

Local Development Framework for Bradford

Annual Monitoring Report 2008 - 2009

December 2009



City of Bradford MDC

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FOREWORD

As one of the largest metropolitan planning authorities it is critical that together with its partners and communities that development and change is managed in order to supports the delivery on the vision and priorities in the Big Plan and fulfil the Districts' potential as a key player in both the Leeds City Region, United Kingdom and beyond.

The Council's Planning Service is facing challenging times as it adapts to meet the major changes to planning which have been introduced over recent years and seeks to progress regeneration and meet the needs of the community in the current economic downturn.

The current economic conditions have slowed development across the Country and also locally in Bradford. As can be seen in this report, this has particularly hit housing delivery and is likely to do so for the foreseeable future. The Council is working with partners and the development industry to do what it can to support development and investment to progress the delivery of homes, jobs and regeneration in these tough times.

This is the fifth Annual Monitoring Report for the Bradford District. It sets out the progress made in reviewing the current planning policies for the District in particular as we look to develop the new development plan documents as part of the Local Development Framework. It also sets out our current performance as measured by key indicators set by government, which shows how well we are doing in achieving change on the ground. The final section of the AMR 2009 looks at the number and types of applications received by the Planning authority and its effectiveness in determining them.

While the policies of the Replacement Unitary Development Plan continue to provide the framework, which will guide development, the Planning Authority is currently focusing its effort in developing the key documents in the Local Development Framework, in particular the Core Strategy. Progress has been made in engaging the Districts communities on the Core Strategy, as well as developing the evidence which will inform the emerging preferred approach which will be tested with the public and partners later next year. Work has also commenced on another important document the Waste Management Development Plan Document with the publication for comment the Issues and Options in November.

It is important that we continue to move forward the planning framework for the District to deliver the new challenges including climate change, supporting the key regeneration initiatives including Bradford City Centre, Airedale, and the Canal Road corridor, delivering economic potential in support of the Leeds City Region and delivering the Vision for the District into the 21st Century. Progress now putting in place clear plans will put Bradford in a good position when the economy starts to pick up and ensure delivery on the challenges in the Big Plan.

Councillor Anne Hawkesworth
Environment & Culture Portfolio Holder

1.0 INTRODUCTION

1.1 The New Development Planning System

1.1.1 The Planning and Compulsory Purchase Act which came into force in September 2004 has introduced major changes to the way in which local planning authorities produce development plans for their areas. The aims of the new Act are to speed up the plan making process and to make it more flexible/responsive to changes in circumstance. Emphasis is placed on keeping plans up to date via a continuous process of monitoring and review. A proactive approach to community involvement throughout the development plan making process is also encouraged.

1.1.2 The previous development plan system of Planning Policy Guidance, Regional Planning Guidance (for Yorkshire and Humber), and the City of Bradford Unitary Development Plan has been replaced by a new system. For the Bradford District the new system consists of:

- **Planning Policy Statements** – these set out national planning policy and are produced by central Government. These are progressively replacing Planning Policy Guidance Notes (PPGs).
- **Regional Spatial Strategy for Yorkshire and the Humber** – this sets out the planning policy for the Region, produced by the Yorkshire and Humber Regional Assembly and issued by the Secretary of State.
- **Local Development Framework** – this sets out the core strategy, planning proposals and policies for the District, and is produced at a local level by Bradford Council

1.1.3 Bradford's Local Development Framework (LDF) will consist of a portfolio of Local Development Documents (LDD's), which will provide the framework for delivering the spatial planning strategy for the area. Unlike the current system of a single development plan the new development plan will consist of a series of separate documents. The preparation of an LDF will be a continual process, with LDD's adopted and new ones added to the LDF at different stages. There are two main types of Local Development Documents:

- **Development Plan Documents (DPD)** – these are LDD's 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 together with the Regional Spatial Strategy for Yorkshire and the Humber will form the statutory development plan for the Bradford District and will be the start point for the consideration of planning applications. Development Plan Documents will progressively replace the recently Adopted Replacement Unitary Development Plan.

- **Supplementary Planning Documents (SPD)** - these LDD's 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. SPD's will be the subject of public consultation but not a Public Examination.

1.1.4 The Local Development Framework portfolio will also include the following documents:

- **Statement of Community Involvement (SCI)** – this Local Development Document will illustrate how the Council intends to engage the local community and stakeholders in preparing/reviewing Local Development Documents and in the consideration of planning applications. The SCI is not a Development Plan Document; however, it is the subject of a formal public consultation process and an independent Examination by an Inspector.
- **Local Development Scheme (LDS)** - this is a three year rolling work programme which sets out the details, timescales and arrangements for producing, monitoring and reviewing Local Development Documents
- **Annual Monitoring Report (AMR)** – this report will set out the progress being made in producing LDDs and the effectiveness of policies contained within LDDs. 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.

1.1.5 The policy and proposals content of all Development Plan Documents and Supplementary Planning Documents will be the subject of a Sustainability Appraisal (SA) and European Union Directive 2001/42/EC Strategic Environmental Assessment (SEA) to ensure that sustainable development principles are met.

1.1.6 The preparation of an LDF will be a continual process with new Local Development Documents added to the LDF at different times to reflect changes in circumstance; such as the need for an Area Action Plan, changing Government guidance or the findings in the Annual Monitoring Report.

1.2 The Purpose and Content of the Annual Monitoring Report

1.2.1 Review and monitoring are key aspects of the Governments 'plan monitor and manage approach' to the planning system. Monitoring is seen as important in developing evidence based policy making. This should seek to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine success or otherwise and any action or changes which may be required. Monitoring helps to address questions such as:

- Are policies achieving their objectives and in particular are they delivering sustainable development?
- Have policies had unintended consequences?
- Are assumptions and objectives behind policies still relevant?
- Are targets being achieved?

1.2.2 The Planning and Compensation Act 2004 ('the Act') places fundamental importance on monitoring. Section 35 of the Act and Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004, requires local planning authorities to produce and submit to the Secretary of State an annual monitoring report to assess:

- i) The implementation of the Local Development Scheme; and
- ii) The extent to which policies of the Local Development Documents are being achieved.

The monitoring report must be based on the period 1st April to 31st March and submitted to the Secretary of State no later than the end of the following December.

1.2.3 An important aspect of the new development plan system is the flexibility to update components of the Local Development Framework to reflect changing circumstances. Monitoring will play a crucial role in identifying the changes required to the Local Development Framework in order to reflect new priorities or circumstances.

1.2.4 In addition, monitoring is key to the successful development of the evidence base underpinning Local Development Document production. Two of the tests of soundness against which planning Inspectors will consider development plan documents at examination are whether:

- Policies are founded on a robust and credible evidence base.
- There are clear mechanisms for implementation and monitoring

- 1.2.5 While not prescribed in guidance the Council has extended the scope of the AMR with a third section looking at the performance of the Local Planning Authority in determining planning applications and any associated appeals. This seeks to provide a wider context to the performance of the planning authority as a whole.

1.3 Development plan context/current monitoring systems

- 1.3.1 The Replacement Unitary Development Plan was adopted in October 2005. The policies of the RUDP are automatically saved for a period of three years from adoption and will be replaced as the Council bring forward new policies in new Local Development Documents as part of its LDF, in accordance with the approved LDS. The Secretary of State issued a Direction dated 30th September 2008 setting out the policies to be saved beyond 31st October 2008.
- 1.3.2 The RUDP contains a performance framework at paragraph 3.100 which predated the requirements of the Act and the subsequent Regulations and guidance. In light of the more recent requirements the Council have adopted the approach set out in the guidance based on the set of core indicators supplemented by limited local indicators. This has replaced the performance framework.

1.4 Bradford In Context

Contextual indicators

- 1.4.1 Contextual indicators are indicators, which describe the wider social, environmental and economic background against which the Local Development Framework operates. Although not required under the legislation for their annual monitoring reports, section 13 of the Act requires local planning authorities to survey the characteristics of their area. This will be undertaken as part of the Sustainability Appraisal Scoping Report. The contextual indicators will provide a backdrop against which to consider the effects of policies and inform the interpretation of and significant effects. It is important to have regard to context when developing spatial plan policies and assessing their implementation. An analysis of these contextual indicators will measure changes in the wider social, economic and environmental background against which LDF policies operate.
- 1.4.2 The Core Strategy Sustainability Appraisal Scoping Report was published in February 2007.

