

# Teignbridge District Council Local Plan 2013 – 2033

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Technical note for Development  
Framework Plans for masterplanning  
the Strategic Site Allocations

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## **Contents**

<b>Section</b>	<b>Title</b>	<b>Page</b>
<b>1</b>	<b>Introduction</b>	<b>2</b>
<b>2</b>	<b>Purpose of the note</b>	<b>2</b>
<b>3</b>	<b>Definitions</b>	<b>2</b>
<b>4</b>	<b>Responsibility for preparing the Development Framework Plan</b>	<b>3</b>
<b>5</b>	<b>Project management and governance</b>	<b>4</b>
<b>6</b>	<b>Policy background</b>	<b>4</b>
<b>7</b>	<b>Expectations of policy compliant development framework plans</b>	<b>5</b>
<b>8</b>	<b>Contents of a Development Framework Plan</b>	<b>6</b>
<b>9</b>	<b>Approval of the Development Framework Plan</b>	<b>9</b>
<b>Appendix</b>	<b>1: Template Memorandum of Agreement (MoA)</b>	<b>11</b>

## **1.0 Introduction**

- 1.1 A number of strategic site allocation policies within the Teignbridge Local Plan 2013-2033 require the development to come forward in line with an agreed masterplan. The strategic sites are set out in paragraph 6.1 of this note. To satisfy this policy requirement this note sets out how the production of a 'Development Framework Plan' will be created and used in determining planning applications for the development of the strategic sites.
- 1.2 The reason for requiring a Development Framework Plan for each of these sites is due to a variety of issues, such as: the number of land ownerships; complexity of on-site issues, including the need for a mitigation strategy for impact on European protected wildlife sites; the strategic importance of the site; the need for significant items of infrastructure; and other major issues which require a comprehensive approach to design and delivery.
- 1.3 Development Framework Plans can help to raise the general standards of urban design and create quality places by ensuring that the range of issues associated with development areas (particularly large sites) are considered in advance, and comprehensive solutions are proposed and adhered to. It can also secure a comprehensive and co-ordinated approach to infrastructure delivery.
- 1.4 In contrast, piecemeal proposals can result in the development of buildings and spaces that lack coherence and waste the potential of the site. It can also mean that necessary infrastructure is not delivered in step with development.
- 1.5 Entering into some form of collaborative agreement and acting in concert to plan the site comprehensively will establish a manageable basis on which to progress individual planning applications.
- 1.6 The Council wishes to work collaboratively with site promoters and stakeholders to bring forward development opportunities on strategic sites identified in the Local Plan.

## **2.0 Purpose of the note**

- 2.1 The purpose of this note is to give an overview of what the Council expects from a Development Framework Plan to satisfy the policy requirement as set out in the Local Plan. It is also to ensure the delivery of quality places over what are likely to be extended project delivery timetables.

## **3.0 Definitions**

- 3.1 **Development Framework Plans** provide a structure for more detailed plans which will be formulated as part of planning applications. The Development

Framework Plan shall be based upon an understanding of place and sustainable development.

- 3.2 **Strategic sites** are those which significantly contribute to the wider vision of an area and help in meeting the overall housing and employment needs of the district.
- 3.3 **Site promoters** include land owners and their agents, developers or consortiums. **Stakeholders** may include Teignbridge District Council, Devon County Council, Environment Agency, Highways Agency, Natural England, South West Water, electricity, gas and telecommunications providers, Town and Parish Councils, District and County Councillors, Neighbourhood Plan groups and, where relevant, adjoining Local Authorities.
- 3.4 Expectations relating to consultation are set out in paragraphs 8.12 – 8.16 of this note.
- 3.5 **Significant landowners** are those whose land is necessary for the development to come forward comprehensively.

#### **4.0 Responsibility for preparing the Development Framework Plan**

- 4.1 The Council will prepare a Development Framework Plan for the strategic sites set out in paragraph 6.1 of this note, in consultation and collaboration with site promoters and stakeholders. The Council will prioritise the work for Development Framework Plans for NA1, NA3, DA2 and SWE1 specifically due to their size, growth potential and complexity of delivery issues.
- 4.2 Development Framework Plans for non-strategic sites are expected to be prepared by the site promoters, working in consultation and collaboration with stakeholders. The Council will monitor the progress of the plans and delivery of the sites. If there are delays or blockages the Council will look at ways it can proactively intervene to assist progress.
- 4.3 If promoters of strategic sites wish to prepare a Development Framework Plan in advance of the Council preparing one, it should:
- i. Broadly follow the approach as set out in this note, in particular sections 7 and 8;
  - ii. Include clear explanation of how the approach taken delivers the policy requirements of both the site allocation and the Local Plan as a whole;
  - iii. Cover the whole allocation, as identified in the Local Plan policies map;
  - iv. Take account of existing or proposed adjoining land uses, ensuring that any interconnections form part of the consideration and final plan.

