

Report of the Strategic Director (Place) to the meeting of Executive to be held on 5 March 2024

AW

Subject: Local Development Scheme Update

Summary statement:

The Council is required to publish and keep up to date a Local Development Scheme (LDS) which sets out the content and timetable for the preparation of the Local Plan. The current Local Development Scheme was approved in 2021 outlining the programme to 2024. The LDS has been revised and updated taking account of recent and emerging changes to the planning system, changes in local circumstances, as well as progress on the Local plan.

The revised LDS will provide an up to date position for the public and other interested parties. It is also a key background document which is considered when examining Local Plan Documents by an Inspector at Examination in Public.

The Executive is recommended to approve the revised Local Development Scheme for the period 2024 to 2026.

EQUALITY & DIVERSITY:

The consultation on the Local Plan is undertaken in line with the Statement of Community Involvement (SCI), which sets out how the Council will seek to engage the community in the preparation of development plan documents. To achieve this, it seeks to set a framework to ensure representative and inclusive involvement and engagement at all stages of document preparation. In line with the requirements of section 149 of the Equality Act 2010 the Local Plan documents preparation and content will be subject to an Equality Impact Assessment.

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1. SUMMARY

- 1.1 The Council is required to publish and keep up to date a Local Development Scheme (LDS) which sets out the content and timetable for the preparation of the Local Plan. The current Local Development Scheme was approved in 2021 outlining the programme to 2024. The LDS has been revised and updated taking account of recent and emerging changes to the planning system, changes in local circumstances, as well as progress to date on the Local plan.
- 1.2 The revised LDS will provide an up to date position for the public and other interested parties. It is also a key background document which is considered when examining Local Plan Documents by an Inspector at Examination in Public.
- 1.3 The Executive is recommended to approve the revised Local Development Scheme for the period 2024 to 2026.

2. BACKGROUND

- 2.1 The Planning and Compulsory Purchase Act 2004, as amended by the Localism Act 2011, and the Levelling-Up and Regeneration Act 2023 provides the legal basis for the preparation of the Local Plan for the District. A key requirement of the 2004 Act is the need for clear and transparent programme management through the preparation of a Local Development Scheme (LDS).
- 2.2 The LDS has three main purposes:
 - To describe the Development Plan Documents (DPD) which the Council intends to include as part of its Local Plan (both existing and proposed);
 - To explain the relationships between the separate DPDs within the Local Plan; and
 - To set out the timetables for producing DPDs.
- 2.3 The LDS should be kept up to date and published on the Council's web site.
- 2.4 The first LDS for the District was approved in September 2005 and has been revised several times, with the last update in 2021. The current LDS was revised to take account of the changes to National Policy in the National Planning Policy Framework (NPPF) and associated web based National Planning Practice Guidance (NPPG).
- 2.5 The current LDS was approved by the Council in July 2021. This committed the Council to the production of a single comprehensive local plan and move away from the portfolio of documents which had previously been in place.
- 2.6 The current adopted Development Plan Documents which make up the Local Plan are:
 - Core Strategy (adopted 2017)
 - City Centre Area Action Plan (adopted 2017)
 - Shipley & Canal Road Corridor Area Action Plan (adopted 2017)
 - Waste Management Development Plan Document (adopted 2017)

