

DERBYSHIRE COUNTY COUNCIL
MEETING OF CABINET MEMBER – HIGHWAYS, TRANSPORT AND
INFRASTRUCTURE

11 July 2019

Report of the Executive Director – Economy, Transport and Environment

PROPOSAL TO DEVELOP A STRATEGIC PLANNING
FRAMEWORK FOR DERBYSHIRE

(1) **Purpose of Report** To refer the Member to the background to the Government's new approach to strategic planning and the priority it attaches to this activity, and the role of the County Council in working collaboratively with all other Derbyshire local planning authorities including National Park Authority (the D2 area), and to enable the member to approve further officer involvement in collaborative initiatives towards the development of a Strategic Planning Framework for the D2 area, as detailed in the officer recommendation.

(2) **Information and Analysis**

Background

The need for local planning authorities to work more effectively together to provide the development plans, particularly joint working on cross-boundary strategic planning matters, has become a high priority for Government, and is now reflected in the revised National Planning Policy Framework. This priority has been foreshadowed under the following public consultations by the Ministry of Housing, Communities and Local Government (MHCLG):

- The Housing White Paper published in February 2017 entitled 'Fixing Our Broken Housing Market'.
- Follow-up consultation published in September 2017 entitled 'Planning for the Right Homes in the Right Places'.
- The draft National Planning Policy Framework (NPPF), culminating with the publication of a revised NPPF in July 2018.

The importance of the role of county councils working collaboratively on strategic planning matters, plan and policy making with all local planning authorities has been highlighted in each of these consultations and in the current revised NPPF.

Since abolition of the County structure plans in 2004, and more recently the regional plans in 2010, a level of strategic planning has continued to be practised through a voluntary communications between upper and lower tier authorities and also whatever co-operative working has, from time to time, been needed between authorities to comply with a statutory duty, known as the 'Duty to Co-operate'. It is widely recognised, however, not least by Government itself, that the Duty to Co-operate is insufficient for delivering well-coordinated strategic planning. In particular, MHCLG has emphasised that the single biggest reason why district and borough local plans have failed the 'soundness' test is due to the failure of local authorities to adequately collaborate in their plan making process. As a consequence, MHCLG has sought to address this failure through advocating, via the NPPF, more comprehensive working arrangements between authorities, including upper tier authorities.

There is also a recognition that strategic infrastructure priorities must have a greater role in influencing planning strategies. Further delivery of strategic infrastructure also forms a key plan of the Government's approach to driving economic investment and sustainable growth. This recognises that growth needs to be managed on a strategic scale.

There is a long and successful history of effective joint working between the D2 local planning authorities and the Peak District National Park Authority (PDNPA) on strategic plan making, including:

- collaboration through a range of Derbyshire-wide officer working groups, such as the Planning Policy Officer Group, Heads of Development Management Officer Group, Heads of Planning Service Group, Planning Information Monitoring Officer Group and Traveller Issues Working Group (co-ordinated by Derbyshire County Council);
- drafting of a range of Statements of Common Ground on cross boundary, strategic planning and highways matters to support district and borough local plan preparation and their associated Examinations in Public (EIPs);
- supporting Duty to Co-operate responsibilities as part of the local plan preparation;
- the County Council jointly attending at local plan EIPs to provide evidence on key cross boundary strategic planning matters; and
- establishing regular meetings to discuss cross-boundary strategic infrastructure provision.

The current round of local plan reviews is coming to an end, with full coverage of adopted local plan reviews across the County anticipated by 2020. Derbyshire is an area of high planned growth up to around 2033 and there is now a good understanding of the current distribution of the growth agenda that will deliver homes, economic development and key infrastructure within Derbyshire over the next 15 years.

The Proposal

There is now a need to start preparing for the next generation of growth within the County, in particular, what this will look like and the issues surrounding the distribution of infrastructure, particularly transport investment priorities. This involves addressing fundamental questions around what Derbyshire will look like in 30 years' time and how shared issues can best be addressed.

The proposed Strategic Planning Framework would be non-statutory but would complement the adopted or emerging local plans of the districts and boroughs. It would become a material consideration in the preparation of future local plan reviews and in the determination of planning applications, although as a non-statutory document, it would not usurp the relevant local plan.

The primary role of the Framework would be to provide an evidence-led consensus around common key strategic objectives and priorities through an overarching spatial planning vision for the County covering the period 2020 to 2050. It would be a key tool to help manage sustainable development/"green growth" and provide important evidence to demonstrate that co-operation on strategic matters has been an integral part of local plan preparation; a key requirement in the local plan examination process.

It would be informed by existing and new evidence developed to support local plans, supplemented by other new, county-wide evidence as necessary. It would also enable authorities to respond collectively on other sub-regional and regional matters as they arise, such as proposals for HS2 and bids for funding.