1.4.3 Demographic

Population	
Total	501,700 ♦
Households	
Total Households	189,717 *
Average Household size	2.6*

1.4.4 Economy

Economically active, of all people aged 16 - 74		246,400 ♦
Unemployed, of economically active		18,800♦
Retired of economically active		

1.4.5 Housing

Housing Type	
All dwellings	
Detached House	23730*
Semi Detached house	61935*
Terraced housing	63929*
Bunglows	12392*
Flat or Maisonette	27464*
Caravan	267*
Housing Tenure	
Owned Outright	59,381*
Owned with mortgage	73,800*
Rented from Council or Housing Association	29,216*
Private renting	26,371*
Tied accommodation	379*
Shared ownership	569*
House price	
Average	£129,950 (2008)* £103,293 (2009)*

Sources:

* 2007/08 household survey- SHMA.

♦ONS annual population survey and mid-year population estimates, 2008

1.5 The Format of the Annual Monitoring Report

- 1.5.1 The LDF good practice guide provides guidance on content of the AMR. This advises that:
- The report should contain an analysis, in particular taking account of the core output indicators set out in the guidance, in terms of existing (saved) policies, which constitute the framework.
 - Monitor the LDS and milestones contained within it, giving an indication of progress and note any adjustments to the LDS considered necessary.
- 1.5.2 Section 2 of the report considers progress on the LDD's milestones. It sets our milestones for each Local Development Document to November 2009, the progress in terms of work undertaken to date and whether the milestones were met or not. Where milestones were not met it considers the reasons for this. Given the slippage against the current LDS and recent changes to development plan process it proposes that the LDS is review within the next year, as core DPD work programme permits.
- 1.5.3 Section 3 considers the performance of policies. This section focuses in this report on the core output indicators prescribed by national guidance, as revised in 2008. The analysis is undertaken where data permits with regard to the saved policies of the RUDP. The data is presented using the topic themes given in national guidance for the core output indicators. Those original LDF core indicators that have not been included in the 2008 revised guidance continue to be reported as local indicators for the time being in the, new, relevant topic themes. These are:
- Business Development and Town Centres
 - Housing
 - Environmental Quality
 - Minerals
 - Waste
- 1.5.4 Where data is not available at present or is not in the required format these are highlighted and measures to rectify this are identified.
- 1.5.5 Section 4 provides an outline of the performance of the LPA in determining planning applications and at appeal. This section sets out the numbers of major, minor and other minor applications received and determined by type of development.
- 1.5.6 The final section seeks to draw together key findings and any recommendations for action.

2.0 IMPLEMENTATION OF THE LOCAL DEVELOPMENT SCHEME

2.1 Monitoring Local Development Framework Preparation

- 2.1.1 As required under section 35 of the Act and regulation 48 of the 2004 Regulations, the Annual Monitoring Report must contain information on whether the timetable and milestones in the Local Development Scheme are being achieved.
- 2.1.2 Paragraph 4.47 of PPS12 develops this, explaining how the Annual Monitoring Report should review actual progress, compared to the targets and milestones for LDD preparation set out in the Local Development Scheme. The guidance states that this should assess whether the authority;
- (i) Has met the Local Development Scheme targets and milestones, is on target to meet them, is falling behind schedule or will not meet them;
 - (ii) Is falling behind schedule or has failed to meet a target or milestone and the reasons for this;
 - (iii) Report progress on policies and related targets in Local Development Documents, including relevant national and regional targets;
 - (iv) Include progress against national core output indicators including information on net additional dwellings and an update of the housing trajectory; and
 - (v) Indicate how infrastructure providers have performed against programmes for infrastructure set out of the Core Strategy.

2.2 Bradford LDS Context

- 2.2.1 The first LDS for Bradford was adopted in September 2005. Guidance requires the LDS to be reviewed on a regular basis to take account of progress and slippage on any documents and new policy issues. The AMR for 2006 highlighted significant slippage on all the major DPDs against the first LDS. It identified the need to review the LDS and set out a timetable. In addition, the Secretary of State requested that all LPAs review their LDS and submit them by end of March 2007.
- 2.2.2 The Executive approved a revised LDS at its meeting on 18th December 2007 following discussions with GOYH.
- 2.2.3 This AMR considers how preparation of the LDDs compares with the milestones and timetables set out in the revised LDS being the most recent and relevant version.

2.3 Progress on LDS Milestones

- 2.3.1 There are several Development Plan Documents with key milestones within the monitoring period to November 2009. Each document and milestones are considered in turn below.

Replacement Unitary Development Plan (Update)

Comments

2.3.2 While the RUDP is saved for 3 years from its adoption (until October 2008) under the new legal provisions the Council needs to set out clearly which, if any policies it is anticipating saving beyond this three year period. Where it is seeking to save policies beyond the 3 years the Council needs to seek the Secretary of States approval. The Council undertook an assessment of the RUDP policies early in 2008. The assessment was made against the considerations in PPS12 paragraph 5.15. The Council Executive meeting of 22nd April 2008 considered a report detailing the assessment and the submission to the Secretary of State. The Council formally made a submission on 21st May 2008. The Secretary of State issued a Direction on 30th September 2008 saving the policies beyond 31 October 2008 as proposed by the Council with one minor change. The Direction sets out the policies saved. The following policies are as a result not saved:

Policy UDP5	Needs of Communities in appropriate locations
Policy UR4	Sequential approach to accommodating development
Policy H1	Phase 1 Housing
Policy H2	Phase 2 Housing
Policy H3	Monitoring of housing supply
Policy H5	Residential development of land and buildings
Policy E3A	Office development
Policy TM9	Protection of pedestrian and Cycle routes
Policy TM 3	On street parking controls
Policy TM21	Provision and protection of rail and freight facilities
Policy TM22	Lorry parking
Policy NE12	Landscape and wildlife enhancement
Policy NR6	Aggregate land banks
Policy NR14	Agricultural land
Policy P4	Contaminated land
Policy P14	Biodegradable waste – landfill

2.3.3 A copy of the direction and accompanying letter has been placed on the Councils web site for information.

Local Development Scheme

Milestone	Target	Whether Met
Submission of the LDS to the First Secretary of State	March 2007	Yes

Comments

2.3.4 The AMR 2006 identified the need to review the LDS and set out a timetable for that review. At the same time the Secretary of State also requested that all LPAs review and submit revised LDS by end of March 2007. The LDS was reviewed in early 2007. This took account of the following:

- Evolving national guidance and good practice on LDFs, in particular developing guidance on ‘soundness’ and the practical implications of frontloading in order to address this.
- Linked to the above was the need to ensure soundness and the alignment of Core Strategy work with other emerging strategies and a robust evidence base.
- Slippage in Regional Spatial Strategy for Yorkshire and the Humber
 - New work priorities

2.3.5 The Revised LDS was formally adopted by the Council on 18th December 2007, following submission to Secretary of State and subsequent amendment.

2.3.6 The government issued an amended PPS12 and associated procedural changes in an online Development Plan Manual, which have an implication for the existing LDS. There has been further slippage on the current LDS, (as set out below). In the light of the slippage and the changes to development plan procedure, the Council will undertake a review of the LDS. In advance of a review the Council will provide real time updates, online and in its regular communications with stakeholders such as ‘*Plan-it Bradford*’ Newsletter, on progress on the LDS milestones and its approach in light of the above changes.

Statement of Community Involvement

Milestone	Target	Actual	Whether Met
Examination	October 2007	October 2007	Yes
Inspectors Binding Report	December 2007	January 2008	No
Adoption and publication	March 2008	July 2008	No

Comments

- 2.3.7 The SCI was submitted to the Secretary of State for independent examination and published for public comment on 10 November 2006 for six weeks ending on 22 December 2006. A total of 24 representations were received to the soundness of the document, 13 objecting and 11 supporting. The Council have been working with PINS towards an Examination. Following discussions with several objectors the Examination will be by written representations only. The Council received the Inspector's Report on the 14th January 2008. The Inspector deemed the SCI "sound" subject to the implementation of a number of recommendations. The Council adopted the SCI at its meeting of full Council on 8th July 2008, following consideration at Executive on 22 April 2008. A legal notice of adoption was subsequently issued on 29 July 2008.