- Selective elements of the Replacement Unitary Development Plan (adopted 2005/Saved 2008) and schedule updated 2020.
- Addingham Neighbourhood Development Plan (2020)
- Burley in Wharfedale Neighbourhood Development Plan (2018)
- Harden Neighbourhood Development Plan (Made September 2023)
- Haworth, Cross Roads & Stanbury Neighbourhood Development Plan (2021)
- Ilkley Neighbourhood Development Plan (2022)
- Oxenhope Neighbourhood Development Plan (2022)
- Steeton with Eastburn & Silsden Neighbourhood Development Plan (2021)
- 2.7 The Core Strategy provides the spatial vision and objectives for the District to 2030 and includes strategic policies to inform future development proposals, Development Plan Documents and investment decisions including the scale and distribution of development.
- 2.8 The intention was then that the other Development Plan Documents would provide a more detailed approach in support of the Core Strategy and its spatial vision, including detailed site allocations and designations.
- 2.9 In light of the national changes and changes in circumstances locally the Council decided to move towards a single comprehensive local plan. More specifically this was driven by the following:
 - An overall move towards simplified plan-making with policy and site considerations worked up in parallel and in one place.
 - Potential major infrastructure investment providing the catalyst to revisit city masterplanning and the delivery of the City Centre Area Action Plan
 the vision for Bradford City focused upon ensuring a more connected, liveable and healthy urban environment.
 - Rethinking the role of the city also in light of a post-pandemic landscape which has amplified major structural change in retailing.
 - Reconsidering the extent and opportunities for greater residential development of different types within Bradford City, Keighley and other urban areas.
 - Embedding site allocations within an increasing complex range of policy considerations and moving forward with a more area based integrated approach to planning.
 - Setting the foundations for a single plan to move forward within a revised national planning context focused more explicitly on area based planning.
 - Underpinning growth directions with a further focus upon high quality design and masterplanning detail.
- 2.10 The current LDS proposed timescales which would secure an adopted local plan by early 2024 based on a submission in late 2022 and a 12-month Examination in Public (carried out by the Planning Inspectorate on behalf of the Secretary of State).
- 2.11 The Council issued a preferred option draft Local Plan in February/March 2021 for consultation. This was based on the work to date which underpinned the Core Strategy Partial Review and Allocations work to that point. The supporting evidence

and assessments were issued in support of the consultation. A further call for sites was also issued.

- 2.12 The representations to the draft consultation have been analysed and summaries published. Significant further technical work to inform changes to the Local plan as it moves towards the Regulation 19 Publication Draft have been progressed.
- 2.13 The programme has taken longer due to range of issues including:
 - Ongoing national planning reforms
 - Scale of technical work and associated evidence alignment
 - Resourcing of the core team and wider support from both other services and external partners
- 2.14 While there has been delay on the programme, there has been significant progress on key elements of the work programme towards the next version of the Local Plan (Regulation 19 Publication) ahead of submission for examination which are set out in the updated LDS and Authority Monitoring Report (AMR).
- 2.15 Since the current LDS was approved there have been further significant changes to national policy and changes to the legislation.

The Levelling -Up and Regeneration Act 2023

- 2.16 The Government has consulted on changes to the planning system on several occasions in recent years which culminated in the Levelling Up and Regeneration Act which includes significant changes to the Local Plan system. It reinforces the primacy of the development plan and the need for up-to-date plans. The key Local plan changes include:
 - A streamlined 30 month plan-making system
 - supplementary development plans
 - area-wide design codes forming part of the development plan,
 - formal repealing of the duty to cooperate, and voluntary joint spatial strategies.
- 2.17 The government has allowed plans at an advanced stage to continue under the 'old' legal system, if they submit their plans to Government for Examination by June 2025 and are adopted by the end of 2026. This reflects the need for up-to-date plans, in places such as Bradford with a plan over 5 years old and without a 5-year housing supply. Delays beyond the above timescales would have major risks especially in terms of uncertainty and lack of control of development and attracting investment. It is critical that the District has a clear spatial vision and plan to support its ambitions for growth giving confidence to government and other partners as well as the development sector and infrastructure providers. An up-to-date plan would also provide certainty to communities about change in their areas and allows the Council to have more control over decisions on development proposals in line with the plan. The government also has powers to intervene in authorities who do not ensure plans are in place as set out in legislation and with national policy and guidance.