In terms of wider benefits, the Strategic Planning Framework would deliver for all D2 authorities, including the PDNPA by:

- Providing an effective mechanism for setting out the key strategic cross-boundary planning objectives and priorities.
- Bringing together the separate growth strategies that are currently embedded in individual local plans to deliver this growth in a more coordinated and effective way.
- Integrating strategic spatial, infrastructure and economic priorities and plan for long term strategic infrastructure needs.
- Offering the opportunity for strategic coordination which would help maximise the economic growth potential of a number of emerging major development schemes.
- Providing a more joined up approach to raising and using infrastructure funding.
- Providing a multi-skilled resource to develop and deliver place-based plans.

Housing, employment and infrastructure are obvious strategic matters for potential inclusion in the Strategic Planning Framework, but others would include environment (including Green Belt), climate change mitigation (sustainable growth/green growth) public health, minerals and waste, and gypsies and travellers.

There has been much shared thinking and joint work over the last 12 months between senior planning officers in D2. These discussions have established their strong support in principle for the preparation of a Strategic Planning Framework for Derbyshire, using the existing Housing Market Areas as the basis for setting out priorities and objectives. Discussions with Derby City Council have also explored the principle of whether the preparation of the Strategic Planning Framework could be prepared jointly with the City Council and indications from officers are that this has clear merits and is worthy of further exploration.

Consultation has been undertaken with the National Strategic Planners' Network (NSPN) for advice on how to take forward a Framework of this nature, particularly based on experience of other groupings of upper and lower tier councils, which have come together in the last two or three years to prepare strategic plans for their areas.

Discussions have also taken place with the County Council Network (CCN) for similar advice. These have highlighted examples in a number of areas of the country where county and unitary and/or district councils have been collaborating on the preparation of statutory and non-statutory strategic plans or strategic growth strategies, many of which have received substantial financial support from Government (see Appendix 1).

Advice from the Director of the NSPN has emphasised that such a Framework for Derbyshire should be seen as a long term strategy with a recommended time horizon of 2050. This would enable existing city, district and borough local plan growth strategies to inform the Strategic Planning Framework in the short to medium term and for the Framework to point towards strategic priorities and objectives for the medium to long term up to 2050.

Having regard to the above context, it is anticipated the Strategic Planning Framework would be prepared collaboratively by the D2 local planning authorities and PDNPA. Although the document would be non-binding, it is proposed its development would follow the format of a 'formal process' to ensure meaningful consultation and engagement, e.g. stages for the publication of issues and objectives, preferred approach and publication plan, plus extensive stakeholder engagement through a series of workshops and consultation events (see further details below).

In order to gain wide support and endorsement for the preparation of the Framework, reports have been presented to meetings of the Derbyshire Chief Executive Group (17 May 2019) and the D2 Joint Committee for Economic Prosperity (4 June 2019). In both instances, the Chief Executives Group and Joint Committee have given their support and endorsement for the collaborative preparation of the Framework.

It is envisaged that a detailed project plan will be prepared which will include details of governance (see further details below), timescales, evidence, process and consultation arrangements which would be reported to a future Cabinet Member meeting. The County Council is able to offer resources to lead this work. In the meantime, an outline project plan has been developed to give an indication of how the Framework could be progressed, which is set out in Appendix 2.

Governance

Discussions with the NSPN and CCN for advice on the preparation of the Strategic Planning Framework have clearly highlighted that, based on other examples around the country, the key to successful delivery is the establishment of clearly defined governance arrangements at an early stage.

In this context, the report presented to the D2 Joint Committee on 4 June 2019, recommended that the Committee would be an appropriate body to provide strategic oversight and leadership of the work and, in particular, sign off responsibilities for key stages in preparation of the Framework. Officer task and finish groups would be established as appropriate to ensure delivery of the more day-to-day activity in development of the Framework.

The Joint Committee also agreed to a Terms of Reference being subsequently developed and circulated for agreement by the Committee.

(3) **Financial Considerations** As set out in the report.

(4) **Legal Considerations** The recommendation in this report is made in the context of the County Council's responsibilities and services under the provisions of the Localism Act 2011, Planning and Compulsory Purchase Act 2004, Town and Country Planning Act 1990.

(5) **Social Value Considerations** The relevance of social value in terms of social, economic and environmental wellbeing has been considered in the preparation of this report. Meeting the current and future needs of communities and the management of scarce resources (i.e. sustainable development) is central to the role of local and county planning authorities in preparing and implementing their local plans.

Other Considerations

In preparing this report the relevance of the following factors has been considered: prevention of crime and disorder, equality and diversity, human resources, environmental, health, property and transport considerations.

(6) **Key Decision** No.