Core Strategy

Milestone	Target	Actual	Whether Met
Public participation on Issues and Options (Reg 25)	February – June 2007	February – June 2007	Yes
	November – December 2007		
Public participation on Preferred Options and SA Report	July 2008 - August 2008 -		No
Submission of DPD to S of S	May 2009		No
Consult on Submitted Document	May – June 2009		No

Comments

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- 2.3.8 The Council commenced formal consultation on the Core Strategy with the publication of 8 topic papers setting out the Issues and Options for discussion from February to June 2007. The comments received as well as the consultation logs are available to view and download on-line.
- 2.3.9 The Council considered the comments received to the Issues and Options consultation. A number of respondents including from the Government Office for Yorkshire and the Humber requested that further work was required in order to develop more fully key elements of the issues and options in advance of preferred options. In particular the need to explore a more spatial vision and realistic and spatially specific options for the location of development in line with the then emerging Regional Spatial Strategy (RSS).
- 2.3.10 The Secretary of State issued proposed modifications to the Yorkshire and Humber Regional Spatial Strategy in September 2007. These raise a number of significant issues, which had implications for the Core Strategy including a significantly higher housing requirement for the district. The Final RSS was adopted in May 2008.
- 2.3.11 The Further Issues and Options papers were produced in order to take account of some of the critical comments raised in the earlier consultation and also take into account more recent evidence and changes in national, regional and local strategies including RSS and the SCS. The Further Issues and Option papers sets out a revised spatial vision as objectives as well as refined and amended spatial options for the location of development. They were approved for public consultation at the Council's Executive on 18th December 2007.
- 2.3.12 The Further Issues and Options were published for consultation from February 2008 to May 2008. Supporting documents were published including an Initial Sustainability Appraisal as well as a Settlement Study.
- 2.3.13 The consultation had two broad objectives:
- Raise awareness of the Core Strategy Further Issues and Options for Bradford.
 - Engage with key stakeholders in exploring the four spatial options for the location of housing and employment development within the District.
- 2.3.14 The consultation sought views from the public, landowners, community groups, infrastructure providers and other interested parties. In addition to targeted consultations several workshops were held.
- 2.3.15 Further events were run by Planning Aid which targeted communities of interest including BME, older people and young people.
- 2.3.16 Further engagement with communities in areas proposed in the Further Issues and Options as areas for significant growth, such as Holmewood, was undertaken until the end of 2008.

- 2.3.17 All comments received as well as logs for each of the events can be viewed on the LDF web pages.
- 2.3.18 In light of the imperative need to ensure a robust approach to waste management in LDF's, the government issued new guidance in June 2007 on the waste content of Core Strategies. To ensure sufficient opportunities for the provision of waste management facilities in appropriate locations, the core strategy should set out how sites and areas suitable for new or enhanced waste management facilities will be identified, including the criteria that will guide actual allocations and the broad locations where these will be sought. The guidance suggests that the clarity of the framework can be improved by identifying broad strategic areas in the Core Strategy. Taking account of the guidance the Council produced a Core Strategy Further Issues and Options Waste Management paper. This sets out the issues and options in following such an approach in the Core Strategy for Bradford. It seeks to invite comments on the considerations in identifying broad areas of search for waste facilities. The areas of search set out in the report take account of accessibility and environmental constraints only at this stage. This approach would then inform the detailed identification of sites in the more detailed Waste management Development Plan Document which follows.
- 2.3.19 The Further Issues and Options report on waste was approved by the Executive on 14th October 2008. Consultation period commenced on 6th November 2008, closing on 12th December 2008. Waste interests groups were targeted specifically for their views as part of the consultation.
- 2.3.20 Following a review of the consultation on the earlier Minerals Issues and Options issued in 2007, it was felt that further targeted consultation was required to ensure a robust engagement from the minerals operators and interests. An updated version of the Issues and Options topic paper was issued for comment in November 2008 and a workshop held with minerals interests.
- 2.3.21 Work to take forward the Core Strategy in 2009 has focused on analysing the representations from consultation and developing a robust evidence base on which to inform and develop the Core Strategy.
- 2.3.22** Further informal testing of a revised Vision and spatial objectives was undertaken with key partners at a Bradford District Regeneration Summit held in April 2009.
- 2.3.23 In taking forward the Core Strategy the Council has had ongoing regard to developing national guidance and good practice (eg Planning Advisory Service, Planning Officers Society and recent Inspectors reports). In particular it has sought to ensure a robust and proportionate approach to the underpinning evidence base, on which to develop and test the Core Strategy approach .

- 2.3.24 The Council has several key studies in place:
- Open space assessment
 - Landscape Character Assessment
 - Employment Land Study
 - Retail Study
- 2.3.25 Several key studies have been commissioned and have progressed in 2009. each of these are considered in turn below.
- 2.3.26 Consultants Arc4 are undertaking a Strategic Housing Market Assessment (SHMA). The SHMA is critical piece of evidence which will inform the Core Strategy approach to housing delivery, providing a detailed analysis of housing needs in the District including issues of type, mix and affordability. The study commenced in July and a final report is expected in December. A further study will be commissioned to test the viability and delivery of the suggested approach in the SHMA on particular with regard to the approach to affordable housing
- 2.3.27 Steer Davies Gleave are undertaking a Transport Assessment of the emerging Core Strategy. The study is another critical piece of evidence which will model the potential impacts on both the road network and public transport of the options for growth and development and consider mitigation measures.
- 2.3.28 Jeremy Ben Associates (JBA) are undertaking the Strategic Flood Risk Assessment (SFRA). The stage 1 SFRA which identifies the key areas/zones at risk from flooding is nearing completion. This will inform more detailed work on areas of development/growth which are the subject of potential significant risk of flooding.
- 2.3.29 The Council has commenced work on the Strategic Housing land Availability Assessment which will establish the potential long term supply of housing land (see paragraphs 5.2.3 to 5.2.5 below). The SHLAA is anticipated to be completed in Spring 2010.
- 2.3.30 A important new piece of evidence required by the revised PPS12 is an Infrastructure plan. The Council has commenced the first stages in developing this and is currently informally testing the initial baseline assessment with key infrastructure partners.
- 2.3.31 Several bridging documents have been developed to inform the emerging Core Strategy approach. These will provide a link between the extensive information and the chosen approach.
- 2.3.32 The settlement study has been developed further from the version issued for consultation in 2008. In particular it is seeking to better reflect the key issues and opportunities in the key communities across the district, and inform a more effective spatial approach in the emerging Core Strategy. It has also been updated to reflect more recent locality/community/neighbourhood plans.

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- 2.3.33 A baseline study has been developed and refined which pulls together key contextual data and information.
- 2.3.34 The Council will commission further studies over the coming year to underpin progress on the Core Strategy in particular a viability study and a Renewable Energy study.
- 2.3.35 The Council has commissioned Entec consultants to undertake the Sustainability Appraisal (SA) of the Core Strategy. Initial work in early 2009 reviewed the further issues and options and a review of the initial SA scoping report. Further SA will be undertaken as the CS progresses.
- 2.3.36 Extensive engagement with adjoining local planning authorities in particular Leeds, Calderdale and Craven has been undertaken through 2009 to ensure effective strategic planning informing respective Core Strategies and related evidence.
- 2.3.37 The Council is currently developing a Preferred Options style document which will set out the draft strategy and policies together with the consideration of the options considered and the comments received from the public and partners earlier in the process. The document will be informally tested with partners and further refined using the emerging evidence, prior to formal consultation. It is anticipated that the Preferred Options will be issued for formal consultation in early summer 2010. this would then be followed by a Publication Draft in the Autumn.

Local Development Framework for Bradford
Allocations DPD

Milestone	Target	Whether Met
Commencement of Process -evidence gathering and early consultation	September 2007	Yes
Consultation on Issues and Options	November 2008 – January 2009	No
Public participation on Preferred Options and SA Report	October - November 2009	No

2.3.38 Substantial work has been carried out in identifying sites through analysis of urban capacity and this has now been carried forward into the early stages of work on the SHLAA. The SHLAA will comprise a robust search for sites across the district and will focus on site developability providing outputs for testing both Core Strategy options and site allocation options.

2.3.39 Liaison with the Housing Strategy and the Housing Partnership on LDF issues is ongoing and this will include work towards the production of Housing Delivery Frameworks which will contribute to the Allocations DPD and Area Action Plans.

