

# North York Moors National Park Authority Planning Committee

20 July 2017

## Preparation of a New Local Plan for the National Park

### 1. Purpose of the Report

- 1.1 To ask for Members' approval for the revised Local Development Scheme to be published.

### 2. Introduction

- 2.1 This report informs Members of the latest anticipated timetable for production of the new Local Plan and seeks their agreement for the publication of that timetable. The timetable is set out in the form of a 'Local Development Scheme' or LDS, attached at Appendix 1. Members of the Development Plan Working Group agreed that the revised scheme should be presented to Planning Committee on 29 June.

### 3. The 2017 Local Development Scheme

- 3.1 **Appendix 1** sets out a revised Local Development Scheme (LDS). The LDS is a document we are legally required to produce under the 2004 Planning and Compulsory Purchase Act. It is in effect a brief project plan which publicly states the local planning documents the Authority has produced and intends to produce, together with a timetable. The last version the Authority produced was approved by the National Park Authority in March 2016.
- 3.2 It is important that our LDS is kept up to date – mostly to inform outside organisations and individuals of progress and future consultation events but also because Central Government is now monitoring Local Plan progress against published LDSs and compiling league tables on plan preparation. It has stated that it will intervene where progress on preparing Local Plans is slow. The February 2017 Housing White Paper confirmed that the following criteria would be applied when considering intervention:
- *The least progress in plan-making had been made;*
  - *Policies in plans had not been kept up to date;*
  - *There was higher housing pressure; and*
  - *Intervention would have the greatest impact in accelerating local plan production.*
- 3.3 The timetable has been updated to reflect the current timeline and identify an additional round of consultation. Officers consider that an additional stage of 'informal' consultation over this summer is needed, because:
- There are some genuine choices to be made around some policy areas, particularly around housing and tourism, and input from others would be very useful in informing these choices before we proceed to a more 'worked up' stage;
  - We are now required to compile a register of brownfield sites by the end of this year. In addition we are considering producing proposing an 'environmental improvement' policy aimed at improving unsightly sites, in line with the National Park's first duty. This was discussed with Members at DPWG on 1 June.

- Whilst officers are reasonably confident that they are aware of such sites public input would be desirable to help us identify any additional sites.
- We are carrying out work on identifying two types of open space. The first - 'community space' - will identify areas of land that have a particular value to a community in terms of their active use (for example playgrounds or cricket pitches). The second - 'areas of important undeveloped open space' – will seek to steer infill developments by identifying spaces within villages whose loss would detract from the character and form of a village. Officers are keen to work with Parish Councils in particular to develop this work.

3.4 Consultation material will be kept as brief as possible and we will set a response timescale that allows flexibility for Parish Council meetings.

3.5 A timeline showing future plan milestones is included at Appendix 1 of the report.

#### 4. **Financial and Staffing Implications**

4.1 None at present.

#### 5. **Contribution to National Park Management Plan**

5.1 An up to date Local Plan supports a number of the priorities set out in the Management Plan and sets a framework for ensuring that objectives can be delivered.

#### 6. **Legal Implications**

6.1 None at present

#### 7. **Recommendation**

7.1 That: Members note and comment on the content of the Appendix 1.

7.2 That: Members agree that the revised draft Local Development Scheme is published.

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# The Local Development Scheme

**A project plan for new planning policy documents**

This document sets out which formal planning documents the North York Moors National Park Authority is either progressing or is working on. This includes the documents that will form the 'Development Plan', which is used to help decide planning applications within the Park. It includes a timetable for preparation of documents and when we expect to consult on draft plans and policies.

**July 2017**



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## 1. Introduction

- 1.1 This Local Development Scheme (or LDS) sets out the key planning policy documents we will be producing over the next three years, along with their subject matter, geographical area and the timetable for preparation. It also sets out when we are proposing to involve others when writing new policy.
- 1.2 Preparation of an LDS is a legal requirement. The 2004 Planning and Compulsory Purchase Act (as amended by the 2011 Localism Act) requires us to publically set out which *local development documents* we are to prepare, which of these are development plan documents, which area they cover, whether they are to be prepared with another authority and the timetable against which they will be prepared. The LDS must also be formally adopted by the Local Planning Authority. **This version of the LDS was approved by the North York Moors National Park Authority Planning Committee on 20 July 2017** and replaces the scheme published in March 2016.

