

Local Development Scheme – 2023-2025

Planning

8 December 2023

LONDON BOROUGH OF RICHMOND UPON THAMES LOCAL DEVELOPMENT SCHEME 2023 – 2025

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Executive Summary

1. The London Borough of Richmond upon Thames Local Plan, adopted July 2018, the West London Waste Plan, adopted July 2015, and the Twickenham Area Action Plan, adopted July 2013 are part of the Borough's Local Plan. These and the London Plan 2021, are the current statutory development plan for the borough. In addition, the Ham and Petersham Neighbourhood Forum has produced a Ham and Petersham Neighbourhood Development Plan, which was adopted by the Council in January 2019, and is also part of the statutory development plan for the area to which the Neighbourhood Plan relates to.
2. The Local Development Scheme (LDS) is the programme for the preparation of new Development Plan Documents (DPDs) within the suite of the Borough Local Plan documents. Existing Local Plan documents are as in paragraph 1 above; the proposed additional / forthcoming plans are as follows:
 - **New Richmond Local Plan, together with the Policies Map**
3. The new Local Plan, upon adoption, will supersede the existing Local Plan (2018) as well as the Twickenham Area Action Plan (2013). It will not supersede the West London Waste Plan and the status of the Ham and Petersham Neighbourhood Plan will also remain unchanged. A review of the joint West London Waste Plan is now commencing.
4. This is the tenth Local Development Scheme (LDS), updating the version operative from July 2019 as agreed at a meeting of the [Environment, Sustainability, Culture and Sports Committee in November 2021](#) with delegated authority that has allowed subsequent changes to be captured in this version. This new LDS will replace any previous versions.
5. Whilst it is not necessary to include the programme for the preparation of Supplementary Planning Documents (SPDs) within the LDS, there is a list of SPDs (where known) to be developed included within this LDS.
6. The Government's plan-making reforms will affect future work, although the new Local Plan is being prepared under the transitional arrangements.

1. The Borough Local Plan

- 1.1 The existing statutory development plan for the borough consists of the following (see Appendix 1 for further details):
- The London Borough of Richmond upon Thames Local Plan, adopted July 2018
 - The West London Waste Plan, adopted July 2015
 - The Twickenham Area Action Plan, adopted July 2013
 - The Ham and Petersham Neighbourhood Development Plan, adopted January 2019
 - The London Plan, adopted March 2021
- 1.2 The main proposed additional / forthcoming plan is the new Local Plan, which together with the Policies Map, will, upon its adoption, supersede the existing Local Plan (2018) and the Twickenham Area Action Plan (2013).
- 1.3 The current planning system is based on the Planning & Compulsory Purchase Act 2004, as amended by the Localism Act 2011 and The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), whereby a collection of documents should be produced by the Local Planning Authority that make up together the statutory plan for the borough, referred to as a “Local Plan”. The Local Plan will be used for the consideration of planning applications and to assist with investment and locational decisions by the Council, its partners, and developers.
- 1.4 The Council has a statutory duty to maintain an up-to-date LDS. The Localism Act 2011 stipulates that the LDS must be updated every three years. In addition, it should be noted that Government has introduced a requirement to review and where necessary update the Local Plan every five years.
- 1.5 This is the Local Development Scheme (LDS) for the London Borough of Richmond upon Thames, produced in accordance with The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). Its purpose is to explain which Local Plan documents are to be produced between 2023 and 2025, and to set out the timetable for preparing them. For completeness, the whole Local Plan programme is shown within this LDS, including work undertaken since 2019.

Government policy and guidance

- 1.6 The Government sets out national planning policy in the National Planning Policy Framework (NPPF, 2023) and the accompanying National Planning Practice Guidance (NPPG). There are also other national strategies and guidance that the Council needs to follow. The Local Plan must have regard to these policies and guidance and implement them taking account of local circumstances.
- 1.7 The Government has introduced a wide range of reforms to the plan-making system in the Levelling Up and Regeneration Act 2023. The new Local Plan is being prepared under the transitional arrangements, as the Government’s Chief Planner also advised local authorities that they should not let uncertainties stop them from progressing on the development of Local Plans. Although secondary legislation and further guidance is still awaited, future work is likely to be taken forward in the new system, including publishing a future Local Plan timetable, the role of Supplementary Plans, as well as the future plan-making process.

