

Halton Borough Council

LOCAL DEVELOPMENT STRATEGY - DRAFT 2024/5



Contents

Introduction	2
Legal Context	2
Development Plan	2
Development Scheme	3
Halton Delivery and Allocations Local Plan (Incorporating Revised Core Strategy Policies)	3
Process Documents	5
Project Management and Resources	8
Monitoring and Review	9
Risk Assessment	9
Acronyms	11
Appendix A:	12
Local Development Scheme Details	12

Introduction

- 1.1. This document is the Local Development Scheme (LDS) for Halton and sets out the documents that Halton Borough Council will produce, along with a timetable for the preparation and review of these documents. It provides the starting point for local communities, businesses, developers, service and infrastructure providers and other interested stakeholders to find out what local planning policy documents relate to their area and the timetable for their preparation. The Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) requires local planning authorities to prepare, maintain and publish a LDS. Halton's LDS will be available to view online at [Background Documents \(halton.gov.uk\)](http://backgrounddocuments.halton.gov.uk)

Legal Context

- 1.2. The primary legislation that guides the planning system, including the production of Local Plans is set out in the Planning and Compulsory Purchase Act 2004 with amendments from the 2008 Planning Act and 2011 Localism Act. Further detail on procedures for producing Local Plans is contained within the associated regulations, the latest being the Town and Country Planning (Local Development) (England) Regulations 2012 (as amended) which came into force in April 2012.
- 1.3. The Localism Act (2011) included a number of changes to the “plan-making” system including the ability for local communities to prepare neighbourhood development plans that would form part of the overall development plan for the area. Another important aspect of the legislative changes is the duty to co-operate which requires the Council to co-operate with other local planning authorities and prescribed bodies to maximise the effectiveness of the preparation of the Local Plan and supporting activities so far as it relates to a strategic matter.

The National Planning Policy Framework (NPPF) was first published on 27 March 2012 and subsequently updated on 24 July 2018, 19 February 2019, 20 July 2021, 5 September 2023 and 19 December 2023 by the Ministry of Housing, Communities and Local Government (MHCLG). It sets out the Government's planning policies for England and the Government's requirements for the planning system.

- 1.4. National Planning Practice Guidance was launched by MHCLG in March 2014, it is a completely online resource and is live, which means that guidance can be quickly amended in order to keep it up to date. It provides guidance from MHCLG to planning professionals to guide them in developing sites, making policies and taking decisions on planning applications.

Development Plan

- 1.5. The statutory Development Plan is the set of Local Plans (also known as Development Plan Documents (DPDs)) that together form the statutory basis for determining whether or not planning permission should be granted.

- I.6. Local Plans are planning documents that contain policies for the use and protection or development of land, usually including the allocation of land for development. These must be in general conformity with government guidance, in particular the National Planning Policy Framework.
- I.7. Neighbourhood development plans are defined by NPPF as a plan prepared by a parish council or neighbourhood forum for a designated neighbourhood area. In law this is described within the [Planning and Compulsory Purchase Act 2004](#). They are required to undergo formal consultation and preparation procedures including an examination by an independent person and a public referendum. Subject to the successful completion of these procedures the neighbourhood development plan will ultimately be adopted by the council as part of the statutory development plan.
- I.8. The Development Plan for Halton currently comprises: the Halton Delivery and Allocations Local Plan (2022) which incorporates a number of policies from the Core Strategy 2013 and the Joint Waste Local Plan (2013).
- I.9. Parish Councils or neighbourhood forums have an option to produce Neighbourhood Plans on their own behalf and in their own timescale, the local development scheme does not seek to set this out. To date no parishes or neighbourhood areas in the Borough have yet begun the formal process to begin the development of such a plan.
- I.10. Supplementary Planning Documents (SPD) (and their predecessors, supplementary planning guidance) complement or expand upon local plan policies, for example describing in more detail how an allocated site should be developed. A SPD cannot allocate new sites for development nor contain new policies for the use or development of land, and they must not conflict with the adopted development plan. SPDs are subject to community involvement but do not require independent Examination. They do not form a statutory part of the development plan for the authority but are a material consideration when assessing any planning application to which they relate.

