

Local Plan for Bradford

Local Development Scheme (Revised) 2018 - 2021

July 2018



City of
BRADFORD
METROPOLITAN DISTRICT COUNCIL

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1.0 INTRODUCTION

1.1 Background

- 1.1.1 The Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011 provides the legal basis for the preparation of the Local Plan. A key requirement of the 2004 Act is the need for clear and transparent programme management through the preparation of a Local Development Scheme.
- 1.1.2 The purpose of the Local Development Scheme (LDS) is to set out the development plans documents to be produced and their programme for preparation for a three year period. Guidance requires the LDS to be reviewed on a regular basis (at least every 3 years) to take account of progress and slippage on any documents and new policy issues.
- 1.1.3 The current LDS was approved by the Council on 22nd July 2014. It set out the programme for the period 2014 to 2017
- 1.1.4 Since the LDS was approved, there has been significant progress to put in place the key Local Plan Documents but there has been slippage against the milestones in particular for the Allocations DPD, as well as significant further changes to national policy and some aspects of the Development Plan system introduced in the 2004 Act.
- 1.1.5 In light of the national planning reforms and also local circumstances and progress the Council have reviewed and updated the LDS. The revised LDS will cover the period 2018 to 2021.

1.2 The Development Plan System

Local Development Framework

- 1.2.1 The current Development Plan System was established in the Planning and Compulsory Purchase Act 2004 .The Act re affirmed the importance of the development plan.
- 1.2.2 The 2004 Act introduced the 3 elements which when produced would make up the Development Plan for the Bradford District:
 - ☐ Planning Policy Statements (PPS) – setting out national planning policy, produced by Government.
 - ☐ Regional Spatial Strategy (RSS) for Yorkshire and the Humber – setting out the planning policy for the region, produced by the Regional Assembly for Yorkshire and the Humber (RAYH) and issued by the government.
 - ☐ Local Development Framework (LDF) – this sets out the core strategy, planning proposals and policies for the District, and is produced at a local level by Bradford Council.
- 1.2.3 The Local Development Framework (LDF) for Bradford District was to consist of a portfolio of Local Development Documents (LDDs), which would provide the framework

for delivering the spatial planning strategy for the area. There are two main types of Local Development Documents:

- 1.2.4 Development Plan Documents (DPD) – these are LDDs that will form part of the statutory development plan and will be the subject of a Public Examination by an independent Inspector. Development Plan Documents will form the statutory development plan for the Bradford District and will be the start point for the consideration of planning applications.
- 1.2.5 The LDF would progressively replace the current adopted Replacement Unitary Development Plan (October 2005), as saved.
- 1.2.6 Supplementary Planning Documents (SPD) – these are non-statutory documents that supplement policies and proposals contained in a Development Plan Document. For example, they may provide more detail to a DPD or may focus on developing a brief for a site. All SPDs will be the subject of public consultation but not a public Examination.

Local Plan

- 1.2.7 Since 2007 there have been significant reforms to the Planning system which have implications for the Development Plan system.
- 1.2.8 The Localism Act 2011 amended the 2004 Act. Two significant changes had an implication for what constitutes the development plan of the District.

Regional Spatial Strategy

- 1.2.9 The Regional Spatial Strategy (RSS) for Yorkshire and the Humber (May 2008) provided the strategic context for the preparation of LDFs in the region. The work thus far undertaken on the Core Strategy has been predicated on the need to both implement and align with the policies and strategies outlined in the RSS.
- 1.2.10 The Localism Act formally removed the RSS from the development plan system. The existing RSS however could only be revoked by order of parliament following a full Strategic Environmental Assessment which considered the impact of revocation.
- 1.2.11 The Government published the updated SEA of the proposed revocation of the Yorkshire and Humber Plan in September 2012
- 1.2.12 An order was laid before Parliament on 29 January 2013 to formally abolish the Yorkshire and Humber Plan from 22 February 2013. However, the Regional Strategy's green belt policies for York will be retained until York City Council adopts a local plan defining green belt boundaries.
- 1.2.13 The Leeds City Region Leaders Board approved an Interim statement on 21st April 2011 which agreed to continue to follow key elements of the RSS in their ongoing developments plans.
- 1.2.14 With the revocation of RSS, under the Localism Act local planning authorities as well as other prescribed bodies have a new 'Duty to Cooperate' on strategic matters which affect more than one local authority. Guidance on this is contained in the

NPPF. Leeds City Region Leaders agreed the approach to be adopted to facilitate this at their meeting on 6 December 2012.

Neighbourhood Planning Tools

- 1.2.15 The Localism Act introduced a number of new provisions which open the opportunity to local communities to take up new decentralised powers to take responsibility and accountability to shape their areas. A number of these related to the role of communities in shaping development and growth in their communities. A package of non mandatory neighbourhood planning tools are now available for use by local communities should they choose to use them. One of these is the preparation of Neighbourhood Plans.
- 1.2.16 Neighbourhood planning tools can only be used by relevant qualifying bodies. A “qualifying body” means a Parish or Town Council, or an organisation or body designated as a neighbourhood forum, authorised to act in relation to a neighbourhood area.
- 1.2.17 A Neighbourhood Plan can be anything from just setting out more detailed policies for their community over and above the Local Plan to starting to shape the choices over the use of land and the designation of land for housing, employment, community uses etc.
- 1.2.18 The process for preparation of a Neighbourhood Plan is set out in regulations. The qualifying body can then prepare a plan in consultation with their communities, business and to her interest groups.
- 1.2.19 Once a Neighbourhood Plan has been prepared by the qualifying body, it is submitted to the council who publish it for formal representations and appoint an independent examiner to check that it meets the right basic conditions including general compliance with the strategic policies within the Local Plan for the district.
- 1.2.20 If the plan is deemed acceptable following the examination by an independent person a referendum is held and a majority vote in favour, they become part of the development plan for the District.
- 1.2.21 Neighbourhood Plans cannot be used to stop development and should not promote less development than set out in the Development Plan or undermine its strategic policies. Neighbourhood Plans cannot deal with matters such as minerals and waste.
- 1.2.22 The Localism Act also amended the procedure for preparation of the Local Development Scheme and also Annual Monitoring Report.

National Planning Policy Framework

- 1.2.23 Guidance on the preparation of Development Plan Documents is contained in the National Planning Policy Framework (NPPF). The NPPF is supplemented by more detailed advice in the web based National Planning Practice Guidance (NPPG).

- 1.2.24 The NPPF reinforces the primacy of the development plan. The presumption in favour of sustainable development makes clear the need for an up to date and robust Local Plan in line with NPPF.
- 1.2.25 It makes clear that each local planning authority should produce a Local Plan for its area. Any additional development plan documents should only be used where clearly justified. Supplementary Planning Documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.