Regional policy and guidance

- 1.8 The London Plan (2021) is the overall strategic plan for London and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital. It forms part of the development plan for Greater London. London Boroughs' local plans need to be in 'general conformity' with the London Plan, and its policies guide decisions on planning applications in London.

2. Types of Policy Documents

Development Plan Documents

- 2.1 These have development plan status and are subject to independent examination carried out by a Planning Inspector. Richmond Council's adopted DPDs are set out in paragraph 1.1 above and Appendix 1. The new Local Plan will also be a DPD. See the [Council's website](#) for the existing Local Plan documents:
www.richmond.gov.uk/local_plan
- 2.2 The [Localism Act 2011](#) (www.legislation.gov.uk/ukpga/2011/20/contents/enacted) allows communities (residents, employees, businesses) to come together through a 'Neighbourhood Forum' and produce a 'Neighbourhood Development Plan', which needs to comply with national policies and conform to the local strategic policies. In this borough, the Ham and Petersham Neighbourhood Forum has produced a Ham and Petersham Neighbourhood Development Plan, which was adopted by the Council in January 2019, and is also part of the statutory development plan for the area to which the Neighbourhood Plan relates to.

Supplementary Planning Documents (SPD)

- 2.3 These do not have development plan status but they provide guidance on the application of existing development plan policies. They are subject to public consultation and can be approved by the Council without an independent examination. See the [Council's website](#) for the adopted SPDs:
www.richmond.gov.uk/supplementary_planning_documents_and_guidance

Supplementary Planning Guidance (SPG) remaining in force

- 2.4 Older guidance is referred to as Supplementary Planning Guidance (SPG). They will remain in force as long as they support and provide guidance in relation to a policy within a Local Plan document. If they are reviewed, they would become Supplementary Planning Documents. See the [Council's website](#) for adopted SPGs:
www.richmond.gov.uk/supplementary_planning_documents_and_guidance

The Statement of Community Involvement (SCI)

- 2.5 It is a requirement for the Council to produce a Statement of Community Involvement (SCI), which outlines how the Council will engage with stakeholders in the preparation of Local Plan documents and when assessing planning applications. The Council's SCI was adopted in December 2019. See the [Council's website](#) for adopted SCI:
www.richmond.gov.uk/statement_of_community_involvement

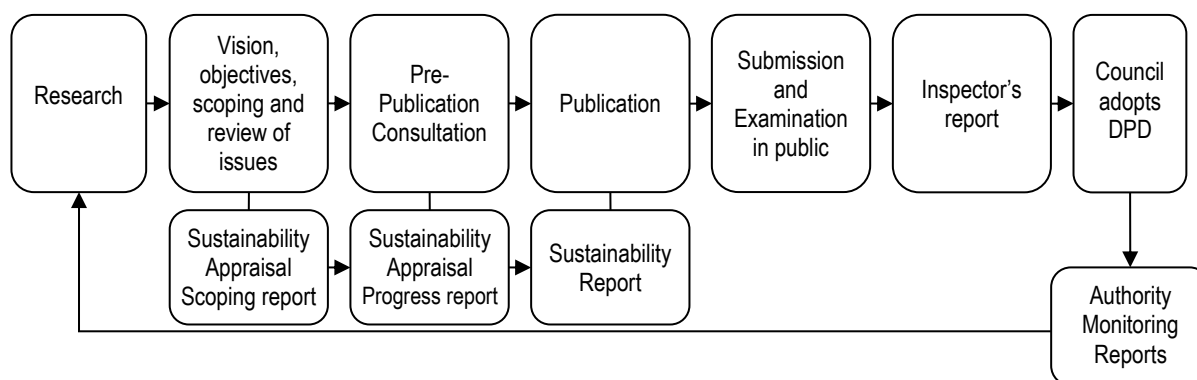
Authority's Monitoring Report (AMR)