Local Development Scheme

Halton Delivery and Allocations Local Plan

- I.11. The recently adopted Local Plan provides a robust and up-to-date policy framework to guide future development within the Borough. Specifically, the Local Plan has:
 - a. Replaced selected policies from the Halton Local Plan Core Strategy (adopted April 2013) and the remaining saved policies of the Halton UDP (adopted April 2005).
 - b. Allocates land for residential, employment, retail, leisure and other land uses.
 - c. Designates areas protected for landscape, nature conservation, environmental and heritage reasons.
 - d. Provides policies to guide decision making in the development management process.

Halton Borough Council is currently preparing a number of supplementary planning documents to support the policy implementation of the adopted Halton Delivery and Allocations Local Plan (2022).

Officers are working closely with colleagues in the Liverpool City Region Combined Authority and the production of the LCR LDS, to ensure that they

The most recent revision of the NPPF in December 2023 has been reviewed against current DALP policies and have been found to be sound.

Timetable

- 1.12. More detail is provided in Appendix A.
- 1.13. The Council is liaising with partner authorities across the Liverpool City Region on the review and possible replacement of the Joint Halton and Merseyside Waste Local Plan.
- 1.14. Other planning documents intended to be prepared by the Council include:
 - a. Open Space SPD
 - b. Transport and Accessibility SPD
 - c. Housing of Multiple Occupation SPD
 - d. Climate Change SPD
 - e. House Extensions SPD

Indicative Timetable

	2023		2024				2025			
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Open Space SPD										
Transport & Accessibility SPD										
Housing of Multiple Occupation SPD										
Climate Change SPD										
House Extension SPD										

- I.15. The following supporting documents have been or are being produced by the Council to support the policy contained within the Local Plan and to provide more guidance to those undertaking development or to those making decisions on planning applications.
- I.16. We anticipate researching and developing SPDs in the following area's alongside this programme of works.
- Developer Contributions SPD,
 - Adding Social Value to Development.
- I.17. **Local Development Orders (LDO)** are policy instruments that extend permitted development rights for certain forms of development that the local authority considers to be suitable, either in general or limited to defined areas. LDOs are intended to simplify development. Development that conforms to an LDO would not require planning permission.

Process Documents

- I.18. A **Sustainability Appraisal Report (SA)** is prepared alongside a planning document, including the Local Plan, to ensure that the document as a whole reflects a balance of sustainable development objectives (social, environmental and economic factors). The SA incorporates the requirements of the European Union (EU) Strategic Environmental Assessment (SEA) Directive 2001/42.
- I.19. **Habitats Regulations Assessment (HRA)** is a requirement of the European Habitat Directive and seeks to assess the potential impact of a proposed plan in conjunction with the other plans and policies on one or more European Habitat sites. This is also referred to as the Appropriate Assessment (AA).
- I.20. An updated **Infrastructure Delivery Plan (IDP)** has been prepared alongside the Local Plan to identify essential supporting infrastructure and services, how they will be delivered and by whom.
- I.21. **Authority Monitoring Report (AMR)** will set out whether the Council is on target to meet the milestones set out in the LDS, it will provide information on whether the policy targets included in the Local Plan are being achieved and will identify key issues that are relevant to the borough that should be used to revise the LDS if necessary.
- I.22. **Statement of Community Involvement (SCI)** – The Halton SCI was updated and approved in 2020. It sets out how the community will be involved in the preparation, alteration and review of planning policy documents produced by the Council and how they can be expected to be consulted on planning applications.
- I.23. **Annual Infrastructure Funding Statement (AIFS)** - is annual public report which provides a summary of developer contributions in line with government guidance.