1.3 **The Purpose and Content of the Local Development Scheme**

- 1.3.1 The Planning and Compulsory Purchase Act (2004), the Planning Act (2008), the Localism Act (2011) and the National Planning Policy Framework (NPPF), supported by the Local Planning Regulations 2012 (As amended) set out the current requirements for plan making by local authorities and the key requirements by which the LDS will be prepared.
- 1.3.2 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 their relationship to other DPDs in the Local Plan; and
 - ☐ To set out the timetables for producing DPDs.
- 1.3.3 The Council's first LDS was brought into force in June 2005. It established the Council's work programme priorities for development plan preparation for the timeframe of January 2005 to January 2008. The revised LDS was been prepared in light of progress and additional work priorities highlighted in the Annual Monitoring Report 2006 and covered the period January 2007 to May 2011. The LDS provides summary details of the nature and content of each LDD, the geographic area to which each LDD relates, the interrelationship between documents and the timetable for document preparation. (More details are provided in sections 4 - 5 below.)
- 1.3.4 The progress in delivering the LDS programme is reviewed annually through the Annual Monitoring Report. This will identify progress against the key milestones and highlight any new issues. The information gathered will form part of the evidence base that is used to review whether any changes are required to the Local Development Scheme.
- ### 1.4 **Stakeholder and Community Involvement**
- 1.4.1 A key objective of the planning system is to strengthen community and stakeholder involvement in the preparation and revision of Local plans. The LDS programme therefore allocates time for community consultation. The aim of the LDS is to inform the public and interested parties in advance of when public consultation is likely to take place for individual documents.

- 1.4.2 Details of how the community and interested parties will be involved in Local Plan preparation is set out in a separate document that has been produced by the Council entitled 'Statement of Community Involvement' (SCI). The current SCI was adopted following examination on 29 July 2008. In light of changes to national policy and procedures including Neighbourhood Planning and increased use of electronic means of engagement the SCI is currently under review.
- 1.4.3 In addition to the LDS the Council issues regular editions of 'PLAN IT' an e newspaper which provides updates on progress on key DPDs and other related work in support of the Local Plan.

2.0 Current Development Plan

2.1 Current Policy Coverage

- 2.1.1 The recently adopted Core Strategy sets out a comprehensive set of policies which in the main replace those of the Replacement Unitary Development Plan (RUDP) adopted in October 2005 (as saved by the Secretary of State in 2008). However, some of the RUDP policies are saved linked to allocations and policy designations shown on the Policies Map, until the Allocations DPD refreshes these. The Council published a schedule setting out the status of the saved RUDP Policies following adoption of the Core Strategy which is available on the Council's web site. The exception is in the two adopted Area Action Plan Areas where these now provide comprehensive up to date allocations and designations as well as local policies. The detailed policies in relation to waste are in the adopted Waste management DPD which also includes site allocations.
- 2.1.2 The status of the adopted policies in the Local Plan will continue to be monitored against compliance with NPPF.
- 2.1.3 In terms of the housing allocations in the RUDP the Council received legal advice in November 2011 to the effect that with the lapsing of RUDP Policies H1 and H2 any unimplemented housing site is no longer allocated as part of the saved statutory development plan. This was never the intention of the approach to saving policies, as approved by the Council or that of the Secretary of State in their Direction. To this end Executive on 21 November 2011 resolved to clarify the status of these sites, in particular the need to give significant weight to any such unimplemented sites based upon the work undertaken in their original allocation as part of the RUDP. This situation has been resolved for the two AAP areas following their adoption. The Allocations DPD will resolve for the wider District the housing allocations.

3.0 Where Are We now

3.1 Progress Against The Revised LDS 2014

- 3.1.1 The regulations require the LDS to be reviewed on a regular basis to take account of progress and slippage on any documents and new policy issues. The review should be linked to the production of the Annual Monitoring Report (AMR) which considers

progress on meeting the programme set out in the LDS. The AMR for 2017 sets out the progress in developing the Bradford Local Plan against the timetable in the revised LDS.

3.1.2 While significant progress has been made to put in place the local plan documents, there has been slippage on the LDS milestones. There are several reasons for this;

- ☐ Delays in reaching adoption of the Core Strategy (see Para 3.2.6)
- ☐ Further significant national planning reforms
- ☐ Ensuring a robust and up to date evidence base;
- ☐ Reducing local government resources; and
- ☐ Additional work pressures (Neighbourhood Plans, Brownfield Register etc).

3.1.3 The issues highlighted above have informed the programme and timetable in this the revised LDS.

3.2 Progress on Development Plan Documents

Core Strategy

3.2.1 The adopted Core Strategy was subject to several stages of informal consultation including Issues and options (2007), Further issues and options (2008), and preferred option (2011 /2012). Each of these stages was supported by a range of evidence appropriate to the stage.

3.2.2 The Core Strategy was approved by Full Council on 10 December 2013 for submission to government for examination. Prior to submission the Core Strategy was issued for formal representations in February 2013. A range of new and updated key supporting evidence reports were published as background documents and are available to view and download on the Councils web site.

3.2.3 The Council submitted the Core Strategy to the government for examination in December 2014. Following the appointment of the Planning Inspector Mr Stephen Pratt initial hearings took place in March 2015.

3.2.4 The Council published Main Modifications and supporting material for representations between November 2015 and January 2016. Following consideration of the representations a limited set of further hearings were held in May 2016.

3.2.5 The Inspector completed their final report which was received by the Council on 22 August 2016. The inspector concluded that the Core Strategy could be adopted by the Council subject to the Main Modifications contained in the Appendix to his Report.

3.2.6 The Inspector's Report was due to be considered by the Councils Executive on 11 October 2016. However, Gavin Barwell Minister of State (Housing & Planning) on 10 October 2016 issued a temporary holding Direction under powers contained in Section 21A of the Planning and Compulsory Purchase Act 2004. This required the

Council not to take any steps in connection with the adoption of the Core Strategy until the Direction is withdrawn. The Direction was in response to issues raised by the Local MP and allowed the Minister to consider whether to give direction under section 21 of the Act which gives a number of powers to the Minister to intervene in the preparation of a Local Plan.

- 3.2.7 The Council worked with the DCLG Officers to consider the issues raised. Subsequently, the Secretary of State withdrew the Holding Direction in his letter dated 28th March 2017. This allowed the Council to consider the Inspector's Report and move towards adoption of the Core Strategy.
- 3.2.8 The Core Strategy was considered by Executive on 20 June 2017 and adopted with the Main Modifications (as recommended by the Inspector in Appendix 1 of his Report), by Full Council on 18 July 2017. The Adoption statement was subsequently published. No applications to the High Court were made seeking to legally challenge the adoption within the 6 week period ending on 29 August 2017. The Core Strategy as adopted was published on the Council's web site.