- 2.6 The Council must prepare and make publicly available Authority's Monitoring Reports, which shows the extent to which policies set out in Local Plan documents are being achieved. A series of topic-based AMRs are produced, with the timescale covered in each report determined by the nature of the topic in terms of its strategic importance and sensitivity to changing circumstance. See the [Council's website](#) for monitoring information: www.richmond.gov.uk/authority_monitoring_report

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

2.7 The Planning and Compulsory Purchase Act 2004 and subsequent revisions require consideration of how policies and plans contribute to the achievement of sustainable development. The process of carrying out a Sustainability Appraisal is an integral part of the preparation of Local Development Documents (LDDs) and involves a formal report when DPDs are published and submitted to the Secretary of State. The Sustainability Appraisal also incorporates the Strategic Environmental Assessment (SEA) which identifies the environmental implications of the introduction of a Plan. See the [Council's website](#) for further information:
www.richmond.gov.uk/sustainability_appraisal_local_plan

3. Key stages in the production of Development Plan Documents



Research

Evidence is gathered to help identify the issues that need to be considered. This includes surveys, analysis of existing information and monitoring of existing policies, together with consideration of any relevant changes in national or regional policies and guidance. All DPDs have to be evidence based and justified.

Vision, objectives, scoping and review of issues

At this stage the vision, objectives and the general approach to development and growth in the borough, as well as the scope of the issues that need to be addressed will be considered. The Localism Act 2011 introduced the Duty to Co-operate, which requires Local Planning Authorities to 'engage constructively, actively and on an on-going basis' with other LPAs and public bodies in relation to strategic and/or cross-boundary matters. Therefore, early consultation with Duty to Co-operate bodies, key stakeholders and interest groups, including community groups, takes place at this early stage in the plan-making process. Duty to Co-operate engagement will continue throughout the preparation of the DPD. The Council may decide to carry out an informal (non-statutory) early consultation on a vision and objectives to inform the general approach to development and the spatial strategy for the borough, alongside the identification of issues that will need to be considered, to inform the future direction of the DPD.

The Council may also carry out a Call for Sites consultation alongside to gauge landowners' and developers' interests for developing land within the borough.

At this stage, the Council will also usually review and consult on the Sustainability Appraisal Scoping Report, which also contains the sustainability objectives that any future DPD and its proposals will be assessed against.

Pre-publication (Regulation 18) consultation

The Council will consult widely on a pre-publication report for a minimum of six weeks (in line with Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)). Comments from any earlier engagement and consultation will be taken account of where relevant. The pre-publication report will usually contain draft policies and proposals, including site allocations for key development sites where relevant. This stage of the consultation is also accompanied by a Sustainability Appraisal Report, which sets out amongst other things the alternatives that have been considered during the development of the DPD.

Publication of DPD and (Regulation 19) consultation

The Council will publish a final version of a DPD, taking account of the pre-publication consultation responses. At this stage, there is a final six-week consultation period (in line with Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)) during which anyone can make representations on the grounds of 'soundness', legal compliance and/or Duty to Co-operate. The Mayor of London will consider if the DPD is in 'general conformity' with the London Plan and make representations if not. The DPD is also accompanied by an updated Sustainability Appraisal Report.

