

Report to:	<b>Service Director – Planning and Sustainable Development</b>	
Date:	<b>11 July 2018</b>	
Title:	<b>Liskeard Parish Neighbourhood Development Plan: Plan Proposal Decision – Post Examination Report Modifications and Referendum</b>	
Portfolio Area:	<b>Planning and Economy</b>	
Divisions Affected:	<b>Liskeard North, Liskeard East and Liskeard West and Dobwalls</b>	
Relevant Scrutiny Committee: <b>Economic Growth and Development</b>		
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Approval and clearance obtained:	<b>Y</b>	
<b>For Cabinet and delegated executive decisions only</b>		
Key decision?	<b>Y</b>	
Published in advance on Cabinet Work Programme?	<b>Y</b>	
Urgency Procedure(s) used if 'N' to Work Programme?	<b>N</b>	
Date next steps can be taken	<b>5 clear working days after decision is made</b>	

**Recommendation:**

That the Liskeard Parish Neighbourhood Development Plan is modified in accordance with the Examiner's recommendations, the Plan proposal decision is published and the Plan progresses to Referendum.

**1. Executive Summary**

The Liskeard Parish Neighbourhood Development Plan (the NDP) has been successful at Examination, with the Examiner recommending that the Plan should proceed to referendum, subject to a number of recommended modifications.

The NDP has been modified in line with the Examiner's recommendations and the Council can now proceed to referendum on the making of the NDP.

## **2. Purpose of Report**

The Council as Local Planning Authority (LPA) is responsible for deciding what action to take in response to the Examiner's recommendation. This report details the recommendations and the modifications made to the NDP, which have been made with the involvement of the NDP Steering Group (the Group).

Cornwall Council, with the agreement of Liskeard Town Council, appointed Ms Deborah McCann as Examiner. The Examination commenced on 12 December 2017, by means of written representations and by an initial assessment of the Neighbourhood Plan and accompanying documents. A site visit was carried out to the Neighbourhood Plan area and a public hearing was held on 26 March 2018.

Comments were submitted to the Examiner following the publication. Ms McCann supplied the final examination report on 12 April 2018. The report concluded that the Liskeard NDP could proceed to Referendum, subject to some recommended modifications to make the wording of policies and their application clearer and to ensure that the NDP meets the basic conditions. The main recommendations concern:

- Modify Policy EM1 - Employment and Housing Balance
- Modify Policy EM2A
- Modify Policy EM2B
- Remove Policy EM3 - Allocation of Employment Land Outside but Abutting the Liskeard Neighbourhood Plan Designated Area
- Modify Policy EM6 - The Development of an Innovation/ Business Support Hub
- Modify Policy EM7 - Redevelopment and Enhancement of Existing Employment Sites
- Modify Policy EM8 - Small Workshop Development in the Countryside
- Modify Policy H2 - Brownfield Land First
- Modify Policy H3 - Employment and Housing Balance
- Modify Policy H5 - Ensuring Housing Apportionment Target up to 2030
- Modify and split Policy TC1 - New Large Scale Retail Development
- Modify Policy TC5 - Development in the Town Centre Primary Shopping Area and Upper Floors in Primary Retail Frontage
- Modify Policy TC6 - Development in the Primary Retail Frontages
- Modify Policy TC9 - Shopfront and Other Commercial Signage in the Town Centre and Liskeard Conservation Area
- Modify Policy TC12 - Maintenance and Improvement of Buildings and Public Realm in the Town Centre
- Rename and remove parts of Policy OSL1 - Green Spaces
- Remove Policy OSL2 - Conservation, Enhancement and Creation of Local Green Spaces and Other Parks and Green Spaces to Accommodate Growth
- Remove Policy OSL3 - Play Provision in Neighbourhood Areas
- Remove Policy OSL4 - Locations for Enhanced Public Realm Access and Environmental Improvements
- Remove Policy OSL5 - Open Space and Developer Contributions

- Remove Policy OSL7 - Provision of Orchards and Allotments
- Modify Policy OSL9 – Dark Sky
- Modify Policy OSL11 – Cherished Views
- Remove Policy OSL12A - Pedestrian, Equestrian and Cycle Links and Corridors
- Modify Policy OSL13 - Sports and Leisure Facilities
- Modify Policy SUS1 - Sustainable Development Standards

The full schedule of modification recommendations is included in a table in Appendix 2 Schedule of Modification Recommendations.