## 2. What Are Our Current Plans?

- 2.1 The starting point for determining all planning applications in the North York Moors National Park is against policy set out in our *Development Plan*. This refers to all formal documents that have been subject to consultation, examination and adopted by the Park Authority as policy. At present our Development Plan comprises:
  - The Core Strategy and Development Policies document (Adopted in November 2008)
  - The Whitby Business Park Area Action Plan (Adopted in November 2014)
  - The Helmsley Local Plan (Adopted in July 2015)
- 2.2 No policies remain 'saved', meaning there are no older policies still in force whilst we update our plans.
- 2.3 There are also a number of other supporting documents (known as *Supplementary Planning Documents*) which provide further guidance on how the policies will be applied:
  - Housing (Adopted April 2010)
  - Renewable Energy (Adopted April 2010)
  - The Design Guide (Adopted June 2008)
  - The Osmotherley and Thimbleby Village Design Statement (adopted February 2011)
  - The Hutton Buscel Village Design Statement (Adopted June 2010)

### 3. What Plans Are We Producing?

3.1 We are now producing a new **Local Plan** which will provide a long term planning strategy for the whole of the Park. This plan will replace policies in the 2008 Core Strategy and Development Policies document, and together with the Helmsley Local Plan, Whitby Business Park Area Action Plan and forthcoming Joint Minerals and Waste Plan will eventually make up the development plan for the North York Moors National Park. It will be supported by a **Policies Map** showing allocations of land for particular uses and constraints to development.

3.2 We are preparing a new Local Plan because:

- It has been over eight years since the Core Strategy and Development Policies document was produced;
- There has been considerable change in terms of national planning policy over this time, particularly the introduction of the National Planning Policy Framework in 2012, the removal of the regional tier of plan-making and past and changes to national housing policy and delivery;
- Up to date policies are needed to ensure that decisions on planning applications can continue to be made on a consistent basis;
- National planning policy now states that rather than produce a framework of different documents we should work towards producing a single Local Plan<sup>1</sup> which sets out policies and proposed land uses across a whole local planning authority area;
- Government has made it clear<sup>2</sup> that they will intervene to arrange for a plan to be written if no local plan is being prepared, and will prepare league tables covering local plan preparation times. In February 2016 the Government stated that intervention would be on the basis of progress in plan-making, out of date policies in plans, higher housing pressure and intervention would have the greatest impact in accelerating local plan production.

3.3 When completed the **Minerals and Waste Joint Plan** will also form part of the Development Plan for the National Park. The need for a Plan has arisen from gaps in policy as a result of the adoption of the National Planning Policy Framework and the revocation of the Yorkshire and Humber Regional Spatial Strategy. The National Planning Policy Framework also requires minerals planning authorities to produce an annual Local Aggregate Assessment, providing an assessment of demand for and supply of aggregates. The plan is being jointly prepared by North Yorkshire County Council, the City of York and the National Park Authority. We anticipate that final adoption will be in Spring 2018.

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<sup>1</sup> Department of Communities and Local Government, National Planning Policy Framework, Paragraph 153, March 2012

<sup>2</sup> Written Statement made to Parliament by Minister of State for Housing and Planning (Brandon Lewis), 23 July 2014.

- 3.4 Any **Neighbourhood Plans** prepared by Parish Councils or others and ‘made’ by the Park Authority would also form part of the development plan and as such be used to help decide planning applications. At the time of writing no Neighbourhood Plans have been adopted. One ‘area designation’ has been made for the Parish of Ingleby Arncliffe, which covers areas of both the National Park and Hambleton District Planning areas). Designation triggers powers to allow preparation of a Neighbourhood Plan. At the time of writing there is no definite timetable for production, however we expect this plan to be progressed in the near future.