Allocations DPD

- 3.2.9 The progress on the DPD has been slower than anticipated as a result of the slower progress on the Core Strategy including the need for Main Modifications and subsequent Holding Direction. In line with previous guidance and good practice, the Allocations DPD has followed on behind the Core Strategy, which sets the top level strategy to which the DPD must conform.
- 3.2.10 The Council consulted on Issues and Options in May through to July 2016. The Council published documents which set out the key issues for each part of the District to be covered by the DPD. These documents contained lists of possible development sites and maps of employment areas and greenspaces currently protected from development. The purpose of the consultation was to hear public opinion on the future of these sites/areas: whether they should be developed and for what purpose, whether they should be retained in their current use and if any boundary changes were required.
- 3.2.11 At the same time the Council was interested in hearing from anyone who wanted to suggest any other sites. The Council also invited comments on how it proposed to assess which sites to allocate for future development and launched a "call for evidence". It also invited comments on the scope of the Plan i.e. the range of issues and topics it should cover.
- 3.2.12 The representations have been considered as work progresses towards a Preferred Options document.
- 3.2.13 Work has also progressed on updating the land supply evidence for the DPD including commencement of a third update to the Strategic Housing Land Availability Assessment (SHLAA) and the production of the Council's first Brownfield Register which was completed and made available in December well ahead of the Government deadline.

- 3.2.14 The Council produced a draft green belt review methodology, consultation on which commenced December 17 through to January 2018.

Bradford City Centre AAP

- 3.2.15 The Issues and Options for the AAP were published for consultation in August 2007 until mid November 2007. These drew upon the extensive work undertaken previously on the Masterplan and four Neighbourhood Development Frameworks and associated public consultation. Further work was then put on hold.
- 3.2.16 Work on the Bradford City Centre AAP actively began again in 2012, with the preparation of an updated Further Issues and Options Report. This considered both the previous public consultation responses but also changes to national policy as well as local circumstances.
- 3.2.17 The Further Issues and Options Paper was approved for consultation by Executive in January 2013 and was issued together with the supporting documents, for consultation from 15 March 2013 for 12 weeks.
- 3.2.18 Following consultation on the Further Issues and Options a Publication Draft version of the AAP was approved by Full Council on 20th October 2015, for submission to government for independent examination.
- 3.2.19 The Publication Draft was published for formal representations in December 2013. The Plan and the representations were submitted to the Secretary of State on 29th April, for public examination by an independent Planning Inspector.
- 3.2.20 The Secretary of State appointed Ms Louise Nurser BA (Hons) Dip UP MRTPI to undertake the examination. The Inspector's initial examination of the document has revealed a number of areas requiring additional public consultation. These were subject to a period of consultation, which ran for 6 weeks from Monday 15th August to Monday 26th September 2016.
- 3.2.21 Joint hearings with the Shipley and Canal Road Corridor AAP were held in October. Further short hearing was held in March 2017.
- 3.2.22 Subsequently a limited number of Main Modifications were published for representations between 5 July and 16 August 2017.
- 3.2.23 The Inspector's report were considered by Executive on 7 November 2017 and adopted with the Main Modifications (recommended by the Inspector in Appendix 1 of the Report), at Full Council on 12 December 2017. The Adoption statement was subsequently published. No applications to the High Court were made seeking to legally challenge the adoption within the 6 week period ending on 23 January 2018. The AAP as adopted was published on the Council's web site.

Shipley and Canal Road Corridor Area Action Plan

- 3.2.24 In August 2010, the Council commissioned consultants, BDP, to prepare the Shipley and Canal Road Corridor Masterplan to provide the sound basis for the AAP.
- 3.2.25 The purpose of the commission was not to prepare an AAP, but to produce a strategic masterplan in support of the AAP process. The Development Plan Team will be producing the AAP and will incorporate the baseline evidence and masterplan options into the statutory AAP process.
- 3.2.26 The Draft Masterplan Options Report and technical evidence base studies were published in early 2012. Public consultation comments on the Draft Masterplan Options Report informed the Strategic Development Framework which has informed the work on the AAP. The Strategic Development Framework is available to view on the Councils website.
- 3.2.27 A Shipley & Canal Road Corridor AAP Issues and Options report was prepared in 2012 and approved for consultation at Executive on 15 January 2013. It was issued together with the supporting documents, for consultation for 11 weeks starting on 15 March 2013.
- 3.2.28 Further technical evidence has been commissioned to inform the work towards a preferred option reports for both AAPs.
- 3.2.29 Following consultation on the Further Issues and Options between March and May in 2013, a Publication Draft version of the AAP was approved by Full council on 20th October 2015, for submission to government for independent examination.
- 3.2.30 The Publication Draft was published for public consultation over an 8 week period from Monday 14th December 2015 and ending Monday 8th February 2016. The Plan and the representations were submitted to the Secretary of State on 29th April, for public examination by an independent Planning Inspector.
- 3.2.31 The Secretary of State appointed Ms Louise Nurser BA (Hons) Dip UP MRTPI to undertake the examination. Joint hearings with the Bradford City Centre AAP were held in October. Further short hearing was held in March 2017.
- 3.2.32 Subsequently a limited number of main Modifications were published for representations between 5 July and 16 August 2017.
- 3.2.33 The Inspector's report were considered by Executive on 7 November 2017 and adopted with the Main Modifications (recommended by the Inspector in Appendix 1 of the Report), at Full Council on 12 December 2017. The Adoption statement was subsequently published. No applications to the High Court were made seeking to

legally challenge the adoption within the 6 week period ending on 23rd January 2018. The AAP as adopted was published on the Council's web site

Waste Management DPD

- 3.2.34 The Issues and Options report was the subject of public consultation from November 2009 through to January 2010.
- 3.2.35 The Council considered the formal representations in developing it's Preferred Approach, which was approved for public consultation at Executive on 14 January 2011. The report was published for consultation between 21st January and 1 April 2011.
- 3.2.36 Following an update to the evidence base in 2014, a Publication Draft version of the Waste DPD was approved by Full council on 20th October 2015, for submission to government for independent examination.
- 3.2.37 The Publication Draft was published for public consultation between December 2015 and February 2016. The Council subsequently submitted the Plan and representations to the Secretary of State on Monday 16th May, for public examination by an independent Planning Inspector. The Secretary of State appointed Mr Stephen Pratt BA (Hons) MRTPI to undertake the examination into the Plan.
- 3.2.38 The Examination was conducted through written representations with no hearing being considered necessary by the Inspector. However a limited number of main Modifications were considered necessary and these were agreed with the Inspector in January 2017. The Proposed Modifications were then formally published for representation between 15 February 2017 and 29 March 2017.
- 3.2.39 The Inspector's Report was received by Bradford Council on 25 July 2017. It was considered by Executive on 12 September 2017 and adopted with the Main Modifications (recommended by the Inspector in Appendix 1 of the Report), at Full Council on 17 October 2017. The Adoption statement was subsequently published. No applications to the High Court were made seeking to legally challenge the adoption within the 6 week period ending on 28th November 2017. The DPD as adopted was published on the Council's web site