Liskeard Town Council agrees with Cornwall Council that all the modifications should be made to the Neighbourhood Plan and supporting documents.

Ms McCann’s overall Recommendation is that the Neighbourhood Plan, as amended following the recommendations set out in the examination report, be submitted to a Referendum and that the referendum area should be the same as, and not extend beyond, the NDP area. The full Examination report is attached as Appendix 1.

### **3. Benefits for Customers/Residents**

The Neighbourhood Plan is an opportunity for the local community to influence placemaking and planning decisions in their local area. The Cornwall Local Plan supports the production of neighbourhood plans and the spatial strategy requires development proposals to ‘assist the creation of resilient and cohesive communities’ and as part of this ‘Support[ing] the delivery of made Neighbourhood Plans and other community based initiatives that help to make communities more resilient.’ (Cornwall Local Plan, Policy 2 – Spatial Strategy.) Residents of the Neighbourhood Plan Area, Liskeard Parish, have had the opportunity to be involved in the research for and writing of the NDP and through the consultation and engagement associated with the NDP’s development have been able to contribute their ideas and views.

For applicants, agents and developers wishing to submit proposals in the area, the NDP adds extra detail to the strategic policies for the area, so that applicants will have information about community expectations when preparing an application and can tailor their proposal accordingly.

### **4. Relevant Previous Decisions**

The preparation and making of a Neighbourhood Development Plan is governed by Schedule 4B of the Town and Country Planning Act 1990 as amended and The Neighbourhood Planning (General) Regulations 2012 as amended (2012 Regulations).

NDP Area Designation – Portfolio Holder Decision 25 April 2014

In complying with the first regulatory stage of the NDP, the Town Council must submit an application and a map to notify of their intention to produce a neighbourhood plan.

Legal Compliance: Portfolio Holder Decision 16 October 2017

After the Town Council submit their plan, the LPA carries out a legal compliance check and publishes the plan for Regulation 16 'publication' consultation.

All previous reports and versions of the Plan are available on the Cornwall Council website, on a page dedicated to [Liskeard Neighbourhood Development Plan](#).

## **5. Consultation and Engagement**

The first statutory round of consultation occurs at area designation stage. Liskeard Town Council submitted an application and map to designate their Neighbourhood Area. Cornwall Council consulted residents and other interested stakeholders on the designation between 27 December 2013 and 7 January 2014. Copies of the application letter and statement that explains how the Town Council and Neighbourhood Area met the conditions of Section 61G(2) of the Town and Country Planning Act 1990 (the 1990 Act), were made available to view at Liskeard One Stop Shop and Liskeard Library during the six week consultation period. The Cornwall Council then formally designated the Neighbourhood Area.

After this notification that a Town Council is preparing a NDP and until the point that the NDP is submitted to Cornwall Council, the responsibility for consultation and engagement on the NDP falls to the qualifying body, which is Liskeard Town Council. This process is tested for compliance at the independent examination and the Qualifying Body is required to submit a Consultation Statement, which evidences that the Regulations have been complied with.

The Consultation Statement contains:

- a) details of the persons and bodies who were consulted about the proposed Neighbourhood Development Plan;
- b) an explanation of how they were consulted, which included public meetings within the Parish, online and paper surveys, public engagement events and landowner engagement events.
- c) a summary of the main issues and concerns raised by the persons consulted; and
- d) a description of how these issues and concerns have been considered and, where relevant, addressed in the proposed Neighbourhood Development Plan.

