| Landscape Character Assessment (LCA) review/update | £7,500 | | | |
| Open Space, Sport and Recreation Study | £7,500 | | | |
| Minerals Safeguarding/Research/support (SLA) | £1,000 | £1,000 | £1,000 | £1,000 |
| Demographic research (SLA) | £1,000 | £1,000 | £1,000 | |
| Environmental Report (SA/SEA) | £10,000 | £5,000 | £5,000 | |
| Consultation, publicity, printing | £1,500 | £1,000 | £1,000 | £2,000 |
| Strategic Flood Risk Assessment (SFRA) Review | | £10,000 | | |
| Habitat Regulations Assessment (HRA)/Appropriate Assessment | | £5,000 | £2,500 | |
| Strategic Housing Viability Appraisal (SHVA) | | £15,000 | | |
| Examination (Planning Inspectorate) | | | | £45,000 |
| Programme Officer (based upon Grd 3 12mth p/t) | | | | £12,000 |
| TOTAL | £38,500 | £38,000 | £10,500 | £60,000 |