Community Infrastructure Levy (CIL)

- 3.2.40 Section 206 of the Planning Act 2008 confers the power on Local Authorities to introduce a new charge on most types of new development in their area, known as 'Community Infrastructure Levy' (CIL). The proceeds of this charge will be spent on local infrastructure to support the development of an area.
- 3.2.41 A report introducing Community Infrastructure Levy (CIL) was taken to Executive on 22nd July 2011 which gave authorisation to commence work on CIL. In late 2012

consultants DTZ were appointed to assist with preparation of the community infrastructure levy – economic viability assessment. This work demonstrated the ability to generate some CIL income in parts of the District which would assist in maximising contributions towards community infrastructure.

- 3.2.42 In May 2014, the Council re-appointed consultant DTZ to undertake further CIL viability assessment work set within the context of the amended regulations and recent case law. The Council is expecting the final draft findings of the viability assessment by early June 2015.
- 3.2.43 The Preliminary Draft Charging Schedule was published for comment July to September 2015. The consultation focused on the proposed charge rates in the Preliminary Draft Charging Schedule. A Background Report was prepared by way of further explanation.
- 3.2.44 Following consideration of the representations to the Preliminary Draft Charging Schedule the Draft Charging Schedule was approved by Full council on 20th October 2015, for submission to government for independent examination.
- 3.2.45 The Draft Charging Schedule was published for public consultation over an 8 week period from Monday 14th December and ending 1.00pm on Monday 8th February 2016. This was subsequently extended to Friday 22 April 2016. It was supported by an Economic Viability assessment addendum report, together with a installments policy, and Regulation 123 list.
- 3.2.46 The Plan and the representations were submitted to the Secretary of State on 12th May 2016, for public examination by an independent Planning Inspector.
- 3.2.47 The Secretary of State appointed Ms Louise Nurser BA (Hons) Dip UP MRTPI to undertake the examination. The Examiner considered a short series of hearings as part of the Examination process. The hearings took place on Tuesday 4 October.
- 3.2.48 The Examiner's Report was received on 12 January 2017. The Bradford District Community Infrastructure Levy Charging Schedule was formally approved by Full Council on 21 March 2017 in line with the Examiner's recommendations which included some changes to the version submitted. It took effect from 1 July 2017.

3.3 **Progress on Supplementary Planning Documents**

- 3.3.1 The 2014 LDS set out three Supplementary Planning Documents which were to be progressed. These were:
 - ☐ Hot Food Takeaways
 - ☐ Housing Design Guide

- ☐ Management & Mitigation of impacts of development on South Pennine Moors SPA/SAC

3.3.2 The Hot Food Takeaway SPD was adopted in November 2014. The two other SPDs have not been progressed but are still considered essential. Given the scale of housing development it is important that development is of an appropriate quality and reflects local design considerations and policies in the Core Strategy as well as NPPF. The work will be supported by recent Planning Delivery Fund award from Government to progress this SPD in 2018.

3.3.3 In addition the Council is progressing work on one further SPDs linked to the Housing Design Guide. Namely:

- ☐ Street Design Guide

3.4 **Progress on Neighbourhood Plans**

3.4.1 The Council has approved 12 applications for Neighbourhood Area designation. These relate to the following Parish/Town Councils:

- ☐ Addingham
- ☐ Baildon
- ☐ Bingley TC
- ☐ Burley In Wharfedale PC
- ☐ Cullingworth VC
- ☐ Harden PC
- ☐ Haworth, Cross Roads, and Stanbury PC
- ☐ Ilkley TC
- ☐ Menston PC
- ☐ Oxenhope PC
- ☐ Steeton-with-Eastburn PC and Silsden TC
- ☐ Wilsden PC

3.4.2 These neighbourhood plans are at various stages of development. The Burley Neighbourhood Plan is the most advanced and was made following an examination and passing a referendum in May 2018.

4.0 **SCHEDULE OF PROPOSED LOCAL DEVELOPMENT DOCUMENTS**

4.1 **Proposed Development Plan Documents and SPDS**

4.1.1 It is intended that the DPDs listed below are to be produced by Bradford Council in the next three years:

- ☐ Core Strategy (DPD) – Partial Review
- ☐ Allocations (DPD)

□ Policies Map (DPD)

- 4.1.2 Details for each of the DPDs is set out in the Table 1. They provide a brief description of the content of each document, and the key milestones for document preparation from early public consultation through to adoption.
- 4.1.3 Table 2 sets out the details of the SPDs to be produced over the next 12 months. The need for further SPDs will be considered as the Local Plan develops.

TABLE 1 PROFILES OF DEVELOPMENT PLAN DOCUMENTS

Development Plan Document	Description, Geographical Area and Conformity	Current Stage and timetable
Core Strategy	<p>Description: Partial review to focus on the following:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Housing requirement (Policy HO1) <input type="checkbox"/> Revised distribution (Policies HO3 and Sub Area policies) based on need and supply analysis. <input type="checkbox"/> Affordable housing and housing mix (Policies HO8 and HO11) informed by new Strategic Housing Market Assessment (SHMA) <input type="checkbox"/> Housing Standards - Revised Policy HO9 linked to housing standards <input type="checkbox"/> Consequential changes to those parts of other housing policies affected by the changes to Policies HO1 and Policy HO3 (e.g. sources of supply in Policy HO2, density targets within Policy HO6, housing trajectory in Appendix 6) <input type="checkbox"/> Green belt policy (SC7) and exceptional circumstances <input type="checkbox"/> Employment land requirement and distribution (Policies EC1 and EC3) <input type="checkbox"/> Consequential changes to those parts of other economy policies affected by the changes to Policy EC3 (e.g. jobs and land supply figures within Policy EC2) <p>Consequential changes to other policies in particular the</p>	<p>Issues & Options – November 2018</p> <p>Preferred Option – May 2019</p> <p>Publication Draft – January 2020</p> <p>Submission – July 2020</p> <p>Examination – October 2020</p> <p>Adoption – December 2021</p>