- 2.18 Following on from the various national planning consultations the government issued a revised NPPF in December 2023 which will apply to Local Plan content and preparation progress under the transitionary arrangements.
- 2.19 The Council also committed to consideration of whether the Community Infrastructure Levy (CIL) requires formal review following recent changes to the regulations and following experience of its operation to date. The CIL has been in operation since 2017 and subject to formal reports on the amounts received and spending proposals. Recent changes to the regulations allow more flexibility around use of section 106 and CIL (particularly with the removal of pooling restrictions). The review was also identified in order to consider whether a revision is required to ensure the District is capturing appropriate level of contributions to support sustainable growth and support critical investment in local infrastructure.
- 2.20 The current LDS also committed the Council to the preparation of 4 Supplementary Planning Documents (SPDs).
 - Review Landscape Character SPD
 - Review Planning Obligations SPD / Developers Contributions
 - Highways Design Guide
 - South Pennine Moors SPA/SAC Planning Framework SPD
- 2.21 The review of the Landscape Character SPD has now been completed and involved the preparation of a new Landscape Character Assessment in line with the latest guidance. The new Landscape Character work has yet to be formally taken through the SPD process due to government changes to the status of SPDs.
- 2.22 The South Pennine Moors SPA/SAC Planning Framework SPD was developed alongside the emerging Local Plan and issued for consultation. The SPD was approved at Executive on 4th January 2022, and has been in force since 1st April 2022 for decision making purposes.
- 2.23 The Highways Design Guide SPD has commenced but progress has been put on hold pending the national planning reforms and ongoing work on the local plan and district wide design codes. The Planning Obligations SPD / Developers Contributions has been put on hold pending the national changes to developer contributions. Its preparation also needs to be reassessed against emerging planning policies in the new Local Plan and the preparation of Design Codes for the district.
- 2.24 The review of the LDS has considered a number of high-level issues in determining the approach and timescales:
 - The need to progress the plan as a matter of urgency in line with government requirements for up-to-date plans
 - Legislative changes
 - Procedural requirements, current and emerging
 - Changes to NPPF and NPPG
 - Legal and soundness tests for examination
 - Resources and funding requirements

- Local situation and ambitions to support sustainable development and growth both for housing and jobs supported by infrastructure
- Emerging new evidence locally and nationally
- 2.25 The proposed timescales would secure an adopted Local Plan by the middle of 2026 based on a submission in late 2024 and a 12 month Examination in Public (subject to timelines set at the time by the Secretary of State). If this can be progressed sooner it will be, but the programme sets a challenging timetable. There are a significant number of risks to the programme which are considered within the LDS (Table 3) and will be monitored as the plan progresses.
- 2.26 The programme governance arrangements are set out within the LDS in section 7 with the lead role being given to the Local Plan Board which is attended by the SD, AD and Portfolio holder. An advisory cross party Local Plan reference group has been established to provide opportunity for wider sounding on emerging content and approach ahead of any formal consideration by Executive and Full Council.
- 2.27 It is proposed that the DPDs listed below are to be produced:
 - Bradford District Local Plan (DPD)
 - Policies Map (DPD)
- 2.28 It is not proposed to prepare any SPDs at this stage, given changes to the planning system and the priority being placed on progressing the Local plan.
- 2.29 The revised LDS is contained in Appendix 1. The document is made up of several sections.
- 2.30 Section 1 provides background as to the development plan system and the role and purpose of the LDS.
- 2.31 Section 2 sets out details of the current Local Plan documents.
- 2.32 Section 3 sets out the progress to date on Development Plan Documents against the 2021 LDS. It also provides an update on the preparation, to date, of a limited number of Supplementary Planning Documents, as well as an outline of the emerging Neighbourhood plans.
- 2.33 Section 4 sets out the details of the documents to be prepared a part of the Local Plan. Table 1 set's out the details of the DPDs. It provides a brief description of the content of the document as well as key linkages, and the key milestones for document preparation from early public consultation through to adoption.
- 2.34 The main stages of DPD preparation are:

Stage 1 Initial Evidence gathering and scoping Stage 2 Initial Consultation on issues and options and preferred options linked to further evidence gathering and analysis (Reg18) Stage 3 Publication and Submission for examination (Reg 17, 19 and 22) Stage 4 Examination in Public (Reg 23-24) (a process conducted by the Planning Inspectorate on behalf of the Secretary of State) Stage 5 Adoption (Reg 26)

- 2.35 These key stages are illustrated Table 2. The timetable has considered the relationship between the different documents as well as the resources to progress them concurrently. The milestones are the current anticipated dates but maybe subject to change due to a range of factors (see risk assessment). It shows that it will take at least 2-3 years to reach the adoption stage of the Local Plan and ensure the District has an up to date development plan in line with NPPF. This anticipates a 6-12 month process through stages 3 and a further 2 years at examination (assuming modifications would be required).
- 2.36 Section 6 outlines the relationship with the Authority Monitoring Report which provides an annual update on progress against the LDS.
- 2.37 Section 7 provides an outline of the reason for the chosen approach and their timing and linkages to other Council strategies. It also sets out the key considerations for the delivery of the LDS work program including resourcing (staffing and financial), governance arrangements both officer and democratic. It also considers the key risks and how they could be managed, including a risk log which is contained in Table 5 of the LDS.