3. Evidence Base

3.1 The key pieces of Halton's existing evidence base which will be used to support the Local Plan are set out below (please note that other existing evidence base documents may also be used, where required, alongside these):

A	Whole Plan Viability Study (HDH Planning & Development Ltd 2019)	The study assessed the viability impacts of emerging planning policies to ensure that the Local Plan, when taken as a whole, is viable and deliverable and providing evidence to support affordable housing provision from qualifying sites.
B	Liverpool City Region Strategic Housing and Employment Land Market Assessment (SHELMA) (GL Hearn 2017)	This study identifies housing and employment land needs for the City Region over the period to 2037
C	Liverpool City Region Strategic Housing and Employment Land Availability Assessment Vol.2 (March 2018) (GL Hearn)	This study quantifies the potential supply of land for large scale B8 (warehousing).
D	Joint Employment Land and Premises Study (BE Group, 2010)	The study assesses the quantity and quality of employment land in the Borough and recommends future allocations of employment land to maintain economic growth.
E	Halton Retail Study (England & Lyle 2017):	This is a capacity study looking to identify trading roles and performance of the Borough's main retail centres and to quantify the need, if any, for additional provision.
F	Halton Landscape Character Assessment (TEP, 2009):	This identifies, describes and maps areas according to various landscape character types.
G	Halton Open Space Study (PMP and HBC, 2006/2021).	The study assesses existing and future needs for open space, sport and recreation in Halton and the current ability to meet these needs.
H	Halton Strategic Flood Risk Assessment Level 1 (HBC, 2017)	Provides a detailed assessment of the extent and nature of the risk of flooding and the implications for future development.
I	Halton Level 2 Strategic Flood Risk Assessment (JBA, 2019)	Detailed flood risk assessment for individual potential development sites,

		focusing on risk from three primary watercourses.
J	Liverpool City Region Renewable Energy Capacity Study (Arup, 2010):	This study identifies Energy Priority Zones for the delivery of low and zero carbon technologies.
K	Cheshire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (June 2018)	Assessment of accommodation and related service needs of Gypsies, Travellers and Travelling Show people across Halton, Warrington and Cheshire.
L	Liverpool City Region and Warrington Green Infrastructure Framework Draft (Mersey Forest, 2013)	This Framework provides information and new perspectives on green infrastructure across the seven local authorities.
M	Liverpool City Region and Warrington Green Infrastructure Framework Action Plan (Mersey Forest, 2013):	This Plan identifies actions at a city region level that meet key priorities of the Green Infrastructure Framework.
N	Listed Buildings in Halton:	Compendium detailing each of the Listed Buildings in Halton, including location map and image(s) of the property or structure.
O	Mersey Gateway Regeneration Strategy (HBC and GVA, 2008)	This study details the opportunities that the Mersey Ga
P	Halton Green Belt Study: (HBC 2018):	This study reviews and assesses the Green Belt around Widnes and Hale, Runcorn, Moore, Daresbury and Preston-on-the-Hill.
Q	Strategic Housing Land Availability Assessment (2020)	This is the main mechanism to identify a deliverable and developable supply of sites in the Borough for housing.
R	Halton Housing Land Availability Report (annual update)	This report provides data on land availability and take-up (build) rates for housing within Halton
S	Halton Employment Land Availability Report (annual update)	This report provides data on land availability and take-up (build) rates for employment uses within Halton
T	Liverpool City Region Transport Plan for Growth: (2015)	This document combines the key elements from the Local Transport Plans for Merseyside and Halton
U	Playing Pitch Strategy: (2021)	This strategy assessed existing and future needs for playing pitch provision in Halton.
V	Halton Local List:	This document identifies the non-designated heritage assets in Halton.

W	Liverpool City Region Ecological Network (MEAS, 2015)	This study assessed existing and future needs for ecological site protection and potential enhancement.
X	Halton Non-Breeding Birds Survey (Avian Consulting 2019):	This survey identified functionally linked habitat associated with the Special Protection Area of the Mersey Estuary for overwintering non breeding wetland birds.

4. Delivery

- 4.1. There will always be an element of uncertainty associated with a document of this nature. It is legitimate to ask how reasonable and achievable the targets are set out above, and what issues may affect the overall delivery of the LDS.
- 4.2. An assumption has been made over the amount of time that will need to be allocated to public and stakeholder involvement. Whilst this has been based on past experience, it cannot accurately predict how many people will wish to engage with the Council on a particular project.
- 4.3. The programme has to be flexible in terms of staff, both the turnover and the allocation of work – neither can be fully accounted for over a three-year period.