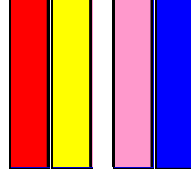
	<p>Spatial Vision and Objectives, Sub Area policies affected by changes to housing and employment requirements and distribution</p> <p>Geographical Area: District Wide</p> <p>Conformity: NPPF</p>	
Allocations	<p>Description: To identify sites proposed to be developed for housing and employment in order to meet the vision and objectives of the Core Strategy and Policies HO1, HO3, HO12 and EC3, including the related Green Belt Review. It will also designate a range of other elements in line with the Core Strategy including Green space and supporting infrastructure such as transport improvement lines</p> <p>Geographical Area: District Wide apart from the two Area Action Plan areas and dependent on any Neighbourhood Plans.</p> <p>Conformity: Core Strategy & NPPF</p>	<p>Issues & Options – 2016</p> <p>Preferred Option – May 2019</p> <p>Publication Draft – January 2020</p> <p>Submission – July 2020</p> <p>Examination – October 2020</p> <p>Adoption – December 2021</p>

TABLE 2 PROFILES OF SUPPLEMENTARY PLANNING DOCUMENTS

Supplementary Planning Document	Description, Geographical Area and Conformity	Current Stage and timetable
Housing Design Guide	<p>Description: Sets out principles to support good design of new housing development in support of Core Strategy policy SC9 and related design and housing policies.</p> <p>Geographical Area: District Wide</p> <p>Conformity: NPPF</p>	<p>Commencement – August 2018</p> <p>Public consultation – February 2019</p> <p>Adoption – June 2019</p>
Street Design Guide	<p>Description: Sets out principles and technical guidance to support good design of Highways and transport in support of Core Strategy policy SC9 and related design and Transport/Movement policies. It will complement the Housing Design Guide with the aim of creating excellent new places for people to live and work.</p> <p>Geographical Area: District Wide</p> <p>Conformity: NPPF/Core Strategy</p>	<p>Commencement – August 2018</p> <p>Public consultation – February 2019</p> <p>Adoption – June 2019</p>
Management & Mitigation of impacts of development on South Pennine Moors SPA/SAC	<p>Description: Sets out principles and detailed approach for management and mitigation required to ensure development proposals comply with Core Strategy policy SC8. In particular it will set out types of mitigation solutions and possible requirements to be made both onsite and off site.</p> <p>Geographical Area: District Wide</p> <p>Conformity: NPPF</p>	<p>Commencement – October 2018</p> <p>Public consultation – February 2019</p> <p>Adoption – June 2019</p>

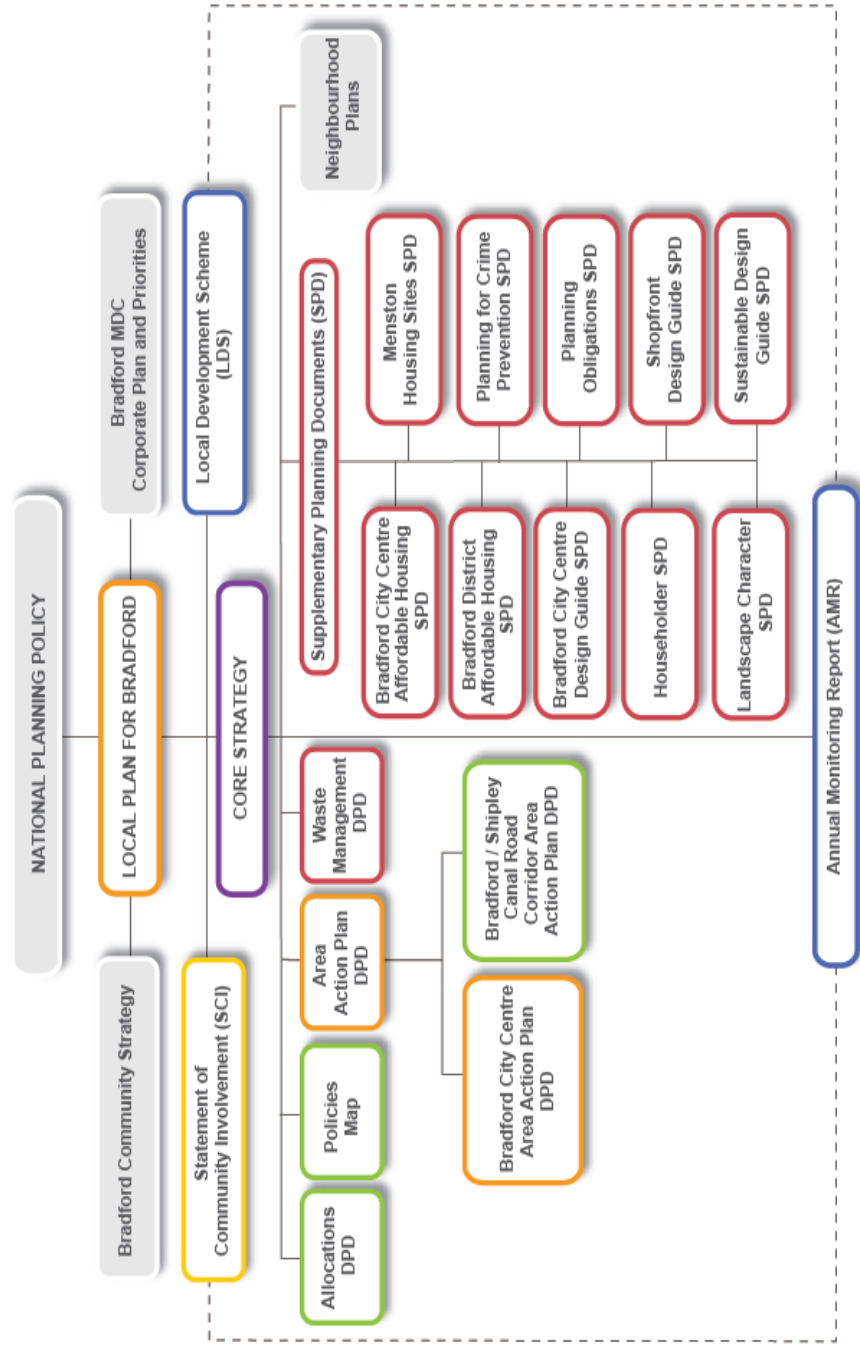
Table 4 Local Plan Supplementary Planning Documents

Document Title	2018	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J
Housing Design Guide																											
Street Design Guide																											
Management & Mitigation of impacts of development on South Pennine Moors																											



- Commencement of Process - Evidence Gathering and Preparation of Draft SPD
- Public Participation on Draft SPD and Sustainability Appraisal Report for Public Comment
- Consideration of Representations and Finalise SPD
- Adoption