2.3.40 The progress on the DPD has slipped as a result of the slower than anticipated progress on the Core Strategy. In line with guidance and emerging good practice, the allocations DPD must follow on behind the Core Strategy, which sets the top level strategy to which the DPD must conform. The DPD also needs to align with the Area Action Plans. It is envisaged that Issues and Options stage will now be reached in the Autumn of 2010.

Bradford City Centre Area Action Plan

Milestone	Target	Whether Met
Public participation on issues and options (Reg 25)	August – November 2007	Yes
Public participation on Preferred Options and Sa Report	September 2008 - October 2008 -	No – due to slippage on Core Strategy
Submission to S of S and consultation	August - September 2009	No

Comments

- 2.3.41 The Council published the BCCAAP Sustainability Appraisal Scoping Report for the BCCAAP on July 6th 2007 for five weeks ending on 13th August 2007. The Council considered the representations and reported them in the Sustainability Appraisal report published with the subsequent Issues and Options reports.
- 2.3.42 The Issues and Options for the Area Action Plan 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. The Council published the following documents for consultation:
- Issues and Options report
 - Summary Issues and Options report
 - Initial Sustainability Appraisal of Issues and Options
 - Statement of Consultation
 - Engagement Plan.
- 2.3.43 During late 2007 and 2008 extensive public consultation was undertaken on the Issues and Options Report including Drop in Events and Exhibitions in the City Centre, District wide Drop In Event and Exhibitions, Workshop Event at the Thornbury Centre, Bradford focussed on Strategic Partnerships and the general public.
- 2.3.44 The Council has also been working with Yorkshire Planning Aid on workshop events with Bradford Older Peoples Alliance, Consortium of Ethnic Minority Organisations, young people and other hard to reach communities since the publication of the Issues and Options Report in August 2007.
- 2.3.45 Full written representations received to date on the Issues and Options Report and the consultation event logs, including those as part of the Planning Aid BME Project are available to view on the Councils website.
- 2.3.46 The Council are in the process of generating further evidence base for the City Centre Area Action Plan following the completion of the Employment Land Review and the Retail & Leisure Study which will culminate into the publication of a Draft City Centre Baseline Analysis Report which will be published for comment in early 2010. The comments received on the Draft Baseline Analysis Report will then be considered as part of the BCCAAP Preferred Options Report.
- 2.3.47 The slippage on the Core Strategy has had implications for the timing of the Bradford City Centre AAP Preferred Options Report. This was anticipated for September/October 2008, but due to ongoing work on the evidence base and Core Strategy it is anticipated that the City Centre AAP Preferred Options Report will be published in Summer 2010.

Shipley and Canal Road Corridor Area Action Plan

Milestone	Target	Whether Met
Commencement of Process -evidence gathering and early consultation	October 2007	Yes
Consultation on Issues and Options	November 2008 – January 2009	No
Public participation on Preferred Options and SA Report	October - November 2009	No

- 2.3.48 Evidence gathering has commenced on the Shipley & Canal Road Corridor AAP. The Council is to commission consultants in early 2010 to prepare a Masterplan on behalf of the Council for the Shipley & Canal Road Corridor. The baseline work and the development of a series of options and scenarios for the corridor will then be used to produce an Issues and Options Report for the Shipley & Canal Road Corridor which is due to be published in Autumn 2010. Ongoing links to corporate work on the corridor, including input to the Leeds City Region Urban Eco Settlement Delivery Framework and support the Leeds City Region Forerunner status.

Waste DPD

Milestone	Target	Whether Met
Commencement of Process -evidence gathering and early consultation	February 2007	Yes
Consultation on Issues and Options	September 2008 – October 2008	No
Public participation on Preferred Options.	June – July 2009	No

Comments

- 2.3.49 The Council appointed GVA Grimley in association with Environ to prepare the Waste DPD and contribute to the Core Strategy waste matters. They commenced the work in February 2007. A launch event on waste was held linked to the Core Strategy in March 2007.
- 2.3.50 The Council published the Waste DPD SA Scoping Report for public comment in July and August 2007. The Council has considered the

Local Development Framework for Bradford representations and made amendments. A revised scoping report was issued in January 2009.

- 2.3.51 The consideration of Issues and Options for the Waste DPD need to follow the Core Strategy in order to ensure conformity and alignment, and ultimately the 'Soundness' of the document.
- 2.3.52 In light of further guidance on waste management issued in Appendix to the PINS Lessons Learned (June 2007) document, the Council issued more detail on waste management in the Core Strategy to provide a clearer spatial strategy in advance of the waste DPD, in order to better support the short to medium term tasks of ensuring sites are delivered in a timely manner in particular to support the Councils Municipal Waste Strategy (See paragraph 2.3.19 above).
- 2.3.53 Formal work has commenced on the Waste Management DPD with the preparation of the Issues and Options report. This takes as its start point national and Regional Policy together with the emerging approach in the Core Strategy. The Council approved the Issues and Options report for formal consultation at Executive on 20 October 2009. The report is to be the subject of public consultation for 12 weeks commencing on 9 November 2009 closing on 25 January 2010.

Open Space and Built Recreation Facilities SPD

Milestone	Target	Whether Met
Commencement of Process -evidence gathering and preparation of Draft SPD	March 2007	Yes
Consultation of Draft SPD	May – June 2008	No
Adoption	September 2008	No

Comments

- 2.3.54 The Council consulted in 2007 on the scoping report for the SPD, which sets out its purpose, key issues and suggestions on the mechanisms for securing new provision through the SPD. A review of work priorities has meant that this SPD has been put on hold indefinitely in order to focus on priority DPD work including the Core Strategy.

Affordable Housing SPD

Milestone	Target	Whether Met
Commencement of Process -evidence gathering and preparation of Draft SPD	September 2007	Yes
Consultation on Draft SPD	April – May 2008	No
Adoption	September 2008	No

Comments

- 2.3.55 Work on this document has been put on hold as the Council seeks to ensure a robust and up to date evidence base on which to underpin its detailed implementation approach. It is also important that the SPD is linked to ‘parent’ policies within the emerging LDF rather than policies within the RUDP which will soon be superseded.

- 2.3.56 The Scoping Reports for the District Wide Affordable Housing Supplementary Planning Document (SPD) and the Sustainability Appraisal Report were consulted on in October 2008. The reports are part of the evidence gathering and preparation stage for producing the Draft District Wide Affordable Housing SPD. The role of these documents is to engage key stakeholders and the public in considering the key issues that the SPD could and should be addressing and the possible approaches, which the document can adopt to address these issues. The Sustainability Appraisal Scoping Report meets the requirements of the European Union Directive on Strategic Environmental Assessment (SEA) and the Government's requirements for a Sustainability Appraisal (SA). Roughly 100 comments were received from 13 organisations.

Tree Protection SPD

Milestone	Target	Whether Met
Commencement of Process -evidence gathering and preparation of Draft SPD	September 2007	Yes
Publication of Draft SPD	January – February 2008	No
Adoption	June 2008	No

Comments

- 2.3.57 A review of the work priorities of the Planning Service has meant that progress on this SPD had been put on hold in order to focus resources on the DPDs, in particular the Core Strategy. Work on the SPD has now resumed and it is anticipated that early in 2010 a draft will be issue for consultation.

Housing Supply SPD

Milestone	Target	Whether Met
Commencement of Process -evidence gathering and preparation of Draft SPD	April 2008	No
Publication of Draft SPD	August – September 2008	No

Comments

- 2.3.58 This document was originally intended to clarify the Council's policy with regards to the release of phase 2 housing sites and to set forward proposals for ensuring an adequate ongoing supply of both sustainable and deliverable sites. Work on this document was delayed initially due to the need for resources to be focused on developing the Core Strategy and its evidence base. Latterly monitoring work has revealed that an increased rate of housing development in the 2007-8 monitoring year has resulted in the trigger point for the release of phase 2 sites, as set out in RUDP Policy H2 being met. As a result, since the 13th August 2008, all phase 2 sites have been available for development and capable of contributing to housing supply subject to the submission and approval of appropriate schemes. As a result of this and the work on the production of the SHLAA, the Council no longer proposes to produce this SPD.