Project Management and Resources

- 4.4. Preparation of the planning documents will be led by the Council's planning policy team. The work will be complemented by other council officers with specialist expertise in particular areas e.g. housing, urban design, heritage and conservation, leisure, transport, environment, health and legal. In addition, external resources may be called upon, including Merseyside Environmental Advisory Service (MEAS) and consultants for certain projects.
- 4.5. The Operational Director for Policy, Planning and Transportation has a strategic overview of the production of planning policy documents; the Principal Officer for Planning and Transport Strategy is responsible for the management of the programme and document production.
- 4.6. Elected member involvement in plan preparation is primarily via the Local Plan Working Party. This group provides advice and feedback to officers on a range of planning policy matters. The decision to submit the Local Plan to the Secretary of State and subsequent stages up to and including adoption will be via full Council resolution, but agreement to publicly consult on draft documents can be given by the Executive Board.

Monitoring and Review

- 4.7. To ensure that the plan process is achieving its objectives, the Authority Monitoring Report (AMR) will set out the progress and effectiveness of the plan preparation processes. The AMR is updated annually and will report key milestones in relation to the progress of the development plan documents such as the Annual Infrastructure Fund Statement (AIFS) and Halton’s Employment Land Assessment (HELA) amongst other relevant items.
- 4.8. Unforeseen developments such as the closure of a major employer may lead to the requirement for the Local Development Scheme to be reviewed earlier as this may require new SPDs or DPDs to be produced urgently whilst other documents are delayed.

Risk Assessment

- 4.9. The table below identifies possible risks that could be encountered in the implementation of this LDS. It sets out an evaluation of the significance of the potential risk and the mitigation measures to manage risk should it occur.

	Risk	Likelihood	Issue	Mitigation
1	IT Systems	Medium	<ul style="list-style-type: none"> • Insufficient expertise • Resources – software, hardware and staff • Loss of data • Lack of access to data held by other teams • Changes to systems used could all lead to slippage in the programme. 	Staff training, appropriate resourcing, and improvements to data access could reduce these risks.
2	Staffing Issues	High	<ul style="list-style-type: none"> • Loss of experienced staff • Reduced numbers of staff • Sickness <p>Could lead to slippage in the programme, reduced staff moral and motivation, over work of existing staff potentially leading to sickness within the team and thereby increasing the issue.</p>	Prompt recruitment of new staff, or temporary staff and careful management of the work programme could reduce these risks.
3	Political Delay	Medium	<ul style="list-style-type: none"> • Committee cycle dates • Last minute changes and amendments • Change in National or Sub-Regional Government <p>Reporting procedures and long lead in times may lead to slippage in the programme.</p>	Ensuring involvement of members throughout the process and regular reviews of the programmed should help to reduce this risk.

	Risk	Likelihood	Issue	Mitigation
4	Change in National / Local Government Policy	High	All stages of Local Plan preparation are influenced by government policy. Changing policies/priorities and uncertainty for the Local Plan.	Ensure that policy team is abreast of changes in policy.
5	Team undertaking other work	High	Resources are finite (3 FTE). If the project team is required to input in to other priority areas of the Authority or Combined Authority, this is likely to cause slippage in the programme.	Local Plan to be a corporate priority ensuring team remain focused on delivery.
6	Volume of work greater than anticipated	Medium	This may include a higher number of representations than expected, new work areas, or additional evidence base requirements leading to slippage in the programme.	Ensure timetable is realistic and has a degree of built-in flexibility.
7	Duty to Co-operate	Medium	<ul style="list-style-type: none"> • Joint Working • Negotiation When working to differing timelines, priorities for joint working may differ and lead to delays in evidence or discussion taking place.	Ensure that timetables are realistic and reflect partner authorities' / organisations' ability to contribute to joint working.
8	Consultation Fatigue	Medium	<ul style="list-style-type: none"> • Lack of responses • Lack of understanding with regard to the purpose/content of the plan. 	Ensure approach set out in the SCI is used, where possible adopt new ideas to improve consultation. Use plain English.
9	Need for further consultation	Medium	It can be hard to predict where and when extra consultation may be required but may be as a result of the Hearing or due to the levels of comments received.	Ensure timetable is realistic, reviewed regularly and has a degree of built in flexibility.
10	Need for specialist Input	High	It is normally possible to foresee where there is a need for specialist involvement therefore reducing the risk associated with this issue. However, on occasions e.g. where new Government guidance is created, it may be necessary to use specialists without additional time being built into the programme, therefore causing delays.	Ensure that policy team is abreast of changes in policy and allow for some flexibility in the AMR.