Figure 1 Relationship between Local Plan Documents and related planning elements



6.0 MONITORING AND REVIEW

- 6.1.1 A key aspect of the planning system is the process for monitoring and review of the progress of preparing Local Plans, and the effectiveness of implementing policies and proposals contained within it. It is a requirement of the 2004 Act that the Council produces an Annual Monitoring Report (AMR). The AMR will cover the period 1st April – 31st March. The AMR assesses:
- How the Council is performing in meeting key milestones and targets for Local Plan preparation as set out in the Local Development Scheme;
 - The extent to which policies in the Local Plan are being achieved, and where they are not, the reasons why;
 - The impact Local Plan policies are having on local policy targets, and any other targets identified;
 - Whether policies in the Local Plan need to be replaced/adjusted because they are not working as intended.
- 6.1.2 The AMR will therefore highlight any changes that need to be made to Local Plan, such changes, where necessary, will then be reflected in subsequent reviews of the LDS rolling work programme.

7.0 SUPPORTING STATEMENT

7.1 Explanation and Justification of the Approach Set Out in the LDS

Development Plan Documents

- 7.1.1 With the adoption of the Core Strategy, the Council has put in place the high level strategic development Strategy including scale and distribution of development and a range of thematic policies. This will inform the more detailed DPD's as well as be used for development management purposes in determining planning applications and also informing investment decisions. The Core Strategy also sets out clear policies to inform Neighbourhood Plans.
- 7.1.2 Progress in putting in place the detailed site allocations has been made with the adoption of the two Area Action Plans. However, the wider allocations is still at an early stage of development following adoption of the Core Strategy. The Council continues to use the flexibilities allowed in NPPF to determine the appropriate approach to ensuring an up to date local plan for the District.
- 7.1.3 However, the Government published a revised National Planning Policy Framework (NPPF) for comments by 10 May 2018. It contains substantial revisions compared to the version introduced in 2012. The Government has also published extensive changes to the more detailed National Planning Practice Guidance. The NPPF sets out key national policy for the preparation and content of local plans and decision making on planning applications and the

evidence which is required to underpin those Plans. Changes have primarily been driven by the need to increase housing delivery and speed up the preparation of Local Plans. It will come into force on adoption with very limited transition arrangements.

7.1.4 Because the changes to the NPPF have made significant changes to both policies and practice guidance relating to key aspects of strategic policy (principally relating to housing and Green Belt) it raises significant questions relating to how best to ensure that a full Local Plan including district wide allocations is put in place as quickly as possible and suggests significant risks in pursuing an Allocations DPD based on the currently adopted Core Strategy. Given the priority which the Council has placed in producing a Local Plan in support of its growth and regeneration goals and given the changes within the NPPF which introduce greater scrutiny in the performance of Local Planning Authorities in getting plans in place the Council has examined the Government's proposed changes in detail and used this to inform the revised LDS.

7.1.5 The revised NPPF is a comprehensive rewrite but with a focus on boosting housing delivery through changes to local plan preparation and in monitoring housing delivery. The key changes of strategic significance are:

- ☐ A completely revised national standardised method for calculating housing needs (based on ONS household projections plus a factoring of affordability). The guidance allows for alternative approaches in exceptional circumstances and in particular allows for Local Planning Authorities to go with a higher housing requirement than that indicated by the standard formula where it is linked to growth ambitions including economy and jobs, and;
- ☐ A new set of detailed considerations needed to demonstrate exceptional circumstances to change green belt in a local plan.

7.1.6 At the same time as the issuing of a proposed new approach to assessing housing needs the Government has continued to issue on a 2 yearly cycle its trend based projections of population and household change. An initial assessment of the implications of the new standard methodology for calculating housing need and updated projections suggests a possible significant reduction on the District's housing need compared to that in the adopted Core Strategy. The expectations of a potentially new lower level of need reflects both:

- ☐ New Government projections which indicate lower levels of natural population change than their equivalents issued by the Government at the time of the Core Strategy's preparation, and;
- ☐ Changes to the Government's housing need methodology which have removed the consideration of a whole host of market signals including allowing for past under delivery of homes.

- 7.1.7 The NPPF also reaffirms and clarifies the approach to exceptional circumstances in order to support a Green Belt change in the Local Plan which were also a key element of the Secretary of State's letter withdrawing the Holding Direction placed on the Core Strategy.
- 7.1.8 The Council have also more recently reviewed and approved a new Economic Strategy for the District.
- 7.1.9 In light of these recent changes the Council proposes to undertake a partial review of the Core Strategy which revisits the housing requirement and any consequential changes to scale and distribution and mix and type of housing. This would ensure an up to date and robust approach taking account of national changes as well as changes to local circumstances. It would also re-examine the economic development ambitions and land supply. This will ensure that there continues to be full and appropriate alignment between the policies relating to housing and economic growth, change and regeneration in the district which are clearly interlinked. It is important to stress that there are large sections of the Core Strategy which remain sound and where there are no reasons at present for review. The scope of the proposed partial review of the Core Strategy has been limited to those elements which are clear and essential priorities for review and whose review would ensure full alignment with national planning policy over the period of the LDS and beyond. The Partial Review will run concurrently with the next stages of the Allocations DPD and will align with and be tested at examination together.
- 7.1.10 The approach seeks to respond appropriately to the new national guidance and changes in evidence and local circumstances and manage and manage risks which may arise if the Local Plan continues to work to the current approach in the Core Strategy.

Supplementary Development Plans

- 7.1.11 Given the current focus on getting in place an up to date Local Plan and also guidance in NPPF, only a limited number of SPDs has been identified in this LDS which reflect major priority issues. The Housing Design guidance recognises that with a need to significantly increase the housing delivery to meet needs comes a need to ensure that development is of a good design quality in line with guidance in NPPF. This is complemented by the Street Design Guide. A third SPD relates to the management and mitigation in support of emerging Core Strategy Policy SC8 which seeks to ensure the protection of the South Pennine Moors Special Protection Area.

Linkages with the Community Strategy and Other Strategies

- 7.1.12 The District Plan (2016 – 2020) sets out our commitment as a council to achieve our priorities. It sets out six priorities:

- ☐ Better skills, more good jobs and a growing economy

- ☐ Decent homes that people can afford to live in
- ☐ A great start and good schools for all our children
- ☐ Better health, better lives
- ☐ Safe, clean and active communities
- ☐ A well-run council, using all our resources to deliver our priorities

7.1.13 The Local Plan will provide the spatial strategy for the implementation and delivery of aspects of the District Plan that relate to the use and development of land.