## **5.0 Project management and governance**

5.1 The Council, working closely with site promoters and stakeholders can ensure that the Development Framework Plan is delivered by:

- i. Agreeing on a project management framework in which the parties work together to take the development through all stages of the planning process, ensuring requirements such as Environmental Impact Assessment and Habitat Regulations are considered appropriately;
- ii. Agreeing milestones for key stages, such as consultation and sign-off;
- iii. Acting as a facilitator to secure stakeholder engagement and buy-in;
- iv. Sharing and pooling information and evidence requirements, which can save both time and money;
- v. Making joint decisions relating to essential infrastructure requirements and phasing (including any planning obligation requirements);
- vi. Ensuring there are sufficient resources and skills to address the various planning issues; and
- vii. Ensuring there is democratic accountability and credibility to the process. This is covered further in Section 9 of this note.

5.2 The Development Framework Plan project will require consideration of the following elements:

- i. Identifying specific individuals who can play key roles in terms of “Directing” and “Managing” the project who possess a range of necessary skills and attributes to drive the process forward. Where projects have a number of partners involved from the public and private sectors, each partner will need to identify relevant individuals to lead on their inputs;
- ii. Organising an appropriate management structure, including an overall Steering Group and Working Groups (as appropriate) to lead on and consider specific development issues. A strong joint ‘Development Team’ approach should be adopted, which combines both the developer / scheme promoter and the Council as part of a joint Development Framework Plan decision making body; and
- iii. Establishing an overall project plan and timetable against which key decisions would need to be made and the project advanced in a timely manner. Risks to achieving this timescale must be identified and understood.

## **6.0 Policy background**

6.1 The Teignbridge Local Plan has a requirement for a comprehensive masterplan for the proposed development areas listed below. Those with a

(S) next to the name are considered 'strategic', as set out in paragraph 2.57 of the Local Plan:

- a) NA1 Houghton Barton, Newton Abbot (S)
- b) NA2 Whitehill, Newton Abbot (S)
- c) NA3 Wolborough, Newton Abbot (S)
- d) NA8 Newton Abbot town centre (S)
- e) KK1 Land off Torquay Road, Kingskerswell (S)
- f) SWE1 South West of Exeter (S)
- g) DA2 North West Secmaton Lane, Dawlish (S)
- h) BT1 Dean Park, Bovey Tracey
- i) BT2C Old Newton Road, Bovey Tracey
- j) BT3 Challabrook, Bovey Tracey
- k) CH1 Rocklands, Chudleigh (S)
- l) CH2 Land North East of Chudleigh

- 6.2 Emerging Neighbourhood Plans may include policies that will influence the Development Framework Plan, e.g. design. The Council will support Neighbourhood Planning groups and ensure that any proposed policies do not conflict with, or undermine the delivery of, strategic policies and allocations in the Local Plan.

## **7.0 Expectations of a policy compliant Development Framework Plan**

- 7.1 The Development Framework Plan should create a strategic framework to set out the overall development concept and development principles, as well as phasing and other key delivery issues. Whilst not ideal, it is accepted that planning applications to deliver the strategic allocations may come forward at different stages. Having an agreed framework will help decision makers understand the proposals in their context, including the relation with adjoining uses and proposals, and enable decisions to be made on individual planning applications without compromising the overall development.

- 7.2 The Development Framework Plan for strategic sites should address the following specific objectives:

- i. Define the vision and development objectives for the site area;
- ii. Establish an initial design framework for the development, allowing detailed masterplanning work at the outline application stage and beyond;
- iii. Promote high quality, locally distinctive design in residential, commercial and infrastructure proposals with a view to achieving more sustainable forms of development. In particular the plan could establish outline proposals to incorporate practical strategies for delivering high quality urban design and other requirements such as renewable energy generation, protection and enhancement of

- biodiversity and creating opportunities for local food production, as required by policy;
  - iv. Set out locations and requirements for essential infrastructure, facilities and services;
  - v. Set out locations for development including housing (market, affordable, custom build and travellers sites), employment, and service/retail; and
  - vi. Ensure certainty in development management decisions throughout the implementation period.
- 7.3 For those policies not considered strategic a more proportionate approach will be adopted, based on individual site requirements.