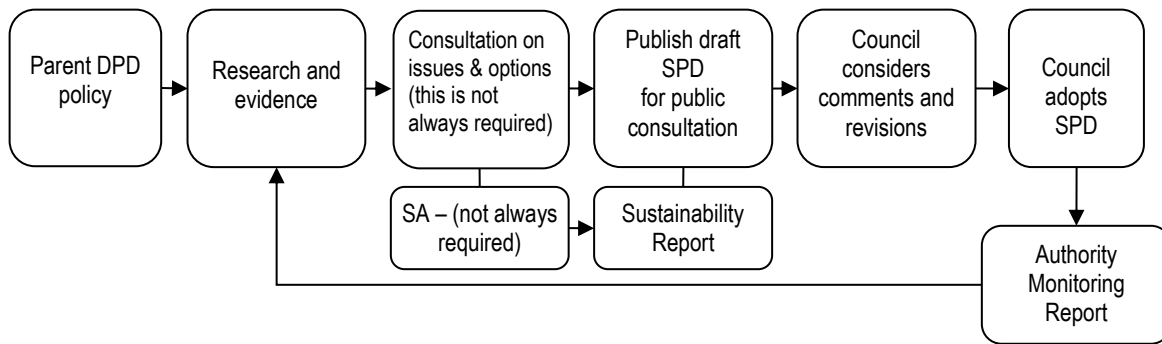
Submission and Examination in Public

Following the six-week publication, the Council will submit its final version of the DPD, together with all responses received, to the Secretary of State for independent examination and send it also to the Mayor of London. In addition, the Policies Map will usually also be revised during the development of a DPD as it illustrates geographically the policies in the plan. Details of proposed changes to the Policies Map will also have to be submitted alongside the Plan, showing how the adopted Policies Map would be changed as a result of the new Plan. The examination of the DPD commences with the submission to the Secretary of State, who will then appoint an independent planning inspector(s) to conduct the examination in public. Any representations received at Publication (Regulation 19) stage will be submitted to and considered by an independent inspector(s). The inspector(s) must consider whether the DPD is "sound" having regard to national planning policy, and ensure it is in general conformity with the London Plan (taking account of any representations from the Mayor of London). During the examination, an inspector may recommend changes to a DPD's policy/proposal. Such changes are usually discussed at the examination hearings, allowing the Council to propose changes to address an inspector's concern. Changes considered necessary by an inspector are called 'Main Modifications', which the Council will need to consult on for a minimum of six week, accompanied by Sustainability Appraisal where necessary, before an examination can be concluded. Any representations received during the main modifications consultation will be forwarded to the inspector, who will have due regard to them. Minor changes, known as 'additional modifications', can be made by the Council on adoption without the need to be examined. It is at the discretion of the Council whether to advertise additional modifications at the same time as consulting on the main modifications.

Inspector's Report and Adoption of the DPD

The Inspector's report will set out whether the DPD has been prepared in line with the relevant legal requirements and whether it meets the tests of 'soundness' contained in the NPPF. The report is binding on the Council insofar as it can only adopt a DPD with any recommended main modifications. Once the examination process is complete, adoption of a DPD requires confirmation by a full meeting of the Council. A Sustainability Appraisal Adoption Statement is published at this stage.

4. Key stages in the production of Supplementary Planning Documents



The purpose of a SPD is to provide guidance and more detail on the application of a DPD policy; however, SPDs cannot set out new or amended existing policies. Preparation of SPDs is a simpler process that does not involve an Examination in Public by an independent inspector. Whilst the legal requirement is only to carry out one round of public consultation, the Council may choose to carry out an additional / informal public consultation prior to the consultation on the draft SPD. A consultation on issues and options may be appropriate if there are options to be discussed, and this is particularly relevant when developing development briefs for specific sites.

5. Proposed programme for the new Borough Local Plan

5.1 The key milestones for the **new Local Plan** are as follows:

What	When
Evidence gathering and research, including duty to co-operate engagement	Ongoing
'Direction of Travel' public consultation on vision, objectives, spatial strategy and issues, alongside consultation on Sustainability Appraisal (SA) Scoping Report	February – April 2020
Call for Sites consultation	
Pre-Publication consultation on draft Plan and SA (Regulation 18)	December 2021 – January 2022
Publication consultation on the Council's final version of the Plan and final SA report (Regulation 19)	June – July 2023
Submission of the Council's final version of the Plan to the Planning Inspectorate	January 2024
Independent Examination in Public	January 2024 to Autumn 2024 ¹
Inspector's Report	Autumn 2024
Adoption of the Local Plan	Winter 2024/25 ²

¹ Note that the next London Mayoral Election will take place on 2 May 2024.