## 4. What Other Documents Are Relevant?

- 4.1 We are required to provide details of progress and review of all of our *Local Development Documents* (LDDs) within this Local Development Scheme. The following LDDs have been prepared and may also be of interest to anyone interested in how our planning policy is developing:
- *The Statement of Community Involvement* (SCI). This document, last adopted and published in August 2014 sets out how the Authority will involve people in plan making in the future. As a National Park Authority we remain strongly committed to public involvement in our work and recognise that all we do needs to reflect the views and wishes of everyone who values the Park. The SCI sets out how we will consult interested parties when developing our planning policies. This document remains fit for purpose and there are no plans to review it at this time.
  - *The Annual Report* (AMR). Local Authorities must prepare annual monitoring reports to cover a period of a minimum of 12 months and make such reports available to the public. These show how well an Authority’s planning policies are being implemented. This Authority’s will be reported to the Planning Committee in August 2017.
  - This *Local Development Scheme* (LDS) makes up our final Local Development Document. It is intended that this LDS will endure over the preparation period of the new Local Plan i.e. until the end of 2018. An update of how we are performing against the timetables set out in this document will be reported annually in the AMR.

## 5. The Timetable

- 5.1 We will therefore be producing two Development Plan Documents over the next few years:
- The **Minerals and Waste Joint Local Plan**. This is being prepared by North Yorkshire County Council, the City of York Council and the National Park Authority.
  - The **North York Moors National Park Local Plan 2016 - 35**.

### **The Minerals and Waste Joint Local Plan**

- 5.2 The Minerals and Waste Joint Local Plan is at an advanced stage of preparation. The timetable is as follows:

**Table 1 – Timetable for Preparation of the Minerals and Waste Joint Local Plan**

Stage	Date
Consultation on Addendum of Proposed Changes	12 July – 6 September 2017
Submission to the Secretary of State	November 2017
Examination	January 2018
Adoption	Spring 2018

### The Local Plan

- 5.3 The time taken to prepare a new Local Plan greatly depends on the extent to which local people and interested parties are involved, the number of comments received and the degree of agreement between all parties as to its contents as it reaches its final stages. In producing a plan as quickly as possible we need to make sure that involvement of others is done in a way that allows for genuine input whilst not delaying the plan. The only legal requirement<sup>3</sup> is that we must ask for views only once before producing what we consider the final version of a plan for independent testing (known as the regulation 18 stage). This stage, which we called our ‘First Steps’ consultation took place in September 2016, when we asked people for views on what should be in the Local Plan and for opinions on the main issues. We also asked people to submit any potential development sites or areas of important open space.
- 5.4 This was Stage 1 of the preparation of our Local Plan. We are proposing two further rounds of informal consultation before our final plan as we wish to remain open to the views of everyone who has an interest in the plan. In summer 2017 we will publish a ‘main issues’ document setting out some of the key choices the plan has to face, as well as any possible site allocations. We will be looking to work with Parish Councils in particular to identify areas of open space at this stage. In February 2018 we will then publish a ‘Preferred Options’ document which will be a full draft plan, together with some alternative options for consideration.
- 5.5 The overall timetable is as follows:
- **Stage 1** - First Steps, September 2016. This included evidence gathering and consultation on the main issues. We also asked for any sites that could be considered as opportunities for new development.
  - **Stage 2** – Informal consultation on Main Issues/Parish Liaison, early September 2017. This will be inviting discussion of some of the main issues for the plan, principally around housing policy, and identification of areas of open space.
  - **Stage 3** - ‘Preferred Options’, February 2018. This stage will be preparation of and consultation on a draft of the plan based on what we’ve been told, alongside realistic alternatives.
  - **Stage 4** - Preparation and asking for views on the final draft of the plan in October 2018. This is known as the Regulation 19 or ‘publication’ stage, where we present a final plan and collect comments for the independent examination;

<sup>3</sup>The Town and Country (Local Planning) (England) Regulations 2012

- **Stage 5** - Submission to Government, independent examination and adoption in October 2019 (known as the Regulation 22 to 26 stages).
- 5.6 Appendix 1 sets out an indicative timetable for this work. It is anticipated that it will take around three to four years to prepare the Local Plan from start to finish. The Government has recently announced intentions to streamline the local plan preparation process. Any changes to the timetable in light of this will be reported as part of the Annual Monitoring Report.
- 5.7 Appendix 2 sets out the scope of the Development Plan Documents currently in preparation.