## 8.0 Contents of a Development Framework Plan

- 8.1 If a masterplan or Development Framework Plan is produced independently of the Council's Development Framework Plan, it should ideally be provided within a single document that includes the key components described in this section.
- 8.2 The Development Framework Plan must contain a **Confirmation Statement** as a preface, including:
- a) A **map** of ownerships/control for the full allocation area; and
  - b) A **Memorandum of Agreement (MoA)** signed by all significant landowners within the full allocation area, and those with legal charges or options, confirming their agreement to adhere to key elements in the Development Framework Plan. A template MoA is included as **Appendix 1**. The Confirmation Statement is not required for the Council produced Development Framework Plan.
- 8.3 There should also be a **compliance statement**, setting out how the Development Framework Plan delivers the Local Plan requirements, including the site specific and all other relevant strategic policies.

### Site constraints plan

- 8.5 The process should be underpinned by up-to-date evidence relating to the site and its context. This information should provide the baseline for moving forward and should be illustrated through a 'site constraints' plan.
- 8.6 A range of site survey work is necessary to gain an understanding of site constraints and opportunities. This work will be necessary to formulate outline application proposals and also assist in the preparation of the Development Framework Plan.

## **European Protected sites**

- 8.7 All strategic sites have the potential to directly or indirectly impact on the European Protected sites, particularly the South Hams and Dawlish Warren Special Areas of Conservation, and the Exe Estuary Special Protection Area. The Habitat Regulations Assessment of the Local Plan identified a number of essential policy requirements relating to the impact on these sites. It is critical that those requirements are considered and incorporated into the Development Framework Plan.
- 8.8 This will include ensuring that the impacts are identified and appropriate on and/or off-site measures are proposed to mitigate any potential impacts. If off-site measures are required there needs to be clear indication of, and mechanisms for, how they will be delivered.
- 8.9 The Council will require sufficient information to assess the impact on the integrity of the protected areas, including any 'in-combination' effects and bespoke mitigation measures where necessary, before it can adopt the Development Framework Plan and support subsequent planning applications.

## **Vision and development objectives**

- 8.10 The site survey work should inform the process of shaping the spatial vision, building on the visions set out in the strategic place policies in the Local Plan (in the introductory paragraph for policies S14-S20 and SWE1). Those visions were based on outputs from workshops held between 2009 and 2012. The vision should also be underpinned by a detailed set of development objectives, aligned to the principles outlined under the relevant Local Plan policy.

## **Development Framework Plan**

- 8.11 To create the Development Framework Plan the following assessments and information will be needed:

### **a) Land use parameters**

- i. Community facilities – Agreed locations or zones of community facilities, schools (where applicable), public open space, including distribution of uses by neighbourhood and neighbourhood centre. The new neighbourhoods should be structured to be walkable;
- ii. Land uses – Agreed locations or zones for commercial space, employment land, housing and other land use policy requirements;
- iii. Green infrastructure linkages – Illustrating the green spaces (their type, use and accessibility) within the allocation area and how these relate to the wider network of green routes, cycle paths, public rights of way and SUDS or water management areas;



- iv. Connectivity – Identification of any through routes, main streets and principle streets. Identification or zoning of other route typologies for different users including motor vehicles, walking / cycling routes and if appropriate, equine use. Identification of connections to wider road network and public transport including bus routes; and
- v. Utilities and Services – Identification of locations of necessary services for water, waste water, power, telecommunications and waste handling to service the full allocation area. Power and energy supply should include identification of opportunities for localised power generation or co-generation of power and heat.

**b) Density**

- i. Housing and Employment Density - Within the housing and employment elements of the land use plan provide indicative densities illustrating how the overall housing and employment targets will be achieved (having regard to the land use parameters plan and distribution of community facilities by neighbourhood); and
- ii. Height and Massing - Identify locations where building scales may respond to increased densities or physical opportunities or constraints.

**c) Legibility and Safety**

- i. Identify existing key buildings, landmarks, and important views and features within and outside the site allocation area and show likely positions of areas for new ones;
- ii. Plan for active frontages; and
- iii. Indicate areas of lighting and/or access restrictions due to biodiversity concerns.

**Engagement Plan**

- 8.12 Part of the policy requirement for the Development Framework Plan is that they are undertaken with meaningful and continued input and engagement from stakeholders, as outlined at paragraph 3.4 of this note.
- 8.13 It is advisable that at the outset the parties agree a community engagement strategy which details how a range of local stakeholders, including residents and interest groups, will be encouraged to take part and consulted when proposals emerge. Local Councillors who represent the Ward within which the development is proposed should be engaged and involved throughout the process.
- 8.14 Where a Neighbourhood Plan is being prepared the Neighbourhood Plan Group will be a key stakeholder in the preparation of the development

framework plan. The engagement plan should take account of the timetable and work being undertaken in the preparation of the Neighbourhood Plan.