² The next United Kingdom General Election is scheduled to take place no later than 28 January 2025, unless it is held at an earlier date.

- 5.2 Full details for the anticipated programme of the new Local Plan and the timetable for its production are set out in Appendix 2 of this report.

West London Waste Plan

- 5.3 The West London Waste Plan (2015) also forms part of Richmond's DPD. The WLWP was jointly prepared by six west London Boroughs (Brent, Ealing, Harrow, Hounslow, Hillingdon, and Richmond upon Thames) and the Old Oak and Park Royal Development Corporation area. This DPD sets out a strategy for the sustainable management of waste produced in the area over the period up to 2031. The WLWP is due for review and as of September 2023 discussions are underway to commence joint working between authorities with a programme to update the DPD. As noted in paragraph 1.7, it is expected this will be brought forward in the new plan-making system.

Supplementary Planning Documents

- 5.4 There is no requirement to include the programme of work for the preparation of Supplementary Planning Documents within the LDS, but where these are known they are included in this LDS for information. A review of [SPDs](#) will occur once the new Local Plan reaches adoption. As of December 2023, the Council will consider the production of the following:

- Affordable Housing SPD (update to the adopted SPD, following consultation on a [draft SPD](#) in 2022)
- Local Views SPD (finalise new SPD, following consultation on a [draft SPD](#) in 2022)
- Basements and Subterranean Developments SPD (new SPD)
- Trees SPD (new SPD)
- Biodiversity SPD (new SPD)
- Planning Obligations SPD (update to the adopted SPD)
- Transport SPD (update to the adopted SPD)
- Sustainable Construction Checklist SPD (update to the adopted SPD)
- Residential Development Standards (update to the adopted SPD)
- Design Quality SPD (update to the adopted SPD)
- Small and Medium Housing Sites SPD (update to the adopted SPD)
- Further supplementary planning document(s) or toolkits to inform small site design expectations on residential-led projects.

6. Project Management and Resources

- 6.1 The Council's Spatial Planning and Design Team leads the preparation of the Local Plan. Consultants will be commissioned to carry out research or certain parts of the process where necessary. Other organisations, partners and stakeholders will also be involved in the plan preparation, consultation, including where relevant, as part of the evidence gathering. |

7. Risk Assessment

7.1 The main areas of risk, which could potentially lead to a slippage in the programme, have been identified as follows:

- Extensive opposition and/or submission of complex evidence from the community or landowners / developers requiring further review or evidence to support proposals.
- Changing circumstances, such as new national policies and guidance, or emerging development pressures could alter priorities, such as leading to a proposed addition or substitution of policies and proposals.
- Broader changes, particularly the COVID-19 pandemic, as well as other market factors, cause uncertainty around trends and about behavioural and societal changes, as well as impact on the market and development activity.
- Other pressures such as redevelopment of key sites or other planning priorities could mean that staff may need to spend more time on non-Local Plan work.
- Elections and political priorities: local elections and subsequent changes to the administration could lead to a reconsideration of issues and alter priorities; whilst the timetable and key milestones note and take account of the scheduled dates for elections, any changes to this (such as an earlier general election) could impact on the consultation timetable due to the pre-election period ('purdah').
- Changes in the Spatial Planning and Design Team's staffing levels, such as a team member leaving, and/or vacant post(s) are not being filled, and issues related to attracting and/or retaining skilled and experienced officers.
- Legal or other challenges (particularly following adoption), e.g. through the Sustainability Appraisal or Duty to Co-operate requirements. The Council will work closely with the Planning Inspectorate and the GLA, other agencies and stakeholders to ensure that emerging and final policies are justified and based on sound and up to date evidence, also ensuring that there is effective community engagement and the correct procedures are followed. In addition, the Council will consult and engage the prescribed Duty to Co-operate bodies throughout the plan-making stages as appropriate; and enter into Statements of Common Ground where necessary.