2.4 Current LDF adopted documents

2.4.1 The following is the list of all the LDF documents which have reached formal adoption:

- Sustainable Design Guide SPD (Adopted 28 February 2006)
- City Centre Design Guide SPD (Adopted 21 March 2006)
- Planning For Crime Prevention SPD (Adopted 26 June 2007)
- Planning Obligations SPD (Adopted 25 October 2007)
- Menston Housing Sites SPD (Adopted 25 October 2007)
- Shopfront Design Guide SPD (Adopted 19 December 2007)
- City Centre Affordable Housing SPD (Adopted 1 October 2008)
- Landscape Character SPD (Adopted 1 October 2008)
- Statement of Community Involvement (Adopted 8 July 2008)

3.0 LOCAL DEVELOPMENT FRAMEWORK ANALYSIS OF POLICY PERFORMANCE AND EFFECTS

3.1 Policy Context

3.1.1 The guidance requires local planning authorities to develop an *objectives-targets- indicators* approach to local development framework monitoring. It sets out how indicators should be used to assess the implementation and effects of policies. The guidance proposes a tiered approach to indicators. These are:

- Contextual indicators which describe the wider social, environmental and economic background against which LDF policy operates (see section 1.4 above).
- Output indicators which assess the performance of policies.
- Significant effects indicators which are used to assess the significant social, environmental and economic effects of policies (used as part of sustainability appraisal of policies).

3.1.2 The guidance defines two types of output indicator, which are relevant to the AMR. These are:

- **Core Output Indicator-** These are set and defined at the national level and each local planning authority is required to report on them in their AMR.
- **Local Output Indicator** – These are locally determined indicators which can address areas not covered by the core indicators. The choice of these indicators will vary according to particular circumstances and issues. These local indicators should be developed incrementally over time, reflecting changing policy monitoring needs, the development of monitoring experience and availability of resources. Indicators should be kept to a minimum, especially avoiding large numbers during the initial stages of developing their monitoring frameworks.

3.1.3 Guidance advises that Indicators should be kept to a minimum, especially avoiding large numbers during the initial stages of developing their monitoring frameworks. Therefore, the focus in this AMR has been on the core indicators and only a limited number of local indicators have been included where the data was available and relevant to the policy considerations.

3.1.4 The section below sets out the available data for each core indicator by topic. Where data is not available this is noted and the data collection issues considered.

3.1.5 The core output indicators reported upon are now those updated in revised guidance for both the Regional Spatial Strategy and the Local Development Framework in July 2008. Those original LDF core indicators that have not been included in the 2008 revised guidance continue to be reported as local indicators for the time being.

3.1.6 The suite of local indicators will be developed further as part of the preparation of DPD's.

3.2 Topic Commentaries

Business Development and Town Centres:

Core Indicators:

BD1: Total amount of additional employment floorspace - by type.

Completed sites	B1	B2	B8	Total
Gross internal floorspace, (sqm)	1502	20219	3270	24991
Net internal floorspace, (sqm)	1444	19457	3147	24048

Notes: Data collected and analysed by LDF Group.

Only data for new build sites of 0.25ha and over monitored.

External floorspace has been converted to internal floorspace by a 3.755% reduction in the external figures.

Some developed sites are also recorded under BD4.

BD2: Total amount of employment floorspace on previously developed land - by type.

Completed sites on PDL	B1	B2	B8	Total
Gross internal floorspace, (sqm)	1502	20219	3270	24991
Gross internal floorspace on PDL (sqm)	223	4075	3270	7568
Percentage of gross internal floorspace on PDL (sqm)	14.85	20.15	100	30.28

Notes: Data collected and analysed by LDF Group.

Only data for new build sites of 0.25ha and over monitored.

Some developed sites are also recorded under BD4.

BD3: Employment land available - by type.

	Total
Area of employment land available (<0.4ha)	1.63
Area of employment land available (>=0.4ha)	158.15
Total employment land available (ha)	159.78

Notes: Data collected and analysed by LDF Group.

Only data for new build sites of 0.25ha and over monitored.

Employment land available includes land with an employment land allocation in the RUDP and/or planning permission for employment uses.

Employment land supply data given as totals as employment land allocations in the RUDP, and some planning approvals, are not specified by Use Classes.

BD4: Total amount of floorspace for 'town centre uses'.

Completed sites	A1	A2	B1	D2
Gross internal floorspace in town centres, (sqm)		0	0	
Gross internal floorspace in the District (sqm)		0	1502	

Completed sites	A1	A2	B1	D2
Net internal floorspace in town centres, (sqm)	2658	0	0	
Net internal floorspace in the District (sqm)	10123	0	1444	

Notes: Data collected and analysed by LDF Group.

Only data for new build sites of 0.25ha and over monitored for employment.

Saved policies of Adopted RUDP class City, Town and District Centres as 'Centres' and changes are included for these three types in 'In-Town Centres' above. Local Centres and out of centres are only included in the district total.

Site threshold of 100sqm for retail

Only net floorspace monitored for retail

Local Development Framework for Bradford

B1 not subdivided into B1a, B1b, B1c

D2 uses not monitored.

Local Indicators:

Employment Zones

Amount of floorspace developed for employment by type, in Employment Zones.

Completed sites in Employment Zones	B1	B2	B8	Total
Gross internal floorspace, (sqm)	1279	17679	1106	20064
Net internal floorspace, (sqm)	1230	17013	1064	19307

Notes: Data collected and analysed by LDF Group.

Only data for new build sites of 0.25ha and over monitored.

External floorspace has been converted to internal floorspace by a 3.755% reduction in the external figures.

Losses of employment land

Losses of employment land in (i) Employment Zones and (ii) District.

Losses of Employment land	Total
(i) Employment Zones (ha)	0
(ii) District (ha)	2.19

Notes: Data collected and analysed by LDF Group.

Only data for new build sites of 0.25ha and over with an employment land allocation in the RUDP and/or planning permission for employment uses monitored.

Amount of employment land lost to residential development.

Losses of Employment land	Total
(i) Residential development (ha)	0
(ii) District (ha)	2.19

Notes: Data collected and analysed by LDF Group.

Only data for new build sites of 0.25ha and over with an employment land allocation in the RUDP and/or planning permission for employment uses monitored.

Local Services

Amount of completed retail, office and leisure development in town centres.

Use Classes Order	Centres	Locations	Site size: sites <2500 sq m net	Site size sites >=2500 sq m net	
A1 Retail	In Town Centres	City & Town Centres			
		Bradford City Centre gain	791		
		Bradford City Centre Loss	-516		
		Shipley Town centre gain	200		
		Shipley Town centre loss	-690		
		Keighley Town Centre gain	200		
		Keighley Town Centre loss	-120		
		Ilkley Town Centre gain	895		
		Ilkley Town Centre loss	-200		
		Bingley Town Centre loss	-120		
		District Centres			
		Girlington gain	190		
		Tong Street gain	382		
		In Town Centres	Total gain	2658	
	In Town Centres	Total loss	-1646		
	Out of Town Centres	Local Centres	Bankfoot loss	-500	
			Barkerend gain	410	
			Barkerend loss	-815	
			Clayton gain	426	
			Laisterdyke loss	-150	
Marshfield gain			200		
Wyke gain			524		
Out of all above Centres					
Total gain			5905		
Total loss			-450		
Out of Town Centres		Total gain	7465		
Out of Town Centres		Total loss	-1915		
Total		Gain	10123		
		Loss	-3561		
				Total completed sites (sqm net)	

Local Development Framework for Bradford

B1 & A2 Offices	In Town Centres			0
	Out of Town Centres			1444
D2 Leisure			No data	No data

Notes: Data collected and analysed by LDF Group.
 Saved policies of Adopted RUDP class City, Town and District Centres as 'Centres' and changes are included for these three types in 'In-Town Centres' above. Local Centres and out of centres are only included in the district total.
 Site threshold of 100sqm for retail
 Only net floorspace monitored for retail
 Only data for new build sites of 0.25ha and over monitored for employment.
 B1 not subdivided into B1a, B1b, B1c
 D2 uses not monitored.

Commentary:

Monitoring System:

The monitoring of Leisure development will need to be developed.

Car parking standards

Amount of completed non-residential development within UCOs A, B and D complying with car-parking standards set out in the Local Development Framework.

	% of compliant sites
Total number of compliant schemes as a % of total number of schemes	37.5
Total number of schemes analysed	8

Employment schemes analysed are all those completed and recorded in BD1 (not including B8 schemes) that were subject to consultation with Highways Development Control. Two schemes had both B1 and B2 components and both components have been recorded. Retail schemes recorded are those completed and recorded in BD4/Local Services local indicator, above 1000sqm threshold, that were subject to consultation with Highways Development Control.