The next statutory consultation stage is the pre-submission consultation on the draft Plan, (which was carried out by the Town Council, in compliance with Regulation 14 of the 2012 Regulations) the representations on which have to be received not less than 6 weeks from the date on which the plan proposal is first publicised at this stage. The statutory pre-submission consultation was held from 2 December 2016 until 31 January 2017 where the 'Consultation Bodies,' as set out in Schedule 1 of the Regulations, are consulted. Any comments submitted during this consultation must be summarised and included in the Consultation Statement, with a note of what action was taken in response.

Once the Plan is submitted and judged to be legally compliant, Cornwall Council publicises the draft NDP in the next round of statutory consultation, (in accordance with Regulation 16 of the 2012 Regulations) the representations on which have to be received not less than 6 weeks from the date on which the plan proposal is first publicised at this stage. The statutory consultation by Cornwall Council was held from 20 October 2017 until 1 December 2017.

The Plan proposal included a copy of a map and a statement which identifies the area to which the proposed Neighbourhood Development Plan relates; a Consultation Statement; the proposed Neighbourhood Development Plan and a statement explaining how the proposed Neighbourhood Development Plan meets the requirements of paragraph 8 of Schedule 4B to the 1990 Act (the Basic Conditions Statement).

Copies of the documents were available to view on the website, or through the Planning Register (planning application number PA17/00023/NDP) and hard copies were available from Liskeard One Stop Shop, Liskeard Library, and Liskeard Town Council Office during the consultation period. The Council sent the Plan proposal and representations to the Independent Examiner on 12 December 2017. On 12 April 2018, the Independent Examiner issued her final report to the Council and the Liskeard Town Council.

## **6. Financial Implications of the proposed course of action/ decision**

There are costs associated with the examination and referendum. The cost for the Liskeard Parish NDP Examination was £7,200 and in the region of £12,000 for the Referendum.

Local Planning Authorities are able to claim, from Central Government for the financial year 2017/18, a grant of £5,000 at submission (limited to first five neighbourhood areas designated in total) and a grant of £20,000 once a date is set for a referendum following a successful examination. These grants are currently provided until 31 March 2021 and will be used to fund the associated costs.

The value of the grant is fixed, irrelevant of the actual examination and referendum costs, so for smaller neighbourhood plans the grant is usually in excess of the costs occurred. This is retained by the Service to cover the cost of the larger towns, where the costs are higher. The current budget is sufficient to accommodate the Liskeard Parish Neighbourhood Development Plan costs.

During the financial year, if the accumulated costs for the neighbourhood plans exceed the grants received, then the Planning Service will have to identify funding from elsewhere within their approved budget to fund any deficit.

## **7. Legal/Governance Implications of the proposed course of action/decision**

The next stage of the Regulations requires the Council to:

- Decide what action to take in response to the recommendations of the Examiner
- Publish the decision and their reason for it

- Publish the Examiner's report

The Neighbourhood Planning (General) Regulations 2012 (as amended) requires in Regulation 18 for the Local Planning Authority to outline what action to take in response to the recommendations of an Examiner made in a report under paragraph 10 of Schedule 4B to the 1990 Act (as applied by Section 38A of the 2004 Act) in relation to the Neighbourhood Plan.

This report is the Council's decision on how to incorporate the Examiner's recommendations. The power to decide whether the Examiner's modifications are incorporated, or not, lies with the Local Planning Authority. However, the Examiner's report has been discussed in detail with the NDP Steering Group and the Neighbourhood Plan and the proposed modifications to the Plan in response to the Examiner's report have been developed with the Group's involvement.

Having considered each of the recommendations made in the Examiner's report and the reasons for them, the Council, with the consent of Liskeard Town Council, has decided to accept the modifications to the draft Plan. Appendix 2 outlines the alterations made to the draft Plan under paragraph 12(6) of Schedule 4B to the 1990 Act (as applied by Section 38A of 2004 Act) in response to each of the Examiner's recommendations.

Amendments to these Policies will allow them to meet the Basic Conditions and therefore be retained in the Plan. The Council is satisfied that the Plan, as modified, meets the Basic Conditions set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990 and is compatible with the European Convention on Human Rights obligations.