3. OTHER CONSIDERATIONS

- 3.1 The NPPF makes clear the need for Local Planning Authorities to ensure they have an up to date Local Plan. The Secretary to State has powers to intervene where sufficient progress is not being made. The government will closely monitor Local Plan progress in particular the allocation of sites to meet the development needs of the District and ensure it has a 5 year supply of land and meets the new Housing Delivery Test (See below). Recent Ministerial statements make clear the continue importance to progress local plans.
- 3.2 The NPPF presumption of in favour of sustainable development, as currently drafted, makes clear that decisions should be made against the local plan. For planning decisions, it states that this means:
 - C) approving development proposals that accord with an up-to-date development plan without delay; or
 - d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date8, granting permission unless:
 - *i.* the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - *ii.* any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

- 3.3 The RUDP was adopted in 2005 and the policies saved in 2008. The Plan period was only up to 2014 and had a significantly lower land supply in particular compared to the homes that are now required to be delivered. While many of the policies still comply with NPPF (see report and Assessment considered by the Regulatory and Appeals Committee of 5 June 2014) the housing land supply in particular is not up to -date. The Core Strategy provides an updated policy framework for plan making and determining planning applications but does not itself allocate sites. The two Adopted Area Action Plans do allocate land including sites to provide for 6,500 new dwellings. However, the sites for the rest of the District were originally to be determined through the Allocations DPD and now included within the integrated single local plan.
- 3.4 NPPF makes clear that the Local Planning Authority should identify and update annually a supply of specific deliverable sites, sufficient to provide five years worth of housing against their housing requirements, with an additional buffer of 20% (moved forward from later in the plan period) where there has been a record of persistent under delivery of homes, to ensure choice and competition in the market for land. Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the Local Planning Authority cannot demonstrate a fiveyear supply of deliverable housing sites.
- 3.5 The latest published Five-Year Housing Land Supply Statement (2022-2027) demonstrates that the Council does not currently have a five year supply in line with NPPF suggesting that supply amounts to about 2.08 years. Given the scale of the housing requirement, the District will need to ensure a minimum 5-year housing supply position through stimulating housing delivery within sustainable locations, supporting brownfield regeneration options and maximising use / disposal of estate land and assets together with allocating a sufficient level of deliverable housing land though the new Local Plan.
- 3.6 The Government has also introduced a Housing Delivery Test which monitors delivery in terms of net completions against the Districts housing requirement (either adopted Local Plan or Standard methodology whichever is the lowest) over a 3 year period.
- 3.7 Given the above, it is imperative that the Council continues to proceed to put in place an up to date Local Plan as soon as practicable. Where no relevant plan policies or the policies which are most important for determining an application area out of date for example housing supply, national policy gives a presumption to approving applications unless there would be significant adverse impact which is not outweigh by the benefits. In this respect while NPPF provides some checks and balances it is important that an up to date plan is put in place to allow the District to direct development and investment in to the most appropriate locations to
- 3.8 It is also important to communities, business and investors that an up to date plan is put in place in order to ensure certainty and confidence. It also will assist in supporting the attraction of much needed investment into infrastructure projects based on clearly articulated plans for delivering growth and supporting business case for supporting investment.