7.1.14 The Local Plan will also have regard to other relevant policies, strategies and programmes. The Council has a number of strategies, which it has drawn up solely or with partners, which have land use implications. Where these are relevant they will be taken into account in drawn up the Local Plan.

Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA)

7.1.15 All new development plan documents must comply with the requirements of the EU Directive 2001/42/EC to undertake a Strategic Environmental Assessment. The Government has issued guidance on how to incorporate SEA into a single sustainability appraisal process.

7.1.16 The objectives of the SEA Directive are:

- ☐ High level of environmental protection
- ☐ Integration of environment into preparation and adoption of plans/programmes
- ☐ Promoting sustainable development

7.1.17 The emphasis of the process set out in the directive are on:

- ☐ Collecting and presenting baseline environmental information.
- ☐ Predicting the significant environmental effects of the plan and addressing them during its preparation.
- ☐ Identifying strategic alternatives and their effects.
- ☐ Consulting the public and 'authorities' with environmental responsibilities as part of the assessment process.
- ☐ Monitoring the actual effects of the plan during implementation.

7.1.18 The Directive relates to a range of plans and programmes. The main plans caught under the requirements will be those linked to spatial planning such as the Local Plan and the Local Transport Plan. However, a large number of other plans that the Council produces are potentially affected by the Directive e.g. Community Strategy and local regeneration plans/frameworks etc. Therefore the Council will seek to establish a corporate approach in terms of methodology, baseline information, and involving key stakeholders and the public.

- 7.1.19 The SEA/SA will be fully integrated into the production of all the DPDs from the start, inline with national good practice advice. Each document will be appraised to a level appropriate to the type of DPD and taking account of any previous SA of related documents. The SA/SEA for the Core Strategy will set the core approach for SA/SEA for all Local Plan documents.

Evidence Base

- 7.1.21 NPPF states that all Local Plans should be based upon up to date and relevant evidence to formulate the policies in the Plan. The evidence for the Core Strategy has been prepared, reviewed and updated over the lifetime of the plan preparation. The Evidence Library contains all the evidence which supports the Core Strategy: See following link:

http://www.bradford.gov.uk/bmdc/the_environment/planning_service/local_development_framework/evidence_base_introduction.htm

- 7.1.22 This evidence will be updated when necessary as part of the Core Strategy Partial Review as relevant to the scope and content and the requirements in NPPF/NNPG. The other DPDs will develop additional evidence as appropriate to underpin their soundness.

7.2 Managing the Process

7.2.1 Managing resources

- 7.2.2 The Planning and Transport Strategy Service will take the lead in producing the Local Plan. There are 2 dedicated teams working on the Local Plan comprised of 11.27 FTE. A further 3 (FTE) posts will be recruited to making use of the recent increase in Planning Fees. One of the dedicated team also includes Transport Strategy and policy resource.
- 7.2.3 Further resources are available within the Planning Service, including the Landscape, Conservation, highways and Design Group.
- 7.2.4 The Service will work collaboratively and also draw on the resources and expertise within wider Council services for example Development Services, Economic Development, and Housing. Other Council services will also contribute as appropriate depending on the nature of the nature of the DPD.
- 7.2.5 Where the Council does not have the technical expertise and/or capacity it has employed specialist consultants to provide support. These have normally taken form of self contained evidence reports e.g. Strategic Housing Market Assessment and Housing Requirement Study in support of the Core Strategy.
- 7.2.6 The Council has made agreed non-recurring funding of £600K towards the Local Plan in 2018/19 with a further commitment of £250k in 2019/20. This provides non staffing funding for the following types of activity in support of the Local Plan:

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- ☐ Preparation of technical evidence and appraisals
- ☐ Consultation and engagement
- ☐ Examination and adoption

7.2.7 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 current estimated minimum financial requirement for completion of the Local Plan as set out in this LDS is £1.23M. :

7.2.8 The current funding is anticipated to cover non staffing costs for the first two years. The last two years will require additional funding to be determined as part of future Budget Processes.

7.2.8 Programme Management

7.2.9 The Strategic Director (SD) Place has the overall responsibility for preparing the Local Plan. Day to day management will normally be the Planning and Transport Strategy (PTS) Manager, reporting to the Assistant Director (AD) Planning Transportation and Highways.

7.2.10 A Local Plan Board chaired by the AD with a core membership of the SD and Portfolio holder and PTS manager provide strategic level oversight to the Local Plan programme management and alignment to and linkage to corporate priorities. Membership is supplements by others as required including:

- ☐ Planning
- ☐ Transport Planning
- ☐ Economic Development
- ☐ Housing
- ☐ Corporate support
- ☐ Culture, Tourism and Sport

7.2.11 Political Management

7.2.12 For all the DPDs the process for their approval will be as follows:

- ☐ Decisions on informal early consultation such as scoping and issues and options work will be approved by the Assistant Director Planning, Transportation and Highways in consultation with Executive Portfolio holder responsible for Planning.
- ☐ Preferred Options documents will be approved by the Assistant Director Planning, Transportation and Highways in consultation with Executive Portfolio holder responsible for Planning.
- ☐ Full Council resolution required for submission stages.
- ☐ Full Council resolution required for adoption stages.

7.2.13 For all SPDs the process for their approval will be as follows:

- Assistant Director PTH in consultation with Executive Portfolio holder responsible for Planning, to approve for consultation draft SPD.
- The Executive to approve for adoption by Regulatory and Appeals Committee

7.3.10 There will be progress reports to the Council's Executive on progress in preparing Local Plan and consideration of programme by the relevant Scrutiny Committee at appropriate stages.

7.2.14 Risk Assessment

7.2.15 There are several areas of risk in preparing the Local Plan as set out in the LDS. The key areas of risk are listed in Table 5 below. This identifies the risk factor, the impact of the risk if it occurs, the nature of that impact, the probability of the risk happening and the mitigation or contingency for dealing with the risk.