Acronyms

AMR	Authority Monitoring Report
CIL	Community Infrastructure Levy
CLG	Department of Communities and Local Government
DPD	Development Plan Document
LDO	Local Development Order
LDS	Local Development Scheme
NDP	Neighbourhood Development Plan
NPPF	National Planning Policy Framework
PPG	National Planning Policy Guidance
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SPD	Supplementary Planning Document

Appendix A:

Local Development Scheme Details

Open Space SPD		
Document Details		
Title	Open Space SPD	
Role and Content	Sets out detailed guidance for the public, planners, housing providers, developers and their agents, clarifying definitions and procedural matters in dealing with planning applications and Open Space requirements.	
Status	Material Consideration in the determination of planning applications.	
Geographical coverage	Borough wide	
Chain of Conformity	Conforms with the Delivery and Allocations Local Plan specifically policy HE1 and National Planning Policy Framework	
Timetable and Milestones		
Start	Begin collation of evidence and start engaging stakeholders in the early preparation of the document	
SA Scoping	Consultation on the scope of the Sustainability Appraisal	
Initial Consultation	Iterative process – identifying issues and options, developing preferred options and taking account of the evidence base	
Publication	Publish the final draft document and consult for 4 weeks on the content prior to adoption.	
Adoption	Document adopted and published	
Arrangements for Production		
Lead Department	Planning Policy	
Management arrangements	Executive Board approval will be required for public consultation on draft Plan(s). Full Council approval will be required for adoption.	
Resources	To be provided within the Planning Policy budget.	
Involving Stakeholders and Community	Consultation will be undertaken in line with the Regulations and the Statement of Community Involvement (SCI 2020).	
Post Production		
Monitoring	Monitored by the Authority Monitoring Report (AMR).	
Review	The effectiveness of this SPD will be reviewed through the data collected within the AMR.	
Transport and Accessibility SPD		
Document Details		
Title	Transport and Accessibility SPD	
Role and Content	This SPD will show how development can satisfy the requirements of accessibility policies contained within Halton’s Development Plan. It will assist developers in ensuring that their proposals are accessible, promote sustainable travel patterns and minimise the congestion and pollution caused by vehicles. The main objective of the SPD is to ensure a good choice of travel modes to all new development.	

Status	Material Consideration in the determination of planning applications.	
Geographical coverage	Borough wide	
Chain of Conformity	Conforms with the Delivery and Allocations Local Plan specifically CSR 15 / C1 and National Planning Policy Framework	
Timetable and Milestones		
Start	Begin collation of evidence and start engaging stakeholders in the early preparation of the document	Commenced
SA Scoping	Consultation on the scope of the Sustainability Appraisal	
Initial Consultation	Iterative process – identifying issues and options, developing preferred options and taking account of the evidence base	
Publication	Publish the final draft document and consult for 4 weeks on the content prior to adoption.	
Adoption	Document adopted and published	
Arrangements for Production		
Lead Department	Planning Policy	
Management arrangements	Executive Board approval will be required for public consultation on draft Plan(s). Full Council approval will be required for adoption.	
Resources	To be provided within the Planning Policy budget.	
Involving Stakeholders and Community	Consultation will be undertaken in line with the Regulations and the Statement of Community Involvement (SCI 2020).	
Post Production		
Monitoring	Monitored by the Authority Monitoring Report (AMR).	
Review	The effectiveness of this SPD will be reviewed through the data collected within the AMR.	
Houses of Multiple Occupation SPD		
Document Details		
Title	Houses of Multiple Occupation SPD	
Role and Content	This SPD is intended to raise awareness and assist in the appropriate designation of HMOs to ensure quality, equitable distribution of the designated properties.	
Status	Material Consideration in the determination of planning applications.	
Geographical coverage	Borough wide	
Chain of Conformity	Conforms with the Delivery and Allocations Local Plan specifically CS(R)12, RD3, C2, and GR2, and National Planning Policy Framework	
Arrangements for Production		
Lead Department	Planning Policy	
Management arrangements	Executive Board approval will be required for public consultation on draft Plan(s). Full Council approval will be required for adoption.	
Resources	To be provided within the Planning Policy budget.	