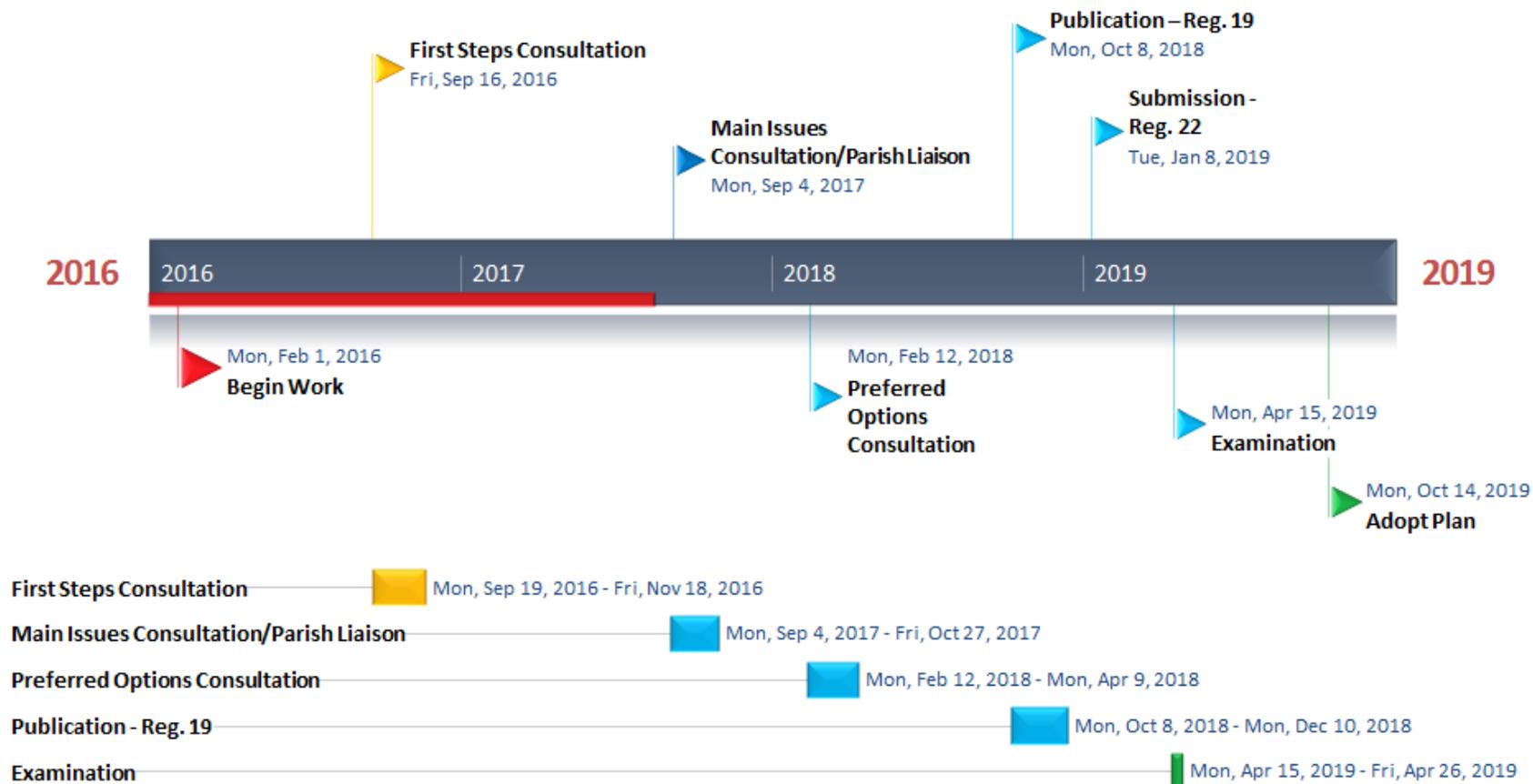
## **6. Monitoring**

- 6.1 Progress on the Local Development Scheme will be reviewed alongside the Authority Report. This will set out:
- Actual progress on documents against the milestones set out in the Local Development Scheme.
  - The need for any adjustments to the timescales in the Local Development Scheme.
  - The need for any new Development Documents to be prepared in response to changing circumstances identified in the Authority Report.

**North York Moors National Park Authority.**

## Appendix 1. The Timetable

### North York Moors Local Plan – Revised Timetable



## Appendix 2. Document Profiles

The following tables show the documents that will be prepared or updated over the next two years and how they fit together

The table below shows which development plan documents in preparation:

<b>Document Title</b>	The North York Moors National Park Local Plan
<b>Subject Matter</b>	<p>Will include land allocations and development management policies to help guide development over the period 2016-2035.</p> <p>The plan will be based on a robust evidence base and will set out a spatial strategy for future development, alongside policies to help guide development to reflect the special qualities of the Park.</p>
<b>Status</b>	Development Plan Document
<b>Relationship to other Plans and Policies.</b>	<p>When adopted the Local Plan will sit alongside other adopted Development Plan Documents, namely the Helmsley Local Plan, the Whitby Business Park Area Action Plan and (on adoption) the Joint Minerals and Waste Local Plan. Where they overlap policies in each will be used to guide development.</p> <p>The Local Plan will be informed by three key policy influences:</p> <ul style="list-style-type: none"> <li>• National Planning Policy Guidance (NPPF)</li> <li>• The North York Moors National Park Management Plan</li> <li>• Local Economic Partnership Plans</li> </ul>
<b>Area Covered</b>	The North York Moors National Park Authority Boundaries.