Compliance with the standards determined by Highways Development Control.

Housing

Core Indicators:

H1: Plan period and housing targets.

H2(a): Net additional dwellings – in previous years.

H2(b): Net additional dwellings – for the reporting year.

H2(c): Net additional dwellings – in future years.

H2(d): Managed delivery target.

The 2008 revisions to the core indicators have changed the way future levels of housing provision are recorded.

In the light of delayed progress on the Core Strategy (as noted from paragraph 2.3.8), the SHLAA, and consequent identification of a PPS3 compliant five year housing supply (as noted from paragraph 5.2.3), data in the following table is restricted to H1, H2a and H2b.

In the absence of full reporting on H2c and H2d, the housing supply at 1 April 2009 is quantified and related to the RSS housing requirement and Local Area Agreement (LAA) National Indicator (NI154) housing targets in the paragraphs following the table.

A complete trajectory for H2 (c) and (d) will be included in AMR2010.

Local Development Framework for Bradford

Year	H1 Net annual requirement RSS	H1 LAA target	H2 (a) (b) Net additional dwellings
2004-2005	1560		1361
2005-2006	1560		1369
2006-2007	1560		1578
2007-2008	1560		2156
2008-2009	2700	1600	1440
2009-2010	2700	1900	
2010-2011	2700	2500	
2011-2012	2700		
2012-2013	2700		
2013-2014	2700		
2014-2015	2700		
2015-2016	2700		
2016-2017	2700		
2017-2018	2700		
2018-2019	2700		
2019-2020	2700		
2020-2021	2700		
2021-2022	2700		
2022-2023	2700		
2023-2024	2700		
2024-2025	2700		
2025-2026	2700		

Notes: Completions data derived from Building Control completions and data supplied to them and analysed by LDF Group.

The current supply comprises:

- Outstanding planning permissions 10459 (6990 on pdl; 2087 through conversion/change of use; 1382 on greenfield land, agricultural land and agricultural buildings).
- Remaining allocations in the RUDP (on both Phase 1 and Phase 2 allocations) 5451 (959 on pdl and 4492 on greenfield land).
- The supply total is 15910.

Local Development Framework for Bradford

- The density assumptions of the RUDP housing supply have been used on sites without an extant planning permission.

Commentary:

Given the change in the way future levels of housing supply are identified, it is not now appropriate to include the RUDP windfall allowance of 440 units per year, and this has the effect of lowering the housing supply from that identified in the AMR in previous years.

Based solely on planning status, the total of the current supply of outstanding planning permissions and the remaining allocations in the RUDP 15910, will last for 5.89 years against the net annual requirement of 2700 dwellings, for 2009/10 and subsequent years from the Yorkshire and Humber Plan, Regional Spatial Strategy to 2026.

Based solely on planning status, the total of the current supply of outstanding planning permissions and the remaining allocations in the RUDP 15910, will last for 6.26 years against the NI154 targets for 09/10 and 10/11, in the Local Area Agreement for Bradford, and the net annual requirement of 2700 dwellings, for subsequent years from the Yorkshire and Humber Plan, Regional Spatial Strategy to 2026. In recognition of the impact of the economic downturn, the Government have decided that these targets can be reviewed as part of the 2009/10 annual review. Any subsequent targets may be reduced.

H3: New and converted dwellings - on previously developed land.

	Gross new build completions	Gross change of use to residential	Gross conversion to residential	Total
Number on PDL	971	292	105	1368
Number on Greenfield	181	27	4	212
Total	1152	319	109	1580
Percentage gross on PDL	84.29	91.54	96.33	86.58

Notes: Completions data derived from Building Control completions and data supplied to them and analysed by the LDF Group.

Commentary:

The percentage of completions on pdl is in excess of the 65% regional target set in the RSS.

H4: Net additional pitches (Gypsy and Traveller)

Gypsy and Traveller pitches	Permanent	Transit	Total
Number completed	0	0	0
Number lost	0	0	0

Notes: Data supplied by the Specialist Services Team, Department of Environmental Health.

H5: Gross affordable housing completions.

	Social rented homes provided	Intermediate homes provided	Total Affordable homes provided
Gross completions	155	104	259
Net completions	155	104	259

Notes: Data supplied by the Affordable Housing Team, Department of Housing.

H6: Housing Quality: Building for Life Assessments.

There is no data available for this Core Indicator.

Monitoring System:

There is a need to develop a monitoring system for this data.

Local Indicators:

Windfall Development

(Number of dwellings completed on land not allocated for housing in Development Plans).

	On pdl	Through conversions	Through change of use	On Greenfield land, agricultural land and buildings	Total
Number of dwellings	893	105	292	56	1346
%age of total windfall	66.34	7.8	21.7	4.16	100
%age of total completions					85.19

Local Development Framework for Bradford

Notes: Data analysis by LDF Group from completions data derived from Building Control completions and data supplied to them.

Gross data analysed.

Windfall decision determined from development plan at time of submission of application.

Density of completed housing schemes

Percentage of new dwellings completed at:

- (i) Less than 30 dwellings per hectare;
- (ii) Between 30 and 50 dwellings per hectare; and
- (iii) Above 50 dwellings per hectare.

	Number of completed schemes	% age of completed schemes	Number of dwellings on completed schemes	% age of dwellings on completed schemes
<30 dph	10	22.22	311	19.52
30-50 dph	10	22.22	365	22.91
>50 dph	25	55.56	917	57.57
Total	45	100	1593	100

Notes: Relates to schemes, over 0.1ha and/or yield of >=4units, that were completed during period 1.4.2008 - 31.3.2009.

These developments also analysed under the Accessibility Local Indicator.

Data collected and analysed by LDF Group.

Commentary:

Over 77% of housing schemes completed in 2008-2009, and over 80% of dwellings on those completed schemes, have been at a density above 30 units per hectare.

Accessibility

Amount of completed housing schemes within 30 minutes public transport time of: a GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre(s).

Number of facilities within 30 minutes public transport journey time of completed scheme	Number of completed schemes	% age of completed schemes	Number of dwellings on completed schemes	% age of dwellings on completed schemes
All 6	34	75.56	1474	92.53
5	7	15.56	58	3.64
4	2	4.44	58	3.64
3	0	0	0	0
2	0	0	0	0
1	0	0	0	0
0	2	4.44	3	0.19
Total	45	100	1593	100

Local Development Framework for Bradford

Notes: Relates to schemes, over 0.1ha and/or yield of ≥ 4 units, that were completed during period 1.4.2008 - 31.3.2009.

Data collected and analysed by Plans & Performance Service.

These developments also analysed under the Density Local Indicator.

The six destination criteria are defined in 'Local Development Framework Core Output Indicators, Update 1/2005' ODPM October 2005. Hospitals are taken to include Community Hospitals as well as Airedale, BRI and St. Lukes.

Environmental Quality

Core Indicators:

E1: Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds.

	Flood Risk grounds	Water Quality grounds
Number of permissions granted contrary to sustained advice	0	0

Notes: Data on all applications to which the Environment Agency objected to, on the two named grounds during 2008-2009, taken from EA web site.
Analysis by LDF Group on the determination of the identified applications.

E2: Change in areas of biodiversity importance.

	Loss	Addition	Total change	Total area
Area of Biodiversity Importance	No data available	No additions	No change recorded	7660.01ha

Base line data of Environmental designations	SPA/SAC		SSSI		SEGI		RIGS		BWA	
	No	Area	No	Area	No	Area	No	Area	No	Area
Bradford North			1	0.72	1	9.61			17	232.08
Bradford South					1	24.51	2	4.96	13	195.83
Bradford West					2	4.11			11	106.07
Keighley	1	4485.75	1	4485.75	10	165.04	7	17.33	66	811.29
Shipley			2	9.03	11	188.22	8	274.16	41	1131.30

Local Development Framework for Bradford

Notes: Data collected and analysed by LDF Group.

SAC: Special Area of Conservation

SPA: Special protection Area

SSSI: Site of Special Scientific Interest

SEGI: Sites of Ecological/Geological Importance

RIGS: Regionally Important Geological Sites

BWA: Bradford Wildlife Areas

Some sites extend outside the District. Only the area within Bradford District is included in the table.

Some sites extend over more than one Parliamentary Constituency. The total area has been attributed to the Parliamentary Constituency that contains the largest part of the designation. South Pennine Moors is has three designations, SAC, SPA and SSSI, but its area has only been included once in the total figure.