Table 5: RISK ASSESSMENT

Risk	Nature of Impact	Impact L/M/H	Probability L/M/H	Mitigation /Contingency
Change to national policy.	Additional work to comply with new policies causing slippage	H	M	Keep up to date with new guidance as published and anticipate new guidance based on MHCLG forward plan. Respond early to any significant changes. Integrate into LDS review process.
Failure to comply with Duty to Cooperate. Duty requires ongoing positive engagement with key bodies such as adjacent Councils on cross boundary issues in the Local Plan.	Slippage Soundness	M	M	Ongoing work through the Leeds City Region (LCR) officer and member arrangements in line with the LCR Statement of Cooperation and subsequent Statement of Common Ground. Early scoping of strategic issues and potential impacts and instigate arrangements for liaison and ongoing work with key bodies and ensure ongoing and positive engagement and collaborative and cooperative working arrangements on key issues.
Volume of work greater than anticipated e.g. submitted representations or work arising from sustainability appraisal.	Slippage in programme	M	M	Allow for a challenging but realistic timetable for Local Plan documents with a degree of flexibility built in. Develop robust project plans for each DPD using the Planning Advisory Service Tool Kit and Self Assessment and emerging good practice and experience. Monitor progress against LDS and review if necessary. Consider additional resources either from within the Council or bringing in outside resources where appropriate

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Risk	Nature of Impact	Impact L/M/H	Probability L/M/H	Mitigation /Contingency
				through collaborative working and selective use of consultants on specialist areas.
Lack of in-house skills for specialised areas of policy work /sustainability appraisal /background studies.	Slows progress in programme Evidence base compromised	M	M	Undertake a competency audit for key programme areas and identify gaps linked to project plans for each DPD. Review other Council resources. Commission external support for one off projects
Local Plan Team required to undertake other unforeseen work.	Programme slippage	M	M	Ensure Local Plan given corporate recognition and priority for staff time and resources. Manage other priorities through programme management and Local Plan Board.
Staff retention and recruitment.	Slow progress leading to programme slippage	H	M	Seek to fill vacant positions with appropriately qualified staff quickly. Adopt flexible working arrangements. Call on wider corporate resources to fill temporary gaps. Use of external consultants
Local Plan programme too ambitious.	Key milestones not met	H	M	LDS prepared with emerging good practice and knowledge from other LPAs and Planning Advisory Service, which has informed an ambitious but realistic timetable than the first LDS.

Risk	Nature of Impact	Impact L/M/H	Probability L/M/H	Mitigation /Contingency
Planning Inspectorate unable to meet the timescale for examination and reporting.	Examination and/or report delayed Key milestones not met	H	M	The capacity of PINS is not something that the Council can directly influence. On-going liaison with MHCLG and PINS regarding the programme and key milestones.
DPD fails soundness test.	DPD not adopted	H	L	Ensure DPDs are sound by ensuring robust evidence base, sustainability appraisal appropriate to the DPD, public involvement in line with SCI. Develop robust project plans for each DPD using the Planning Advisory Service Tool Kit and emerging good practice and experience. Use PAS self assessment at key stages to check 'soundness'. Access PAS support and training packages and other critical friend support as appropriate. Use of pre submission Inspectors visits.
Legal Challenge.	Adopted DPD quashed in whole or in part	H	L	Ensure the DPDs are 'sound', in that they are founded upon a robust evidence base, sustainability appraisal appropriate to the DPD, public involvement inline with SCI. Seek legal advice including from specialist Counsel on major areas of risk both in terms of content and process.
Inability of key stakeholders, agencies and bodies to cope with demand and fail to deliver on time.	Weaken evidence to underpin DPDs at key stages Slippage of programme	M	M	Close liaison with all key stakeholders involving sending them a copy of the LDS and involve them in planning the key stages at the earliest opportunity so they can programme work. On-going communication with key stakeholders. Develop robust project plans for each DPD using the

Risk	Nature of Impact	Impact L/M/H	Probability L/M/H	Mitigation /Contingency
				Planning Advisory Service Tool Kit and emerging good practice and experience.
Political uncertainty.	Lack of commitment to programme Programme slippage	M	M	Make planning central to delivery of Corporate objectives. Briefing all members as to importance of Local Plan and Planning generally. Engagement with all members throughout the preparation process as appropriate to the stage to enable members to understand the approach and procedural issues.
Inability to recruit external contractors.	Programme slippage Weaken evidence base	H	M	Plan the programme of key activities involving the need for consultants at the earliest opportunity. Develop draft briefs and test the market in terms of capacity informally.

APPENDIX ONE

GLOSSARY OF TERMS

Area Action Plan (AAP) – These are Development Plan Documents that provide a planning framework for an area of the District where significant change or conservation is needed.

Annual Monitoring Report (AMR) – This is a Report that the Council is required to prepare as part of the Local Plan. The Report will annually assess the extent to which policies in Local Development Documents are being achieved and performance against the local plan key indicators.

Core Strategy – This is a Development Plan Document that provides the strategic planning framework for the District as well as more specific thematic policies. It sets out the long-term spatial vision and the strategic objectives and policies to deliver that vision. The strategy contains core policies, a monitoring and an implementation framework. All other Development Plan Documents that form the Local Plan must be in conformity with the Core Strategy. Adopted July 2017.

Development Plan Document (DPD) – These are Local Development Documents that are part of the Local Plan. They form the statutory development plan for the district and are subject of an independent examination. They include the following: Core Strategy, Site Allocations, Area Action Plans, and a Proposals Map.

Local Development Document (LDD) – These are the individual documents that make up the Local Plan. They comprise of Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.

Local Development Scheme (LDS) – This is a three-year rolling work programme setting out the Council's timetable for preparing each Local Development Document. The Scheme is revised regularly in light of outcomes from the Annual Monitoring Report.

Local Plan – title of statutory development plan which NPPF recommends to be a single document but can where justified comprise of several Development Plan Documents. Previously known as the Local Development Framework

National Planning Policy Framework (NPPF) – National Planning policy supported by web based National Planning Practice Guidance (NPPG)

Regional Spatial Strategy (RSS) – A document that was prepared by the Yorkshire and Humber Regional Assembly and approved by the First Secretary of State. The RSS provided a spatial planning framework for the region that informed the preparation of the LDFs. The RSS was formally revoked in February 2013.

Replacement Unitary Development Plan (RUDP) – Development plan for the District, adopted in the October 2005 and saved in 2008 by the Secretary of State. Superseded by

the Core Strategy but with some policies retained until replacement allocations and designations are put in place.

Statement of Community Involvement (SCI) – This sets out the standards that the Council intends to achieve in involving the community and stakeholders in the preparation, alteration and review of all Local Development Documents and development control decisions. The Statement of Community Involvement is not a Development Plan Document, nor is it the subject of a sustainability appraisal.

Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA) – This is a generic term used internationally to describe the environmental assessment of policies, plans and programmes, and is required by European Directive (EU Directive 2001/42/EC). The directive will apply to all Local Development Documents (except the Statement of Community Involvement) as a means to ensure that they reflect sustainable development objectives/principles. An integrated approach to SEA and Sustainability Appraisal will be required to avoid duplication in the plan making process.

Supplementary Planning Document (SPD) – These are Local Development Documents that are part of the Local Plan. They provide supplementary guidance to policies and proposals contained in Development Plan Documents, however, they do not form part of the statutory plan, nor are they subject to an independent examination.

Produced by the
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Local Plans Team

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