<b>Timetable and Milestones</b>	<p>Reg. 18 Consultation (First Steps) – September 2016</p> <p>Main Issues Consultation September 2017</p> <p>Consultation on Preferred Options Draft Plan – February 2018</p> <p>Regulation 19 Consultation (draft)- October 2018</p>

	<p>Submission to the Secretary of State – January 2019</p> <p>Examination – April 2019</p> <p>Adoption – October 2019</p>
<b>Arrangements for Production</b>	<p>Policy Team at National Park Authority (2.6 FTE equivalent staff), drawing on support from Senior Management and the Development Management Team.</p> <p>External consultancy support to be brought in where necessary.</p> <p>Preparation of the Plan will be guided by the Development Plan Working Group comprising nine Park Authority Members.</p>
<b>Monitoring and Review</b>	<p>Through The Annual Monitoring Report</p>

## Development Scheme Document Profiles

<b>Document Title</b>	Minerals and Waste Joint Local Plan
<b>Subject Matter</b>	Strategic and development management policies and strategic site allocations for minerals and waste developments across the minerals and waste planning authority areas of the North York Moors National Park, North Yorkshire and the City of York.
<b>Status</b>	Development Plan Document
<b>Chain of Conformity</b>	National Planning Policy Framework, Core Strategy and Development Policies, York Local Plan (under preparation).
<b>Area Covered</b>	The minerals and waste planning authority areas of the North York Moors National Park, North Yorkshire and the City of York.
<b>Timetable and Milestones</b>	Submission – November 2017 Examination – January 2018 Adoption – Spring 2018
<b>Arrangements for Production</b>	Planning Policy team at National Park Authority, Planning Services team at North Yorkshire County Council, Integrated Strategy Unit at City of York Council
<b>Monitoring and Review</b>	Through the constituent Authorities' Annual Monitoring Reports.

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