(7) **Call-In** Is it required that call-in be waived in respect of the decisions proposed in the report? No.

(8) **Background Papers** Held on file within the Economy, Transport and Environment Department.

(9) **OFFICER'S RECOMMENDATIONS** That the Cabinet Member approves the participation of the Executive Director and officers on his behalf in:

- 9.1 Commencement of work to develop a non-statutory Strategic Planning Framework for Derbyshire.
- 9.2 Discussion between Derby City and Derbyshire County Council to explore the potential for the Framework to be prepared jointly for the whole D2 area (i.e. Derbyshire, Derby City, all the Derbyshire districts/boroughs and the Peak District National Park Authority).
- 9.3 The development of an expression of interest for submission to the Government's Planning Delivery Fund to support preparation of the Strategic Planning Framework.
- 9.4 The preparation of a detailed project plan (including governance, timescales, evidence, process and consultation arrangements) for the Framework, to be subject to further discussion and endorsement by the Cabinet Member.

Mike Ashworth
Executive Director – Economy, Transport and Environment

Strategic planning 2019

Statutory Joint Strategic Plans (Statutory)

1. Greater Exeter Strategic Plan*
2. Oxfordshire Joint Strategic Spatial Plan*
3. South Essex Joint Strategic Plan*
4. South West Herts Joint Strategic Plan*
5. West of England Joint Spatial Plan*

Spatial Development Strategies (Statutory)**

6. Greater Manchester Spatial Framework*
7. Liverpool City Region Spatial Development Strategy*
8. The London Plan

Statutory Joint LPs and Joint/Aligned Strategies

9. Greater Derby Aligned Core Strategies
10. Plymouth and SW Devon Joint Local Plan*
11. North Devon & Torridge Joint Local Plan*
12. North Essex Aligned Strategies*
13. Central Lincolnshire Joint Local plan
14. South East Lincolnshire Joint Local Plan
15. Greater Norwich Joint Local Plan
16. North Northants Joint Core Strategy
17. Greater Nottingham Aligned Core Strategies
18. Newcastle Upon Lyme & Stoke Joint Local Plan*
19. Black Country Joint Core Strategy
20. Central Lancashire Joint Local Plan*
21. Gloucester, Tewksbury & Cheltenham Joint Core Strategy

Non-Statutory Strategic planning and/ or Growth Frameworks

22. Cambridge & Peterborough CA Spatial Framework*
23. Leicester & Leicestershire Strategic Growth Plan
24. Norfolk Strategic Planning Framework
25. PUSH Spatial Position Statement
26. Somerset Growth Plan
27. Suffolk Strategic Planning & Infrastructure Framework
28. Surrey Local Strategic Statement (Interim)
29. West Sussex & Greater Brighton Local Strategic Statement
30. Heathrow Strategic Planning Framework*

*Emerging plans/ frameworks

** subject to their own defined legislation & Regulations i.e. not development plan documents



Appendix 2: Indicative Project Plan: Derbyshire Strategic Framework

No	Task	Assigned to:	2019									2020												2021												2022																									
			May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June																					
Governance																																																													
1	Seek endorsement from Chief Executives/project initiation document	SB																																																											
2	Seek endorsement from D2 Joint Committee /project initiation document	SB		4th																																																									
	Recommendations to include:																																																												
	• Overseeing body D2IC																																																												
	• Collaborative project - officer time commitments																																																												
	• MOU between authorities																																																												
3	Seek endorsement from HTI Cabinet Member Meeting /project initiation docume	SB																																																											
4	Draft Terms of Reference for Project Board (D2IC)																																																												
5	D2IC meetings																																																												
6	Draft Memorandum of Understanding between Derbyshire LPAs																																																												
7	Agree MOU with Derbyshire LPAs																																																												
Project Planning																																																													
8	Project Planning documentation																																																												
	• Business Plan	AR																																																											
	• Project Plan	AR																																																											
	• Communications Plan	AR																																																											
	• Risk Register	AR																																																											
	• Issues Log	AR																																																											
	• Lessons Learned																																																												
9	Branding																																																												
10	Establish Project team																																																												
11	Project Team Meetings (indicative)																																																												
12	Create website	AR																																																											
Budget																																																													
13	Research grant opportunities	SB/AR																																																											
14	Prepare bids	SB/AR																																																											
Collaborative working																																																													
15	Derbyshire Policy Officers meeting	SB																																																											
16	Create contact list for local authorities/statutory bodies	SB																																																											
17	Meetings with Derbyshire LPAs	SB/AR																																																											
	• Organise meetings	AR																																																											
	• Create agenda	SB																																																											
18	Meetings with DCC Service Areas	SB/AR																																																											

* subject to discussions with Districts on sign off requirements/delegation

- Key milestones
meetings
consultation