- 8.15 Public engagement should be early, meaningful and continuous, and could include exhibitions and workshops. This will allow local people to feed into proposals, influencing elements of the Development Framework Plan from the outset, including: location of neighbourhood hubs and routes; location of key infrastructure; preferred styles of architecture and design; uses and layout of Green Infrastructure; etc.
- 8.16 The engagement plan should:
- i. Identify means (e.g. web site or display materials in accessible outlets) of providing publicly accessible information about ongoing work through preparatory, planning and delivery stages;
  - ii. Provide clear contact points for members of the public with queries as to the preparatory, planning and delivery stages of development; and
  - iii. Commit to ensuring information is kept updated regularly throughout planning, delivery and occupation stages.

### **Delivery Plan**

- 8.17 The proper planning and coordination of critical infrastructure elements is necessary to deliver the strategic sites comprehensively. A key objective for the Council is to agree a comprehensive and co-ordinated approach to masterplanning and infrastructure delivery in relation to the strategic sites identified in the Teignbridge Local Plan. The Council will work alongside landowners, site promoters and infrastructure providers to determine an appropriate mechanism to ensure future infrastructure provision.
- 8.18 An **Infrastructure Delivery Plan** will therefore be required as part of the Development Framework Plan. This should include, where appropriate, costs and programming information relating to key infrastructure elements. This could include agreed arrangements for: on-site provision, management and maintenance; obligations delivered through Section 106 agreements (and other legal agreements); the Community Infrastructure Levy; and any other public sector capital programmes. Where appropriate, phasing, timing and trigger points should be identified and agreed.
- 8.19 At this stage the Council would encourage significant landowners and site promoters to enter into a form of agreement to support the Infrastructure Delivery Plan.

## **9.0 Approval of the Development Framework Plan**

- 9.1 To ensure that there is democratic accountability and credibility the Council's Planning Committee has to approve the final Development Framework Plans

before they can be used as a material consideration in determining planning applications.

- 9.2 The Planning Committee will receive notification at three key milestones in the preparation of the Development Framework Plan: at project inception; final draft; and final version for approval.
- 9.3 For the first milestone this will involve verbal notification at the first available Committee meeting that work has commenced. The second and third milestones will involve taking a report and a copy of the Development Framework Plan to the Committee. The second stage will be with a recommendation to go out for consultation, and the third stage with a recommendation to approve.
- 9.4 Planning applications submitted before approval of a Development Framework Plan will have increased risks such as: delays in determination; requests for changes to a submitted scheme; refusal of the application.

## Appendix 1: Template Memorandum of Agreement (MoA)

### MEMORANDUM of AGREEMENT

BETWEEN

Owner

Owner

Owner

TDC

DCC

In respect of the Development Framework Plan for xxxx

Date

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#### Declaration

The contents and commitments outlined in this paper are agreed for the purposes of development in XXX. Adherence to the principles constitutes fulfilment of the Local Plan policy requirement for masterplanning.

*NB The council will not seek to establish land value equalisation in any respect; this will be for individual owner/developer interests to enter into consortia or other agreements if necessary.*

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#### MOA – Suggested contents

##### **1. Context**

##### **2. Agreement of Spatial Vision**

*We agree to the spatial vision as set out in ....*

##### **3. Agreement of Parameters Plan**

*We agree to the parameters plan as set out in ...*

##### Land Uses

- *We agree to the locations and zones for land uses as set out in...*
- *General levels of development provision in areas (housing units, AH %, Self-build, G&T)*

- *Commitment to take to all roads, paths, connections, infrastructure and uses to ownership boundary*

#### Connectivity (access & transport)

- *Agree to the locations and routes for access including roads, public right of ways, permissible footpaths, cycle routes.*
- *Agree capacity and triggers for roads etc.*
- *Bus routes (CIL) to be specified or agreed a priori*
- *The schedule of adoptable roads & paths*
- *Apportioned cost of major new infrastructure*

#### Green Infrastructure & Drainage

- *Identify, safeguard and deliver any mitigation measures required for European protected species as identified through the Habitat Regulations Assessment, Appropriate Assessment or other survey work undertaken*
- *Locations and triggers*
- *Apportioned cost of major new infrastructure*
- *Adoption, Management & Maintenance*

#### Utilities

- *Apportioned cost of major new infrastructure*

#### Community Facilities and schools

- *Locations and capacity*
- *Agree triggers*
- *Apportioned cost of major new infrastructure*
- *Agreement of land values for community facilities and schools*

### **4. Agreement on design principles for built environment**

*Agree as outlined under framework plan.*

### **5. Agreement of Terms of Delivery**

- *Overarching s106/funding*
- *PPAs, ; Approach to dealing with applications in area*
- *Infrastructure Triggers and proposed timing*
- *Schedule of CIL/Publicly funded infrastructure*
- *Repayment of forward funding of infrastructure*
- *Payments in kind*
- *Phasing IF NECESSARY*
- *Apportioned cost of any specifics*

### **6. Agreement of Public Engagement Plan**

*Agree to as outlined...*