7.2 The [Local Plan website](http://www.richmond.gov.uk/local_plan) at www.richmond.gov.uk/local_plan should be checked for any updates in case of necessary adjustments to the programme, and if required, a revised LDS will be published.

8. Monitoring and Review

8.1 The Localism Act, subsection 113, includes a requirement for local authorities to prepare a report, which should contain:

- information on the implementation of the Local Development Scheme; and
- the extent to which the policies set out in the DPDs are being achieved.

8.2 In order to comply with the above requirement, monitoring reports are published when available on the [Council's website](http://www.richmond.gov.uk/authority_monitoring_report): www.richmond.gov.uk/authority_monitoring_report

8.3 This Local Development Scheme, available on the [Council's website](http://www.richmond.gov.uk/local_development_scheme) at www.richmond.gov.uk/local_development_scheme, is the first point of contact for information about Richmond Council's timetable for progressing and producing DPDs.

The Council will review and republish this LDS as necessary. In addition, the key milestones for the new Local Plan will also be regularly updated on the [Council's Draft Local Plan webpage](http://www.richmond.gov.uk/draft_local_plan): www.richmond.gov.uk/draft_local_plan

APPENDIX 1 – London Borough of Richmond upon Thames Local Plan Summary

ADOPTED PLANS (DPDs):

TITLE	Local Plan – adopted July 2018*
STATUS	Development Plan Document (DPD)
ROLE AND CONTENT	<p>The Richmond upon Thames Local Plan provides the vision, objectives and strategy for the spatial development for the whole of the borough for a 15-year period from its adoption. The Local Plan is the primary development plan document for the borough and its policies assist in delivering the development requirements and needs of the borough, including numbers of new dwellings, as set out in the London Plan, and jobs. In addition, the Local Plan sets out policies and proposals for the borough's key development sites.</p> <p><i>*Two legal challenges were made regarding the adoption of the Local Plan (under s.113 of the Planning and Compulsory Purchase Act 2004) relating to the proposed Other Open Land of Townscape Importance (OOLTI) boundary at St Michael's Convent (SA17) and paragraph 5.2.8 regarding the proposed Local Green Space (LGS) designation at Udney Park Playing Fields. On 3 March 2020, the Council adopted the two matters related to the legal challenges within the Local Plan.</i></p>
COVERAGE	Borough-wide
CONFORMITY	The Local Plan is in general conformity with the National Planning Policy Framework and the London Plan.

TITLE	West London Waste Plan – adopted July 2015
STATUS	Development Plan Document
ROLE AND CONTENT	The six west London Boroughs (Brent, Ealing, Harrow, Hounslow, Hillingdon and Richmond upon Thames) and latterly the Old Oak and Park Royal Development Corporation, have jointly prepared the West London Waste Plan (WLWP). It sets out a strategy for the sustainable management of waste and also allocates sites for managing West London's waste over the period up to 2031.
COVERAGE	West London Waste Authorities
CONFORMITY	Local Plan, London Plan, NPPF

TITLE	Twickenham Area Action Plan – adopted July 2013
STATUS	Development Plan Document
ROLE AND CONTENT	This Area Action Plan focuses on the regeneration of Twickenham. It includes specific proposals and allocations for key sites within the Plan area as well as transport proposals and environmental improvement schemes.
COVERAGE	Twickenham Town Centre
CONFORMITY	Local Plan, London Plan, NPPF

TITLE	Ham and Petersham Neighbourhood Development Plan – adopted January 2019
STATUS	Development Plan Document
ROLE AND CONTENT	The Ham and Petersham Neighbourhood Plan is a development plan produced by the community (i.e. the Ham and Petersham Neighbourhood Forum). It sets out a vision and objectives, alongside more detailed policies and proposals, to help shape the future of the area.
COVERAGE	Ham and Petersham Neighbourhood Area (as designated)
CONFORMITY	Local Plan, London Plan, NPPF