3.9 The Local Development Scheme sets out the programme for ensuring the Council has an up-to-date development plan within the current timescales set by government.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 The preparation of the Local Plan is undertaken by the Local Plan Group, which is funded from within the Department's resources, supported by corporate funds from reserve to cover abnormal costs of consultation and engagement, technical studies and examination costs. Section 7.2.1 of the LDS set out consideration of the resources required to complete the Local Plan.
- 4.2 The Local Plan is supported by a financial plan which profiles the anticipated spend required to support the non-staffing elements of the Local Plan. The main non staffing costs relate to:
 - Specialist technical evidence required by national policy and guidance;
 - Consultation and engagement; and
 - Examination of the Local Plan including Planning Inspectorate costs, legal support, recruitment/procurement of independent Programme Officer support to assist the Planning Inspector with the effective running of a long-term Examination in Public and the associated hiring of venues and equipment.
- 4.3 The Local Plan is supported by a dedicated allocation of reserve funding to progress the work in line with the current LDS, approved in 2021, to adoption. The balance of the reserve is currently £702,000. The financial plan for the work to adoption includes limited contingency and there may be further unexpected costs which arise as the local plan is examined by the government Inspector and as it moves to adoption.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 There are significant risks to the Council as a result of not having an up-to-date Local Plan. Effective local decision making and the ability of the Council to guide development in the absence of an up-to-date Local Plan will increasingly become compromised. It will rely on compliance with NPPF and the lack of a 5 year supply of housing land, as noted above in Section 3, will increasingly place pressure on currently protected sites such as green space, which will become increasingly hard to defend. This will result in uncertainty for communities and also development interests. It may also have implications for potential increased costs from successful appeals. There are also significant risks of intervention by Government.
- 5.2 Table 3 of the LDS contains an assessment of the main risks to the preparation of the Local Plan and scale of risk and impact as well as mitigation. Key risks relate to local decision making, resourcing, Soundness of process of preparation and robustness of supporting evidence, national planning changes, and Duty to Cooperate compliance.

6. LEGAL APPRAISAL

- 6.1 The LDS is prepared under the relevant statute and associated Regulations. The LDS details how the Council's legal obligations under the Planning and Compulsory Purchase Act 2004 and Town and Country Planning (Local Planning) (England) Regulations 2012 are to be met. Under the 2004 Act, there is a default provision whereby the Secretary of State may direct the local planning authority to make such amendments to the scheme as he thinks appropriate (for the purpose of ensuring full and effective coverage (both geographically and with regard to subject matter) of the authority's area by the development plan documents (taken as a whole) for that area. The resolution approving the LDS must specify the date from which the scheme is to have effect.
- 6.2 Each local planning authority has a duty to identify the strategic priorities for the development and use of land in the authority's area and policies to address those priorities must be set out in the local planning authority's development plan documents (taken as a whole).

7. OTHER IMPLICATIONS

7.1 SUSTAINABILITY IMPLICATIONS

All Local Plan Development Plan Documents are required to be subject to Sustainability Appraisal (SA) including Strategic Environmental Appraisal (SEA) at all key stages. The SA seeks to assess the likely impacts of the policies and proposals of the relevant plan. One of the key objectives and outcomes of a Local Plan is to promote sustainable development and there is an increased risk without an up-to-date Local Plan of development occurring in the district which is not plan-led leading to more unsustainable patters of development.

7.2 TACKLING THE CLIMATE EMERGENCY IMPLICATIONS

The Local Plan is subject to sustainability appraisal throughout its development, which identifies the likely impacts of the plan and where appropriate any mitigation to manage any negative impacts.

The consultation and engagement plan will seek to use sustainable means and locations as far as practicable.

Specific aspects of the local plan evidence base include a review of carbon emissions – particularly outputs from transport modelling.

7.3 COMMUNITY SAFETY IMPLICATIONS

There are no community safety implications

7.4 HUMAN RIGHTS ACT

The Statement of Community Involvement (SCI) sets out how all individuals can have

their say on the development plan documents. Anyone who is aggrieved by a development plan document as submitted has a right to be heard at an independent examination/judicial review

7.5 TRADE UNION

There are no Trade Union implications

7.6 WARD IMPLICATIONS

The Local Plan relates to the whole District and affects all wards.