Monitoring system:

A system to monitor losses in areas of biodiversity importance needs to be established. Base line data has been included for environmental designations.

E3: Renewable Energy

The amount of renewable energy generation by installed capacity and type.

There is no data available for this Core Indicator.

Monitoring System:

There is a need to develop a monitoring system for this data, and it is acknowledged that there will be collection difficulties for some types of development.

Local Indicator:

Amount of eligible open spaces managed to Green Flag Award standard.

Public Parks	Eligible Parks achieving Green Flag site assessment standard.	Eligible Parks awarded Green Flag 2008/09.
	Area (ha)	Area(ha).
Bowling Park, Bradford.	37.38	
Brackenhill Park, Great Horton, Bradford	6.63	
Central Park, Haworth	2.84	2.84
Cliffe Castle Gardens, Keighley.	12.7	
Darwin Gardens, Ilkley.	1.99	
Harold Park, Bradford.	7.87	7.87
Horton Park, Bradford.	13.49	
Ladyhill Park, Allerton, Bradford.	3.56	
Lister Park, Bradford.	21.9	21.9
Myrtle Park, Bingley.	8.37	
Peel Park, Bradford.	29.72	29.72
Riverside Gardens, Ilkley.	4.3	
Roberts Park, Saltaire, Shipley.	5.19	
Silsden Park, Silsden.	5.44	
St Ives Estate, Harden, Bingley.	220.49	220.49
Thornton Recreation Ground, Thornton ,Bradford.	0.27	
Victoria Park, Keighley.	5.21	
Wibsey Park, Wibsey, Bradford.	12.25	
Total Area	399.6	282.82

Notes: Data extracted from Bradford Open Space, Sport & Recreation Study: Open Space Assessment Report. KKP 2006. Parks awarded Green Flag updated by Civic Trust.

Commentary:

Open space is defined here as “all publicly accessible open space, whether public or privately owned. Data for total open spaces should be available from authorities’ audits of open spaces and recreation facilities as required by PPG17.”

The Green Flag Award Scheme, managed by the Civic Trust, is the national standard for parks and green spaces across England and Wales.

The audit for the District was undertaken during 2006 but not all public parks were assessed. Of those that were assessed, the eighteen that achieved the Green Flag site assessment standard are listed in the table. Five public parks also met the 'management' standard and were awarded the Green Flag in 2008/09.

Monitoring System:

The Parks and Landscape Service is to initiate a monitoring system to continue and expand the Green Flag assessments.

Minerals

Core Indicators:

M1: Production of primary land won aggregates.

	Number of operators contacted	Number of operators responded	Total Crushed Rock for Aggregate Purposes (in Tonnes)	Total Sand and Gravel for Aggregate Purposes (in Tonnes)
2007-2008	5	3	47318	0

Notes: Data provided by Minerals & Waste Planning Team from an annual request of active quarry operators. Only data voluntarily supplied by operators has been collated. It is possible that additional aggregates may have been won during these periods by operators who did not respond to the data request.

Only operators producing significant tonnage have been contacted since 2006-2007. There is a one year slippage in the supply of data.

M2: Production of secondary/recycled aggregates.

This data not collected by any known source.

Monitoring System:

A reliable data source for M2 needs to be identified before monitoring system can be developed.

Waste

Core Indicators:

W1: Capacity of new waste management facilities by waste planning authority.

Site	Type	Annual Capacity
Land at The Shay, Soil Hill, Halifax Road, Denholme.	Inert landfill	12000 cubic meters
Sanders Depot, Peace Street, Bradford.	Other treatment	20 tonnes
Mount Street Works, Mount Street, Bradford.	Transfer station	24999 tonnes

Notes: Data provided by Minerals & Waste Planning Team.
 'New' facilities are defined as those which (i) have planning permission and (ii) are operable within the reporting year.

W2: Amount of municipal waste arising, and managed by management type, by waste planning authority.

Amount of Waste managed by management type	Amount (Tonnes)	Percentage
Landfill	194000	74.62
Material Reclamation Facility (MRF)	0	0
Composting of Green Waste	35000	13.46
Dry recycling	28000	10.77
Bring Sites direct to recycling merchants	3000	1.15
Total	260000	100

Notes: Data derived from the Waste Management and Street Scene Division.

4.0 DEVELOPMENT CONTROL PERFORMANCE

4.1 Introduction

The following section sets out the performance of the Local Planning Authority in determining planning applications for the period 1 April 2008 to 31 March 2009. It considers:

Major Applications
 Minor Applications
 Other Applications (Listed Buildings etc)

It also sets out the Local Planning Authority's performance in relation to planning appeals for the same period.

4.2 Major Applications

In 2008/09 the Authority determined 160 major applications. This figure does not include those applications that were withdrawn, finally disposed of, declined to determine by the Local Planning Authority, called in for determination by the Secretary of State or non determined applications subject to appeal.

Of these, 107 applications were determined within 13 weeks, this equals 66.9% which is above the national target of 60%.

Major Applications by Development Type (NI157a)

Development Type	Total no of Apps	Det in time	Det out of time	Granted	Refused
Largescale Major Developments					
1 Dwellings 200 or more dwellings or site area is 4 hectares or more	2	0	2	2	0
2 Offices/research and development/light industry Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more	1	0	1	1	0

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3 General industry/ storage/warehousing <i>Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more</i>	1	1	0	1	0
4 Retail distribution and serving <i>Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more</i>	7	3	4	5	2
5 Gypsy and traveller pitches Dwellings 200 or <i>more pitches or site area is 4 hectares or more</i>	0	0	0	0	0
6 All other large scale major development types <i>Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more</i>	15	7	8	15	0
Smallscale Major developments					
7 Dwellings <i>10 – 199 dwellings or site area is 0.5 and less than 4 hectares</i>	88	61	27	61	27
8 Offices/research and development/light industry <i>Floorspace to be built is 1,000 – 9,999 square metres or site area is 1 hectare and less than 2 hectares.</i>	4	2	2	4	0
9 General industry/ storage/warehousing <i>Floorspace to be built is 1,000 – 9,999 square metres or site area is 1 hectare and less than 2 hectares.</i>	13	10	3	13	0

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10 Retail distribution and serving <i>Floorspace to be built is 1,000 – 9,999 square metres or site area is 1 hectare and less than 2 hectares.</i>	7	6	1	6	1
11 Gypsy and traveller pitches <i>10 – 199 pitches or site area is 0.5 and less than 4 hectares</i>	0	0	0	0	0
12 All other small scale major development types <i>Floorspace to be built is 1,000 – 9,999 square metres or site area is 1 hectare and less than 2 hectares.</i>	22	17	5	18	4
Total	160	107	53	126	34

4.3 All Minor Applications

In 2008/09 the Authority determined 1405 minor applications. This figure does not include those applications that were withdrawn, finally disposed of, declined to determine by the Local Planning Authority, called in for determination by the Secretary of State or non determined applications subject to appeal.

Of these, 999 applications were determined within 8 weeks, this equals 71.1% which is above the national target of 65%.

Minor Applications by Development Type (BV109b)

Development Type	Total no of Apps	Det in time	Det out of time	Granted	Refused
13 Dwellings <i>Less than 10 dwellings or a site less than 0.5 hectares</i>	636	423	214	388	248
14 Offices/research and development/light industry <i>Floorspace to be built is less than 1000 square metres, or site area is less than 1 hectare</i>	63	43	20	45	18

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15 General industry/ storage/warehousing <i>Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare</i>	44	30	14	41	3
16 Retail distribution and servicing <i>Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare</i>	280	221	59	192	88
17 Gypsy and Traveller pitches	0	0	0	0	0
18 All other major development types <i>Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare</i>	382	282	99	319	63
Total	1405	999	406	985	420

4.4 Other Applications

In 2008/09 the Authority determined 2835 other applications. This figure does not include those applications that were withdrawn, finally disposed of, declined to determine by the Local Planning Authority, called in for determination by the Secretary of State or non determined applications subject to appeal.

Of these, 2398 applications were determined within 8 weeks, this equals 84.6% which is above the national target of 80%.