Involving Stakeholders and Community	Consultation will be undertaken in line with the Regulations and the Statement of Community Involvement (SCI 2020).	
Timetable and Milestones		
Start	Begin collation of evidence and start engaging stakeholders in the early preparation of the document	
SA Scoping	Consultation on the scope of the Sustainability Appraisal	
Initial Consultation	Iterative process – identifying issues and options, developing preferred options and taking account of the evidence base	
Publication	Publish the final draft document and consult for 4 weeks on the content prior to adoption.	
Adoption	Document adopted and published	
Post Production		
Monitoring	Monitored by the Authority Monitoring Report (AMR).	
Review	The effectiveness of this SPD will be reviewed through the data collected within the AMR.	

Climate Change SPD

Document Details		
Title	Climate Change SPD	
Role and Content	Sets out detailed guidance for the public, planners, housing providers, developers and their agents, clarifying definitions and procedural matters in dealing with planning applications and Open Space requirements.	
Status	Material Consideration in the determination of planning applications.	
Geographical coverage	Borough wide	
Chain of Conformity	Conforms with the Delivery and Allocations Local Plan specifically policy CSR20 ,21 and HEI and National Planning Policy Framework	
Timetable and Milestones		
Start	Begin collation of evidence and start engaging stakeholders in the early preparation of the document	
SA Scoping	Consultation on the scope of the Sustainability Appraisal	
Initial Consultation	Iterative process – identifying issues and options, developing preferred options and taking account of the evidence base	
Publication	Publish the final draft document and consult for 4 weeks on the content prior to adoption.	
Adoption	Document adopted and published	
Arrangements for Production		
Lead Department	Planning Policy	
Management arrangements	Executive Board approval will be required for public consultation on draft Plan(s). Full Council approval will be required for adoption.	
Resources	To be provided within the Planning Policy budget.	

Involving Stakeholders and Community	Consultation will be undertaken in line with the Regulations and the Statement of Community Involvement (SCI 2020).	
Post Production		
Monitoring	Monitored by the Authority Monitoring Report (AMR).	
Review	The effectiveness of this SPD will be reviewed through the data collected within the AMR.	
House Extension SPD		
Document Details		
Title	House Extension SPD	
Role and Content	This SPD is intended to help householders, developers, agents and architects who are planning and designing an extension or alterations (householder development) to an existing residential property, including conservatories and outbuildings.	
Status	Material Consideration in the determination of planning applications.	
Geographical coverage	Borough wide	
Chain of Conformity	Conforms with the Delivery and Allocations Local Plan specifically RD3 and CSR 18 and National Planning Policy Framework	
Arrangements for Production		
Lead Department	Planning Policy	
Management arrangements	Executive Board approval will be required for public consultation on draft Plan(s). Full Council approval will be required for adoption.	
Resources	To be provided within the Planning Policy budget.	
Involving Stakeholders and Community	Consultation will be undertaken in line with the Regulations and the Statement of Community Involvement (SCI 2020).	
Timetable and Milestones		
Start	Begin collation of evidence and start engaging stakeholders in the early preparation of the document	
SA Scoping	Consultation on the scope of the Sustainability Appraisal	
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Post Production		
Monitoring	Monitored by the Authority Monitoring Report (AMR).	
Review	The effectiveness of this SPD will be reviewed through the data collected within the AMR.	