The Plan has been screened for Strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA) and the Screening Opinion was that SEA and HRA were not required. A Comprehensive Impact Assessment (CIA) was undertaken at the Legal Compliance Check stage.

The Examiner confirmed in her report that she was satisfied that the NDP was compliant with European and Human Rights Legislation.

## **8. Risk Implications of the proposed course of action/decision**

Failure to take the Plan forward to referendum would risk customer dissatisfaction and would be a failure of the Council's duty to support communities in the production of neighbourhood plans.

## **9. Comprehensive Impact Assessment Implications**

The Equality Act 2010 places a duty on all public authorities to have regard to the need to eliminate discrimination, to advance equality of opportunity and to foster good relations between persons who have a "protected characteristic" and those who do not. The protected characteristics are Age, Disability, Gender Re-assignment, Marriage and Civil Partnership, Pregnancy and Maternity, Race, Religion and Belief, Sex, Sexual Orientation and in Cornwall an additional characteristic, which is Cornish Status.

The NDP has been developed to be in general conformity with the Cornwall Local Plan, which was subject to Examination in Public and found to be sound in these

areas. The Cornwall Local Plan provides for the objectively assessed need for housing to meet the needs of all the community, against which the conformity of the NDP has been tested.

The Cornwall Local Plan has been subject to a Comprehensive Impact Assessment (CIA). This concluded that the current and future businesses and residents of, and visitors to, Cornwall will be affected by the land use policies in terms of provision of jobs, homes, infrastructure, access to services and the protection of the environment. The Policies' objectives are to plan for the needs of the whole community now and in the future; the Plan period is to 2030. In addition, where evidence demonstrates a need, a number of protected characteristic groups are positively planned for, with specific provision made for older people and the disabled.

The housing and affordable housing targets aim to ensure that appropriate housing is available to meet local needs over the Plan period. Failing to provide sufficient housing will impact most on disadvantaged groups.

A CIA of the NDP was carried out as part of the Legal Compliance Check. It concluded that the NDP provides a strategy for the development of the Neighbourhood Area and a range of policies, which will result in positive benefits for the local community. The key positive impacts are promoting sustainable development, protecting the built and natural environment, providing employment and housing to meet local need and promoting community engagement and involvement in planning.

## **10. Options available**

Cornwall Council has a duty to support communities who are preparing neighbourhood plans. The 2012 Regulations detail the Council's responsibilities. The NDP has been independently examined and found to meet the Basic Conditions subject to the recommended Modifications. The Examiner has recommended that the NDP should proceed to Referendum.

The Council is required to make a decision as to what action it proposes to take in response to each recommendation, as detailed in the Examiner's Report, by 17 May 2018; this being the date as prescribed in Regulation 17A of the 2012 Regulations. It is not clear as to what the outcome will be if that date is missed, but it is clear that the Council's reputation would be damaged.

Failure to take the NDP forward to referendum would risk customer dissatisfaction and would be a failure of the Council's duty, as set out above.

## **11. Supporting Information (Appendices)**

Appendix 1: Liskeard NDP Examination Report

Appendix 2: Liskeard NDP Recommended Modifications Table

Appendix 3: Liskeard Neighbourhood Development Plan modified after examination

Appendix 4: Liskeard NDP Consultation Statement

Appendix 5: Liskeard NDP Basic Conditions Statement modified after examination

## 12. Background Papers

None.

## 13. Approval and clearance

### All reports:

<b>Final report sign offs</b>	<b>This report has been cleared by (or mark not required if appropriate)</b>	<b>Date</b>
Governance/Legal (Required for <b>all</b> reports)	Ben Curnow	18/07/2018
Finance (Required for <b>all</b> reports)	Geraldine Baker	17/07/2018
Equality and Diversity (If required)	N/A	
On behalf of Service Director (Required for <b>all</b> reports)	Louise Wood, Head of Planning Policy	25/07/2018
Strategic Director (If required)		