Other Applications by Development Type (NI157c)

Development Type	Total no of Apps	Det in time	Det out of time	Granted	Refused
20 Changes of Use	184	141	43	123	61
21 Householder Applications	2162	1872	290	1761	401
22 Advertisements	250	222	28	178	72
23 Listed building consent to amend or alter	179	125	54	149	30

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24 Listed building consent to demolish	4	3	1	3	1
25 Conservation area consent	17	4	13	14	3
26 Certificates of lawful development	39	31	8	28	11
27 Notifications	0	0	0	0	0
Total	2835	2398	437	2256	579

4.5 Appeal Information (BV204)

In 2008/09 the Authority received a total of 147 appeal decisions of which 36 appeals were allowed and the remainder were dismissed. This equals 24.5% which is above the local target of 26.5% for 2008/09.

Quarterly breakdown

Quarter	Total number of appeal decisions	Total number allowed	Percentage (allowed)
April to June 2008	34	13	38.2%
July to September 2008	40	8	20.0%
October to December 2008	31	7	22.6%
January to March 2009	42	8	19.0%
Total	147	36	24.5%

5.0 SUMMARY OF KEY FINDINGS AND RECOMMENDED ACTIONS

5.1 Local Development Scheme

- 5.1.1 While work has commenced on several key LDDs, progress has been slow. Further revised national guidance and good practice has made additional requirements as part of the frontloading of LDF preparation, in particular the quality and robustness of the evidence.
- 5.1.2 On the back of the extensive consultation undertaken through 2008, progress in 2009 on the Core Strategy has focused upon considering the representations, further informal consultation and testing, as well as, developing the up to date robust evidence on which to base the Core Strategy.
- 5.1.4 Progress on several key pieces of evidence has been made including the Strategic Housing Market Assessment (SHMA), Strategic Housing Land Availability Assessment (SHLAA) and the Transport Assessment.
- 5.1.5 A preferred options style Core Strategy is in preparation which will set out the draft approach and policies together with the reasons for the chosen approach and options/alternatives not followed. It is anticipated that this will be formally consulted upon in early summer 2010.
- 5.1.6 Progress on the Waste Management DPD has been made with its publication Issues and Options for comment in November 2009.

5.2 Policy Monitoring Systems

- 5.2.1 The key messages from the analysis of policy in Section 3 relate to the core indicators on housing. Key findings include:
- The significant reduction in housing completions as result of the impact of the economic downturn.
 - Based on planning status (i.e. outstanding permissions and remaining allocations of the RUDP) the current supply of housing land will provide for 15910 dwellings, and will last for 5.89 years against the net annual requirement of 2700 dwellings.
 - Over 86% of development has taken place on Previously Developed Land (PDL), in excess of the 65% Regional Spatial Strategy target.

- 5.2.2 The above highlights the positive progress that has been made in delivering the housing requirement and making effective use of previously developed land. However, there are significant challenges facing the District over the coming years in delivering sustainable housing. The impact of the economic downturn has significantly reduced development activity generally and in particular in the residential sector. The Council has responded as far as it can to support housing delivery in these difficult conditions through the Development Management process as well as the work on the SHLAA and SHMA. This has implications both for the management of the housing supply in the short to medium term as well as the longer term supply as part of the emerging LDF.
- 5.2.3 The Government issued revised national guidance in PPS3 and later published its Housing Green Paper. These documents seek to ensure that all local planning authorities take a proactive approach to facilitating the delivery of housing via a 'plan, monitor, manage' approach. Local planning authorities must ensure that via their Local Development Frameworks, that they are identifying and releasing an adequate supply of housing land to meet short, medium and long term need such that new and higher national house building targets are met.
- 5.2.4 One of the key mechanisms for this is a new requirement to identify a 5 year supply of 'deliverable' housing sites. These are sites which are suitable, available and capable of delivering housing completions now or over the next 5 years. The five year land supply can be assessed as a stand alone exercise but is normally examined as part of the production of a Strategic Housing Land Availability Assessment (SHLAA). Once the SHLAA is completed the Local Planning Authority can assess whether it has a 5 year land supply by comparing deliverable sites with its targets for house building. The SHLAA can also test emerging LDF policies and be used to inform the production of a trajectory to show how housing requirements and targets such as those contained within the RSS and within National Indicators will be met over the plan period. This needs to be seen in the context of the increase in the housing requirement for the District as a result of the publication, in May 2008, of the Yorkshire and Humber Plan, Regional Spatial Strategy to 2026.
- 5.2.5 The data in the AMR 2009 provides a start point in identifying the 5 year housing land supply based purely on planning status. However further work is required to meet the full requirements of PPS3. Work is well underway in producing Bradford's SHLAA with a report due in April 2010 which would feed into both the emerging Core Strategy Preferred Options but also the Allocations DPD Issues and Options. Once this work is completed the Council will finalise its housing trajectory which will form part of the Core Strategy. Both the SHLAA, and the 5 year land supply assessment will be rolled forward on an annual basis and this will enable the Local Planning Authority to assess whether expected performance in delivering the expected number of homes, as set out in the trajectory, and the desired level on development on previously developed land, is being met.

- 5.2.6 Aside from housing, there are still a couple of gaps in data, which need action to ensure that they can be reported in the next AMR, in particular the indicator on renewable energy will need to be examined.

5.3 Development Control Performance

In 2008/09 the Council received 4324 planning applications.

The Council exceeded the national targets for determining major, minor and other applications and continues to improve its performance year on year.

Appendix 1

GLOSSARY

Local Development Framework Terminology

Annual Monitoring Report (AMR) – This is a Report that the Council is required to prepare as part of the Local Development Framework. The Report will annually assess the extent to which policies in Local Development Documents are being achieved.

Development Plan Document (DPD) – These are Local Development Documents that are part of the Local Development Framework. They form the statutory development plan for the district (together with the Regional Spatial Strategy) 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 Development Framework. They comprise of Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.

Local Development Framework (LDF) – This is the portfolio of Local Development Documents, the Annual Monitoring Report and Local Development Scheme that together provide the framework for delivering the spatial planning strategy for the District.

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 annually in light of outcomes from the Annual Monitoring Report and is submitted to the Yorkshire and Humber Government Office for approval.

Supplementary Planning Document (SPD) – These are Local Development Documents that are part of the Local Development Framework. 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 of independent examination

Development Control Terminology

National Indicators

NI157a – Percentage of largescale and smallscale major planning applications determined in line with the Government's development control targets. The target set by government is 60% of all major applications should be determined within 13 weeks.

NI157b - Percentage of major planning applications determined in line with the Government's development control targets. The target set by government is 65% of all minor applications should be determined within 8 weeks.

NI157c - Percentage of major planning applications determined in line with the Government's development control targets. The target set by government is 80% of all other applications should be determined within 8 weeks.

Local Indicators

BV204 – Percentage of appeals allowed against the Authority's decision to refuse on planning applications. The local target set by the Local Planning Authority is not more than 26.5% of planning appeals should be allowed.

Application Descriptions

Largescale Major Applications – For dwellings, the number of residential units to be constructed is 200 or more or where the number of residential units is not given in the application, a site area of 0.5 hectares or more. For all other developments the floorspace to be built is 1000 square metres or more, or the site area is 2 hectares or more.

Smallscale Major Applications - For dwellings, the number of residential units to be constructed is between 10 and 199 or where the number of residential units is not given in the application, a site area of 0.5 hectares and less than 4 hectares. For all other developments the floorspace to be built is 1000 square metres and up to 9,999 square metres or the site area is 1 hectare and less than 2 hectares.

Minor Application – For dwellings, the number of residential units to be constructed is between 1 and 9 or where the number of residential units is not given in the application, a site area of less than 0.5 hectare. For all other developments the floorspace to be built is less than 1000 square metres or the site area is less than 1 hectare.

Other Application – All remaining applications including those householder applications, changes of use, advertisements, certificates of lawful development and listed building consent.

Appendix 2

Relevant National Guidance

Planning Policy Statement 3: Housing (CLG 2006)

Planning Policy Statement 12: Local Development Frameworks (CLG 2008)

Online Development Plan Manual (CLG PAS)

Planning Policy Statement 12: Local Development Frameworks (ODPM 2004) – Now superseded

Creating Local Development Frameworks: A Companion Guide to PPS12 (ODPM 2004) - Now superseded

Local Development Framework monitoring: A Good Practice Guide (ODPM 2005)

Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008 (CLG 2008)

Produced by the
City of Bradford Metropolitan
District Council

Local Development
Framework Group

January 2010

City of Bradford MDC

www.bradford.gov.uk