7.7 AREA COMMITTEE LOCALITY PLAN IMPLICATIONS

None

7.8 IMPLICATIONS FOR CHILDREN AND YOUNG PEOPLE

No Implications

7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

The Local Plan process involves handing of personal data under relevant Planning Legislation in particular as part of consultation and engagement during preparation as well as examination of Local Plan. Personal data is held and used only in connection with these statutory requirements, as set out in the Privacy Statement

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

- 9.1 The Council has a duty under the Planning and Compulsory Purchase Act 2004 (as amended) to prepare the Local Plan for the District and approve a Local Development Scheme to set out the 3 year program for its preparation and adoption. The Council can determine the nature, and make-up of the Local Plan it wants to put in place in order to meet its statutory duty, as well as the timetable for its preparation.
- 9.2 The process for the preparation of the Local Plan is prescribed by statute and regulation. In order to ensure a sound plan it is important that the Council ensures it follows the regulations, ensures effective and robust consultation, ensures it is founded upon up to date and robust evidence. All DPDs are submitted to the Secretary of State for independent examination to test whether they are sound with reference to the tests set out in legislation and regulations. Failure to ensure a robust approach could result in a DPD being found unsound by the Inspectorate. If found unsound the Council would not be able to proceed to adopt it formally. This would normally result in delay to do further work as well as engagement to ensure the Local Plan is made sound and then resubmitted for examination.

- 9.3 National Legislation and recent reforms retain the need for local planning authorities to prepare a development plan for their district and in light of the National Planning Policy Framework and Guidance. The government requires councils to ensure up to date plans are in place and has allowed local plans sufficiently advanced to progress under transitional arrangements before the new local plan process system requirements come into force. This allows the District to make progress towards adoption off the back of significant work to date on the Local Plan including significant investment in the evidence base. This will ensure the District has a clear and up to date local plan setting the clear spatial vision and land allocations for the next 15 years. The current local plan documents are over 5 years old and there is currently a lack of a 5 year housing supply. This risks investment in the District from both development and infrastructure providers, as well a government. It also would restrict the ability of the District to meet its needs for homes and support for the economic ambitions. Delay may risk meeting the transitionary timescales or risk a significant delay in putting in place a new local plan under the new system together with the investment to the evidence base for a new plan.
- 9.4 The Executive have 3 options:

Option 1

9.5 To approve the Local Development Scheme as proposed in Appendix 1. The document sets out a set of documents and program which will seek to put in place, as soon as practical, an up to date Local Plan given the statutory requirements and key stages, democratic processes, as well as resources.

Option 2

9.6 To not approve the revised Local Development Scheme. This would mean that the Council would continue working to the current LDS approved in 2021 which is now significantly out of date. This would risk the ongoing progress to put in place an up to date development plan in line with NPPF as an approved and up to date LDS is a key consideration when examining Local Plan documents by an Inspector as part of the legal procedural tests. The lack of an up to date and robust LDS also can increase uncertainty and confidence in the District for both communities and investors. It is a requirement to review the LDS and publish on the Councils web site. The current LDS is already out of date in this respect. The lack of an up-to-date LDS would present a legal risk to the Local Plan at the submission stage and therefore could result in the Inspector requiring the Local Plan to be withdrawn from the Examination process.

Option 3

- 9.7 The third option is to approve the LDS as proposed but with further changes as proposed by members. The document in Appendix 1 has been produced to ensure a robust and up to date Local Plan. A change to the documents or the timetable may have implications for documents so far progressed if the range of documents is changed or additional documents added. It would also have implications for the overall timetable for delivery which would need careful consideration. The key milestones relate to required stages of work which must be met to ensure soundness at examination.
- 9.8 The Executive are recommended that the version in Appendix 1 is approved in line with Option 1. The other options would have significant implications for the timetable

for putting in place an up to date Local Plan and also reputational risk with both investors and communities. It should be noted that further delays to the preparation of the Local Plan could lead to further risks as national planning reforms referenced in paragraph 2.15 of this report will affect the plan making process.

10. **RECOMMENDATIONS**

10.1 Recommended that the LDS contained in Appendix 1 be approved and brought into effect from the 13th March 2024.

11. APPENDICES

11.1 Local Development Scheme 2024 - 2026

12. BACKGROUND DOCUMENTS

Levelling up and Regeneration Act 2023 Revised NPPF (December 2023) Revised NPPG