FORTHCOMING PLANS (DPDs):

TITLE	New Richmond Local Plan	
STATUS	Development Plan Document	
ROLE AND CONTENT	It sets out policies and guidance for the development of the borough over the next 15 years. It looks ahead to 2039 and identifies where the main developments will take place, and how places within the borough will change, or be protected from change. The Plan follows the approach of the presumption in favour of sustainable development and shows how it is expressed locally.	
COVERAGE	Borough-wide – excluding policies and allocations set out in the West London Waste Plan	
CONFORMITY	London Plan, NPPF	
TIMETABLE	Start	Ongoing evidence and review
	Direction of Travel consultation	February – April 2020
	Pre-publication consultation	December 2021 – January 2022
	Publication consultation	June – July 2023
	Submission of DPD	January 2024
	Examination	January 2024 to Autumn 2024
	Adoption	Winter 2024/25
PRODUCTION	Lead	Spatial Planning and Design Team Manager Principal Policy and Information Planner
	Management arrangements	Spatial Planning and Design Team Manager Principal Policy and Information Planner
	Resources	Spatial Planning and Design Team + staff from other departments as appropriate + consultants (for production of evidence base and support at examination if required)
	Stakeholder and community involvement	As set out in the Statement of Community Involvement
	Political Management	Environment, Sustainability, Sport and Culture Committee
NOTE	Upon its adoption, the new Local Plan will supersede the existing Local Plan (2018) as well as the Twickenham Area Action Plan (2013). The West London Waste Plan and the Ham and Petersham Neighbourhood Plan will remain as existing and will not be superseded by a new Local Plan.	

TITLE	Policies Map	
STATUS	Development Plan Document	
ROLE AND CONTENT	The Policies Map illustrates the policies and proposals contained in the Council's DPDs. It identifies areas of protection, such as Metropolitan Open Land, Green Belt and conservation areas as well as locations and sites for particular land uses, such as town centres, and specific site allocations.	
COVERAGE	Borough-wide	
CONFORMITY	London Plan, Local Plan, West London Waste Plan	
TIMETABLE	Start	The Policies Map will be updated as each DPD is produced; it will be next updated alongside the new Local Plan
PRODUCTION	Lead	Spatial Planning and Design Team Manager Principal Policy and Information Planner
	Management arrangements	Spatial Planning and Design Team Manager Principal Policy and Information Planner
	Resources	Spatial Planning and Design Team
	Stakeholder and community involvement	As set out in the Statement of Community Involvement
	Political Management	Environment, Sustainability, Sport and Culture Committee

TITLE	Joint West London Waste Plan	
STATUS	Development Plan Document	
ROLE AND CONTENT	The six west London Boroughs (Brent, Ealing, Harrow, Hounslow, Hillingdon and Richmond upon Thames) and latterly the Old Oak and Park Royal Development Corporation (OPDC), will jointly prepare a new West London Waste Plan (WLWP). It will set out a strategy for the sustainable management of waste and also allocate sites for managing West London's waste over a 15-year period.	
COVERAGE	West London Boroughs and OPDC	
CONFORMITY	Local Plan, London Plan, NPPF	
TIMETABLE	To be confirmed. Anticipated timescales: <ul style="list-style-type: none"> • Commencement and initial evidence gathering – from early 2024 • Pre-Publication Consultation – Autumn 2025 • Publication Consultation (Regulation 19) – Autumn 2026 • Submission and examination – 2027 	
PRODUCTION	Lead	Spatial Planning and Design Team Manager Joint Planning Officers Group
	Management arrangements	Spatial Planning and Design Team Manager Joint Chief Planners Group
	Resources	Project Manager – West London Alliance lead + consultants Spatial Planning and Design Team + staff from other departments as appropriate
	Stakeholder and community involvement	As set out in the Statement of Community Involvement
	Political Management	Environment, Sustainability, Sport and Culture Committee

